



THE REPUBLIC OF KENYA
OFFICE OF THE CONTROLLER OF BUDGET



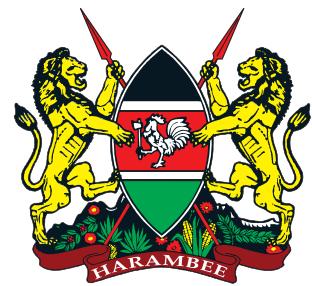
**COUNTY GOVERNMENTS
ANNUAL BUDGET IMPLEMENTATION REVIEW
REPORT**

FOR THE FY 2021/22

SEPTEMBER, 2022



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FOREWORD

I am pleased to present the Annual County Government Budget Implementation Report for the financial year 2021/22. The report has been prepared in accordance with Article 228 (6) of the Constitution of Kenya 2010, which requires my office to submit a report to each house of Parliament on the implementation of the National and County Governments' budgets every four months.

This Annual County Government Budget Implementation Report examines the cumulative budget performance of the forty-seven Counties for the period July 2021 to June 2022. The analysis and preparation of this report are based on the financial reports submitted to the Controller of Budget by the County Treasuries, the approved County Budgets and reports generated from the Integrated Financial Management Information System. The report highlights the achievements and challenges encountered in budget implementation by the County Governments in the financial year. It also proposes recommendations to address the difficulties identified to promote better budget implementation and prudence in public finance management.

In line with my constitutional mandate, my office will continue to promote the prudent use of public funds by ensuring timely advice on the budgets, approval of requests for withdrawal of funds and regular information on budget implementation. Further, my office will remain steadfast in ensuring that information on budget performance is published and publicised regularly through the quarterly Budget Implementation Review Reports in line with Section 39(8) of the Public Finance Management Act, 2012.

Finally, I wish to thank the staff from the County Governments and my office who have made the publication of this report possible.



Dr. Margaret Nyakang'o, CBS
CONTROLLER OF BUDGET

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ACRONYMS

A-I-A	Appropriations in Aid
ASDSP	Agriculture Sector Development Support Programme
CARA	County Allocation of Revenue Act
CBIRR	County Budget Implementation Review Report
CECMF	County Executive Committee Member for Finance
COB	Controller of Budget
COVID-19	Coronavirus Disease 2019
CRF	County Revenue Fund
DANIDA	Danish International Development Agency
DRPNK	Drought Resilience Programme in Northern Kenya
ECDE	Early Childhood Development Education
EU	European Union
FIF	Facility Improvement Fund
FY	Financial Year
ICT	Information Communication Technology
IDA	International Development Association
IDEAS	Instruments for Devolution Advice and Support
IFMIS	Integrated Financial Management Information System
IPPD	Integrated Payroll Personnel Database
KCSAP	Kenya Climate Smart Agriculture Project
KDSP	Kenya Devolution Support Programme
Kshs	Kenya Shillings
KUSP	Kenya Urban Support Project
MCA	Member of County Assembly
NARIGP	National Agricultural and Rural Inclusive Growth Project
O&M	Operations and Maintenance

OCOB	Office of the Controller of Budget
OSR	Own Source Revenue
PE	Personnel Emoluments
PFM	Public Finance Management
SME	Small and Medium Enterprises
SRC	Salaries and Remuneration Commission
THSUCP	Transforming Health Systems for Universal Health Care Project
WSDP	Water & Sanitation Development Project

EXECUTIVE SUMMARY

This report has been prepared to fulfil Article 228(6) of the Constitution of Kenya, 2010, and Section 9 of the Controller of Budget Act, 2016. The report provides information on the status of budget implementation in FY 2021/22 by County Governments. It analyses revenue and expenditure performance against annual budget estimates and is based on financial and non-financial reports submitted by County Governments in line with Sections 166 and 168 of the Public Finance Management Act, 2012.

The aggregate budget estimates for the 47 County governments in FY 2021/22 amounted to Kshs.535.74 billion and comprised Kshs.193.53 billion (36.1 per cent) allocated to development and Kshs.342.21 billion (63.9 per cent) for recurrent expenditure. The aggregate development expenditure allocation conforms to Section 107 (2(b)) of the PFM Act, 2012, which requires that at least 30 per cent of the budget be allocated for development programmes. To finance the budgets, county governments expect to receive Kshs.370 billion as the equitable share of revenue raised nationally, Kshs.60.42 billion from their own revenue sources, Kshs.7.54 billion as conditional grants from the National Government, Kshs.32.34 billion from Development Partners, and utilise Kshs.58.88 billion cash balance from FY 2020/21.

The total funds available to the County Governments in the FY 2021/22 amounted to Kshs.436.46 billion. This amount consisted of Kshs.340.4 billion as an equitable share of revenue raised nationally disbursed by the National Treasury, Kshs.12.01 billion as conditional grants, Kshs.48.14 billion actual reconciled cash balance from FY 2020/21, and Kshs.35.91 billion raised from own sources. The Kshs.35.91 billion received by county governments from their own sources of revenue was 59.4 per cent of the annual target and an improvement compared to Kshs.34.44 billion (64.2 per cent) generated in FY 2020/21. Analysis of own-source revenue as a proportion of the annual revenue target shows that sixteen counties recorded a performance of less than 60 per cent of the annual target. These were; - Busia (30 per cent), Murang'a (32.9 per cent), Kajiado (33.1 per cent), Garissa (43.7 per cent), Embu (43.8 per cent), Kitui (45.2 per cent), Nairobi City (47.1 per cent), Nyandarua (47.8 per cent), Bungoma (49.3 per cent), Kisumu (49.5 per cent), Wajir (52.4 per cent), Meru (55.9 per cent), Nyamira (56.4 per cent), Narok (56.7 per cent), Kisii (57.8 per cent), and Marsabit (58.6 per cent).

To implement county government budgets, the Controller of Budget authorised withdrawals of Kshs.410.86 billion from the County Revenue Funds to County Operational Accounts of the County Governments comprised of Kshs.94.7 billion (23 per cent) for development expenditure and Kshs.315.25 billion (77 per cent) for recurrent expenditure. This was an improvement from Kshs.404.97 billion authorised in FY 2020/21. Chapter three of this report provides a detailed analysis of the funds released to each county.

During the reporting period, County Governments spent Kshs.400.96 billion, representing an absorption rate of 74.8 per cent of the total annual budgets. This represented a decrease from an absorption rate of 79.3 per cent reported in FY 2020/21, where total expenditure was Kshs.398.01 billion. The total expenditure of Kshs.400.96 billion represented 97.6 per cent of authorised withdrawals of Kshs.410.86 billion.

Recurrent expenditure was Kshs.302.49 billion, representing 88.4 per cent of the annual recurrent budget, a decline from 89.5 per cent (Kshs.281.95 billion) reported in the FY 2020/21. Development expenditure amounted to Kshs.98.47 billion, representing an absorption rate of 50.9 per cent and a decline from 62.1 per cent attained in the FY 2020/21 when total development expenditure was Kshs.116.07 billion. A total of 17 counties recorded an absorption rate of less than 50 per cent of development expenditure. These were; - Garissa (29.3 per cent), Nairobi City (29.3 per cent), Kisumu (31.5 per cent), Machakos (32.6 per cent), Taita/Taveta (33 per cent), Narok (33.4 per cent), Vihiga (33.5 per cent), Busia (33.8 per cent), Kilifi (35.4 per cent), Mombasa (37 per cent), Turkana (39.5 per cent), Nyandarua (39.8 per cent), Murang'a (41.7 per cent), Baringo (43.9 per cent), Bungoma (44 per cent), Kisii (46.1 per cent), and Laikipia (47.6 per cent). An analysis of the development projects implemented by counties is provided in chapter three.

As of June 30, 2022, Counties reported accumulated pending bills amounting to Kshs.153.02 billion, comprised of Kshs.151.68 billion by the County Executives and Kshs.1.34 billion by the County Assemblies. Nairobi City County accounted for 69.5 per cent of the stock of the pending bills at Kshs.99.06 billion. Other Counties with a high level of pending bills are Mombasa at Kshs.5.87 billion and Kiambu at Kshs.5.23 billion. Mandera County Executive did not report any outstanding pending bills.

This report has identified challenges that hampered effective budget execution during the reporting period. They included; a high level of outstanding pending bills as self-reported by the county governments that summed up to Kshs.153.02 billion as of 30th June 2022, low expenditure on development budget, which was Kshs.98.47 billion and represented an absorption rate of 50.9 per cent of the County Governments' cumulative annual development expenditure budget of Kshs.193.53 billion, under-performance in own-source revenue collection, which was Kshs.35.91 billion compared with the annual target of Kshs.60.42 billion, high expenditure on personnel emoluments at Kshs.190.11 billion, which accounted for 47.4 per cent of the total spending of Kshs.400.96 billion or 43.6 per cent of the FY 2021/22 available revenue of Kshs.436.46 billion, and the use of manual systems to process payroll, which is prone to abuse. County governments processed Kshs.15.63 billion for wages through manual systems other than the prescribed Integrated Payroll Personnel Database (IPPD). Other identified challenges included delay in submission of financial and non-financial reports by county governments to the Controller of Budget and weak budgetary control and use of revenue at source contrary to Article 207 (1) of the Constitution.

To address the identified challenges, the Controller of Budget advises county governments to settle pending bills as a first charge in the FY 2022/23 budget in line with Regulation 41 (2) of the Public Finance Management (County Governments) 2015. On the low development expenditure, county governments should prioritise the implementation of development projects in FY 2022/23 to improve the standard of living for their citizens and ensure that spending on development activities meets the minimum set threshold of 30 per cent of their annual budgets. In addition, counties are advised to review their FY 2022/23 revenue targets to confirm that they are realistic and implement strategies to mobilise their own source revenue collection. Further, the County Governments should ensure that spending on personnel emoluments is contained at sustainable levels and in compliance with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015. In FY 2022/23, all the County Governments, including the County Assemblies, are required to migrate to the Unified Human Resource (HR) Information System for the public service by 1st October 2022, in line with the guidelines by the Head of the Public Service. The migration to the Unified-HR system will create sufficient capacity to capture securely, process, store, and supply information for the timely execution of the Human Resource Management function in the public service.

In addition, county governments are advised to implement mechanisms that ensure adherence to legal provisions on submitting financial and non-financial statutory reports. Further, proper internal control mechanisms should be adopted by County Treasuries to ensure all own source revenue receipts are banked intact into the County Revenue Fund and to ensure expenditure is within the approved budget and in line with work plans.

KEY HIGHLIGHTS

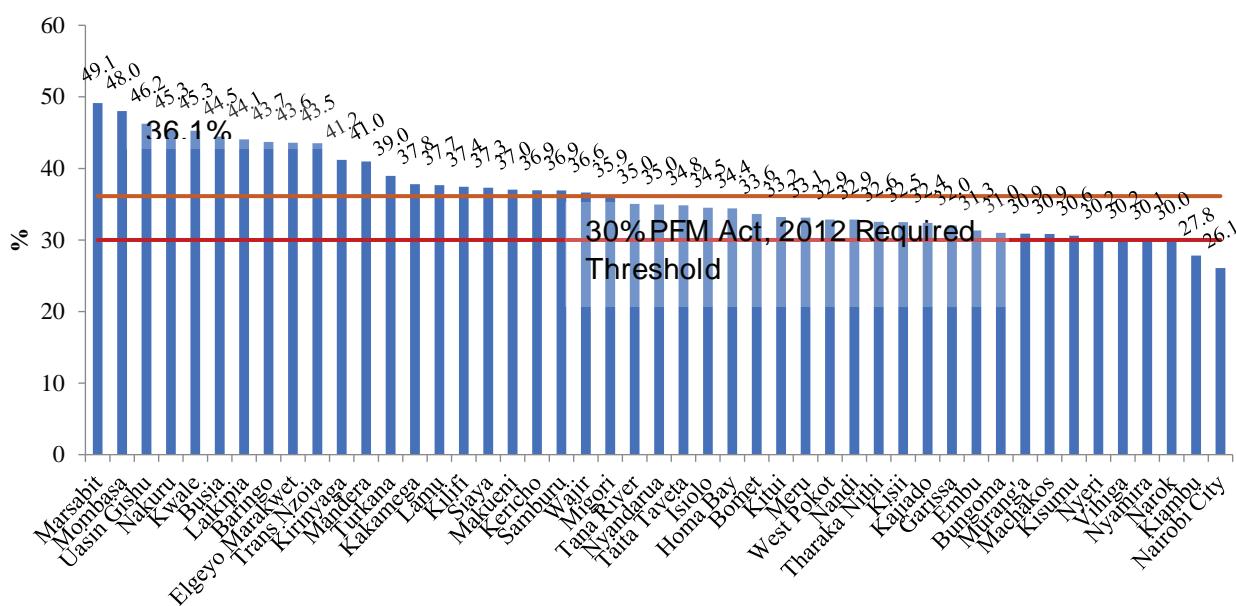
FY 2021/22 County Governments' Approved Budget Estimates

Development
Expenditure
Kshs.193.53 billion

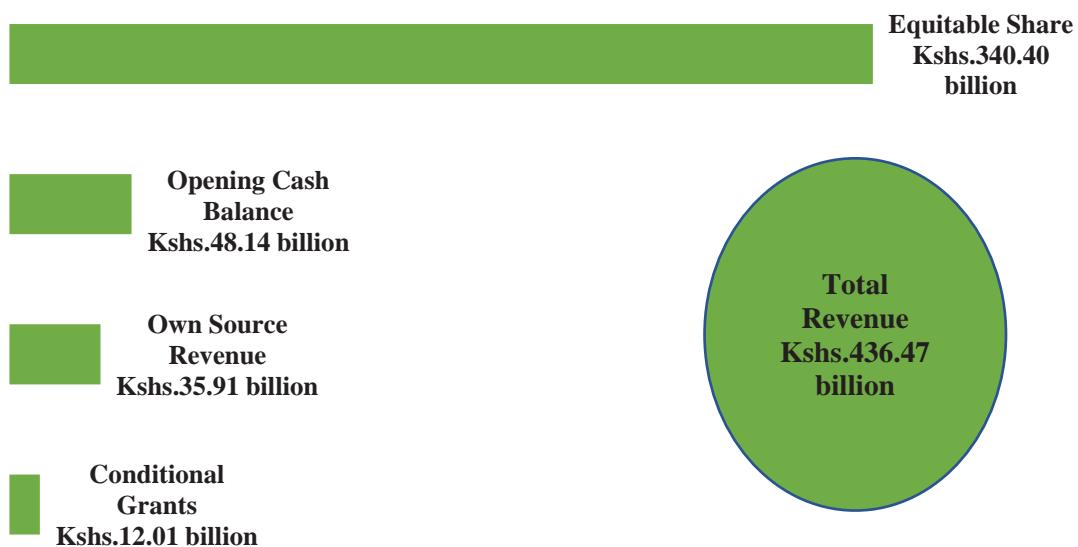
Total Approved
Estimates
Kshs.535.74
billion

Recurrent
Expenditure
Kshs.342.21 billion

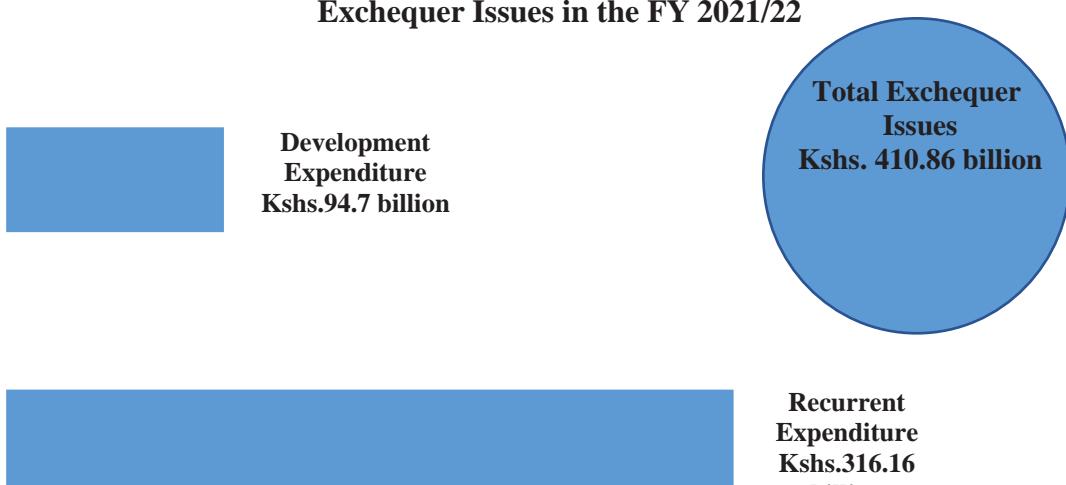
FY 2021/22 County Governments' Development Budget Allocation as a Percentage of Total Budget



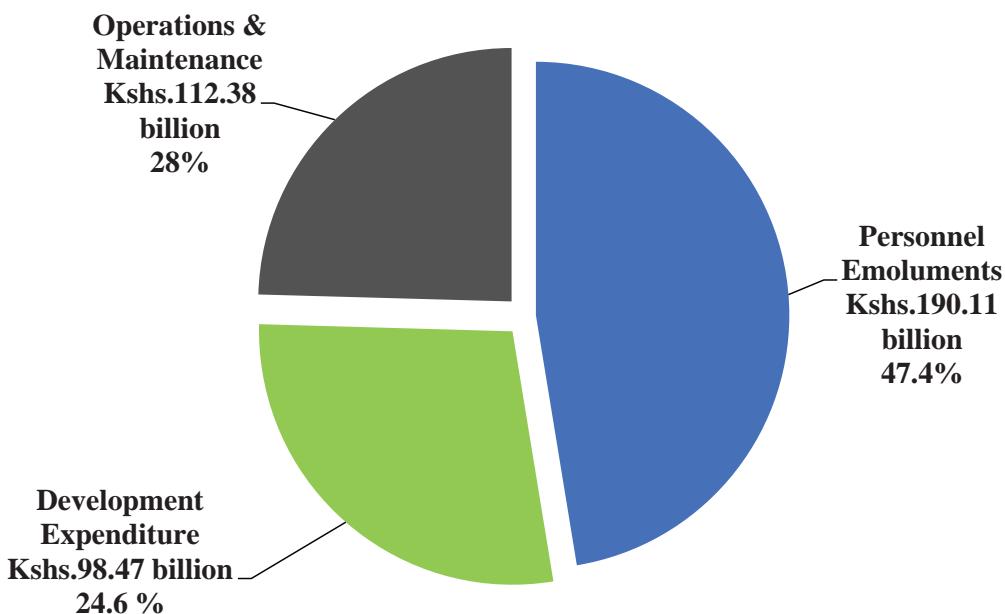
Total Revenue Available in FY 2021/22



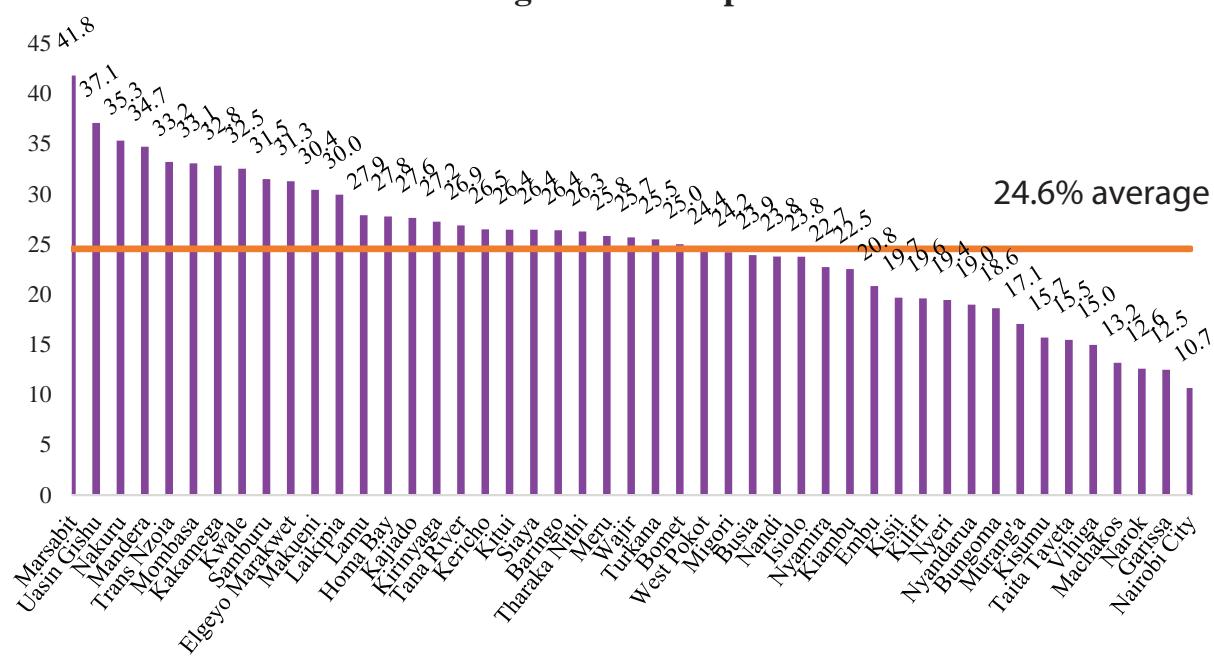
Exchequer Issues in the FY 2021/22



Expenditure by Economic Classification in the FY 2021/22



FY 2021/22 County Governments' Development Expenditure as a Percentage of Total Expenditure



1 INTRODUCTION

The Office of the Controller of Budget (OCoB) is established under Article 228(1) of the Constitution of Kenya 2010 to oversee and report on the implementation of the National and County Governments Budgets. Further, Article 228 (4) of the Constitution of Kenya 2010 and Section 9 of the Controller of Budget Act 2016 clarify the mandate of the Controller of Budget (CoB). The mandate includes authorising withdrawals from public funds, reporting on budget implementation to each House of Parliament every four months and publishing and publicising the statutory reports, among other functions. To fulfil its mandate, the CoB has prepared this annual County Budget Implementation Review Report (CBIRR) on the progress made by the County Governments in budget implementation in the Financial Year (FY) 2021/22. This report cumulates the three earlier reports made during FY 2021/22.

The annual CBIRR provides information on revenue raised by Counties, disbursement of the equitable share of revenue by the National Treasury, and receipts of conditional grants from the National Government and Development Partners. It also provides information on expenditure and is based on financial and non-financial information received from the County Governments for the period under review. Performance is compared against annual targets per the approved County government's budget. The report also highlights each County government's key challenges during the budget implementation process and proposes recommendations to enhance budget execution. The CBIRR offers valuable information on budget implementation to oversight institutions under the Public Finance Framework, such as Parliament, County Assemblies, Commission on Revenue Allocation, the National Treasury, and the public. The County executives will find this report suitable for evaluating their achievement against set annual targets and as a basis for benchmarking performance against other Counties.

This report is structured into five chapters. Chapter two analyses the aggregated budget performance of the 47 County governments. Specifically, the chapter analyses the revenue performance against the set targets and presents an actual expenditure analysis compared to the approved Budget Estimates. Expenditure is classified into recurrent and development activities. Recurrent spending is further decomposed into Personnel Emoluments (PE) and Operations and Maintenance (O&M). A summary report on the County governments' pending bills as of June 30 2022, is provided in this chapter. The absorption rate is computed as a percentage of actual expenditure against the approved budget allocation in the analysis.

Chapter three presents individual County government budget performance and covers information on budget allocations for recurrent and development expenditure, budget financing, exchequer issues and actual spending. Information on budget performance by the departments for each County government and a report on budget execution by programme and sub-programmes is captured in this chapter. Chapter four highlights the County governments' key challenges and provides appropriate recommendations to address the identified challenges to ensure smooth implementation of County Budgets. Chapter five provides the conclusion.

2 FINANCIAL ANALYSIS OF COUNTY BUDGET IMPLEMENTATION IN THE FY 2021/22

2.1 Introduction

This chapter presents a financial analysis of aggregated county budget implementation for the FY 2021/22.

2.2 Revenue Analysis

In the FY 2021/22, the combined County governments' budgets approved by the County Assemblies amounted to Kshs.535.74 billion and comprised Kshs.193.53 billion (36.1 per cent) allocated to development expenditure and Kshs.342.21 billion (63.9 per cent) for recurrent expenditure.

To finance the budgets, county governments expect to receive Kshs.370 billion as the equitable share of revenue raised nationally, generate Kshs.60.42 billion from their own revenue sources, receive Kshs.7.54 billion as conditional grants from the National Government and Kshs.32.34 billion from Development Partners, and utilise Kshs.58.88 billion unspent cash balance from FY 2020/21.

2.2.1 Revenue Out-turn

The total funds available to the County Governments in the FY 2021/22 amounted to Kshs.436.46 billion. This amount consisted of Kshs.340.4 billion as the equitable share of revenue raised nationally disbursed by the National Treasury, Kshs.12.01 billion as conditional grants, Kshs.48.14 billion actual reconciled cash balance from FY 2020/21, and Kshs.35.91 billion raised from own sources. Table 2:1 provides the schedule of received conditional grants in FY 2021/22.

Table 2:1: Receipt of Conditional Grants in FY 2021/22

S/No.	Conditional Allocations from loans & grants	Allocation as per the County Governments Grants Act, 2022 (Kshs.)	Amount Received (Kshs.)
1	IDA (World Bank) Transforming Health Systems for Universal Care Project	2,234,664,077	1,445,456,880
2	IDA(World Bank) credit (National Agricultural and Rural Inclusive Growth Project (NARIGP)	6,394,997,409	3,995,298,591
3	IDA (World Bank)-Kenya Climate Smart Agriculture Project (KCSAP)	7,838,338,490	-
4	EU Grant (Instruments for Devolution Advice and Support IDEAS)	230,730,934	-
5	IDA (World Bank) credit: Water & Sanitation Development Project (WSDP)	5,000,000,000	1,509,911,512
6	DANIDA Grant-Primary Health Care in Devolved Context	701,250,000	322,911,258
7	IDA(World Bank) Credit: Kenya Devolution Support Project (KDSP) - Level 2 grant	4,599,999,996	3,582,260,723
8	Sweden-Agriculture Sector Development Support Programme (ASDSP)II	1,300,042,904	501,105,906
9	German Development Bank(KFW)-Drought Resilience Programme in Northern Kenya(DRPNK)	370,000,000	-
10	World Bank-Emergency Locust Response Project (ELRP)	800,000,001	297,369,711
11	World Bank-Kenya Informal Settlement Improvement Project (KISIP II)	2,800,000,000	-
12	UNFPA-9th Country Programme Implementation	73,866,705	-
Total Loans and Grants		32,343,890,516	12,014,314,585

Source; OCOB Exchequer Records

2.2.2 Own-Source Revenue

During the reporting period, county governments generated a total of Kshs.35.91 billion from their own source revenue (OSR), which was 59.4 per cent of the annual target of Kshs.60.42 billion. This was an improvement compared to Kshs.34.44 billion generated in FY 2020/21. Analysis of own-source revenue collection for July 2021 to June 2022 is shown in Table 2:2.

Table 2:2: Own Source Revenue Collection for the FY 2021/22

County	Annual Own Source Revenue (OSR) Target for FY 2021/22 (Kshs.)	FY 2021/22 OSR Collection (Kshs.)	% of Collection of OSR Against Annual Target
Baringo	288,546,935	264,898,800	91.8
Bomet	260,000,000	202,430,010	77.9
Bungoma	746,811,602	368,035,218	49.3
Busia	976,108,322	292,736,456	30.0
Elgeyo Marakwet	266,100,000	162,252,071	61.0
Embu	900,000,000	394,540,728	43.8
Garissa	150,000,000	65,624,500	43.7
Homa Bay	164,982,028	146,642,418	88.9
Isiolo	113,686,337	107,832,875	94.9
Kajiado	1,595,132,700	527,943,689	33.1
Kakamega	1,600,000,000	1,226,076,737	76.6
Kericho	842,636,240	566,821,704	67.3
Kiambu	4,288,015,282	3,149,182,552	73.4
Kilifi	1,118,754,087	827,496,951	74.0
Kirinyaga	485,000,000	364,653,724	75.2
Kisii	700,000,000	404,554,620	57.8
Kisumu	1,984,000,003	982,789,204	49.5
Kitui	800,000,000	361,271,342	45.2
Kwale	438,000,000	302,688,593	69.1
Laikipia	1,313,813,276	894,884,655	68.1
Lamu	120,000,000	126,995,226	105.8
Machakos	1,682,894,197	1,118,461,753	66.5
Makueni	906,306,710	749,406,507	82.7
Mandera	200,037,792	132,899,851	66.4
Marsabit	170,000,000	99,563,452	58.6
Meru	689,061,600	385,391,541	55.9
Migori	350,000,000	386,872,946	110.5
Mombasa	4,957,305,414	3,608,672,111	72.8
Murang'a	1,580,000,000	520,317,425	32.9
Nairobi City	19,610,744,671	9,238,804,878	47.1
Nakuru	1,980,000,000	1,707,447,685	86.2
Nandi	387,106,430	275,658,466	71.2
Narok	2,354,426,171	1,334,563,666	56.7
Nyamira	295,000,000	166,487,465	56.4
Nyandarua	990,000,000	473,061,809	47.8
Nyeri	1,000,000,000	948,313,629	94.8
Samburu	157,264,422	120,049,011	76.3
Siaya	445,445,551	434,376,276	97.5
Taita Taveta	450,282,421	315,575,986	70.1
Tana River	87,846,000	72,260,813	82.3

County	Annual Own Source Revenue (OSR) Target for FY 2021/22 (Kshs.)	FY 2021/22 OSR Collection (Kshs.)	% of Collection of OSR Against Annual Target
Tharaka Nithi	350,000,000	234,293,360	66.9
Trans Nzoia	529,500,000	379,991,105	71.8
Turkana	180,000,000	204,349,844	113.5
Uasin Gishu	1,414,917,111	858,341,720	60.7
Vihiga	232,658,878	236,265,160	101.6
Wajir	100,000,000	52,415,625	52.4
West Pokot	170,000,000	113,444,832	66.7
Total	60,422,384,180	35,907,638,989	59.4

Source: County Treasuries

Analysis of own-source revenue as a proportion of the annual revenue target indicated that four counties achieved their set annual target:- Turkana at 113.5 per cent, Migori County at 110.5 per cent, Lamu County at 105.5 per cent, and Vihiga at 101.6 per cent. Conversely, eight counties recorded below 50 per cent performance, namely; - Busia, Murang'a, Garissa, Kajiado, Embu, Kitui, Nairobi City, Nyandarua, and Bungoma. The OCOB recommends that the eight counties that recorded below 50 per cent performance of OSR in the period under review should build capacity revenue enhancement and management in the coming financial year.

2.3 Funds Released to the Counties

2.3.1 Funds released from the Consolidated Fund to the Counties

In FY 2021/22, the Controller of Budget (COB) approved the transfer of Kshs.340.4 billion as an equitable share of revenue raised nationally from the Consolidated Fund to the various County Revenue Funds (CRFs) per Article 206 (4) of the Constitution. The transferred amount represented 92.0 per cent of the approved equitable share of Kshs.370 billion as contained in the County Allocation of Revenue Act, 2021. A further Kshs.12.01 billion was transferred as conditional grants from development partners in the FY 2021/22 to County Governments in line with the County Governments Grants Act, 2022 as shown in Table 1:1. A detailed analysis of the released equitable share and conditional grants to each County is provided in chapter three.

2.3.2 Funds Released to the County Operational Accounts

The COB authorised withdrawals of Kshs.409.44 billion from the County Revenue Funds to County Operational Accounts of the County Governments comprised of Kshs.94.18 billion (23 per cent) for development expenditure and Kshs.315.25 billion (77 per cent) for recurrent expenditure. This was an improvement from Kshs.404.97 billion authorised in FY 2020/21. A detailed analysis of the funds released to each County is provided in chapter three.

2.4 Expenditure Analysis

The total expenditure by County governments in the FY 2021/22 was Kshs.400.96 billion, representing an absorption rate of 74.8 per cent of the total annual County Governments' budget. This decreased from an absorption rate of 79.3 per cent reported in FY 2020/21, where total expenditure was Kshs.398.01 billion.

Recurrent expenditure was Kshs.302.49 billion, representing 88.4 per cent of the annual recurrent budget, a decline from 89.5 per cent reported in FY 2020/21. Development expenditure amounted to Kshs.98.47 billion, representing an absorption rate of 50.9 per cent and a decline from 62.1 per cent attained in the FY 2020/21 when total development expenditure was Kshs.116.07 billion. The analysis of expenditure by economic classification in the FY 2021/22 is provided in Table 2:3.

Table 2:3: Expenditure by Major Economic Classification - FY 2021/22

County	Recurrent Expenditure (Kshs.)			Development Expenditure (Kshs.)	Total Expenditure (Kshs.)
	Personnel Emoluments	Operations & Maintenance	Total Recurrent Expenditure		
	A	B	C=A+B	D	E=C+D
Baringo	3,450,297,215	1,700,450,967	5,150,748,182	1,847,194,402	6,997,942,583
Bomet	3,121,646,889	2,036,959,212	5,158,606,101	1,719,968,378	6,878,574,478
Bungoma	5,205,871,724	3,395,355,333	8,601,227,057	1,969,506,954	10,570,734,011
Busia	3,122,046,063	1,765,735,689	4,887,781,752	1,537,628,130	6,425,409,882
Elgeyo Marakwet	2,534,891,069	972,298,271	3,507,189,340	1,597,342,232	5,104,531,572
Embu	3,038,753,284	1,182,982,811	4,221,736,095	1,110,827,995	5,332,564,090
Garissa	5,288,457,614	1,558,739,654	6,847,197,268	978,127,536	7,825,324,804
Homa Bay	4,111,201,732	1,582,909,855	5,694,111,587	2,189,697,432	7,883,809,019
Isiolo	1,632,366,774	2,127,297,253	3,759,664,027	1,172,139,312	4,931,803,339
Kajiado	3,710,827,358	1,840,700,684	5,551,528,042	2,118,956,743	7,670,484,785
Kakamega	5,881,178,118	3,426,683,256	9,307,861,374	4,550,517,235	13,858,378,609
Kericho	3,021,507,388	2,036,469,328	5,057,976,715	1,822,643,979	6,880,620,694
Kiambu	7,642,930,758	2,281,050,904	9,923,981,662	2,885,947,037	12,809,928,699
Kilifi	4,316,315,088	4,362,071,319	8,678,386,407	2,116,784,099	10,795,170,506
Kirinyaga	2,685,963,218	1,648,490,435	4,334,453,653	1,623,487,753	5,957,941,406
Kisii	5,702,631,700	2,000,979,430	7,703,611,130	1,887,895,633	9,591,506,763
Kisumu	5,127,435,441	1,180,420,758	6,307,856,199	1,175,681,558	7,483,537,756
Kitui	4,996,565,079	2,589,449,422	7,586,014,501	2,728,054,436	10,314,068,937
Kwale	3,419,373,586	3,183,529,547	6,602,903,133	3,184,346,882	9,787,250,015
Laikipia	2,814,969,584	1,540,242,492	4,355,212,076	1,862,129,632	6,217,341,708
Lamu	1,528,838,096	1,166,597,803	2,695,435,899	1,042,916,227	3,738,352,126
Machakos	6,400,178,586	2,273,138,970	8,673,317,557	1,317,517,151	9,990,834,707
Makueni	3,547,379,878	2,330,806,331	5,878,186,208	2,571,187,021	8,449,373,229
Mandera	3,295,140,489	4,273,271,022	7,568,411,511	4,027,479,362	11,595,890,873
Marsabit	2,801,611,546	1,713,211,963	4,514,823,509	3,245,198,049	7,760,021,558
Meru	5,080,221,641	2,341,780,607	7,422,002,247	2,585,918,790	10,007,921,037
Migori	3,254,649,814	3,368,854,252	6,623,504,066	2,115,152,376	8,738,656,442
Mombasa	5,561,531,213	1,473,353,281	7,034,884,494	3,474,451,994	10,509,336,488
Murang'a	4,362,009,462	2,323,898,354	6,685,907,816	1,374,406,246	8,060,314,062
Nairobi City	14,794,066,094	10,515,642,116	25,309,708,210	3,024,714,779	28,334,422,989
Nakuru	6,811,152,345	3,251,293,786	10,062,446,131	5,499,909,648	15,562,355,779
Nandi	3,849,486,012	1,951,443,981	5,800,929,993	1,809,182,923	7,610,112,916
Narok	4,264,839,019	5,009,922,456	9,274,761,474	1,338,292,141	10,613,053,615
Nyamira	3,323,342,851	1,193,181,884	4,516,524,735	1,327,812,045	5,844,336,780

County	Recurrent Expenditure (Kshs.)				Development Expenditure (Kshs.)	Total Expenditure (Kshs.)
	Personnel Emoluments	Operations & Maintenance	Total Recurrent Expenditure	C=A+B		
	A	B	C=A+B	D	E=C+D	
Nyandarua	2,494,435,404	2,272,289,203	4,766,724,607	1,116,410,916	5,883,135,523	
Nyeri	3,843,715,293	1,971,400,076	5,815,115,369	1,403,365,761	7,218,481,130	
Samburu	2,293,546,213	1,740,242,425	4,033,788,638	1,855,246,816	5,889,035,454	
Siaya	3,107,987,447	2,120,221,909	5,228,209,356	1,879,752,735	7,107,962,091	
Taita Taveta	2,820,179,212	1,671,767,138	4,491,946,349	822,563,378	5,314,509,728	
Tana River	2,123,686,861	3,117,724,230	5,241,411,091	1,927,723,338	7,169,134,429	
Tharaka Nithi	2,198,285,651	979,745,106	3,178,030,757	1,132,434,701	4,310,465,458	
Trans Nzoia	3,200,142,358	2,011,531,242	5,211,673,599	2,591,583,388	7,803,256,987	
Turkana	4,599,325,204	2,686,116,395	7,285,441,599	2,491,863,053	9,777,304,653	
Uasin Gishu	3,822,981,507	2,587,903,902	6,410,885,409	3,781,954,388	10,192,839,797	
Vihiga	2,541,724,411	1,130,926,989	3,672,651,400	647,138,047	4,319,789,447	
Wajir	4,401,864,681	2,515,735,890	6,917,600,571	2,391,604,385	9,309,204,956	
West Pokot	2,964,438,325	1,976,748,977	4,941,187,302	1,596,706,031	6,537,893,334	
Total	190,111,989,295	112,381,566,908	302,493,556,198	98,471,363,043	400,964,919,244	

Source: OCoB and County Treasuries

A review of cumulative expenditure by economic classification showed that Kshs.190.11 billion (47.4 per cent) was spent on Personnel Emoluments, Kshs.112.38 billion (28.0 per cent) on Operations and Maintenance, and Kshs.98.47 billion (24.6 per cent) on Development Expenditure.

2.4.1 Development Expenditure

The County governments spent Kshs.98.47 billion on development activities, representing an absorption rate of 50.9 per cent of the annual development budget, which decreased from 62.1 per cent, reported in FY 2020/21 when development expenditure was Kshs.116.07 billion. Analysis of county budgets and expenditures in the FY 2021/22 is provided in Table 2:4.

Table 2:4: County Budget Allocation, Expenditure and Absorption Rate for the FY 2021/22

County	Budget Estimates (Kshs. Million)			Expenditure (Kshs. Million)			Recurrent Absorption Rate (%)	Development Absorption Rate (%)	Overall Absorption Rate (%)
	Rec	Dev	Total	Rec	Dev	Total			
	A	B	C=A+B	D	E	F=D+E			
Baringo	5,415.43	4,205.19	9,620.63	5,150.75	1,847.19	6,997.94	95.1	43.9	72.7
Bomet	5,842.23	2,961.02	8,803.24	5,158.61	1,719.97	6,878.57	88.3	58.1	78.1
Bungoma	9,974.99	4,479.38	14,454.36	8,601.23	1,969.51	10,570.73	86.2	44.0	73.1
Busia	5,681.53	4,548.85	10,230.38	4,887.78	1,537.63	6,425.41	86.0	33.8	62.8
Elgeyo/Marakwet	3,700.80	2,858.56	6,559.35	3507.189	1597.342	5104.532	94.8	55.9	77.8
Embu	4,750.39	2,168.72	6,919.11	4,221.74	1,110.83	5,332.56	88.9	51.2	77.1
Garissa	7,096.95	3,343.79	10,440.74	6,847.20	978.13	7,825.32	96.5	29.3	74.9
Homa Bay	6,350.27	3,334.09	9,684.36	5,694.11	2,189.70	7,883.81	89.7	65.7	81.4

County	Budget Estimates (Kshs. Million)			Expenditure (Kshs. Million)			Recurrent Absorption Rate (%)	Development Absorption Rate (%)	Overall Absorption Rate (%)
	Rec	Dev	Total	Rec	Dev	Total			
	A	B	C=A+B	D	E	F=D+E	G=D/A*100	H=E/B*100	I=F/C*100
Isiolo	4,169.53	2,198.31	6,367.84	3,759.66	1,172.14	4,931.80	90.2	53.3	77.4
Kajiado	7,451.72	3,570.37	11,022.09	5,551.53	2,118.96	7,670.48	74.5	59.3	69.6
Kakamega	10,202.21	6,198.03	16,400.24	9,307.86	4,550.52	13,858.38	91.2	73.4	84.5
Kericho	5,299.72	3,104.29	8,404.00	5,057.98	1,822.64	6,880.62	95.4	58.7	81.9
Kiambu	12,637.21	4,869.66	17,506.87	9,923.98	2,885.95	12,809.93	78.5	59.3	73.2
Kilifi	9,981.52	5,971.31	15,952.83	8,678.39	2,116.78	10,795.17	86.9	35.4	67.7
Kirinyaga	4,531.06	3,174.27	7,705.33	4,334.45	1,623.49	5,957.94	95.7	51.1	77.3
Kisii	8,498.97	4,091.72	12,590.70	7,703.61	1,887.90	9,591.51	90.6	46.1	76.2
Kisumu	8,451.05	3,726.80	12,177.85	6,307.86	1,175.68	7,483.54	74.6	31.5	61.5
Kitui	8,327.23	4,141.51	12,468.74	7,586.01	2,728.05	10,314.07	91.1	65.9	82.7
Kwale	6,986.72	5,778.92	12,765.64	6,602.90	3,184.35	9,787.25	94.5	55.1	76.7
Laikipia	4,966.83	3,911.73	8,878.56	4,355.21	1,862.13	6,217.34	87.7	47.6	70.0
Lamu	3,115.71	1,881.67	4,997.38	2,695.44	1,042.92	3,738.35	86.5	55.4	74.8
Machakos	9,051.33	4,038.39	13,089.72	8,673.32	1,317.52	9,990.83	95.8	32.6	76.3
Makueni	7,269.88	4,274.95	11,544.84	5,878.19	2,571.19	8,449.37	80.9	60.1	73.2
Mandera	7,840.82	5,442.85	13,283.67	7,568.41	4,027.48	11,595.89	96.5	74.0	87.3
Marsabit	4,745.54	4,586.00	9,331.54	4,514.82	3,245.20	7,760.02	95.1	70.8	83.2
Meru	8,387.69	4,153.46	12,541.15	7,422.00	2,585.92	10,007.92	88.5	62.3	79.8
Migori	6,690.49	3,753.53	10,444.02	6,623.50	2,115.15	8,738.66	99.0	56.4	83.7
Mombasa	10,168.15	9,388.90	19,557.05	7,034.88	3,474.45	10,509.34	69.2	37.0	53.7
Murang'a	7,372.37	3,296.19	10,668.56	6,685.91	1,374.41	8,060.31	90.7	41.7	75.6
Nairobi City	29,293.58	10,333.96	39,627.54	25,309.71	3,024.71	28,334.42	86.4	29.3	71.5
Nakuru	12,851.05	10,662.94	23,513.99	10,062.45	5,499.91	15,562.36	78.3	51.6	66.2
Nandi	6,019.80	2,945.75	8,965.55	5,800.93	1,809.18	7,610.11	96.4	61.4	84.9
Narok	9,344.77	4,007.34	13,352.11	9,274.76	1,338.29	10,613.05	99.3	33.4	79.5
Nyamira	4,778.83	2,053.79	6,832.62	4,516.52	1,327.81	5,844.34	94.5	64.7	85.5
Nyandarua	5,223.94	2,808.58	8,032.51	4,766.72	1,116.41	5,883.14	91.2	39.8	73.2
Nyeri	6,097.46	2,635.80	8,733.27	5,815.12	1,403.37	7,218.48	95.4	53.2	82.7
Samburu	4,653.65	2,723.89	7,377.54	4,033.79	1,855.25	5,889.04	86.7	68.1	79.8
Siaya	5,624.76	3,345.54	8,970.29	5,228.21	1,879.75	7,107.96	92.9	56.2	79.2
Taita/Taveta	4,662.91	2,492.70	7,155.61	4,491.95	822.56	5,314.51	96.3	33.0	74.3
Tana River	5,510.90	2,973.82	8,484.71	5,241.41	1,927.72	7,169.13	95.1	64.8	84.5
Tharaka-Nithi	3,987.11	1,924.15	5,911.26	3,178.03	1,132.43	4,310.47	79.7	58.9	72.9
Trans Nzoia	5,254.43	4,050.87	9,305.30	5,211.67	2,591.58	7,803.26	99.2	64.0	83.9
Turkana	9,880.51	6,308.33	16,188.84	7,285.44	2,491.86	9,777.30	73.7	39.5	60.4
Uasin Gishu	7,103.02	6,110.64	13,213.66	6,410.89	3,781.95	10,192.84	90.3	61.9	77.1
Vihiga	4,475.23	1,933.65	6,408.88	3,672.65	647.14	4,319.79	82.1	33.5	67.4
Wajir	7,341.86	4,243.70	11,585.56	6,917.60	2,391.60	9,309.20	94.2	56.4	80.4
West Pokot	5,150.59	2,521.09	7,671.68	4,941.19	1,596.71	6,537.89	95.9	63.3	85.2
Total	342,212.74	193,529.00	535,741.71	302,493.56	98,471.36	400,964.88	88.4	50.9	74.8

Source: OCoB and County Treasuries

Analysis of development expenditure as a proportion of the approved annual development budget shows that only three counties attained an absorption rate above 70 per cent, namely, Mandera at 74 per cent, Kakamega at

73.4 per cent, and Marsabit at 70.8 per cent. A total of 17 counties recorded a below 50 per cent absorption rate of development expenditure, namely; -Laikipia, Kisii, Bungoma, Baringo, Murang'a, Nyandarua, Turkana, Mombasa, Kilifi, Busia, Vihiga, Narok, Taita Taveta, Machakos, Kisumu, Nairobi City, and Garissa. The Controller of Budget recommends that these 16 county governments develop and implement strategies to enhance the utilisation of funds allocated for development activities in the coming financial year. An analysis of the development projects implemented by counties is provided in chapter three.

2.4.2 Recurrent Expenditure

The Counties spent an aggregate of Kshs.302.49 billion or 74.5 per cent of the total expenditure on recurrent activities. This expenditure represents 88.4 per cent of the annual county government's budget for recurrent activities and a decline from 89.5 per cent recorded in the FY 2020/21 when expenditure stood at Kshs.281.95 billion.

The recurrent expenditure comprised Kshs.190.11 billion (62.8 per cent) on Personnel Emoluments and Kshs.112.38 billion (37.2 per cent) on Operations and Maintenance (O&M) expenditure. An analysis of the recurrent expenditure by counties is provided in chapter three.

2.4.3 Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. In the FY 2021/22, expenditure on compensation to employees was Kshs.190.11 billion, which translated to 47.4 per cent of the total expenditure of Kshs.400.96 billion. The expenditure on personnel emoluments translated to 43.6 per cent when calculated as a percentage of available revenue of Kshs.427.47 billion in the FY 2021/22.

Expenditure on wages and benefits by 4 Counties were within the ceiling provided in law, namely; Mandera, Tana River, Isiolo and Kwale at 28.4 per cent, 29.6 per cent, 33.1 per cent, 33.1 per cent, and 34.9 per cent respectively. An analysis of the expenditure on personnel emoluments by counties is provided in chapter three.

2.4.4 Review of MCA Sitting Allowances

The County Assemblies spent Kshs.2.01 billion on MCA's Sitting allowances against an approved budget allocation of Kshs.2.47 billion during the reporting period. This expenditure translated to 81.3 per cent of the approved MCAs sitting allowance budget, a decrease from 84.7 per cent attained in the FY 2020/21 when Kshs.2.18 billion was spent. Table 2:5 shows the budgetary allocation and expenditure on MCAs and Speakers' sitting allowances in the FY 2021/22.

Table 2:5: MCAs Budget Allocation, Expenditure and Absorption Rate in FY 2021/22

County	Budget	Expenditure	Absorption	No. of MCA's	Average monthly sitting allowance per MCA
	(Kshs.)	(Kshs.)	(%)		(Kshs.)
	A	B	C=B/A*100		E=B/D/3
Baringo	58,364,274	25,920,700	44.4	46	46,958
Bomet	27,630,578	27,630,578	100.0	37	62,231
Bungoma	26,121,600	21,614,187	82.7	61	29,528
Busia	75,593,600	58,993,600	78.0	54	91,040
Elgeyo Marakwet	43,500,000	43,437,354	99.9	34	106,464
Embu	29,000,000	24,777,200	85.4	35	58,993
Garissa	44,907,867	33,985,292	75.7	51	55,532
Homa Bay	117,715,200	101,509,337	86.2	61	138,674
Isiolo	15,669,258	15,669,258	100.0	18	72,543

County	Budget	Expenditure	Absorption	No. of MCA's	Average monthly sitting allowance per MCA
	(Kshs.)	(Kshs.)	(%)		(Kshs.)
	A	B	C=B/A*100		E=B/D/3
Kajiado	10,000,000	8,133,102	81.3	42	16,137
Kakamega	133,286,400	133,288,400	100.0	90	123,415
Kericho	46,003,200	46,003,200	100.0	48	79,867
Kiambu	120,000,000	53,769,300	44.8	93	48,180
Kilifi	72,965,066	71,000,000	97.3	55	107,576
Kirinyaga	61,846,400	33,729,200	54.5	34	82,670
Kisii	107,420,000	107,419,160	100.0	71	126,079
Kisumu	47,089,076	45,640,301	96.9	49	77,620
Kitui	53,271,200	35,704,434	67.0	55	54,098
Kwale	42,001,592	42,001,592	100.0	31	112,908
Laikipia	32,565,600	16,757,000	51.5	25	55,857
Lamu	20,952,000	13,588,500	64.9	19	59,599
Machakos	56,638,868	62,713,600	110.7	61	85,674
Makueni	78,549,432	57,674,271	73.4	39	123,236
Mandera	25,000,000	15,768,900	63.1	49	26,818
Marsabit	35,000,000	27,774,469	79.4	31	74,663
Meru	104,476,926	79,753,070	76.3	69	96,320
Migori	109,516,800	109,516,800	100.0	57	160,112
Mombasa	40,000,000	28,406,700	71.0	43	55,052
Murang'a	68,000,000	56,238,685	82.7	54	86,788
Nairobi City	85,733,635	85,274,600	99.5	124	57,308
Nakuru	73,527,000	73,526,775	100.0	73	83,935
Nandi	53,557,481	22,051,600	41.2	40	45,941
Narok	57,614,000	34,581,300	60.0	48	60,037
Nyamira	55,892,800	47,869,887	85.6	37	107,815
Nyandarua	31,350,016	29,205,365	93.2	40	60,845
Nyeri	50,668,800	31,748,600	62.7	45	58,794
Samburu	22,400,000	17,388,040	77.6	28	51,750
Siaya	43,134,254	42,435,000	98.4	43	82,238
Taita Taveta	21,792,318	21,383,700	98.1	34	52,411
Tana River	18,125,000	17,424,000	96.1	24	60,500
Tharaka Nithi	28,644,000	19,643,750	68.6	21	77,951
Trans Nzoia	40,853,610	24,255,800	59.4	40	50,533
Turkana	36,000,000	20,839,540	57.9	48	36,180
Uasin Gishu	36,689,000	36,689,000	100.0	48	63,696
Vihiga	66,643,200	42,015,028	63.0	39	89,776
Wajir	12,776,400	12,772,400	100.0	50	21,287
West Pokot	29,288,328	29,288,328	100.0	34	71,785
Total	2,467,774,779	2,006,810,903	81.3	2228	75,060

Source: OCoB and County Treasuries

County Assemblies that recorded the highest average monthly sitting allowance per MCA were Migori at Kshs.160,112, Homa Bay at Kshs.138,674 and Kisii at 126,079.

2.4.5 Pending Bills as of June 30, 2022

A pending bill is an unsettled financial obligation at the end of a financial year. It arises when an entity fails to settle invoiced amounts for goods and services adequately procured, delivered, or rendered at the end of a financial year.

As of June 30, 2022, Counties reported accumulated pending bills amounting to Kshs.153.02 billion, comprised of Kshs.151.68 billion by the County Executive and Kshs.1.34 billion by the County Assemblies, as shown in Table 2.6.

Table 2.6: Pending Bills for the Counties as of June 30, 2022

County	County Executive (Kshs.)			County Assembly (Kshs.)			Grand Total (Kshs.)
	Recurrent	Development	Sub-Total	Recurrent	Development	Sub-Total	
	A	B	C=A+B	D	E	F=D+E	F=C+F
Baringo	57,263,418	132,614,730	189,878,148	39,127,015	7,923,118	47,050,133	236,928,281
Bomet	-	35,134,403	35,134,403	-	-	-	35,134,403
Bungoma	341,359,370	159,324,029	500,683,399	-	-	-	500,683,399
Busia	535,810,627	1,227,240,647	1,763,051,274	67,241,110	-	67,241,110	1,830,292,384
Elgeyo Marak-wet	8,536,274	5,788,774	14,325,048	-	-	-	14,325,048
Embu	1,044,473,502	1,082,343,288	2,126,816,790	110,766,766	-	110,766,766	2,237,583,556
Garissa	-	1,383,348,868	1,383,348,868	36,901,187	21,415,183	58,316,370	1,441,665,238
Homa Bay	16,918,370	865,410,066	882,328,436	-	-	-	882,328,436
Isiolo	640,682,037	185,876,996	826,559,033	-	151,340,424	151,340,424	977,899,457
Kajiado	-	1,077,546,304	1,077,546,304	4,629,652	-	4,629,652	1,082,175,956
Kakamega	31,206,001	24,536,678	55,742,679	-	-	-	55,742,679
Kericho	65,391,000	440,587,000	505,978,000	-	-	-	505,978,000
Kiambu	3,579,837,179	2,216,702,383	5,796,539,562	68,192,952	9,351,325	77,544,277	5,874,083,839
Kilifi	635,062,298	845,032,513	1,480,094,811	-	-	-	1,480,094,811
Kirinyaga	233,722,376	249,091,100	482,813,476	-	-	-	482,813,476
Kisii	369,702,887	1,024,151,528	1,393,854,415	25,026,658	33,524,547	58,551,205	1,452,405,620
Kisumu	-	1,876,629,991	1,876,629,991	24,781,809	-	24,781,809	1,901,411,800
Kitui	385,916,852	1,226,835,225	1,612,752,077	6,107,508	-	6,107,508	1,618,859,585
Kwale	282,246,165	2,301,455,007	2,583,701,172	-	-	-	2,583,701,172
Laikipia	292,193,421	556,654,864	848,848,285	6,270,000	-	6,270,000	855,118,285
Lamu	2,543,798	1,727,952	4,271,750	-	-	-	4,271,750
Machakos	403,841,791	321,340,938	725,182,729	84,339,616	-	84,339,616	809,522,345
Makueni	274,341,729	343,947,654	618,289,383	25,448,833	14,020,934	39,469,767	657,759,150
Mandera	-	-	-	5,048,570	-	5,048,570	5,048,570
Marsabit	755,763,127	-	755,763,127	-	-	-	755,763,127
Meru	78,071,563	57,347,834	135,419,397	-	28,000,000	28,000,000	163,419,397
Migori	379,194,082	94,786,881	473,980,963	5,852,800	139,815,705	145,668,505	619,649,468
Mombasa	3,951,627,352	1,195,792,355	5,147,419,707	77,601,951	-	77,601,951	5,225,021,658
Murang'a	1,401,670,962	642,739,263	2,044,410,225	-	-	-	2,044,410,225
Nairobi City	-	99,058,655,235	99,058,655,235	-	-	-	99,058,655,235
Nakuru	476,105,541	302,310,929	778,416,470	27,469,839	-	27,469,839	805,886,309
Nandi	28,009,682	55,039,138	83,048,820	-	-	-	83,048,820
Narok	-	415,304,050	415,304,050	-	-	-	415,304,050
Nyamira	120,000,000	360,000,000	480,000,000	-	22,523,319	22,523,319	502,523,319
Nyandarua	271,617,512	678,920,016	950,537,528	3,128,097	75,959,887	79,087,984	1,029,625,512
Nyeri	118,488,926	328,474,939	446,963,865	3,040,556	-	3,040,556	450,004,421
Samburu	242,493,971	547,462,255	789,956,226	-	-	-	789,956,226

County	County Executive (Kshs.)			County Assembly (Kshs.)			Grand Total (Kshs.)
	Recurrent	Development	Sub-Total	Recurrent	Development	Sub-Total	
A	B	C=A+B	D	E	F=D+E	F=C+F	
Siaya	305,651,861	433,168,323	738,820,184	5,685,824	7,484,933	13,170,757	751,990,941
Taita Taveta	414,536,191	576,817,900	991,354,091	29,815,650	12,807,021	42,622,671	1,033,976,762
Tana River	153,220,000	816,800,000	970,020,000	-	-	-	970,020,000
Tharaka Nithi	313,342,461	188,233,599	501,576,060	18,438,281	65,620,435	84,058,716	585,634,776
Trans Nzoia	1,940,436,739	919,420,241	2,859,856,980	-	-	-	2,859,856,980
Turkana	896,378,463	1,351,803,368	2,248,181,831	26,115,914	-	26,115,914	2,274,297,745
Uasin Gishu	248,784,792	287,483,599	536,268,391	21,112,773	23,097,568	44,210,341	580,478,732
Vihiga	154,841,228	409,559,275	564,400,503	-	-	-	564,400,503
Wajir	-	3,468,515,746	3,468,515,746	-	-	-	3,468,515,746
West Pokot	-	458,509,112	458,509,112	-	-	-	458,509,112
Total	21,451,283,548	130,230,464,996	151,681,748,544	722,143,361	612,884,399	1,335,027,760	153,016,776,304

Source: County Treasuries

Nairobi City County accounted for 64.74 per cent of the pending bills stock at Kshs.99.06 billion. Other Counties with a high level of pending bills are Mombasa at Kshs.5.23 billion and Kiambu at Kshs.5.87 billion. Mandera County Executive did not report any outstanding pending bills.

The OCOB recommends that all pending bills be budgeted as a first charge in the next financial year in line with Regulation 55 (2) b of the Public Finance Management (County Governments) Regulations, 2015.

3 FINANCIAL ANALYSIS OF COUNTY BUDGET IMPLEMENTATION IN THE FY 2021/22

3.1 County Government of Baringo

3.1.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.9.62 billion, comprising Kshs.4.21 billion (43.7 per cent) and Kshs.5.41 billion (56.3 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.52 billion (67.8 per cent) as the equitable share of revenue raised nationally, generate Kshs.288.55 million (3 per cent) from its sources of revenue, and use a cash balance of Kshs.2.14 billion (22.3 per cent) from FY 2020/21. The County also expected to receive Kshs.667.34 million (6.9 per cent) as conditional grants.

The conditional grants comprised Kshs.300 million for Kenya Climate Smart Agriculture Project (KCSAP), Kshs.142.16 million for Transforming Health systems for Universal care Project (WB), Kshs.75.82 million for Kenya Devolution Support Project (KDSP) Level 2 Grant, Kshs.48.30 million for Kenya Devolution Support Project (KDSP) Level 1 Grant, Kshs.36.74 million for Instruments for Devolution Advise and Support (IDEAS), Kshs.27.91 million for Emergency Locusts Project, Kshs.25.12 million for Agricultural Sector Development Support Programme (ASDSP) II, and Kshs.11.29 million for DANIDA Primary Health Care.

3.1.2 Revenue Performance

In FY 2021/22, the County received Kshs.5.86 billion as the equitable share of the revenue raised nationally, Kshs.354.40 million as conditional grants, had a cash balance of Kshs.2.14 billion from FY 2020/21, and raised Kshs.264.90 million as own-source revenue. The total funds available for budget implementation during the period amounted to Kshs.8.62 billion, as shown in Table 3.1.

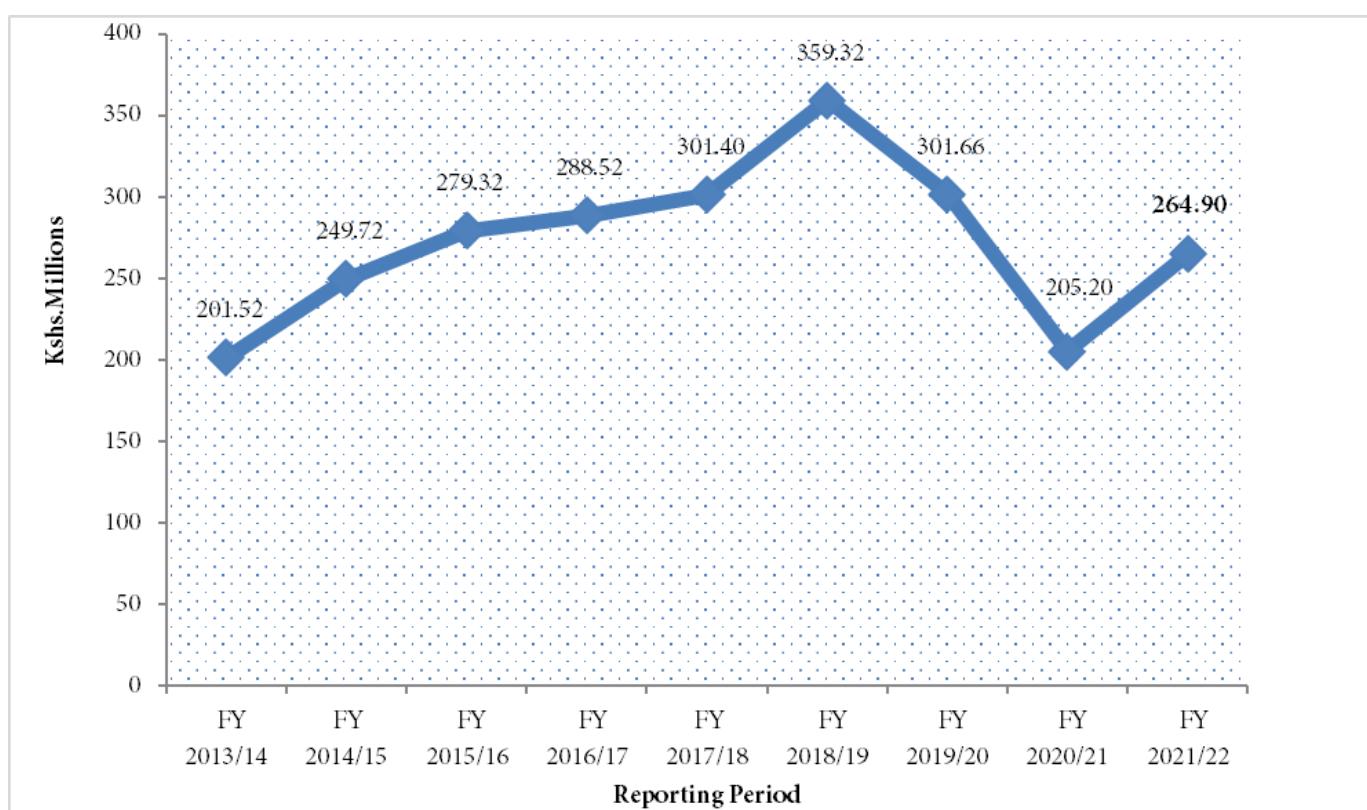
Table 3.1: Baringo County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,522,692,464	5,859,843,020	89.8
	Sub Total	6,522,692,464	5,859,843,020	89.8
B	Other Sources of Revenue			
1.	Own Source Revenue	288,546,935	264,898,800	91.8
2.	Conditional Grants	667,338,025	354,401,067	53.1
3.	Balance b/f from FY 2020/21	2,142,049,180	2,142,049,180	100
	Sub Total	3,097,934,140	2,761,349,047	89.1
	Grand Total	9,620,626,604	8,621,192,067	89.6

Source: Baringo County Treasury

Figure 3.1 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.1: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Baringo County Treasury

In FY 2021/22, the County generated a total of Kshs.264.90 million as own-source revenue. This amount represented an increase of 29.1 per cent compared to Kshs.205.20 million realised in FY 2020/21 and was 91.8 per cent of the annual target. The County has implemented an automated OSR collection system called ZIZI Pay by River Bank Solutions Limited & KCB Bank Limited Consortium. The increase was primarily attributed to an enhanced collection in hospital fees and charges, Single Business Permits (SBP) and Market fees & Dues

3.1.3 Exchequer Issues

The Controller of Budget approved Kshs.6.99 billion in withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.80 billion (25.8 per cent) for development programmes and Kshs.5.19 billion (74.2 per cent) for recurrent programmes, as shown in Table 3.6.

3.1.4 Overall Expenditure Review

The County spent Kshs.6.99 billion on development and recurrent programmes during the reporting period. This expenditure represented 100 per cent of the total funds released by the COB and comprised of Kshs.1.85 billion and Kshs.5.15 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 43.9 per cent, while recurrent expenditure represented 95.1 per cent of the annual recurrent expenditure budget.

3.1.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.236.93 million and comprised Kshs.189.88 million for the County Executive and Kshs.47.05 million for the County Assembly, as shown in Table 3.2.

Table 3.2: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	132,614,730	7,923,118	140,537,848
Recurrent Expenditure	57,263,418	39,127,015	96,390,433
Total Pending Bills	189,878,148	47,050,133	236,928,281

Source: Baringo County Treasury

The outstanding pending bills as of 30th June 2022 do not include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.395.49 million, out of which the County has settled bills amounting to Kshs.162.11 million, leaving a balance of Kshs.233.38 million as of 30th June 2022, an amount owed to the Ministry of Health.

3.1.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.03 billion on employee compensation, Kshs.1.38 billion on operations and maintenance, and Kshs.1.81 billion on development activities. Similarly, the County Assembly spent Kshs.418.92 million on employee compensation, Kshs.319.83 million on operations and maintenance, and Kshs.35.35 million on development activities, as shown in Table 3.3.

Table 3.3: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,669,413,126	746,019,020	4,411,997,880	738,750,301	94.5	99.0
Compensation to Employees	3,061,863,149	422,488,845	3,031,380,083	418,917,132	99.0	99.2
Operations and Maintenance	1,607,549,977	323,530,175	1,380,617,798	319,833,169	85.9	98.9
Development Expenditure	4,148,694,458	56,500,000	1,811,741,133	35,453,269	43.7	62.7
Total	8,818,107,584	802,519,020	6,223,739,013	774,203,570	70.6	96.5

Source: Baringo County Treasury

3.1.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 40 per cent of the annual realised revenue of Kshs.8.62 billion.

Personnel Emoluments amounting to Kshs.3.33 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.115.31 million was processed through a manual payroll. The manual payrolls accounted for 3.3 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.45 billion includes Kshs.1.79 billion attributable to the health sector, which translates to 52 per cent of the total wage bill in the reporting period.

3.1.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.105.25 million to county-established funds in FY 2021/22, constituting 1.1 per cent of the County's overall budget for the year. Table 3.4 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.4: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022	Absorption (%)
				(Yes/No.)	
		A	B	C	B/A*100
1.	Baringo County Executive Car Loan & House Mortgage Scheme	7,648,040	-	No	-
2.	Baringo County Bursary & Scholarships Fund	42,000,000	39,734,852	Yes	94.6
3.	Baringo County Emergency Fund	27,905,333	12,500,000	Yes	44.8
4.	Baringo County Small & Medium Enterprise Fund	2,000,000	-	No	-
5.	Baringo County Co-operative Development Fund	3,500,000	-	No	-
6.	Baringo County Community Wildlife Conservation Fund	6,200,000	6,000,000	No	96.8
7.	Baringo County Assembly Members Car & Mortgage Fund	-	-	Yes	-
8.	Baringo County Assembly Staff Car Loans & Mortgage Fund	16,000,000	12,900,000	Yes	80.6
Total		105,253,373	71,134,852		67.6

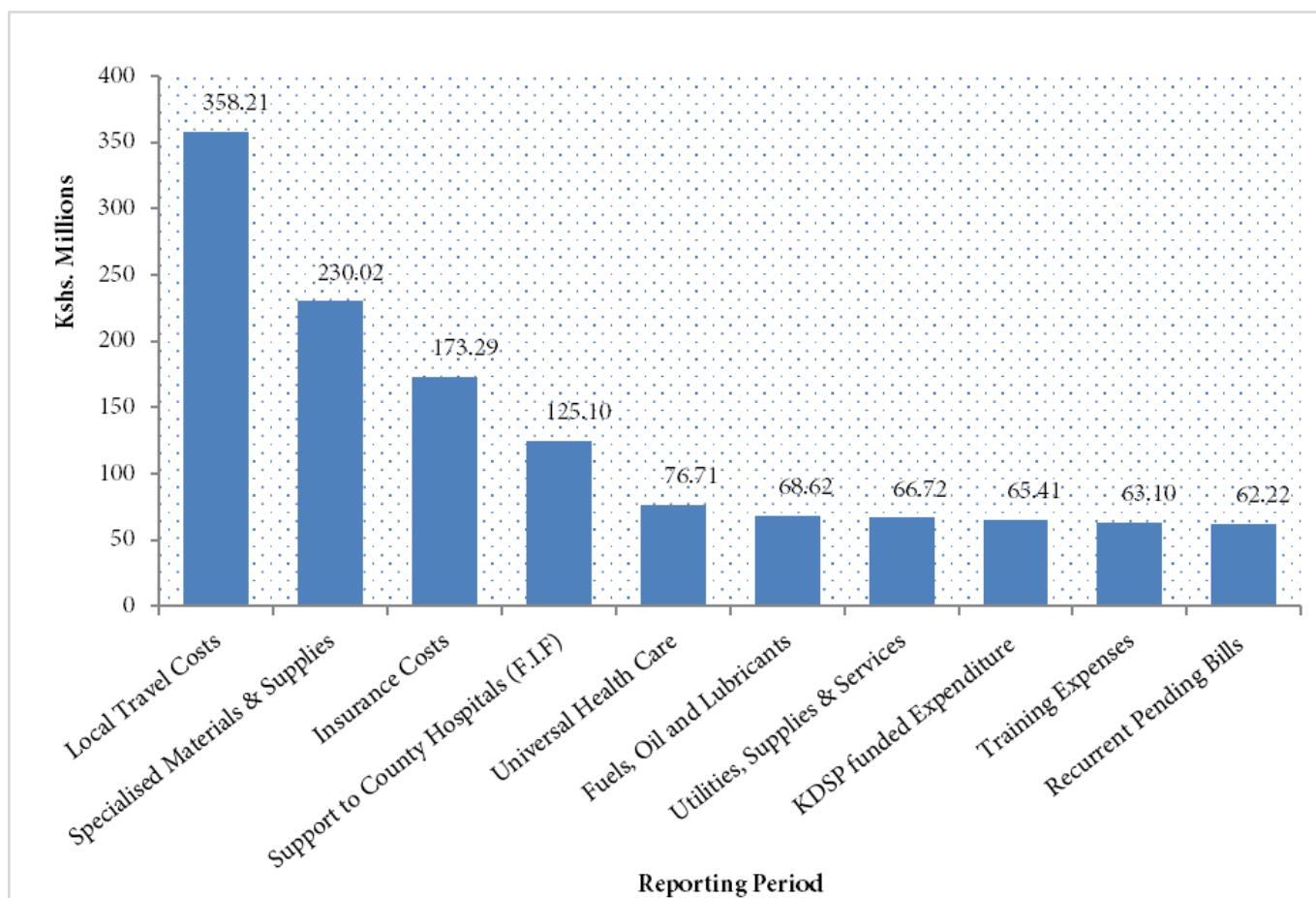
Source: Baringo County Treasury

The OCOB received quarterly financial returns from the administrators of Baringo County Assembly Members & Staff Car Loans & Mortgage Funds, Bursary & Scholarships Fund and Emergency Fund during the reporting period, as indicated in Table 3.4.

3.1.9 Expenditure on Operations and Maintenance

Figure 3.2 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.2: Baringo County, Operations and Maintenance Expenditure by Major Categories



Source: Baringo County Treasury

The County Assembly spent Kshs.25.92 million on committee sitting allowances for the 45 MCAs and the Speaker against the annual budget allocation of Kshs.58.36 million. The average monthly sitting allowance was Kshs.46,958 per MCA. The County Assembly has established 25 Sectorial Committees.

During the period, expenditure on domestic travel amounted to Kshs.358.21 million and comprised Kshs.147.64 million spent by the County Assembly and Kshs.210.57 million by the County Executive. The cost of foreign travel amounted to Kshs.39.52 million and consisted of Kshs.29.99 million by the County Assembly and Kshs.9.53 million by the County Executive.

3.1.10 Development Expenditure

The County incurred Kshs.1.85 billion on development programmes, representing an increase of 108.1 per cent compared to FY 2020/21, when the County spent Kshs.887.52 million. Table 3.5 summarises development projects with the highest expenditure in the reporting period.

Table 3.5: Baringo County, List of Development Projects with the Highest Expenditure

S / No.	Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/ donor)	Remarks
				(Kshs)	(Kshs)					
1	Agriculture, Livestock, Fisheries & Marketing	Implementation of KCSAP Assorted & Specified Programmes & Activities	Baringo Central	-	426,694,497	238,938,558	None	60	IDA World Bank	On-going
2	County Treasury	Implementation of KDSP Assorted & Specified Programmes & Activities	Baringo Central	-	310,835,800	132,500,614	None	40	World Bank	On-going
,3	Transport & Infrastructure	Purchase of Dozer, Grader, Excavator and 2 Tipper Lorries and a service van of road machinery	Baringo South	73,352,780	108,000,000	73,352,780	None	100	GoK	Delivered and commissioned
4	Agriculture, Livestock, Fisheries & Marketing	Completion of Maoi Slaughter House	Mogotio Sub-County	-	51,000,000	51,000,000	None	65	GoK	On-going
5	Transport & Infrastructure	Purchase of Motor grader, Excavator, 2 Tippers and a roller	Baringo North	52,000,000	52,000,000	41,180,000	None	100	GoK	Delivered and commissioned
6	Lands, Housing & Urban Development	Implementation of the Kenya Urban Support Activities	Kabarnet Town	-	37,450,261	37,450,261	None	35	World Bank	On-going
7	Health Services	Supply of Emergency Equipment Support	Baringo Central	26,382,735	26,382,735	26,382,735	None	100	GoK	Delivered & in use
8	Water & Irrigation	Rig Operationalisation	Flagship	30,000,000	30,000,000	23,560,879	None	100	GoK	Completed & commissioned
9	Education & ICT	Disbursement of grants to all VTCs	Baringo Central	-	20,494,894	20,494,894	None	100	GoK	Completely Disbursed
10	Agriculture, Livestock, Fisheries & Marketing	County Livestock Improvement	Baringo Central	30,000,000	30,000,000	16,499,197	None	100	GoK	Completed

Source: Baringo County Treasury

3.1.11 Budget Performance by Department

Table 3.6 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.6: Baringo County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	746.02	56.50	740.55	35.45	738.75	35.45	99.8	100.0	99.0	62.7

Governor/County Executive Services	3,391.66	17.46	3,390.71	-	3,376.84	4.59	99.6	-	99.6	26.3
County Treasury Services	323.97	321.83	157.19	80.99	258.29	61.26	164.3	75.6	79.7	19.0
Lands, Housing & Urban Development	45.95	130.73	40.41	44.73	31.63	49.77	78.3	111.3	68.8	38.1
Education and ICT	83.04	205.78	80.46	141.02	72.31	101.37	89.9	71.9	87.1	49.3
Industrialisation, Commerce & Tourism	23.42	103.27	23.42	46.19	12.59	25.66	53.8	55.6	53.8	24.8
Water & Irrigation	66.41	890.82	55.43	356.73	63.96	394.33	115.4	110.5	96.3	44.3
Environment & Natural Resources	23.52	56.10	17.38	15.38	13.58	23.91	78.1	155.4	57.7	42.6
Health Services	596.09	310.85	583.96	120.65	504.54	68.41	86.4	56.7	84.6	22.0
Agriculture, Livestock, Fisheries & Marketing	47.73	708.16	38.65	491.12	28.43	418.71	73.5	85.3	59.6	59.1
Transport & Infrastructure	40.96	1,264.07	40.96	356.63	30.84	611.38	75.3	171.4	75.3	48.4
Youth, Gender & Social Security Services	26.67	139.60	24.36	114.80	18.99	52.34	78.0	45.6	71.2	37.5
Total	5,415.43	4,205.19	5,193.49	1,803.68	5,150.75	1,847.19	99.2	102.4	95.1	43.9

Source: Baringo County Treasury

Analysis of expenditure by the departments shows that the County Assembly recorded the highest absorption rate of the development budget at 62.7 per cent, followed by the Department of Agriculture, Livestock, Fisheries & Marketing at 59.1 per cent. The Department of Governor & County Executive Services had the highest recurrent expenditure to the budget percentage at 99.6 per cent. In contrast, the Department of Industrialization, Commerce & Tourism had the lowest at 53.8 per cent.

3.1.12 Budget Execution by Programmes and Sub-Programmes

Table 3.7 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.7: Baringo County, Budget Execution by Programmes and Sub-programmes

Programs	Sub-Programs	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
Default Value (Non- Departmental)	Default Value (Non- Departmental)	-	(9,584,351)	9,584,351	0.0
		-	- 9,584,351	9,584,351	0.0
County Assembly		403,014,366	283,061,970	119,952,396	70.2
	P1 OFFICE OF THE CLERK	-	-	-	0.0
		9,200,000	7,775,753	1,424,247	84.5
	General Administration, Planning and Support Services	393,814,366	275,286,217	118,528,149	69.9
	General administration	-	-	-	0.0
Office of the Speaker		9,304,000	8,089,630	1,214,370	86.9
		9,304,000	8,089,630	1,214,370	86.9
	General Administration, Planning and Support Services	-	-	-	0.0
County Assembly Administration		390,200,654	358,322,796	31,877,858	91.8
		390,200,654	358,322,796	31,877,858	91.8
Office of the Governor and Deputy Governor		92,890,850	63,606,965	29,283,885	68.5
		75,429,600	63,422,747	12,006,853	84.1
		17,461,250	184,217	17,277,033	1.1
	P3 GOVERNORS OFFICE	-	-	-	0.0

Programs	Sub-Programs	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
	P4 DEPUTY GOVERNOR	-	-	-	0.0
County Executive Administration		3,016,066,167	3,010,804,158	5,262,009	99.8
		-	-	-	0.0
	Civic Education Development Services	700,000	700,000	-	100.0
	General administration	-	-	-	0.0
	Inter and Intra -governmen-tal Relations services	7,000,000	6,998,050	1,950	100.0
		3,008,366,167	3,003,106,108	5,260,059	99.8
County Secretary		213,703,255	202,605,604	11,097,651	94.8
	County Secretary	-	-	-	0.0
		213,703,255	202,605,604	11,097,651	94.8
County Public Service Board		-	-	-	0.0
	County Public Service Board	-	-	-	0.0
		6,278,159	6,253,400	24,759	99.6
	Tiaty Sub-County (Adminis-tration)	-	-	-	0.0
		6,278,159	6,253,400	24,759	99.6
		6,086,222	6,288,177	(201,955)	103.3
		6,086,222	6,288,177	(201,955)	103.3
	Baringo North Sub County	-	-	-	0.0
		5,758,027	4,553,120	1,204,907	79.1
		5,758,027	4,553,120	1,204,907	79.1
	Baringo Central Sub County	-	-	-	0.0
		6,144,000	5,101,596	1,042,404	83.0
	Baringo South Sub County	-	-	-	0.0
		6,144,000	5,101,596	1,042,404	83.0
		5,862,377	5,032,728	829,649	85.8
		5,862,377	5,032,728	829,649	85.8
	Mogotio Sub County	-	-	-	0.0
		5,902,412	5,887,000	15,412	99.7
		5,902,412	5,887,000	15,412	99.7
	Eldama Ravine Sub County	-	-	-	0.0
Office of the Deputy Governor		18,586,339	17,823,092	763,247	95.9
	P4 DEPUTY GOVERNOR	-	-	-	0.0
		18,586,339	17,823,092	763,247	95.9
	P3 GOVERNORS OFFICE	-	-	-	0.0
Headquarters		-	-	-	0.0
	Treasury Accounts	-	-	-	0.0
	Civic Education Development Services	-	-	-	0.0
Finance & Economic Planning		517,553,553	259,486,180	258,067,373	50.1
	General Administration, Plan-ning and Support Services	3,963,263	1,936,330	2,026,933	48.9
	Revenue Services Development Services	317,871,487	65,712,913	252,158,574	20.7
	General administration	195,718,803	191,836,937	3,881,866	98.0
	Treasury Accounts	-	-	-	0.0
	KDS Programme	-	-	-	0.0
	Early Childhood Development Education	-	-	-	0.0
	Economic Planning, Budget, Monitoring and Evaluation Services	-	-	-	0.0
Fiscal Planning		-	-	-	0.0
	Tiaty Sub County (Administra-tion)	-	-	-	0.0

Programs	Sub-Programs	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
Budget		-	-	-	0.0
	Baringo North Sub County	-	-	-	0.0
Accounting		-	-	-	0.0
	Baringo Central Sub County	-	-	-	0.0
	Tiaty Sub County (Administration)	-	-	-	0.0
	Baringo South sub-county	-	-	-	0.0
	Eldama Ravine Sub County	-	-	-	0.0
	Mogotio Sub County	-	-	-	0.0
	Baringo North Sub County	-	-	-	0.0
Procurement		-	-	-	0.0
	Baringo South Sub County	-	-	-	0.0
Internal Audit		-	-	-	0.0
	Mogotio Sub County	-	-	-	0.0
Revenue Management Services		-	-	-	0.0
	Eldama Ravine Sub County	-	-	-	0.0
Monitoring and Evaluation		128,250,000	125,413,071	2,836,929	97.8
	Economic Planning, Budget, Monitoring and Evaluation Services	128,250,000	125,413,071	2,836,929	97.8
Plant disease control		-	-	-	0.0
	KDS Programme	-	-	-	0.0
Transport		1,307,929,055	484,220,047	823,709,008	37.0
	Rural Infrastructure Development	1,256,969,062	449,597,513	807,371,549	35.8
	Urban Infrastructure Development	10,000,000	-	10,000,000	0.0
	General administration	40,959,993	34,622,534	6,337,459	84.5
County Roads		-	74,715,592	(74,715,592)	0.0
	General Administration, Planning and support services	-	-	-	0.0
	Development and Rehabilitation of rural roads and structures	-	74,715,592	(74,715,592)	0.0
Industrial Development Services		103,265,959	30,486,818	72,779,141	29.5
	Tourism Dev & Marketing	-	-	-	0.0
	Co-operative services Development	55,885,959	17,441,114	38,444,845	31.2
	Industrial Development services	20,000,000	-	20,000,000	0.0
	Trade Development	27,380,000	13,045,704	14,334,296	47.6
Trade Development and Management Services		23,420,000	17,755,765	5,664,235	75.8
	Trade Development	-	-	-	0.0
	General administration	23,420,000	17,755,765	5,664,235	75.8
Education		288,822,304	165,491,281	123,331,023	57.3
	Early Childhood Development Education	203,984,804	82,664,932	121,319,872	40.5
	General Administration, Planning and support services	1,800,000	-	1,800,000	0.0
	General administration services	83,037,500	82,826,350	211,150	99.7
	Special Programmes	-	-	-	0.0
ICT		-	-	-	0.0
	Vocational Training	-	-	-	0.0
Youth Polytechnics		-	-	-	0.0
	Vocational Training	-	-	-	0.0

Programs	Sub-Programs	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
County Health Services		906,942,302	639,973,668	266,968,634	70.6
	General administration	596,087,641	568,417,287	27,670,354	95.4
	Health/preventive services	-	-	-	0.0
	Preventive and Promotive Health Services	180,532,392	59,585,023	120,947,369	33.0
	Curative and Rehabilitative Services	130,322,269	11,971,358	118,350,911	9.2
Promotion of primary health care		-	-	-	0.0
	General administration	-	-	-	0.0
Lands		153,456,715	80,707,716	72,748,999	52.6
	General administration	22,723,832	21,938,265	785,567	96.5
	Land Use Planning	20,200,000	-	20,200,000	0.0
		1,600,000	-	1,600,000	0.0
	Land Administration	65,312,545	21,319,190	43,993,355	32.6
	Urban Development-Kabarnet	-	-	-	0.0
	Livestock Development and Management	800,000	-	800,000	0.0
	Other Urban Infrastructure development and management	42,820,338	37,450,261	5,370,077	87.5
Land Survey and Mapping		9,806,568	8,397,165	1,409,403	85.6
	General administration	9,806,568	8,397,165	1,409,403	85.6
	Civic Education Development Services	-	-	-	0.0
	Urban Development-Eldama ravine	-	-	-	0.0
Housing		13,419,157	10,936,305	2,482,852	81.5
	General administration	13,419,157	10,936,305	2,482,852	81.5
	Other Urban Infrastructure development and management	-	-	-	0.0
	Inter and Intra -governmental Relations services	-	-	-	0.0
Agricultural Services		755,889,807	415,149,984	340,739,823	54.9
	Livestock Development and Management	97,735,267	75,763,824	21,971,443	77.5
	Improved livestock Production	155,351,348	79,762,674	75,588,674	51.3
	Agricultural mechanisation services	442,348,884	208,817,218	233,531,666	47.2
	General administration	47,725,333	38,187,412	9,537,921	80.0
	Fisheries Development and Management	-	-	-	0.0
	Agricultural Development	-	-	-	0.0
	Agricultural training services	7,028,975	6,809,900	219,075	96.9
	Crop Production and Management	5,700,000	5,808,955	(108,955)	101.9
Culture Services		166,271,350	68,431,418	97,839,932	41.2
		3,500,000	-	3,500,000	0.0
	Sports Development	7,175,571	-	7,175,571	0.0
		26,670,453	25,989,578	680,875	97.4
		128,925,326	42,441,840	86,483,486	32.9
Sports Development and Management Services		-	9,040,600	(9,040,600)	0.0
	General administration	-	-	-	0.0
	Sports Development	-	-	-	0.0
			9,040,600	(9,040,600)	0.0
Water Management Services		954,333,259	411,322,734	543,010,525	43.1
		882,746,380	345,181,832	537,564,549	39.1
		66,411,879	66,140,902	270,977	99.6

Programs	Sub-Programs	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
		5,175,000	-	5,175,000	0.0
Environment Administration and Planning		23,524,809	17,106,709	6,418,100	72.7
		23,524,809	17,106,709	6,418,100	72.7
		-	-	-	0.0
Environmental and Natural resource protection Management		56,104,338	22,270,995	33,833,343	39.7
		2,800,000	-	2,800,000	0.0
		22,958,442	8,648,495	14,309,947	37.7
		27,518,796	12,200,000	15,318,796	44.3
		1,677,500	924,300	753,200	55.1
		-	-	-	0.0
		1,149,600	498,200	651,400	43.3
Headquarters		-	-	-	0.0
	Inter and Intra -governmental Relations services	-	-	-	0.0
Headquarters		31,840,600	30,555,943	1,284,657	96.0
		-	-	-	0.0
		31,840,600	30,555,943	1,284,657	96.0
	Grand Total	9,620,626,604	6,839,307,877	2,781,318,727	71.1

Source: Baringo County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Baringo North Sub-County Administration in the Department of County Executive Services at 103.3 per cent, Crop Production & Management in the Department of Agriculture, Livestock, Fisheries & Marketing at 101.9 per cent, Civic Education Development Services & Inter and Intra-governmental Relations services in the Department of Governor & County Executive Services each at 100 per cent, Eldama Ravine Sub-County Administration in the Department of Governor & County Executive Services at 99.7 per cent, and Tiaty Sub-County Administration in the Department of Governor & County Executive Services at 99.6 per cent of their budget allocation.

3.1.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation.

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.85 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.21 billion. The development expenditure represented 43.9 per cent of the annual development budget.
2. A high wage bill, which accounted for 40 per cent of the annual realised revenue of Kshs.8.62 billion in FY 2021/22, thus constraining funding to other programmes.
3. Weak budgeting practice as shown in Table 3.7 where the County incurred expenditure over approved budgetary allocations.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Small & Medium Enterprise Fund, Co-operative Development Fund, County Executive Car Loan & House Mortgage Scheme, and Community Wildlife Conservation Fund were not submitted to the Controller of Budget
5. Use of manual payroll. Personnel emoluments amounting to Kshs.115.31 million were processed through the manual payroll and accounted for 3.3 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper internal controls.
6. Unimplemented programmes and subprogrammes as reflected from the low or no absorption (Monitoring and Evaluation items with 0.0%)
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the

timely preparation of the budget implementation report. The County Treasury, save for the County Assembly, submitted final financial reports on 2nd August 2022 against the stipulated timeline of 20th August 2022 provided in the OCOB Circular.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *The County should regularly monitor the implementation of all programmes and sub-programmes to ensure some are not abandoned.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.2 County Government of Bomet

3.2.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.8.8 billion, comprising Kshs.2.96 billion (33.6 per cent) and Kshs.5.84 billion (66.4 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.69 billion (76.0 per cent) as the equitable share of revenue raised nationally, use a cash balance of Kshs.668.55 million (7.6 per cent) from FY 2020/21, and generate Kshs.260 million (3.0 per cent) from its own sources of revenue. The County also expected to receive Kshs.1.18 billion (13.4 per cent) as conditional grants, comprised of Kshs.153.30 million for Leasing of Medical Equipment, Kshs.319,907 from Road Maintenance Fuel Levy Fund, Kshs.24.31 million for COVID 19 response allocation, Kshs.24.26 million for Development of Youth Polytechnics, Kshs.150.77 million from World Bank loan for Transforming Health Systems for Universal Care Project, Kshs.92.31 million for Kenya Urban Support Programme, Kshs.215.35 million for Kenya Devolution Support Programme (Level 1 & 2 Grant); Kshs.20.03 million for HSSF DANIDA, Kshs.427.70 million for IDA Kenya Climate-Smart Programme, Kshs.43.24 million for Agriculture Sector Development Support Programme, and Kshs.10 million for Climate Change.

3.2.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.16 billion as the equitable share of the revenue raised nationally, Kshs.166.8 million as conditional grants, raised Kshs.202.43 million as own-source revenue and had a cash balance of Kshs.676.57 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.2 billion, as shown in Table 3.8.

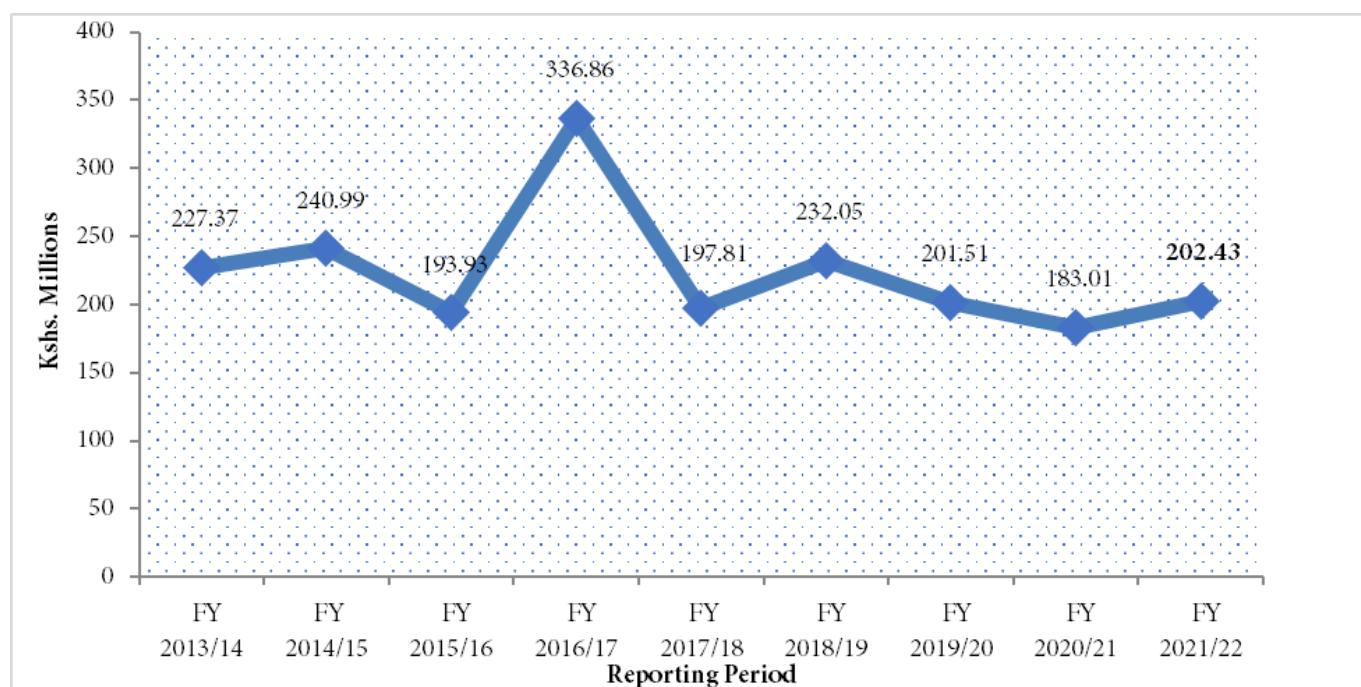
Table 3.8: Bomet County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,691,099,118	6,155,811,191	92.0
	Sub Total	6,691,099,118	6,155,811,191	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	260,000,000	202,430,010	77.9
2.	Conditional Grants	1,183,589,768	166,798,008	14.1
3.	Balance b/f from FY2020/21	668,554,856	1676,567,127	101.2
	Sub Total	2,112,144,624	1,045,795,145	49.5
	Grand Total	8,803,243,742	7,201,606,336	81.8

Source: Bomet County Treasury

Figure 3.3 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.3 : Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Bomet County Treasury

In FY 2021/22, the County generated a total of Kshs.202.43 million as own-source revenue. This amount represented an increase of 10.6 per cent compared to Kshs.183.01 million realised in FY 2020/21 and was 77.9 per cent of the annual target. The County has implemented an automated OSR collection system called Jambo Pay.

3.2.3 Exchequer Issues

The Controller of Budget approved Kshs.7.2 billion in withdrawals from the CRF account during the reporting period. The amount comprised Kshs.1.92 billion (26.7 per cent) for development programmes and Kshs.5.27 billion (73.3 per cent) for recurrent programmes, as shown in Table 3.12.

3.2.4 Overall Expenditure Review

The County spent Kshs.6.88 billion on development and recurrent programmes during the reporting period. This expenditure represented 95.6 per cent of the total funds released by the CoB and comprised of Kshs.1.72 billion

and Kshs.5.16 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 58.1 per cent, while recurrent expenditure represented 88.3 per cent of the annual recurrent expenditure budget.

3.2.5 Settlement of Pending Bills

Per the Auditor General Special report, the eligible pending bills as of 30th June 2020 amounted to Kshs.575.28 million. At the beginning of FY 2021/22, the County prepared a payment plan to settle all the bills in the financial year. Delay in the disbursement of the equitable share of revenue raised nationally by the National Treasury was cited by the County Treasury as a contributor to the delay in clearance of the pending bills.

During the FY 2021/22, pending bills amounting to Kshs.540.14 million were settled. Outstanding pending bills amounted to Kshs.35.13 million as of 30th June 2022.

3.2.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that Kshs.3.12 billion was spent on employee compensation, Kshs.2.04 billion on operations and maintenance, and Kshs1.72 billion on development activities, as shown in Table 3.9.

Table 3.9: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	5,119,158,905	723,066,449	4,480,546,460	678,059,641	87.5	93.8
Compensation to Employees	3,121,433,665	281,632,573	2,840,014,316	281,632,573	91.0	100.0
Operations and Maintenance	1,997,725,240	441,433,876	1,640,532,144	396,427,068	82.1	89.8
Development Expenditure	2,748,363,311	212,655,077	1,669,761,113	50,207,265	60.8	23.6
Total	7,867,522,216	935,721,526	6,150,307,573	728,266,905	78.2	77.8

Source: Bomet County Treasury

3.2.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 43.4 per cent of the annual revenue of Kshs.7.2 billion.

The total exchequer requisitions towards Personnel Emoluments amounted to Kshs.3.37 billion, during the period under review, out of which the IPPD system reports supported Kshs.2.13 billion while manual schedules supported Kshs.1.24 billion. The manual schedules accounted for 36.7 per cent of the total P.E exchequer requests, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The actual wage bill of Kshs.3.12 billion includes Kshs.1.22 billion attributable to the health sector, which translates to 39 per cent of the total wage bill in the reporting period.

3.2.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.173.73 million to county-established funds in FY 2021/22, which constituted 2.0 per cent of the County's overall budget for the year. Table 3.10 summarises each established fund's budget allocation and performance during the reporting period.

Table 3.10: County Established Fund performance as of 30th June 2022

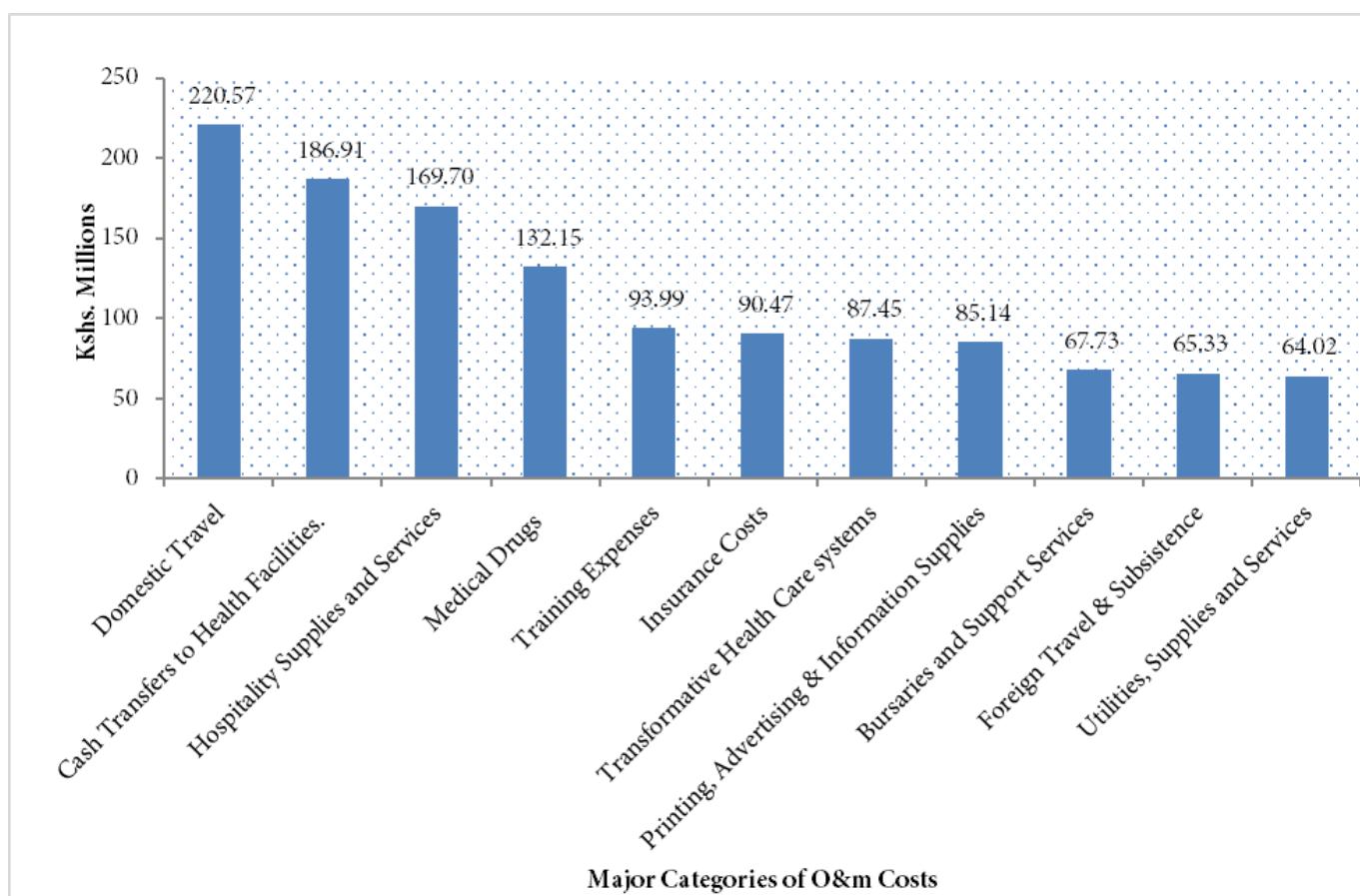
S/No	Name of the Fund	Approved Budget Allocation in FY 2021/22	Actual Expenditure as of 30th June 2022	Submission of quarterly financial statements (Yes/No)
		Kshs.	Kshs.	
1	Bomet County Assembly Car Loan and Mortgage (Members) Scheme Fund	75,000,000	30,000,000	No
2	Housing Loans to Public Servants – Department of Finance	3,100,000	3,100,000	No
3	Car loans to public servants – Department of Finance	1,875,000	1,700,000	No
4	Enterprise Development Fund – Department Co-operatives and Enterprise Development	500,000	-	No
5	Bursaries and Support Services - Department of Education and Vocational Training	91,916,277	67,730,043	No
5	Emergency Fund – Department of Finance	1,337,122	1,300,000	No
Total		173,728,399	103,830,043	

Source: Bomet County Treasury

3.2.9 Expenditure on Operations and Maintenance

Figure 3.4 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.4: Bomet County, Operations and Maintenance Expenditure by Major Categories



Source: Bomet County Treasury

The County Assembly reported an expenditure of Kshs.27.63 million on committee sitting allowances for the 36 MCAs and Speaker against the annual budget allocation of Kshs.27.63 million. The average monthly sitting allowance was Kshs.62,231 per MCA against the SRC's recommended monthly ceiling of Kshs.124,800.

During the period, expenditure on domestic travel amounted to Kshs.220.57 million and comprised of Kshs.99.97 million spent by the County Assembly and Kshs.120.59 million by the County Executive. Expenditure on foreign travel amounted to Kshs.65.33 million and included Kshs.35.05 million by the County Assembly and Kshs.30.27 million by the County Executive.

3.2.10 Development Expenditure

The County incurred Kshs.1.72 billion on development programmes, which represented an increase of 15.1 per cent compared to a similar period in FY 2020/21 when the County spent Kshs.1.49 billion. Table 3.11: lists the highest expenditure on development projects during the reporting period.

Table 3.11: Bomet County, List of Development Projects with the Highest Expenditure

S/No	Department	Project Name	Project Location	Allocation FY 21/22 (Kshs.)	Reported Expenditure (Kshs.)	Absorption (%)
1	Medical Services	Purchase of ambulances - support by THS	All	10,983,937	9,530,000	86.8
2	Medical Services	Purchase of Medical and Dental Equipment -	All	8,728,514	6,972,300	79.9
3	Roads Public Works and Transport	Routine Maintenance of Ken-yagoro TBC-Kipraisi-Ken-yagoro Day-Kiboro TBC	Boito	6,276,412	6,276,412	100.0
4	Roads Public Works and Transport	Routine Maintenance of Kimenderit - Kotoibek - Olbutoyo Bridge Road	Nyangores	5,939,604	5,939,604	100.0
5	Roads Public Works and Transport	Routine Maintenance of Taprire-Chepngungul and Kamaget-Kapnetuny Road	Chebunyo	5,907,561	5,907,561	100.0
6	Roads Public Works and Transport	Routine Maintenance of Cheplakwet- Koroitik Road	Embomos	5,827,492	5,827,492	100.0
7	Roads Public Works and Transport	Routine Maintenance of Kipanjalal-Kamogoso and Kimenderit-Kipsonoi Road	Chesoen	5,823,135	5,823,135	100.0
8	Roads Public Works and Transport	Routine Maintenance of Chepkorgong-Chepanyiny Sec and Arap Bett-Kap-kidogo-Sach Angwan-DCC Church (Ndamichonik) Road	Kongasis	5,769,075	5,769,075	100.0
9	Roads Public Works and Transport	Routine Maintenance of Tabarit Pry-Kapamtala-Chepcirik(Kweleta) Road	Ndanai / Abosi	5,703,198	5,703,198	100.0
10	Roads Public Works and Transport	Routine Maintenance of Natasha-Oldabach & Birir-bei-Chebulu Pry Schl Road	Mutarakwa	5,677,360	5,677,360	100.0

Source: Bomet County Treasury

3.2.11 Budget Performance by Department

Table 3.12 Summarises the approved budget allocation and performance by departments in FY 2021/22.

Table 3.12: Bomet County, Budget Performance by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executives	250.58	-	207.82	-	214.77	-	103.3	-	85.7	-

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Public Service Board	34.52	-	25.97	-	30.40	-	117.1	-	88.1	-
Administration	32.65	7.50	21.60	-	23.78	1.78	110.1	-	72.8	23.8
Public Service	1,959.93	-	1,925.62	-	1,716.81	-	89.2	-	87.6	
Information, Communication, and Technology	23.39	12.00	14.72	-	21.16	3.09	143.8	-	90.5	25.7
Finance	182.65	294.00	142.73	292.70	159.53	139.74	111.8	47.7	87.3	47.5
Economic Planning	165.18	171.35	76.11	167.35	155.97	29.90	204.9	17.9	94.4	17.4
Lands, Housing and Urban Planning	81.86	140.01	23.08	41.11	20.65	33.14	89.5	80.6	25.2	23.7
Youth, Sports, Gender, and Culture	61.92	10.00	46.79	0.78	55.86	1.59	119.4	203.2	90.2	15.9
Medical Services and Public Health	1,944.39	225.41	1,786.99	27.68	1,797.09	30.39	100.6	109.8	92.4	13.5
Education and Vocational Training	131.21	136.38	126.09	119.84	101.86	133.01	80.8	111.0	77.6	97.5
Water Sanitation and Environment	125.59	299.53	105.94	272.15	78.97	272.23	74.5	100.0	62.9	90.9
Agriculture, Livestock, and Veterinary Services	16.59	553.28	7.09	161.04	15.28	163.63	215.6	101.6	92.1	29.6
Roads, Public Works and Transport	75.67	839.84	62.78	764.54	70.27	837.12	111.9	109.5	92.9	99.7
Trade, Energy, Tourism, Industry and Investment	11.51	28.57	7.59	23.15	9.42	13.69	124.2	59.1	81.9	47.9
Co-operatives and Enterprise Development	21.51	30.48	14.98	-	8.71	10.45	58.1	-	40.5	34.3
County Assembly	723.07	212.66	678.07	53.06	678.06	50.21	100.0	94.6	93.8	23.6
TOTAL	5,842.23	2,961.02	5,273.98	1,923.40	5,158.61	1,719.97	97.8	89.4	88.3	58.1

Source: Bomet County Treasury

Analysis of expenditure by departments shows that the Department of Roads, Public Works, and Transport recorded the highest absorption rate of development budget at 99.7 per cent, while the Department of Medical Services and Public Health had the lowest at 13.5 per cent. The Department of Economic Planning had the highest percentage of recurrent expenditure to budget at 94.4 per cent. In contrast, the Department of Lands, Housing, and Urban Planning had the lowest at 25.2 per cent.

3.2.12 Budget Execution by Programmes and Sub-Programmes

Table 3.13 summarises the budget execution by programmes in FY 2021/22.

Table 3.13: Bomet County, Budget Execution by Programmes and Sub-programmes

Department	Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Medical Services and Public Health		2,169,799,187	1,827,487,054	342,312,133	84.2
Public Service	Human Resources for Health Services	1,252,531,842	1,238,911,376	13,620,466	98.9
	Curative Services	229,697,381	167,054,895	62,642,486	72.7
	Health Care Financing	227,238,000	213,938,050	13,299,950	94.1
	Health Infrastructure	225,407,763	30,392,620	195,015,143	13.5
	Reproductive Health Services	134,794,849	87,446,496	47,348,353	64.9
	Preventing and Promotive Services	100,129,352	89,743,618	10,385,734	89.6
Public Service		1,959,933,665	1,716,805,901	243,127,764	87.6

Department	Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	Salaries and Wages	1,861,933,665	1,623,058,954	238,874,711	87.2
	Operations and Maintenance	98,000,000	93,746,947	4,253,053	95.7
County Assembly of Bomet		935,721,526	728,266,905	207,454,621	77.8
	General Administration, Human Resource and Administrative Services	541,166,494	333,711,873	207,454,621	61.7
	Legislative Services	297,442,155	297,442,155	-	100.0
	Oversight and Representation	97,112,877	97,112,877	-	100.0
Roads Public Works and Transport		915,517,983	907,396,548	8,121,435	99.1
	Roads Construction & Maintenance	655,920,971	655,339,659	581,312	99.9
	Development and Maintenance of other Public works	181,623,240	180,696,686	926,554	99.5
	Operations and Maintenance	75,673,772	70,274,283	5,399,489	92.9
	County Transport Infrastructure	2,300,000	1,085,920	1,214,080	47.2
Agriculture, Livestock and Veterinary Services		569,871,931	178,905,902	390,966,029	31.4
	Crop Development and Management	508,877,257	149,591,669	359,285,588	29.4
	Livestock, Fisheries & Veterinary Services	44,404,674	14,038,113	30,366,561	31.6
	Operations and Maintenance	16,590,000	15,276,119	1,313,881	92.1
Finance		476,644,029	299,273,549	177,370,480	62.8
	Financial Management Services	293,997,469	139,740,392	154,257,077	47.5
	Operations and Maintenance	182,646,560	159,533,157	23,113,403	87.3
Water, Sanitation and Environment		425,126,406	351,202,707	73,923,699	82.6
	Development of Water Supply for Domestic and Commercial purposes	277,785,106	270,535,727	7,249,379	97.4
	Operations and Maintenance	110,084,100	70,506,160	39,577,940	64.0
	Environment and Natural Resources	31,657,200	10,160,820	21,496,380	32.1
	Policy planning and administrative services	4,500,000	-	4,500,000	-
	Irrigation Development	1,000,000	-	1,000,000	-
	Waste water management	100,000	-	100,000	-
Economic Planning		336,534,172	185,862,156	150,672,016	55.2
	KDSP (Level 2 Grant)	171,353,974	29,896,474	141,457,500	17.4
	Operations and Maintenance	89,935,065	88,545,577	1,389,488	98.5
	KDSP (Level 1 Grant)	48,308,859	41,456,605	6,852,254	85.8
	Planning and Statistics	13,166,274	13,023,200	143,074	98.9
	Budget Preparation and Management	9,770,000	9,290,300	479,700	95.1
	Monitoring and Evaluation Services	4,000,000	3,650,000	350,000	91.3
Education and Vocational Training		267,590,451	234,871,696	32,718,755	87.8
	Early Childhood Development and Education	136,380,437	133,008,825	3,371,612	97.5
	Policy, Planning and General Administrative Services	123,173,624	94,197,480	28,976,144	76.5
	Operations and Maintenance	8,036,390	7,665,391	370,999	95.4
County Executive		250,576,680	214,769,674	35,807,006	85.7
	Operations and Maintenance	250,576,680	214,769,674	35,807,006	85.7
Lands, Housing and Urban Planning		221,871,238	53,797,329	168,073,909	24.2

Department	Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Municipality	Municipality	142,307,578	1,955,600	140,351,978	1.4
	Urban Management	43,495,000	29,427,957	14,067,043	67.7
	Lands Development	20,000,000	16,438,392	3,561,608	82.2
	Housing Development	8,688,660	2,542,100	6,146,560	29.3
	Operations and Maintenance	7,380,000	3,433,280	3,946,720	46.5
Youth, Sports, Gender, and Culture		71,924,917	57,447,915	14,477,002	79.9
Youth and Sports Development	Operations and Maintenance	41,421,330	33,909,235	7,512,095	81.9
	Gender, Children Services and Social Protection	13,775,500	10,063,800	3,711,700	73.1
	Culture and library services	5,600,000	3,754,160	1,845,840	67.0
	Policy Development and Administrative Services	2,947,310	1,999,620	947,690	67.8
Co-operatives and Enterprise Development		51,993,028	19,157,055	32,835,973	36.8
Enterprise Development Fund	Agribusiness Development and Marketing	29,729,728	10,447,080	19,282,648	35.1
	Operations and Maintenance	21,510,100	8,709,975	12,800,125	40.5
	Centre for Devolved Governance	500,000	-	500,000	-
	Policy Formulation, Review and Administration	253,200	-	253,200	-
Administration		40,146,942	25,563,260	14,583,682	63.7
Centre for Devolved Governance	Operations and Maintenance	32,446,942	23,779,300	8,667,642	73.3
	Infrastructure Development and Equipment	7,500,000	1,783,960	5,716,040	23.8
	Trade Development	200,000	-	200,000	-
Trade, Energy, Tourism and Industry, and Investment		40,081,095	23,109,301	16,971,794	57.7
Trade Development	Operations and Maintenance	15,042,054	6,480,229	8,561,825	43.1
	Energy Development	11,509,041	9,421,635	2,087,406	81.9
	Industry Development	6,000,000	3,014,130	2,985,870	50.2
	Tourism Development	5,540,000	4,193,307	1,346,693	75.7
	Information, Communication, and Technology	1,990,000	-	1,990,000	-
Information, Communication, and Technology		35,391,160	24,252,704	11,138,456	68.5
Information Communication Technology (ICT) Services	Operations and Maintenance	23,391,160	21,164,239	2,226,921	90.5
	Centre for Devolved Governance	12,000,000	3,088,465	8,911,535	25.7
County Public Service Board		34,519,332	30,404,822	4,114,510	88.1
Operations and Maintenance		34,519,332	30,404,822	4,114,510	-
Grand Total		8,803,243,742	6,878,574,478	1,924,669,263	78.1

Source: Bomet County Treasury

Programmes with high levels of implementation based on absorption rates were: The Legislative Services programme and Oversight & Representation programme, both in the Department of County Assembly of Bomet at 100 per cent each; and Roads Construction & Maintenance programme and Development & Maintenance of other Public works programme both in the Department of Roads Public Works and Transport at 99.9 per cent and 99.5 per cent of their budget allocations.

3.2.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation.

1. Delay in disbursement of the equitable share of revenue raised nationally by the National Treasury. As of the end of the reporting period, Kshs.6.16 billion had been disbursed against an expected disbursement of Kshs.6.96 billion. The shortfall of Kshs.535.29 million negatively affected budget implementation in FY 2021/22.
2. Under disbursement of the conditional allocations. As of the end of the reporting period, Kshs.166.8 million had been remitted to the Bomet County Revenue Fund against a budget of Kshs.1.18 billion. Underfunding of conditional allocations contributed to the shortfall of the FY 2021/22 budget financing.
3. Failure to pay all salaries through the IPPD System. Personnel emoluments outside the IPPD system amounted to 36.7 per cent of the total PE exchequer request of Kshs.3.37 billion.
4. Low absorption of development funds as indicated by the expenditure of Kshs.1.72 billion in FY 2021/22 from the annual development budget allocation of Kshs.2.96 billion. The development expenditure represented 58.1 per cent of the annual development budget.
5. A high wage bill, which accounted for 43.4 per cent of the total revenue receipts in FY 2021/22, thus constraining funding to other programmes.
6. Underperformance of own-source revenue at Kshs.202.43 million against an annual projection of Kshs.260 million, representing 77.9 per cent of the annual target.
7. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012.
8. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted between 13th July 2022 and 18th August 2022 and was incomplete as it excluded a status report on pending bills from FY 2021/22.

The County should implement the following recommendations to improve budget execution;

1. *The National Treasury should consider disbursing the balance of Kshs.535.29 million of the FY 2021/22 national equitable share of revenue raised nationally in FY 2022/23 as this will help Bomet County implement pending activities.*
2. *The County Treasury should liaise with the National Treasury and other stakeholders to address the delays in disbursements of budgeted conditional allocations.*
3. *The County Public Service Board should fast-track the acquisition of personal numbers for all their staff and ensure that all personnel emoluments are processed through the IPPD system.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*
5. *The County should identify and address issues causing delays in implementing development projects.*
6. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
7. *The County should address its revenue performance to ensure the approved budget is fully financed.*
8. *The CECMF should follow up to ensure all Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*

3.3 County Government of Bungoma

3.3.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.14.45 billion, comprising Kshs.4.48 billion (31.0 per cent) and Kshs.9.97 billion (69 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.10.66 billion (73.7 per cent) as the equitable share of revenue raised nationally, generate Kshs.746.81 million (5.2 per cent) from its own sources of revenue, and use a cash balance of Kshs.23.07 million (1.6 per cent) from FY 2020/21. The County also expected to receive Kshs.2.07 billion (14.3 per cent) as conditional grants, which consisted of Leasing of Medical Equipment Kshs.153.29 million, UNICEF Kshs.1.57 million, Universal Health Care Projects Kshs.52.97 million, DANIDA Kshs.19.71 million, World Bank Agricultural and Rural Growth Project Kshs.280.53 million, ASDSP II Kshs.26.75 million, Kenya Devolution Support Programme- Level 11 Kshs.112.82 million, Urban Support Programme (Development) Kshs.300.98 million, Urban Support Programme (Recurrent) Kshs.11 million, KISP II (Kenya Informal Settlement Improvement Project) Kshs.50 million, and Retention Kshs.8.77 million.

3.3.2 Revenue Performance

In FY 2021/22, the County received Kshs.10.56 billion as the equitable share of the revenue raised nationally, raised Kshs.368.04 million as own-source revenue, Kshs.615.26 million as AIA, Kshs.245.22 million as conditional grants, and had a cash balance of Kshs.230.67 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.12.32 billion, as shown in Table 3.14

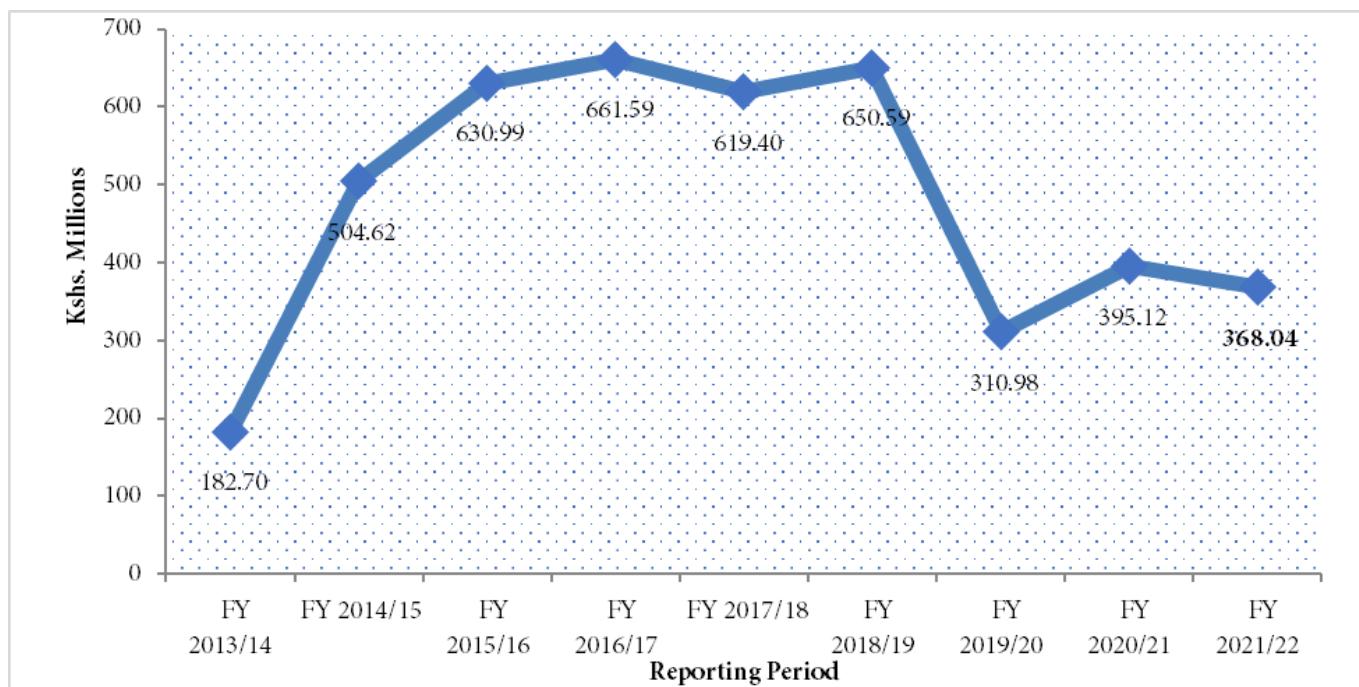
Table 3.14: Bungoma County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	10,659,435,192	10,562,640,623	99.1
	Sub Total	10,659,435,192	10,562,640,623	99.1
B	Other Sources of Revenue			
1.	Own Source Revenue	746,811,602	368,035,218	49.3
2.	Conditional Grants	2,067,149,798	245,216,629	11.9
3.	Balance b/f from FY 2020/21	230,673,452	230,673,452	100
4.	Other Revenues	8,769,449	-	-
5.	AIA	741,524,891	615,261,490	83
	Sub Total	3,794,929,192	1,459,186,789	38.5
	Total	14,454,364,384	12,021,827,412	83.2

Source: Bungoma County Treasury

Figure 3.5 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.5: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Bungoma County Treasury

In FY 2021/22, the County generated a total of Kshs.368.04 million as own-source revenue. This amount represented a decrease of 6.9 per cent compared to Kshs.395.12 million realised in FY 2020/21 and was 49.3 per cent of the annual target. The County has implemented an automated OSR collection system called Revenue Automated System.

3.3.3 Exchequer Issues

The Controller of Budget approved Kshs.10.90 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.93 billion (17.7 per cent) for development programmes and Kshs.8.97 billion (82.3 per cent) for recurrent programmes.

3.3.4 Overall Expenditure Review

The County spent Kshs.10.61 billion on development and recurrent programmes during the reporting period. This expenditure represented 97.4 per cent of the total funds released by the CoB and comprised of Kshs.1.97 billion and Kshs.8.64 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 44.0 per cent, while recurrent expenditure represented 86.7 per cent of the annual recurrent expenditure budget.

3.3.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.978.77 million and comprised Kshs.392.30 million for recurrent expenditure and Kshs.586.46 million for development expenditure. During the period under review, pending bills amounting to Kshs.478.08 million were settled, consisting of Kshs.50.94 million for recurrent expenditure and Kshs.427.14 million for development programmes, as shown in Table 3.15.

Table 3.15: Progress on Settlement of Pending Bills as of 30th June 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)
	A	B	C=A-B
Recurrent Expenditure	392,301,480	50,940,000	341,361,400
Development Expenditure	586,463,615	427,140,230	159,323,385
Total	978,765,095	478,080,230	500,684,785

Source: Bungoma County Treasury

The County Treasury did not provide a report on pending bills accrued in FY 2021/22.

3.3.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.84 billion on employee compensation, Kshs.2.84 billion on operations and maintenance, and Kshs.1.93 billion on development activities. Similarly, the County Assembly spent Kshs.368.17 million on employee compensation, Kshs.552.85 million on operations and maintenance, and Kshs.41.1 million on development activities, as shown in Table 3.16.

Table 3.16: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	9,053,807,120	921,179,505	7,680,199,918	921,027,139	84.8	100
Compensation to Employees	5,215,992,101	347,197,199	4,837,698,677	368,173,047	92.7	106
Operations and Maintenance	3,837,815,019	573,982,306	2,842,501,241	552,854,092	74.1	96.3
Development Expenditure	4,372,377,759	107,000,000	1,927,940,733	41,566,221	44.1	38.8
Total	13,426,184,879	1,028,179,505	9,608,140,651	962,593,360	71.6	93.6

Source: Bungoma County Treasury

3.3.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 43.3 per cent of the annual realised revenue of Kshs.12.02 billion.

Personnel Emoluments amounting to Kshs.4.84 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.214.92 million was processed through a manual payroll. The manual payroll accounted for 4.3 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The Government policy is that salaries should be processed through the IPPD system; the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.4.84 billion includes Kshs.2.36 billion attributable to the health sector, which translates to 48.8 per cent of the total wage bill in the reporting period.

3.3.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.480.00 million to county-established funds in FY 2021/22, constituting 3.3 per cent of the County's overall budget for the year. Table 3.17 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.17: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022	Absorption (%)
				(Yes/No.)	
	A	B	C	B/A*100	
1.	Bursary and scholarship	410,000,000	410,000,000	No	100.0
2.	Emergency Fund	70,000,000	0	No	0.0
	Total	480,000,000	410,000,000		

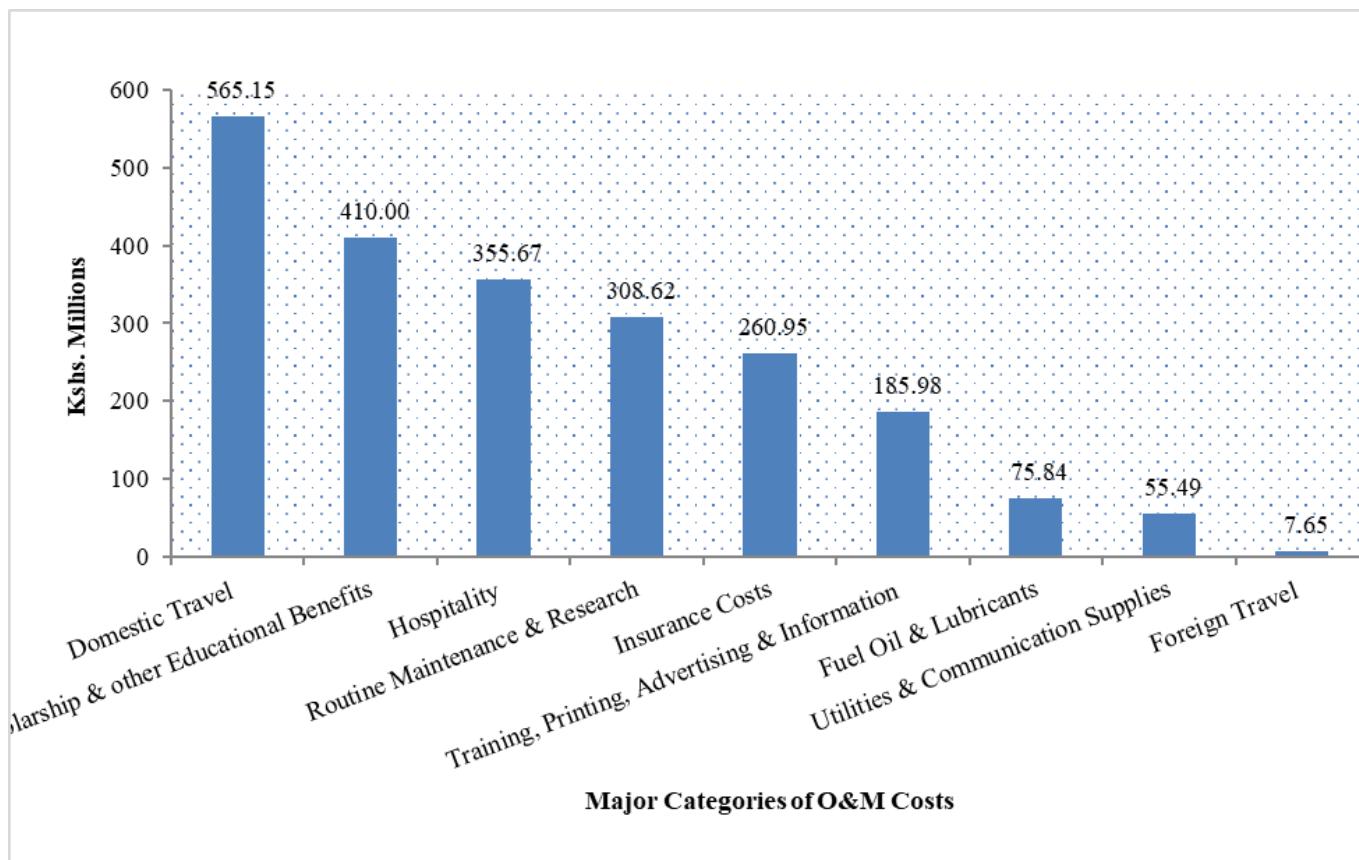
Source: Bungoma County Treasury

The OCoB did not receive quarterly financial returns from administrators of funds, as indicated in 4.

3.3.9 Expenditure on Operations and Maintenance

Figure 3.6 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.6: Bungoma County, Operations and Maintenance Expenditure by Major Categories



Source: Bungoma County Treasury

The County Assembly spent Kshs.21.61 million on committee sitting allowances for the 61 MCAs and the Speaker against the annual budget allocation of Kshs.26.12 million. The average monthly sitting allowance was Kshs.29,528 per MCA. The County Assembly has established 7 Committees.

During the period, expenditure on domestic travel amounted to Kshs.565.15 million and comprised Kshs.224.86 million spent by the County Assembly and Kshs.340.30 million by the County Executive. Expenditure on foreign travel amounted to Kshs.7.65 million and consisted of s.2.32 million by the County Assembly and Kshs.5.33 million by the County Executive.

3.3.10 Development Expenditure

The County incurred Kshs.1.97 billion on development programmes, representing a decrease of 41.4 per cent compared to FY 2020/21, when the County spent Kshs.3.36 billion. Table 3.18 summarises development projects with the highest expenditure in the reporting period.

Table 3.18: Bungoma County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs.)	Budget (Kshs.)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Roads	Upgrading of Kanduyi - Sang'alo Jnctn Dual Carriage	Kan-duyi-Sang'alo junction	751,000,000	751,000,000	454,736,567	None	60.5	GoK	Ongoing
Roads	Maintenance of Rural Roads (CEF)	45 wards	451,195,500	451,195,500	170,388,649	None	37.7	GoK	Ongoing
Roads	Maintenance of Rural Roads (RMLF)	45 wards	227,038,896	227,038,896	26,925,547	None	11.8	GoK	Ongoing
Education	Unconditional grants for VTCs	45 wards	60,525,266	60,525,266	29,900,000	None	49.4	GoK	Ongoing
Education	Implementation of bursary and scholarship	45 wards	410,000,000	410,000,000	410,000,000	None	100.0	GoK	Ongoing
Gender and Youth	Construction and modernisation of Masinde Muliro stadium	Kanduyi s/c	189,116,354	189,116,354	144,622,699	None	76.4	GoK	Ongoing
County Assembly	Construction of Administration block.	H/Q	107,000,000	107,000,000	41,566,221	None	38.8	GoK	Ongoing

Source: Bungoma County Treasury

3.3.11 Budget Performance by Department

Table 3.19 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.19: Bungoma County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock, Fisheries and Co-operatives	459.98	805.85	542.94	330.14	429.11	330.12	79.0	100.0	93.3	41.0
Tourism, Forestry, Environment, Water and Natural Resources	385.45	231.74	383.65	96.54	371.95	94.21	97.0	97.6	96.5	40.7
Roads and Public Works	184.55	1,714.78	1,455.32	1,067.88	148.18	1,012.13	10.2	94.8	80.3	59.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Education, Science, Sports and Youth Affairs	1,471.02	241.03	1,542.91	146.40	1,436.52	146.11	93.1	99.8	97.7	60.6
Health and Sanitation	3,704.59	97.12	2,725.58	53.92	2,727.44	46.66	100.1	86.5	73.6	48.0
Trade, Energy and In- dustrialisation	73.49	38.08	64.28	16.26	71.00	15.38	110.5	94.6	96.6	40.4
Land, Urban, Physical Planning and Housing	129.65	632.96	108.58	10.24	10.26	9.04	9.4	88.3	7.9	1.4
Gender, Culture, Youth and Sports	126.38	277.74	119.79	156.94	118.38	156.17	98.8	99.5	93.7	56.2
Finance and Planning	1,320.49	8.77	1,414.33	-	1,202.07	-	85.0	-	91.0	-
County Public Service	59.21	-	53.83	8.19	54.70	-	101.6	-	92.4	-
Governor/Deputy Gov- ernors	532.78	-	369.30	-	505.15	-	136.8	-	94.8	-
Public Administration	606.22	324.30	583.06	-	556.65	118.11	95.5	-	91.8	36.4
County Assembly	921.18	107.00	921.18	41.57	921.03	41.57	100.0	100.0	100.0	38.9
TOTAL	9,974.99	4,479.38	8,974.95	1,928.07	8,644.73	1,969.51	96.3	102.1	86.7	44.0

Source: Bungoma County Treasury

The Department of Education, Science, Sports and Youth Affairs recorded the highest absorption rate of development budget at 60.6 per cent, followed by the Department of Roads and Public Works at 59 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Land, Urban, Physical Planning and Housing had the lowest at 7.9 per cent.

3.3.12 Budget Execution by Programmes and Sub-Programmes

Table 3.20 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.20: Bungoma County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Agriculture, Cooperative and Livestock					
Programme 1: General Administration, planning and support services					
S.P 1.1 Administrative and Support Services	S.P 1.1 Administrative and Support Services	142,448,565	140,224,036	2,224,529	98.4
S.P 1.2 Human Resource Management and Development	S.P 1.2 Human Resource Management and Development	314,512,616	307,722,984	6,789,632	97.8
S.P 1.3: Policy, Legal and Regulatory Framework	S.P 1.3: Policy, Legal and Regulatory Framework	7,600,000	-	7,600,000	0.0
S.P 1.7: Leadership and Governance	S.P 1.7: Leadership and Governance	2,000,000	-	2,000,000	0.0
Programme 2: Land and Crop Development and Management					
S.P 2.1: Agricultural extension and training services	S.P 2.1: Agricultural extension and training services	4,746,821	-	4,746,821	0.0
S.P 2.2: Crop production and productivity	S.P 2.2: Crop production and productivity	86,970,400	86,840,085	130,315	99.9
SP 2.7 Irrigation Extension and training	SP 2.7 Irrigation Extension and training	2,540,000	-	2,540,000	0.0

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 3: Livestock development and management					
SP 3.1 Livestock production extension, Training and Information Services	SP 3.1 Livestock production extension, Training and Information Services	5,600,000	-	5,600,000	0.0
SP 3.4 Disease and Vector Control	SP 3.4 Disease and Vector Control	7,000,000	-	7,000,000	0.0
SP 3.5 Food Safety And Quality Control	SP 3.5 Food Safety And Quality Control	5,500,000	-	5,500,000	0.0
SP 3.8 Breeding and AI Subsidy programme	SP 3.8 Breeding and AI Subsidy programme	3,000,000	-	3,000,000	0.0
Programme 4: Fisheries development and management					
SP 4.1 Fisheries extension service and training	SP 4.1 Fisheries extension service and training	3,000,000	-	3,000,000	0.0
SP 4.2 Fisheries product value-chain development	SP 4.2 Fisheries product value-chain development	3,500,000	-	3,500,000	0.0
Programme 5: Cooperatives Development and Management					
SP 5.1 Cooperatives extension service and training (Co-operative Governance (Training))	SP 5.1 Cooperatives extension service and training (Co-operative Governance (Training))	9,800,000	-	9,800,000	0.0
SP 5.2 Cooperatives Audit Services	SP 5.2 Cooperatives Audit Services	1,500,000	-	1,500,000	0.0
Programme 6: Institutional Development and Management					
SP 6.3 Infrastructural development (ATC)	SP 6.3 Infrastructural development (ATC)	30,700,000	-	30,700,000	0.0
SP 6.5 Tractor hire services	SP 6.5 Tractor hire services	5,000,000	-	5,000,000	0.0
SP 6.8 Operational development (CFF)	SP 6.8 Operational development (CFF)	3,240,000	-	3,240,000	0.0
ASDSP II	ASDSP II	46,167,495	-	46,167,495	0.0
NARIGP	NARIGP	514,946,619	195,164,127	319,782,492	37.9
Ward Based Projects	Ward Based Projects	62,461,000	29,287,672	33,173,328	46.9
Total Expenditure		1,262,233,516	759,238,904	502,994,612	60.2
HEALTH & SANITATION					
Programme1: General Administration and Planning and Support Services				-	
SP 1: Health Administration Planning and support services	SP 1: Health Administration Planning and support services	680,964,067	278,722,858	402,241,209	40.9
Human resources	Human resources	2,421,263,243	2,361,961,263	59,301,980	97.6

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
SP3.Health Infrastruc-ture	SP3.Health Infrastructure	97,124,894	46,659,463	50,465,431	48.0
Programme 2: Pre-ventive Promotive and Rehabilitative		104,824,022	-	104,824,022	0.0
SP 2: Communicable and non-communi-cable	SP 2: Communicable and non-communicable	18,005,084	-	18,005,084	0.0
SP 2: Health Promo-tion services	SP 2: Health Promotion services	6,000,000	-	6,000,000	0.0
SP 3: Disease surveil-lance	SP 3: Disease surveillance	2,746,938	-	2,746,938	0.0
SP 4: Community health services	SP 4: Community health services	78,072,000	-	78,072,000	0.0
Programme 3: Curative & Health Services					
SP 3: Routine Medical Services	SP 3: Routine Medical Services	424,865,820	86,754,938	338,110,882	20.4
SP 3: Blood Bank Services	SP 3: Blood Bank Services	10,000,000	-	10,000,000	0.0
Programme 4: Health Research		8,200,000	-	8,200,000	0.0
SP 4: Capacity Devel-opment	SP 4: Capacity Development	8,200,000	-	8,200,000	0.0
Programme 5: Mater-nal and Child Health		54,469,787	-	54,469,787	0.0
SP 5: Maternity Services	SP 5: Maternity Services	52,969,787	-	52,969,787	0.0
SP 5: Immunisation Services	SP 5: Immunisation Services	1,500,000	-	1,500,000	0.0
Total Expenditure		3,969,205,642	2,774,098,522	1,195,107,120	69.9
ROADS & PUBLIC WORKS					
Transport infrastruc-ture development and management	Transport infrastructure de-velopment and management	1,549,460,621	948,872,421	600,588,200	61.2
Public safety and transport operations	Public safety and transport operations	10,440,000	-	10,440,000	0.0
Building standards and other civil works	Building standards and other civil works	3,537,534	-	3,537,534	0.0
General administra-tion, planning and support services	General administration, planning and support ser-vices	335,894,584	211,437,525	124,457,059	62.9
Total Expenditure		1,899,332,739	1,160,309,946	739,022,793	61.1
WATER & TOURISM					
Programme 1: General Administra-tion Planning and Support Services					
SP. Human Resources Management	SP. Human Resources Man-agement	58,513,750	53,742,804	4,770,946	91.8
SP. Policy and Legal Framework formu-lation	SP. Policy and Legal Frame-work formulation	1,000,000	-	1,000,000	0.0

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
SP. Marking of international/national events	SP. Marking of international/national events	4,800,000	4,597,445	202,555	95.8
SP. Annual devolution conference	SP. Annual devolution conference	3,000,000	-	3,000,000	0.0
Programme 2: Water and Sewerage Services Management					
SP Water Services Provision	SP Water Services Provision	152,668,384	55,849,143	96,819,242	36.6
SP. Rig operation and maintenance	SP. Rig operation and maintenance	1,850,705	290,192	1,560,513	15.7
SP. Stakeholders engagement (water users association)	SP. Stakeholders engagement (water users association)	4,800,000	-	4,800,000	0.0
SP. KOICA counterpart funding	SP. KOICA counterpart funding	16,553,051	-	16,553,051	0.0
SP. Sub- County operations	SP. Sub- County operations	3,200,000	-	3,200,000	0.0
SP. Routine Maintenance of water supplies	SP. Routine Maintenance of water supplies	2,400,000	-	2,400,000	0.0
SP. Office operation and maintenance	SP. Office operation and maintenance	140,459,380	124,775,588	15,683,792	88.8
Programme 3: Integrated Solid Waste Management					
SP. Garbage collection and transportation	SP. Garbage collection and transportation	227,942,024	226,907,089	1,034,935	99.5
TOTAL Expenditure		617,187,294	466,162,261	151,025,033	75.5
EDUCATION AND VOCATIONAL TRAINING					
Programme 1: General Administration, Planning and Support Services					
SP 1: Salaries and allowances	SP 1: Salaries and allowances	1,011,120,892	978,040,480	33,080,412	96.7
SP3: Administration and support services	SP3: Administration and support services	49,904,000	48,698,021	1,205,979	97.6
Programme 2: Early Childhood Education Development					
SP6: Infrastructure development	SP6: Infrastructure development	115,730,000	82,015,571	33,714,429	70.9
SP9: Pending bills	SP9: Pending bills	32,737,719	-	32,737,719	0.0
PROGRAMME 3: VOCATIONAL TRAINING CENTRES					
Sp1: Tuition support grant	Sp1: Tuition support grant	92,566,263	64,089,938	28,476,325	69.2
PROGRAMME 4: EDUCATIONAL SUPPORT SCHEME					

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Sp1: Education support and bursary scheme	Sp1: Education support and bursary scheme	410,000,000	410,000,000	-	100.0
TOTAL Education		1,712,058,874	1,582,844,010	129,214,864	92.5
TRADE, ENERGY & INDUSTRIALISATION					
Trade and Enterprise Development	Trade and Enterprise Development	1,900,000	-	1,900,000	0.0
Energy Development and Management	Energy Development and Management	4,000,000	3,040,085	959,916	76.0
Salaries and emoluments	Salaries and emoluments	25,063,211	24,326,054	737,157	97.1
General Administration, Planning and Support Services	General Administration, Planning and Support Services	46,523,605	46,678,148	(154,543)	100.3
CEF	CEF	30,846,000	11,174,628	19,671,372	36.2
Supplier's Credit	Supplier's Credit	3,235,741	1,167,732	2,068,009	36.1
Total Expenditure Trade		111,568,557	86,386,646	25,181,911	77.4
LANDS AND URBAN PLANNING					
Programme 1: General Administration, Planning and Support services					
SP 1: Institutional accountability, efficiency and effectiveness in service delivery	SP 1: Institutional accountability, efficiency and effectiveness in service delivery	63,657,092	60,787,698	2,869,394	95.5
SP 2: Human resource development and management	SP 2: Human resource development and management	5,745,622	-	5,745,622	0.0
Programme 2: Land Resource Survey/ Mapping and Management					
SP 1: Land acquisition	SP 1: Land acquisition	9,700,000	-	9,700,000	0.0
Programme 3: County Physical Planning and Infrastructure					
Total Land		79,102,714	60,787,698	18,315,016	76.8
HOUSING DEPARTMENT					
Programme 1 General Administration, Planning and Support services					
SP 1: salaries and emoluments	SP 1: salaries and emoluments	8,054,246	7,883,027	171,219	97.9
SP 2: Administrative Services	SP 2: Administrative Services	10,698,820	8,854,029	1,844,791	82.8
SP 3: Research and Development	SP 3: Research and Development	6,260,298	6,099,648	160,650	97.4
SP 4: Human resource development and management	SP 4: Human resource development and management	939,045	-	939,045	0.0
Programme 2 Housing development and Human Settlement					

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
SP 1: Estate Management	SP 1: Estate Management	-	934,558	(934,558)	-
sp3: Housing Grant	sp3: Housing Grant	50,000,000		50,000,000	0.0
Total Housing		75,952,409	23,771,262	52,181,147	31.3
BUNGOMA MUNICIPALITY					
Programme I: Urban Economy, General Administration, Planning and Support services					
SP 1.1: Human Resource Capacity Development and Management	SP 1.1: Human Resource Capacity Development and Management	3,898,202	-	3,898,202	0.0
SP 1.2: General Administration and Support Services	SP 1.2: General Administration and Support Services	17,131,933	15,054,313	2,077,620	87.9
SP 1.3: Planning and Financial Management	SP 1.3: Planning and Financial Management	2,178,239	-	2,178,239	0.0
Programme III: Urban Infrastructure Development and Management					
SP 3.1: Urban Transport and Infrastructure	SP 3.1: Urban Transport and Infrastructure	198,876,358	-	198,876,358	0.0
Total Expenditure		222,084,732	15,054,313	207,030,419	6.8
KIMILILI MUNICIPALITY					
Programme 1: General Administration, Planning and Support services					
SP1:General Adm planning and support services	SP1:General Adm planning and support services	22,083,705	11,979,514	10,104,191	54.2
SP2:Administration and HR Services	SP2:Administration and HR Services	1,745,987	-	1,745,987	0.0
Programme 2:Urban Infrastructure Development and management					
Infrastructure. Housing and public works	Infrastructure. Housing and public works	364,952,055	-	364,952,055	0.0
Total Expenditure		388,781,747	11,979,514	376,802,233	3.1
Grand Total Lands, Housing & municipality		765,921,602	111,592,788	654,328,814	14.6
FINANCE AND ECONOMIC PLANNING					
Economic development planning and coordination services	Economic development planning and coordination services	76,478,230	76,282,052	196,179	99.7
Monitoring and evaluation services	Monitoring and evaluation services	37,337,494	29,683,832	7,653,662	79.5
Public finance management	Public finance management	96,243,550	56,032,450	40,211,100	58.2
Human Resources Management	Human Resources Management	701,815,431	632,277,804	69,537,627	90.1

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
General administration, planning, policy coordination and support services	General administration, planning, policy coordination and support services	417,381,974	407,794,816	9,587,158	97.7
Total Expenditure		1,329,256,679	1,202,070,954	127,185,725	90.4
PUBLIC ADMINISTRATION					
Public service					
Management and Administration					
General administration, planning and support services	General administration, planning and support services	307,495,281	303,742,622	3,752,659	98.8
Public Participation, Civic Education and outreach services	Public Participation, Civic Education and outreach services	7,400,000	-	7,400,000	0.0
General administration, planning and support services	General administration, planning and support services	262,541,621	258,042,815	4,498,806	98.3
Kenya Devolution Support Programme	Kenya Devolution Support Programme	344,173,420	112,977,775	231,195,645	32.8
ICT and information management services	ICT and information management services	8,914,028	-	8,914,028	0.0
Total Expenditure		930,524,350	674,763,212	255,761,138	72.5
GENDER AND YOUTHS					
Programme 1: General Administration, Planning and Support services					
Sp 1.2 Administrative services	Sp 1.2 Administrative services	75,899,981	75,058,879	841,102	98.9
SP 1. 2. Compensation to employees	SP 1. 2. Compensation to employees	48,275,943	43,321,932	4,954,011	89.7
Sp1.4 DHRC Meeting	Sp1.4 DHRC Meeting	1,000,000	-	1,000,000	0.0
Sp1.5staff bonding	Sp1.5staff bonding	1,200,000	-	1,200,000	0.0
Programme4.0 Sports Facility Development and Management	Programme4.0 Sports Facility Development and Management			-	
Sp 4.1Development of sports facility	Sp 4.1Development of sports facility	273,573,021	156,172,154	117,400,867	57.1
Programme5.0 Sports talent development and management				-	
5.1Sports and talent development established	5.1Sports and talent development established	4,171,000	-	4,171,000	0.0
Total Expenditure		404,119,945	274,552,966	129,566,979	67.9
PUBLIC SERVICE					
Programme 1: General Administration, Planning and Support services				-	
SP 1. 1 Administrative service	SP 1. 1 Administrative service	48,511,431	47,800,694	710,737	98.5

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 2: (Human Resource Management and Development)				-	
SP 2. 1 Human Re-source Management	SP 2. 1 Human Resource Management	7,991,250	6,898,111	1,093,139	86.3
Programme 3:(Governors and National Values			-	-	
SP 3. 1Quality Assur-ance	SP 3. 1Quality Assurance	2,702,854	-	2,702,854	0.0
Total Expenditure		59,205,535	54,698,805	4,506,730	92.4
GOVERNORS & D. GOVERNORS					
Programme 1: General Administration plan-ning & support	Programme 1: General Administration planning & support	532,779,578	505,145,914	27,633,664	94.8
Programme 2: County Executive Committee Affairs	Programme 2: County Exec-utive Committee Affairs	-	-	-	-
Programme 3: County Strategic and Service Delivery.	Programme 3: County Strate-gic and Service Delivery.	-	-	-	-
Total Expenditure		532,779,578	505,145,914	27,633,664	94.8
COUNTY ASSEMBLY					
General Adminis-tration and Support Services	General Administration and Support Services	612,516,945	592,370,319	20,146,626	96.7
Legislation services	Legislation services	23,766,600	14,186,205	9,580,395	59.7
Oversight	Oversight	54,579,084	61,905,719	(7,326,635)	113.4
Representation and outreach services	Representation and outreach services	230,316,876	252,564,896		109.7
General Infrastructure	General Infrastructure	107,000,000	41,566,221		38.8
		1,028,179,505	962,593,360	65,586,145	93.6
Grand Total		14,621,573,816	10,614,458,287	4,007,115,528	72.6

Source: Bungoma County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Oversight in the County Assembly at 113.4 per cent, Representation and Outreach Services in the County Assembly at 109.7 per cent, and General Administration, Planning and Support Services in the Department of Trade, Energy & Industrialisation at 100.3 per cent of budget allocation. Absorption rates above 100 per cent are irregular and should be corrected.

3.3.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation.

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.97 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.45 billion. The development expenditure represented 44 per cent of the annual development budget.
2. A high wage bill, which accounted for 43.3 per cent of the annual realised revenue of Kshs.12.02 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.368.04 million against an annual projection of Kshs.746.81 million, representing 49.2 per cent of the annual target.
4. Weak budgeting practice as shown in Table 3.19, where the County incurred expenditure over approved exchequer issues. This implies the unauthorised use of funds for purposes other than those intended for the

- funds.
5. High level of pending bills which amounted to Kshs.500.68 million as of 30th June 2022. The reported pending bills did not include those accumulated in FY 2021/22.
 6. Use of manual payroll. Personnel emoluments amounting to Kshs.214.92 million were processed through the manual payroll and accounted for 4.3 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
 7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 12th August 2022.

The County should implement the following recommendations to improve budget execution.

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved exchequer issues.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.4 County Government of Busia

3.4.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.10.30 billion, comprising Kshs.4.55 billion (44.5 per cent) and Kshs.5.68 billion (55.5 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.17 billion (70.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.976.11 million (9.5 per cent) from its sources of revenue, and use a cash balance of Kshs.1.39 billion (13.6 per cent) from FY 2020/21. The County also expected to receive Kshs.695.30 million (6.8 per cent) as conditional grants, which consisted of Universal Health Care at Kshs.42.2 million, Kenya Climate Smart Agriculture Project at Kshs.295.79 million, DANIDA at Kshs.13.3 million, Agriculture Sector Development Support Programme 11 (ASDSP 11) at Kshs.26 million, Water Tower Protection and Climate Change Mitigation and Adoption Project at Kshs.106 million, Kenya Urban Support Programme at Kshs.202 million and Nutritional International at Kshs.10 million.

3.4.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.60 billion as the equitable share of the revenue raised nationally, raised Kshs.292.74 million as own-source revenue, and Kshs.244.90 million as conditional grants. The total funds available for budget implementation during the period amounted to Kshs.7.13 billion, as shown in Table 3.21.

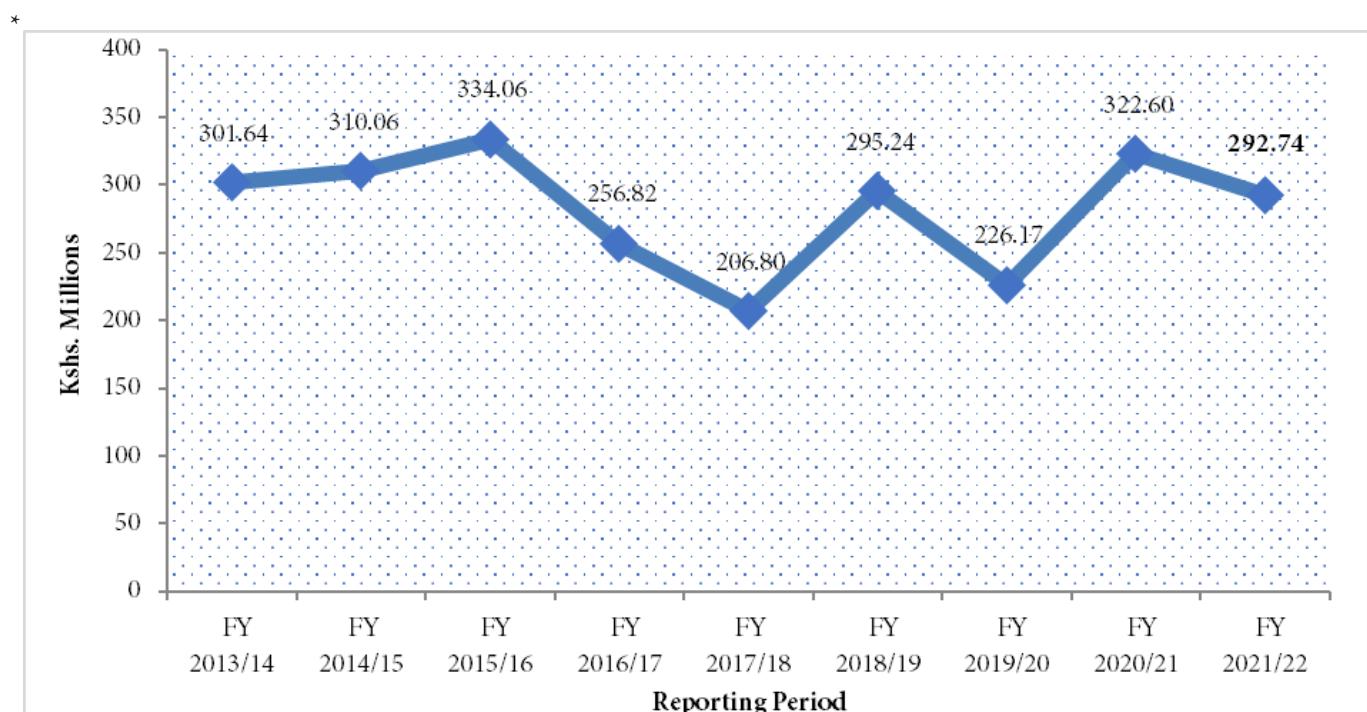
Table 3.21: Busia County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,172,162,009	6,598,389,051	92.0
	Sub Total	7,172,162,009	6,598,389,051	92.0
B	Other Sources of Revenue			
1	Own Source Revenue	976,108,322	292,736,456	30
2	Conditional Grants	695,308,068	242,396,186	34.8
3	Balance b/f from FY2020/21	1,386,799,236	-	-
	Sub Total	3,058,215,626	535,132,642	17.5
	Grand Total	10,230,377,635	7,133,521,693	69.7

Source: Busia County Treasury

Figure 3.7 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.7: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Busia County Treasury

In FY 2021/22, the County generated a total of Kshs.292.74 million as own-source revenue. This amount represented a decrease of 10.1 per cent compared to Kshs.322.56 million realised in FY 2020/21 and was 30 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County has implemented an automated OSR collection system called the County PRO management system.

3.4.3 Exchequer Issues

The Controller of Budget approved Kshs.7.20 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.56 billion (21.8 per cent) for development programmes and Kshs.5.63 billion (78.2 per cent) for recurrent programmes.

3.4.4 Overall Expenditure Review

The County spent Kshs.6.42 billion on development and recurrent programmes during the reporting period. This expenditure represented 89.3 per cent of the total funds released by the CoB and comprised of Kshs.1.54 billion

and Kshs.4.89 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 33.8 per cent, while recurrent expenditure represented 86 per cent of the annual recurrent expenditure budget.

3.4.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.769.75 million and comprised of Kshs.29.09 million for recurrent expenditure and Kshs. 740.65 million for development expenditure. During the period under review, pending bills amounting to Kshs.583.06 million were settled for development programmes only, as shown in Table 3.22.

Table 3.22: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	29,099,005	-	29,099,005	567,962,222	597,061,226
Development Expenditure	740,655,335	583,059,944	157,595,390	1,069,645,257	1,227,240,647
Total	769,754,339	583,059,944	186,694,395	1,637,607,478	1,824,301,873

Source: Busia County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.82 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.742.93 million, out of which the County has settled bills amounting to Kshs.499.85 million, leaving a balance of Kshs.243.09 million as of 30th June 2022.

3.4.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.62 billion on employee compensation, Kshs.1.48 billion on operations and maintenance, and Kshs.1.44 billion on development activities. Similarly, the County Assembly spent Kshs.499.02 million on employee compensation, Kshs.284.95 million on operations and maintenance, and Kshs.99.96 million on development activities, as shown in Table 3.23.

Table 3.23: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,880,120,791	801,409,679	4,103,808,782	783,972,970	84.1	97.8
Compensation to Employees	2,898,231,787	522,684,651	2,623,027,263	499,018,800	90.5	95.5
Operations and Maintenance	1,981,889,004	278,725,028	1,480,781,519	284,954,170	74.7	102.2
Development Expenditure	4,443,847,164	105,000,000	1,437,664,985	99,963,145	32.4	95.2
Total	9,323,967,955	906,409,679	5,541,473,767	883,936,115	59.4	97.5

Source: Busia County Treasury

3.4.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 43.7 per cent of the annual realised revenue of Kshs.7.13 billion.

Personnel emoluments amounting to Kshs.3.01 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.109.86 million was processed through a manual payroll. The manual payroll amounted to 3.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

The Government policy is that salaries should be processed through the IPPD system; the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.12 billion includes Kshs.1.18 billion attributable to the health sector, which translates to 37.9 per cent of the total wage bill in the reporting period.

3.4.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.90.51 million to county-established funds in FY 2021/22, which constituted 0.9 per cent of the County's overall budget for the year. Table 3.24 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.24: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022	Absorption (%)
		A	B	C	B/A*100
1.	Busia County Cooperative Enterprise Development Fund	6,000,000	1,700,000	YES	28.3
2.	Busia County Health Services Fund	23,070,935	22,979,428	YES	99.6
3.	Busia County Agricultural Development Fund	41,440,100	90,077	YES	0.22
4.	Education Revolving scheme	15,000,000	7,553,745	No	50.3
	Total	90,511,035.	32,323,250		

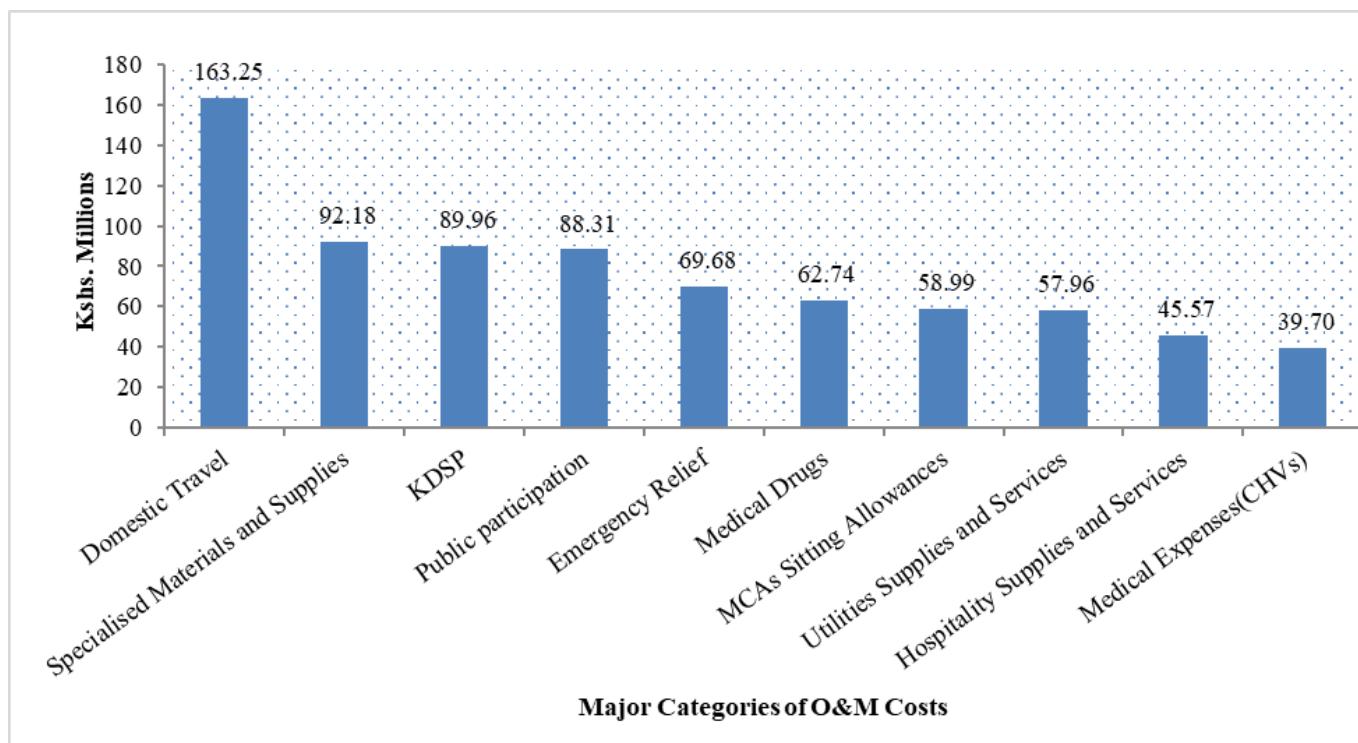
Source: Busia County Treasury

The OCoB did receive quarterly financial returns from Fund Administrators, as indicated in Table 3.24

3.4.9 Expenditure on Operations and Maintenance

Figure 3.8 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.8: Busia County, Operations and Maintenance Expenditure by Major Categories



Source: Busia County Treasury

The County Assembly spent Kshs.58.99 million on committee sitting allowances for the 54 MCAs and the Speaker against the annual budget allocation of Kshs.75.59 million. The average monthly sitting allowance was Kshs.91,040 per MCA. The County Assembly has established 20 Committees.

During the period, expenditure on domestic travel amounted to Kshs.163.25 million and comprised of Kshs.67.99 million spent by the County Assembly and Kshs.140.50 million by the County Executive. Expenditure on foreign travel amounted to Kshs.4.74 million and was entirely incurred by the County Executive.

3.4.10 Development Expenditure

The County incurred Kshs.1.54 billion on development programmes, representing a decrease of 41.5 per cent compared to FY 2020/21, when the County spent Kshs. 2.18 billion, as shown in Table 3.25.

Table 3.25: Busia County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract Sum(Kshs)	Budget (Kshs)	Amount Paid To Date (Kshs)	Contract Variation (Kshs)	Imple-mentation Status (%)	Source Of Fund-ing(Gok/ Donor)	Remarks
Health and Sanitation	Construction and refurbishment of Amukura HC	AMUKURA	69,825,044	69,825,044	63,183,027	14,932,730	90.4	GoK	Project in use but not completed

Sector	Project Name	Project Location	Contract Sum(Kshs)	Budget (Kshs)	Amount Paid To Date (Kshs)	Contract Variation (Kshs)	Imple-mentation Status (%)	Source Of Fund-ing(Gok/ Donor)	Remarks
Infrastructure and Energy (Public Works)	Upgrading Of Lot 3 Amerikwai- Airstrip Road and Matayos Health Centre Roads to Bitumen Standards (2nd and 3rd payment)	Hqs	61,192,570	61,192,570	52,900,870	None	86.4	GoK	Project in use but not completed
Office of the Governor	Purchase of fire Engine	Teso North - Malaba town		55,000,000	52,000,000	None	94.5	GoK	Project completed and in use
Health and Sanitation	Construction of Mother and Child Specialist Hospital Hos-pital	Alupe Hos-pital	51,682,234	51,682,234	22,500,540	39,273,554	43.5	GoK	Ongoing
Infrastructure and Energy (Public Works)	Upgrading of lot 3 Amerikwai- Airstrip Road and Matayos health centre roads to Bitu-men standards (first payment)	Hqs	21,000,000	21,000,000	21,000,000	None	100.0	GoK	Project com-pleted and in use
Infrastructure and Energy (Public Works)	Upgrading Of Lot 2: Amagoro Primary- Aleles - Eden Rock and Adungosi Mkt Access Road to Bitumen Stan-dards	Hqs	19,584,553	19,584,553	18,574,331	None	94.8	GoK	Project com-pleted and in use
Infrastructure and Energy (Public Works)	Proposed upgrading to bi-tumen standards of the assem-bly-Milimani loop- chief's of-fice access road, flowman lane and Magharibi access road and installation of monopole high mask flood light	Burumba,- Mayenje & Angorom	13,854,799	13,854,799	13,854,799	None	100.0	GoK	Project com-pleted and in use
Water, Irrigation and Natural Resources	Pipeline extensions and maintenance of community water points in Malaba	Hqs	15,161,150	15,161,150	13,576,898	None	89.5	GoK	Project in use but not completed

Sector	Project Name	Project Location	Contract Sum(Kshs)	Budget (Kshs)	Amount Paid To Date (Kshs)	Contract Variation (Kshs)	Imple-mentation Status (%)	Source Of Fund-ing(Gok/ Donor)	Remarks
Infrastructure and Energy (Public Works)	Upgrading Of Lot 1 Funyula Town CBD Roads and Bumala Mkt Back Street Roads to Bitumen Standards	Hqs	18,379,680	18,379,680	12,620,327	None	68.6	GoK	Project in use but not completed
Trade, Co-operative and Industry	Construction of Malaba market-Amoni market and Adung'osi Market	Hqs	19,700,810	19,700,810	9,870,250	None	50.1	GoK	Project On-going

Source: Busia County Treasury

3.4.11 Budget Performance by Department

Table 3.26 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.26: Busia County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture and Animal Resources	238.05	995.16	238.05	347.28	215.94	336.79	90.7	97.0	90.7	33.8
Trade, Cooperatives and Industrialisation	71.73	247.24	70.02	87.79	56.24	87.51	80.3	99.7	78.4	35.4
Education and Vocational Training	425.92	277.21	394.92	69.99	347.08	66.68	87.9	95.3	81.5	24.1
Finance, Economic Planning and ICT	918.54	26.90	918.54	3.39	877.55	2.10	95.5	62.0	95.5	7.8
Youth, Culture, sports, Tourism and Social Services	95.54	121.79	95.44	25.63	80.15	25.35	84.0	98.9	84.0	20.8
Roads, Public Works, Energy and Transport	128.58	1,096.73	128.58	312.33	100.39	311.12	78.1	99.6	78.1	28.4
Public Service Management	391.22	-	391\22	-	153.12	-	39.1	-	39.1	-
Lands, Housing and Urban Development	130.91	355.15	130.91	42.15	87.37	41.99	66.7	99.6	66.7	11.8
Water Environment and Natural Resources	142.60	536.54	142.60	154.78	78.26	153.26	54.9	99.0	54.9	28.6
Health and Sanitation	1,813.30	691.59	1,793.92	399.98	1,745.68	394.75	97.3	98.7	96.3	57.1
County Public Service Board	100.04	-	100.04	-	74.40	-	74.4	-	74.4	-
The Governorship	423.79	95.55	423.79	21.62	287.62	18.09	67.9	83.7	67.9	18.9
County Assembly	801.41	105.00	801.41	100.00	783.97	99.96	97.8	100.0	97.8	95.2
Total	5,681.53	4,548.85	5,629.45	1,564.95	4,887.78	1,537.63	86.8	98.3	86.0	33.8

Source: Busia County Treasury

Analysis of expenditure by the department shows that the County Assembly recorded the highest absorption rate of development budget at 95.2 per cent, followed by the Department of Health at 57.1per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 97.8 per cent, while the Department of Public service management had the lowest at 39.1 per cent.

3.4.12 Budget Execution by Programmes and Sub-Programmes

Table 3.27 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.27: Busia County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
AGRICULTURE					
CP 2: Crop Production and management	CSP 2.1 Input support services	238,051,956.22	215,942,206.20	22,109,750.02	91
	CSP 2.1 Input support services	2,000,000.00	-	2,000,000.00	0
	CSP 2.2: Crop development	3,000,000.00	999,320.00	2,000,680.00	33
CP 2: Crop Production and management	CSP 2.3: Crop protection	2,000,000.00	-	2,000,000.00	0
	CSP 3.1: Agricultural mechanization	2,000,000.00	-	2,000,000.00	0
CP 3:Land Use and Management	CSP 4.1: Agriculture extension services	2,000,000.00	-	2,000,000.00	0
CP 4: Agricultural Training and Extension services	CSP 4.2: Agricultural Training services	80,236,573.00	2,163,672.00	78,072,901.00	3
CP 5:Agribusiness and agricultural value chain Development	CSP 5.1: Value addition	12,000,000.00	7,998,400.00	4,001,600.00	67
CP 6: Agricultural financial support services	CSP 6.1: Agricultural credit support services	3,000,000.00	292,370.70	2,707,629.30	10
CP 7: Kenya Climate Smart Agriculture Programme	CSP 7.1: Kenya Climate SMART	403,428,590.00	62,353,961.55	341,074,628.45	15
CP 8: Fisheries and Aquaculture Resources Development	CSP 8.1: Aquaculture development	16,000,000.00	-	16,000,000.00	0
	CSP 8.2: Fisheries training infrastructure development	5,000,000.00	-	5,000,000.00	0
	CSP 8.3: Fish value addition and marketing	4,000,000.00	2,705,525.00	1,294,475.00	0
	CSP 8.4: Lake-based aquaculture parks	5,000,000.00	999,978.00	4,000,022.00	0
CP 9: Veterinary Health Services	CSP 9.1: Veterinary Disease Control	11,138,104.00	2,965,030.00	8,173,074.00	27
	CSP 9.2:AI services	3,500,000.00	1,162,500.00	2,337,500.00	33
	CSP 9.3 Meat inspection services	3,000,000.00	-	3,000,000.00	0
	CSP 9.4 Veterinary Extention	6,000,000.00	-	6,000,000.00	0
CP 10: Livestock production& Development	CSP 10.1: Livestock production improvement	14,650,000.00	-	14,650,000.00	0
	CSP 10.2: Livestock Extension	3,428,985.62	-	3,428,985.62	0
CP 11: Other Development Projects	CSP 11.1: Other Development projects	413,783,059.00	255,151,598.50	158,631,460.50	62

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Total for Vote		1,233,217,267.84	552,734,561.95	680,482,705.89	45
TRADE					
CP 12: General Administration and Support services	CSP 12.1: Administrative support service	71,728,843.17	56,241,889.10	15,486,954.07	78
CP 13: Trade Developments and Investment	CSP 13.1: Busia county trade development fund	6,000,000.00	1,700,000.00	4,300,000.00	28
	CSP 13.2: Market modernisation and development	105,070,250.00	15,932,062.00	89,138,188.00	15
CP 14: Fair Trade Practices	CSP 14.1: Weights and measures.	3,000,000.00	-	3,000,000.00	0
CP 15: Cooperative development	CSP 15.1 Busia county cooperative enterprise development fund	-	-	-	0
	CSP 15.2: Revitalization of cotton ginneries	11,750,000.00	-	11,750,000.00	0
	CSP 15.3: Value addition	-	-	-	0
CP 16: Other Development Projects	CSP 16.1. Other Development projects	121,394,516.00	69,882,109.00	51,512,407.00	58
Total for Vote		318,943,609.17	143,756,060.10	175,187,549.07	45
FINANCE					
CP 22:General Administration and Support services	CSP 22.1: Administrative support service	918,537,365.40	877,548,932.13	40,988,433.28	96
CP 23: Financial management, Control and Development services	CSP 23.1: Revenue generation services	2,000,000.00	-	2,000,000.00	0
CP 24: Information and Communication Services	CSP 24.1: ICT support services	2,500,000.00	2,101,131.55	398,868.45	84
CP 25: Other Development Projects	CSP 25.1: Other Development projects	22,400,000.00	-	22,400,000.00	0
Total for Vote		945,437,365.40	879,650,063.68	65,787,301.73	93
EDUCATION					
CP 17: General Administration and Support services	CSP 17.1: Administrative support service	425,919,138.24	347,077,703.30	78,841,434.94	81
CP 18: Early Childhood Development Education (Basic Education)	CSP 18.1: Improvement of the infrastructure in E.C.D.E Centre	51,502,000.00	-	51,502,000.00	0
	CSP 18.2 E.C.D.E Capitation	-	-	-	0
	CSP 18.3: Child Nutrition	-	-	-	0
CP 19: Tertiary/Vocational Training Development	CSP 19.1: Infrastructure development	23,582,126.00	-	23,582,126.00	0
CP 20: Education support	CSP 20.1: Education support scheme	52,097,410.00	7,303,560.30	44,793,849.70	14
CP 21: Other Development Projects	CSP 21.1 Other Development Projects	150,023,826.00	59,372,540.05	90,651,285.95	40
Total for Vote		703,124,500.24	413,753,803.65	289,370,696.59	59
CULTURE					
CP 26: General Administration and Support services	CSP 26.1: Administrative support service	95,440,030.36	80,148,468.05	15,291,562.31	84
CP 27: Social services	CSP 27.1: Infrastructural development	3,500,000.00	-	3,500,000.00	0
	CSP 27.2:Community Support	15,400,000.00	5,982,758.60	9,417,241.40	39

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
CP 28: Youth and Empowerment Development	CSP 28.1 Equipping and Operationalization of youth empowerment	3,950,000.00	-	3,950,000.00	0
CP 29: Promotion and development of sports	CSP 29.1: Infrastructural development	6,000,000.00	-	6,000,000.00	0
	CSP 29.2: Sports promotion	-	-	-	
CP 30: Child care and protection	CSP 30.1: Rehabilitation and custody	5,000,000.00	2,205,788.10	2,794,211.90	44
CP 31: Culture Promotion and Development	CSP 31.1: Cultural infrastructural development	-	-	-	
CP 32: Promotion and development of Local tourism in the county	CSP 32.1: Tourism development	-	-	-	
CP 33: Alcoholic Drinks and Drugs Control	CSP 33.1: Infrastructure development	-	-	-	0
CP 34: Other Development Projects	CSP 34.1: Other Development projects	87,939,982.00	17,165,886.50	70,774,095.50	20
Total for Vote		217,230,012.36	105,502,901.25	111,727,111.11	49
PUBLIC WORKS					
CP 35: General Administration and support services	CSP 35.1: Administrative support service	128,583,785.56	100,394,242.20	28,189,543.36	78
CP 36: Development and Maintenance of Roads	CSP 36.1: Routine maintenance of roads	385,000,000.00	97,077,784.00	287,922,216.00	25
	CSP 36.2: Development of Roads	112,489,285.00	58,604,803.00	53,884,482.00	52
CP 37: Building Infrastructure Development	CSP 37.1: Infrastructure Development	2,923,010.00	-	2,923,010.00	0
CP 38: Energy Development	CSP 38.1 Energy Services	9,200,000.00	-	9,200,000.00	0
	CSP 38.2: Solar Energy Exploration	16,500,000.00	-	16,500,000.00	0
	CSP 38.3: Renewable energy	-	-	-	0
CP 39: Alternative Transport Infrastructure Development	CSP 39.1: Road safety campaign	1,000,000.00	-	1,000,000.00	0
CP 40: Other Development Projects	CSP 40.1: Other Development Projects	569,619,323.00	155,442,279.35	414,177,043.65	27
Total for Vote		1,225,315,403.56	411,519,108.55	813,796,295.01	34
PUBLIC SERVICE MANAGEMENT					
CP 41: General Administration and support services	CSP 41.1: Administrative support services	391,221,339.57	153,123,149.90	238,098,189.67	39
Total for Vote		391,221,339.57	153,123,149.90	238,098,189.67	39
PUBLIC SERVICE BOARD					
CP 41: General Administration and support services	CSP 41.1: Administrative support services	100,036,202.50	74,396,355.15	25,639,847.35	74
Total for Vote		100,036,202.50	74,396,355.15	25,639,847.35	74
LANDS					
CP 42: General Administration and support services	CSP 42.1: Administrative support services	130,911,618.86	87,369,467.95	43,542,150.91	67

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
CP 43: County Land Administration and Planning	CSP 43.1: Land use planning	5,503,212.00	500,000.00	5,003,212.00	9
CP 44: Housing development and management	CSP 44.1: Housing Development	46,770,752.00	-	46,770,752.00	0
CP 45: County Urban Management and Development	CSP 45.1: Urban management	56,298,859.00	-	56,298,859.00	0
	CSP 45.2: Urban Development (Malaba Municipalities)	212,531,513.00	40,802,535.05	171,728,977.95	19
	CSP 45.3: Urban Development(Busia Municipality)	15,000,000.00	-	15,000,000.00	0
CP 46: Other Development Projects	CSP 46.1:Other Development Projects	19,049,760.00	695,000.00	18,354,760.00	4
Total for Vote		486,065,714.86	129,367,003.00	356,698,711.86	27
WATER					
CP 47: General Administration and support services	CSP 47.1: Administrative support services	142,603,493.27	78,260,467.65	64,343,025.62	55
CP 48: Water Supply Services	CSP 48.1: Urban water supply and sewerage	77,970,555.00	34,255,989.00	43,714,566.00	44
	CSP 48.2: Rural water supply	100,920,218.00	79,656,794.00	21,263,424.00	79
CP 49: Environment Management and Protection	CSP 49.1 Environmental management	17,500,000.00	7,275,125.00	10,224,875.00	42
CP 50:Small Holder Irrigation and Drainage	CSP 50.1: Irrigation infrastructure development	-	-	-	-
CP 51: Forest development and management	CSP 51.1:Rehabilitation and restoration of degraded landscape	10,000,000.00	-	10,000,000.00	0
CP 52: Water Tower Protection and Climate Change Mitigation	CSP 52.1: Water Tower Protection and Climate Change Mitigation	-	-	-	-
CP53: Other Development Projects	CSP 53.1 Other Development Projects	330,150,442.00	32,069,052.45	298,081,389.55	10
Total for Vote		679,144,708.27	231,517,428.10	447,627,280.17	34
HEALTH					
CP 54: General Administration and support services	CSP 54.1: Administrative support service	1,813,298,516.50	1,745,681,492.35	67,617,024.15	96
CP 55: Curative Health Services	CSP 55.1: Infrastructure development	303,680,900.60	204,065,677.00	99,615,223.60	67
	CSP 55.2: Hospital equipment	46,625,360.00	19,351,209.80	27,274,150.20	42
CP 56: Preventive and Promotive Health services	CSP 56.1: Infrastructure development	105,838,637.00	49,219,847.00	56,618,790.00	47
	CSP 56.2: Lower-level hospital equipment	1,345,360.00	-	1,345,360.00	0
	CSP 56.3:Preventive Services	12,000,000.00	-	12,000,000.00	0
	CSP 56.4: Health promotion unit	129,133,623.00	70,269,795.00	58,863,828.00	54
CP 57: Other Development Projects	CSP 57.1: Other Development projects	92,970,932.00	51,845,880.00	41,125,052.00	56
Total for Vote		2,504,893,329.10	2,140,433,901.15	364,459,427.95	85
GOVERNORSHIP					

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
CP 59: General Administration and support services	CSP 59.1: Administrative support service	423,788,502.77	287,624,407.99	136,164,094.78	68
CP 60: Disaster Risk Management	CSP 60.1: Disaster preparedness	74,579,000.00	18,095,021.00	56,483,979.00	24
CP 61: Information dissemination and knowledge management	CSP 61.1: Communication Services	18,471,000.00	-	18,471,000.00	0
CP 62: Other Development Projects	CSP 62.1: Other Development projects	2,500,000.00	-	2,500,000.00	0
Total for Vote		519,338,502.77	305,719,428.99	213,619,073.78	59
COUNTY ASSEMBLY					
CP 63: Administrative support service	CSP 63.1: Administrative support service	801,409,679.00	783,972,969.95	17,436,709.05	98
CP 64: County Assembly Infrastructural Development	ICSP 64.1: Infrastructural Development	105,000,000.00	99,963,145.30	5,036,854.70	95
Total For Vote		906,409,679.00	883,936,115.25	22,473,563.75	98
GRAND TOTAL		10,230,377,634.62	6,425,409,880.72	3,804,967,753.91	63

Source: Busia County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Administrative support service in the County Assembly at 98 per cent, Administrative support service in the Department of Finance at 96 per cent, Administrative support service in the Department of Health at 96 per cent, and Infrastructural Development in the County Assembly at 95 per cent of budget allocation.

3.4.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.54 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.55 billion. The development expenditure represented 33.8 per cent of the annual development budget.
2. A high wage bill, which accounted for 43.7 per cent of the annual realised revenue of Kshs.7.13 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.292.74 million against an annual projection of Kshs. 976.11 million, representing 30 per cent of the annual target.
4. High level of pending bills which amounted to Kshs.1.82 billion as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.109.86 million were processed through the manual payroll and accounted for 3.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 15th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid*

without delay in the coming financial year.

5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.5 County Government of Elgeyo Marakwet

3.5.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.6.60 billion, comprising Kshs.2.86 billion (43.6 per cent) and Kshs.3.70 billion (56.4 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.4.61 billion (70.4 per cent) as the equitable share of revenue raised nationally, use a cash balance of Kshs.1.08 billion (16.5 per cent) from FY 2020/21 and generate Kshs.266.10 million (4.1 per cent) from its sources of revenue. The County also expected to receive Kshs.702.05 million (10.7 per cent) as conditional grants comprised of DANIDA Universal Health Care - Kshs.8.56 million, World Bank-Transforming Health Systems-Kshs.37.02 million, World Bank-Kenya Climate Smart Agriculture Project (KCSAP)-Kshs.350 million, Sweden-Agriculture Sector Development Support Programme (ASDSP) – Kshs.23.84 million, World Bank-Kenya Informal Settlement Improvement Project (KISIP II) – Kshs.50.00 million, World Bank-Emergency Locust Response Project (ELRP) – Kshs.47.84 million and World Bank-Kenya Development Support Programme (KDSP) Level 2 – Kshs.184.80 million.

3.5.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.24 billion as the equitable share of the revenue raised nationally, Kshs.214.31 million as conditional grants, raised Kshs.162.25 million as own-source revenue and had a cash balance of Kshs.1.08 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.5.69 billion, as shown in Table 3.28.

Table 3.28: Elgeyo Marakwet County Treasury County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	4,606,532,480	4,238,009,884	92.0
Sub Total		4,606,532,480	4,238,009,884	92.0
B	Other Sources of Revenue			
1	Own Source Revenue	266,100,000	162,252,071	61.0
2	Conditional Grants	702,054,383	214,312,515	30.5
3	Balance brought forward from FY2020/21	1,078,886,623	1,078,886,623	100.0
	Sub Total	2,047,041,006	1,455,451,209	71.1
	Grand Total	6,653,573,486	5,693,461,093	85.6

Source: Elgeyo Marakwet County Treasury

Figure 3.9 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.9 : Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Elgeyo Marakwet County Treasury

In FY 2021/22, the County generated a total of Kshs166.25 million as own-source revenue. This amount represented an increase of 14.9 per cent compared to Kshs.141.27 million realised during a similar period in FY 2020/21 and was 61.0 per cent of the annual target.

3.5.3 Exchequer Issues

The Controller of Budget approved Kshs.5.19 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.71 billion (33 per cent) for development programmes and Kshs.3.48 billion (67 per cent) for recurrent programmes, as shown in Table 3.33.

3.5.4 Overall Expenditure Review

The County spent Kshs.5.10 billion on development and recurrent programmes during the reporting period. This expenditure represented 98.3 per cent of the total funds released by the CoB and comprised of Kshs.1.60 billion and Kshs.3.51 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 55.9 per cent, while recurrent expenditure represented 94.8 per cent of the annual recurrent expenditure budget.

3.5.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.14.33 million by the County Executive. The Assembly did not report any pending bills as of 30th June 2022, as shown in Table 3.29.

Table 3.29: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	County Executive	County Assembly	Total
Recurrent Expenditure	8,536,274	-	8,536,274
Development Expenditure	5,788,774	-	5,788,774
Total	14,325,048	-	14,325,048

Source: Elgeyo Marakwet County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.14.33 million.

3.5.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.26 billion on employee compensation, Kshs.651.77 million on operations and maintenance, and Kshs.1.60 billion on development activities. Similarly, the County Assembly spent Kshs.271.34 million on employee compensation and Kshs.320.53 million on operations and maintenance, as shown in Table 3.30.

Table 3.30: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,006,577,885	593,254,972	2,915,314,384	591,874,956	97.0	99.8
Compensation to Employees	2,320,973,152	332,214,925	2,263,547,113	271,343,956	97.5	81.7
Operations and Maintenance	685,604,733	261,040,047	651,767,271	320,531,000	95.1	122.8
Development Expenditure	2,860,169,489	-	1,597,342,232	-	55.8	-
Total	5,866,747,374	593,254,972	4,512,656,616	591,874,956	76.9	99.8

Source: Elgeyo Marakwet County Treasury

3.5.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 44.5 per cent of the annual realised revenue of Kshs.5.69 billion.

The wage bill of Kshs.2.53 billion included Kshs.1.31 billion, which was attributable to the health sector and translated to 51.7 per cent of the total wage bill in the reporting period.

3.5.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh43.00 million to county-established funds in FY 2021/22, which constituted 0.6 per cent of the County's overall budget for the year.

Table 3.31 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.31: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)	Absorption (%)
1.	Elgeyo Marakwet County Bursary Fund	32,000,000	32,000,000	Yes	100
2.	Elgeyo Marakwet County Alcoholic Drinks Control Fund	4,000,000	0	Yes	0
3.	Elgeyo Marakwet County Assembly Car & Mortgage Revolving Fund	7,000,000*	7,000,000*	Yes	100
4.	Elgeyo Marakwet (County Assembly) Catering Services Revolving Fund	0*	0*	Yes	N/A

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)	Absorption (%)
5.	Elgeyo Marakwet County Executive Car & Mortgage Revolving Fund	0*	0*	Yes	N/A
	Total	43,000,000	39,000,000		

Source: Elgeyo Marakwet County Treasury

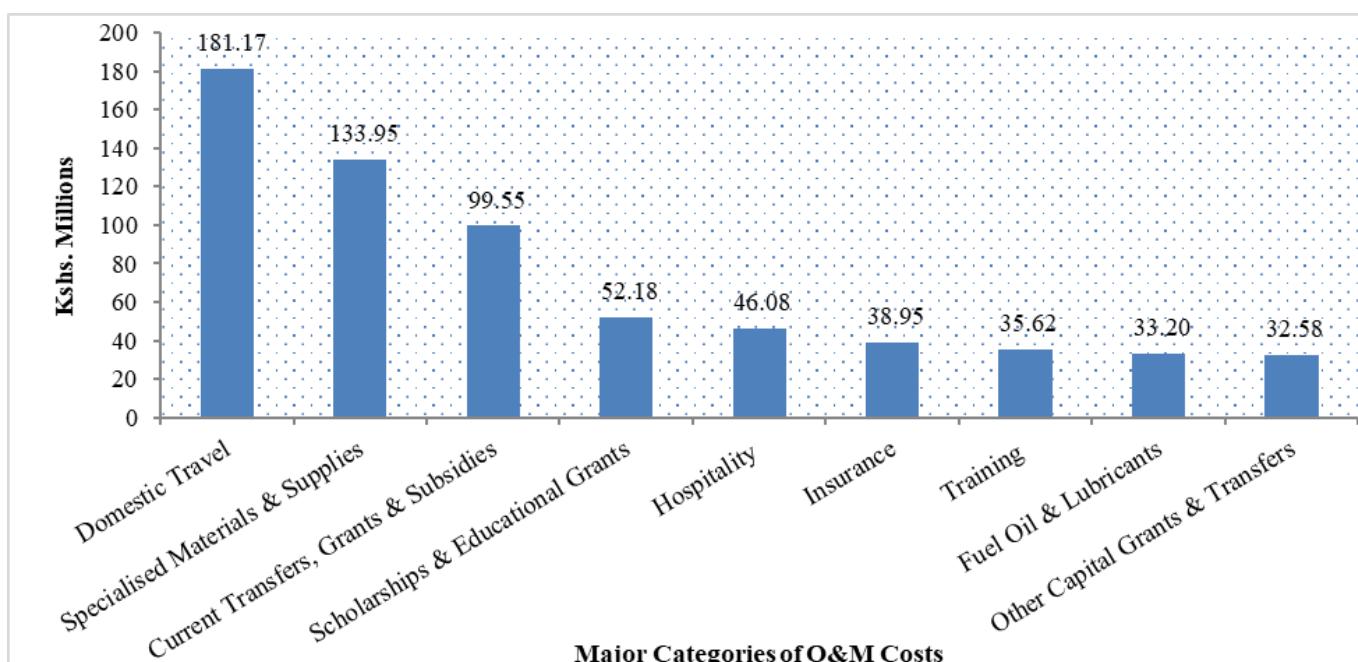
Note - * means that these are revolving funds, and where there is a positive figure in the budget column, it means an injection of additional funding.

The OCoB received quarterly financial returns from administrators of five funds, as indicated in Table 3.31.

3.5.9 Expenditure on Operations and Maintenance

Figure 3.10 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.10: Elgeyo Marakwet County, Operations and Maintenance Expenditure by Major Categories



Source: Elgeyo Marakwet County Treasury

The County Assembly spent Kshs.43.44 million on committee sitting allowances for the 34 MCAs and the Speaker against the annual budget allocation of Kshs.43.5 million. The average monthly sitting allowance was Kshs.106,464 per MCA. The County Assembly has established 18 Committees.

During the period, expenditure on domestic travel amounted to Kshs.181.17 million and comprised Kshs.65.53 million spent by the County Assembly and Kshs.115.64 million by the County Executive. Expenditure on foreign travel amounted to Kshs.17.75 million and consisted of Kshs.15.67 million by the County Assembly and Kshs.2.09 million by the County Executive.

3.5.10 Development Expenditure

The County incurred Kshs.1.60 billion on development programmes, representing an increase of 10.2 per cent compared to FY 2020/21, when the County spent Kshs.1.45 billion. Table 3.66 summarises development projects with the highest expenditure in the reporting period.

Table 3.32: Elgeyo Marakwet County Treasury, List of Development Projects with the Highest Expenditure

S/No.	Project Name	Department	Location	Budget (Kshs.)	Exchequer issues (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Support farmers to adopt Climate Smart strategies in agricultural production	Agriculture	County	350,000,000	114,431,675	114,431,675	32.7
2	Construction of Mother and Baby Wing at Iten County Referral Hospital (KDSP)	Agriculture	County	62,085,000	62,085,000	51,601,633	83.1
3	Construction of Ainabyat Water Project (KDSP)	Agriculture	County	34,500,000	34,500,000	34,167,595	99.0
4	Construction of Disaster Management Centre, Kenya Urban Support Programme	Water, Environment & Lands	County	74,236,956	32,120,470	32,120,470	43.3
5	World Bank-Transforming Health Systems	Health	Head Quarters	54,284,046	31,336,491	31,336,491	57.7
6	Purchase of fully equipped Ambulance (Land Cruiser)	Health	Arnor	11,300,000	11,299,999	11,299,999	100.0
7	Capacity enhancement of farmers to increase the productivity of priority value chains	Agriculture	County	23,843,630	11,163,077	11,163,077	46.8
8	purchase of ward ambulance for E/embolot	Health	Embobut Embolot	11,000,000	10,999,999	10,999,999	100.0
9	Kapsowar Town roads	Roads, Public Works & Transport	KAPSOWAR	8,839,076	8,839,976	8,839,976	100.0
10	Kaptarakwa SCH Theatre Equipment	Health	Kaptarakwa	9,000,000	8,800,000	8,800,000	97.8

Source: Elgeyo Marakwet County Treasury

3.5.11 Budget Performance by Department

Table 3.33 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.33: Elgeyo Marakwet County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	593.30	-	591.90	-	591.9	-	100.0	-	99.8	-
Office of Governor	166.90	-	163.20	-	162.5	-	99.6	-	97.4	-
Fin & Econ Planning	260.30	-	205.90	-	226.1	-	109.8	-	86.9	-
Agric. And Irrigation	93.50	693.20	90.40	252.80	90.4	284.6	100.0	112.6	96.7	41.1
Education And Technical Training	293.70	201.80	273.80	102.60	272.9	97.8	99.7	95.3	92.9	48.5
Health And Sanitation	1,685.90	494.40	1,603.80	279.20	1,603.8	166.9	100.0	59.8	95.1	33.8

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Water, Lands, Environment & Climate Change	95.20	515.50	92.90	327.30	92.8	334.7	99.9	102.3	97.5	64.9
Roads, Public Works & Transport	136.70	633.90	117.20	444.90	123.7	468.1	105.5	105.2	90.5	73.8
Tourism, Culture, Wildlife, Trade & Industry	38.00	20.40	37.00	71.30	37.1	13.2	100.3	18.5	97.6	64.7
Youth Affairs, Sports, ICT & Social Services	44.90	117.10	43.20	81.80	42.5	87.9	98.4	107.5	94.7	75.1
Public Service Mgt. & County Admin	134.70	24.70	117.30	21.20	116.3	18.9	99.1	89.2	86.3	76.5
County Public Service Board	56.60	2.50	47.20	-	50.1	-	106.1	-	88.5	-
Livestock Production Fisheries & Co-Op Dev	101.30	155.10	97.10	133.40	97.2	125.1	100.1	93.8	96.0	80.7
Total	3,700.80	2,858.60	3,480.90	1,714.60	3,507.2	1,597.3	100.8	93.2	94.8	55.9

Source: Elgeyo Marakwet County Treasury

Analysis of expenditure by department shows that the Department of Livestock Production Fisheries & Co-operative Development recorded the highest absorption rate of development budget at 80.7 per cent, followed by the Department of Public Service Management & County Administration at 76.5 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 99.8 per cent. In comparison, the Department of Public Service Management & County Administration had the lowest at 86.3 per cent.

3.5.12 Budget Execution by Programmes and Sub-Programmes

Table 3.34 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.34 : Elgeyo Marakwet County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
County Assembly				
General administration, planning and support services		226,239,780.00	226,239,780.00	100
	General administration, planning and support services	226,239,780.00	226,239,780.00	100
Legislation and representation		312,835,742.00	311,235,729.00	99
	Legislation and representation	312,835,742.00	311,235,729.00	99
Legislative oversight		54,179,450.00	54,179,450.00	100
	Legislative oversight	54,179,450.00	54,179,450.00	100
Sub Total for County Assembly		593,254,972.00	591,654,959.00	100
Office of the Governor				
General administration and support services		176,099,179.00	166,492,915.65	95
	General administration and support services	176,099,179.00	166,492,915.65	95
Governance		49,895,562.00	46,110,888.25	92
	Governance	49,895,562.00	46,110,888.25	92
Sub Total for Office of the Governor		225,994,741.00	212,603,803.90	94
Finance & Economic Planning				
General administration and support services		93,216,406.00	80,108,400.60	86

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
	General administration and support services	93,216,406.00	80,108,400.60	86
Financial Management		125,534,976.00	118,476,239.05	94
	Monitoring, Evaluation and reporting	2,290,000.00	2,287,070.00	100
	Economic Planning & Budgeting	105,541,311.00	99,731,702.80	94
	Accounting services	10,044,411.00	9,836,146.25	98
	Supply Chain Management	1,724,412.00	1,504,620.00	87
	Revenue Management Services	5,934,842.00	5,116,700.00	86
Sub Total for Finance and Economic Planning		218,751,382.00	198,584,639.65	91
Agriculture and Irrigation				
General administration and support services		93,458,495.00	90,373,718.60	97
	General administration and support services	93,458,495.00	90,373,718.60	97
Crop Development		552,475,926.00	202,236,863.45	37
	Cash Crops Development	26,997,343.00	15,783,089.00	58
	Agricultural Extension and Training Services	525,478,583.00	186,453,774.45	35
Soil Conservation		12,343,896.00	10,928,658.35	89
	Soil Conservation	12,343,896.00	10,928,658.35	89
Irrigation Development		128,402,185.00	71,484,279.60	56
	Irrigation Development	128,402,185.00	71,484,279.60	56
Sub Total for Agriculture and Irrigation		786,680,502.00	375,023,520.00	48
LIVESTOCK AND FISHERIES				
General administration and support services		100,309,765.00	97,049,711.20	97
	General administration and support services	100,309,765.00	97,049,711.20	97
Livestock Development		81,431,383.00	64,784,170.00	80
	Livestock Production	79,511,025.00	64,485,670.00	81
	Livestock Extension and Training Services	1,920,358.00	298,500.00	16
Cooperatives development		14,406,899.00	8,055,731.00	56
	Cooperatives development	14,406,899.00	8,055,731.00	56
Veterinary Services		59,259,680.00	52,261,153.25	88
	Disease Surveillance and Control	51,379,680.00	45,197,881.00	88
	A.I. Services	7,880,000.00	7,063,272.25	90
Sub Total for Livestock and Fisheries		255,407,727.00	222,150,765.45	87
TRADE AND TOURISM				
General administration and support services		37,977,361.00	37,090,421.75	98
	General administration and support services	37,977,361.00	37,090,421.75	98
Tourism Development		6,111,949.00	3,813,629.10	62
	Tourism Development	6,111,949.00	3,813,629.10	62
Trade and enterprise development		11,788,780.00	8,183,245.00	69
	Trade and enterprise development	11,788,780.00	8,183,245.00	69
Culture and Heritage Preservation		2,450,000.00	1,250,000.00	51
	Culture and Heritage Preservation	2,450,000.00	1,250,000.00	51
Sub Total for Trade and Tourism		58,328,090.00	50,337,295.85	86
ROADS, PUBLIC WORKS & TRANSPORT				
General administration and support services		114,769,140.00	103,510,743.60	90
	General administration and support services	114,769,140.00	103,510,743.60	90
Road Transport		-	(1,000.00)	-
	Construction of Roads and Bridges	-	(1,000.00)	-
Road Improvement		616,147,747.00	458,379,541.85	74
	Rural road Works	616,147,747.00	458,379,541.85	74
Public works		19,587,010.00	12,740,342.40	65
	Public Works	19,587,010.00	12,740,342.40	65
Energy		20,100,000.00	17,398,988.70	87
	Energy	20,100,000.00	17,398,988.70	87
Sub Total for Roads, Public Works and Transport		770,603,897.00	592,028,616.55	77

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
Public Service Management				
General administration and support services		128,367,019.00	113,950,905.60	89
	General administration and support services	128,367,019.00	113,950,905.60	89
Public Service Management		27,042,755.00	21,216,588.80	78
	SP 4.1 Human Resource Management	495,000.00	489,260.00	99
	Coordination of government functions	25,697,755.00	19,881,238.80	77
	Citizen participation and Civic Education	850,000.00	846,090.00	100
Sub Total for Public Service Management		155,409,774.00	135,167,494.40	87
EDUCATION & TECHNICAL TRAINING				
General administration and support services		293,659,070.00	272,887,582.55	93
	General administration and support services	293,659,070.00	272,887,582.55	93
Technical Vocational Education & Training		28,166,071.00	13,454,121.00	48
	Technical Vocational Education & Training	28,166,071.00	13,454,121.00	48
Pre-Primary Education		173,613,388.00	84,331,815.45	49
	Pre-Primary Education	173,613,388.00	84,331,815.45	49
Sub Total for Education and Technical Training		495,438,529.00	370,673,519.00	75
SPORTS, YOUTH AND GENDER AFFAIRS				
General administration and support services		44,914,178.00	42,487,800.00	95
	General administration and support services	44,914,178.00	42,487,800.00	95
Sports Development		28,487,598.00	21,217,884.50	74
	Sports Infrastructure Development	14,495,017.00	10,644,245.50	73
	Sports Talent Development	13,992,581.00	10,573,639.00	76
Social Empowerment		79,901,975.00	58,112,622.00	73
	Social Empowerment	79,901,975.00	58,112,622.00	73
Social Protection		5,770,000.00	5,652,000.00	98
	Social Protection	5,770,000.00	5,652,000.00	98
ICT Services		2,940,438.00	2,939,580.00	100
	ICT Services	2,940,438.00	2,939,580.00	100
Sub Total for Sports, Youth and Gender Affairs		162,014,189.00	130,409,886.50	80
Water, Lands & Physical Planning				
General administration and support services		95,158,451.00	92,775,246.85	97
	General administration and support services	95,158,451.00	92,775,246.85	97
Water & Sanitation Management		348,284,867.00	297,129,979.35	85
	Water Services	348,284,867.00	297,129,979.35	85
Environmental Management & Protection		1,299,950.00	1,297,950.00	100
	Environmental conservation	1,299,950.00	1,297,950.00	100
Solid waste management		500,000.00	500,000.00	100
	Solid waste management	500,000.00	500,000.00	100
Lands, Physical Planning and Urban Development		165,463,536.00	35,814,772.10	22
	Lands, Physical Planning and Urban Development	165,463,536.00	35,814,772.10	22
Sub Total for Water, Lands and Physical Planning		610,706,804.00	427,517,948.30	70
County Public Service Board				
General administration and support services		41,583,281.00	28,621,411.00	69
	General administration and support services	41,583,281.00	28,621,411.00	69
Sub Total for County Public Service Board		41,583,281.00	28,621,411.00	69
Health and Sanitation				
General administration and support services		1,685,867,002.00	1,603,814,298.25	95
	Default - Non-Programmatic	1,685,867,002.00	1,603,814,298.25	95
Preventive and Promotive Health		57,284,046.00	31,705,699.25	55
	Community and Environmental Health	57,284,046.00	31,705,699.25	55

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
Curative and Rehabilitative Health		437,066,925.00	135,194,625.25	31
	Commodity management	500,000.00	495,050.00	99
	County Hospitals	255,236,206.00	36,773,061.00	14
	Primary Care Units	152,050,719.00	75,131,516.25	49
	Emergency Medical Services	29,280,000.00	22,794,998.00	78
Sub-Total For Health and Sanitation		2,180,217,973.00	1,770,714,622.75	81
Grand Total		6,554,391,861.00	5,105,488,482.35	78

Source: Elgeyo Marakwet County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Solid waste management in the Department of Health, General administration, planning and support services in the County Assembly, Legislative oversight in the County Assembly, ICT Services in the Department of Sports, Youth and Gender Affairs, and Environmental Management & Protection in the Department of Water, Lands & Physical Planning all at 00 per cent absorption rate.

3.5.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 44.5 per cent of the total available revenue of Kshs.5.69 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.162.25 million against an annual projection of Kshs.266.10 million, representing 61 per cent of the annual target.
3. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The financial reports for the fourth quarter of FY 2021/22 were submitted more than a month past the deadline.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.6 County Government of Embu

3.6.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.6.92 billion, comprising Kshs.2.17 billion (31.3 per cent) and Kshs.4.75 billion (68.7 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.13 billion (74.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.900 million (13 per cent) from its own sources of revenue, and use a cash balance of Kshs.265.75 million (3.8 per cent) from FY 2020/21. The County also expected to receive Kshs.628.12 million (9.1 per cent) as conditional grants, which consisted of Leasing of Medical Equipment (Kshs.153.30 million), Transforming Health Systems for Universal Care Project (Kshs.5.71 million), National Agricultural and Rural Inclusive Growth Project (NARIGP) (Kshs.387.95 million), DANIDA Grant (Kshs.9.54 million), Sweden - Agricultural Sector Development Support Programme (ASDSP) II (Kshs.22.22 million), Emergency Locust Response Project (ELRP) (Kshs.28.40 million), and Kenya Nutrition Support Grant (Kshs.21 million).

3.6.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.72 billion as the equitable share of the revenue raised nationally, raised Kshs.394.54 million as own-source revenue, Kshs.291.74 million as conditional grants, and had a cash balance of Kshs.265.75 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.5.67 billion, as shown in Table 3.35.

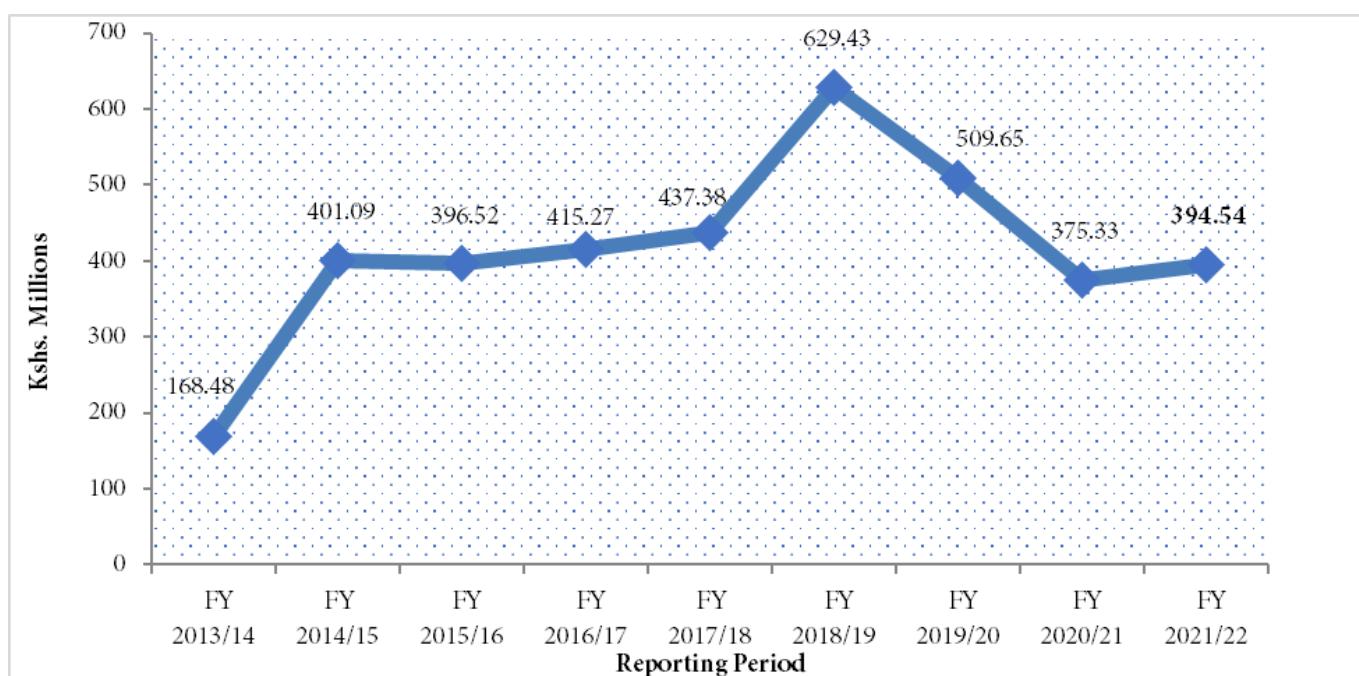
Table 3.35: Embu County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,125,243,762	4,715,224,263	92.0
	Sub Total	5,125,243,762	4,715,224,263	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	900,000,000	394,540,728	43.8
2.	Conditional Grants	628,119,396	291,736,066	46.4
3.	Balance b/f from FY 2020/21	265,751,342	265,751,342	100.0
	Sub Total	1,793,870,738	952,028,136	53.1
	Grand Total	6,919,114,500	5,667,252,399	81.9

Source: Embu County Treasury

Figure 3.11 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.11: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Embu County Treasury

In FY 2021/22, the County generated a total of Kshs.394.54 million as own-source revenue. This amount represented an increase of 5.1 per cent compared to Kshs.375.33 million realised in FY 2020/21 and was 43.8 per cent of the annual target. The County has implemented an automated OSR collection system called Embu Pay.

3.6.3 Exchequer Issues

The Controller of Budget approved Kshs.5.46 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.10 billion (20.2 per cent) for development programmes and Kshs.4.36 billion (79.8 per cent) for recurrent programmes, as shown in Table 3.40.

3.6.4 Overall Expenditure Review

The County spent Kshs.5.33 billion on development and recurrent programmes during the reporting period. This expenditure represented 97.7 per cent of the total funds released by the CoB and comprised of Kshs.1.11 billion and Kshs.4.21 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 51.2 per cent, while recurrent expenditure represented 88.9 per cent of the annual recurrent expenditure budget.

3.6.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.2.05 billion and comprised of Kshs.1.21 billion for recurrent expenditure and Kshs.838.99 million for development expenditure. During the period under review, pending bills amounting to Kshs.1.61 billion were settled, consisting of Kshs.1.01 billion for recurrent expenditure and Kshs.600.69 million for development programmes, as shown in Table 3.36.

Table 3.36: Progress on Settlement of Pending Bills as of 30th June 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	1,214,713,664	1,011,408,642	203,305,022	951,935,246	1,155,240,268
Development Expenditure	838,989,259	600,692,725	238,296,534	844,046,754	1,082,343,288
Total	2,053,702,923	1,612,101,367	441,601,556	1,795,982,000	2,237,583,556

Source: Embu County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.2.24 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.358.06 million, out of which the County has settled bills amounting to Kshs.331.76 million, leaving a balance of Kshs.26.30 million as of 30th June 2022.

3.6.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicated that the County Executive spent Kshs.2.77 billion on employee compensation, Kshs.858.16 million on operations and maintenance, and Kshs.1.08 billion on development activities. Similarly, the County Assembly spent Kshs.269.49 million on employee compensation, Kshs.324.82 million on operations and maintenance, and Kshs.23.08 million on development activities, as shown in Table 3.37.

Table 3.37: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)			Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly	
Total Recurrent Expenditure	4,051,323,442	699,069,773	3,631,430,800	590,305,295	89.6	84.4	
Compensation to Employees	2,904,149,060	293,148,848	2,773,266,923	265,486,361	95.5	90.6	
Operations and Maintenance	1,147,174,382	405,920,925	858,163,877	324,818,934	74.8	80.0	
Development Expenditure	2,110,721,285	58,000,000	1,087,744,996	23,082,999	51.5	39.8	
Total	6,162,044,727	757,069,773	4,719,175,796	613,388,294	76.6	81.0	

Source: Embu County Treasury

3.6.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 53.6 per cent of the annual realised revenue of Kshs.5.67 billion.

Personnel emoluments amounting to Kshs.2.87 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.166.23 million was processed through a manual payroll. The manual payroll accounted for 5.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.04 billion, including Kshs.1.53 billion, attributable to the health sector, which translates to 50.2 per cent of the total wage bill in the reporting period.

3.6.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.149.85 million to county-established funds in FY 2021/22, constituting 2.2 per cent of the County's overall budget for the year. Table 3.38 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.38: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Embu County Education Support Fund	118,850,000	62,675,345	Yes	52.7
2.	Embu County Youth Trust Fund	-	-	Yes	-
3.	Embu County Emergency Fund	11,000,000	-	No	-
4.	Embu County Executive Car & Mortgage	-	2,431,430.0	Yes	-
5.	Embu County Assembly Mortgage Members Scheme Fund	-	-	No	-
6.	County Assembly of Embu (Staff) Car Loan and Mortgage Scheme Fund	20,000,000	-	No	-
	Total	149,850,000	65,106,775		43.4

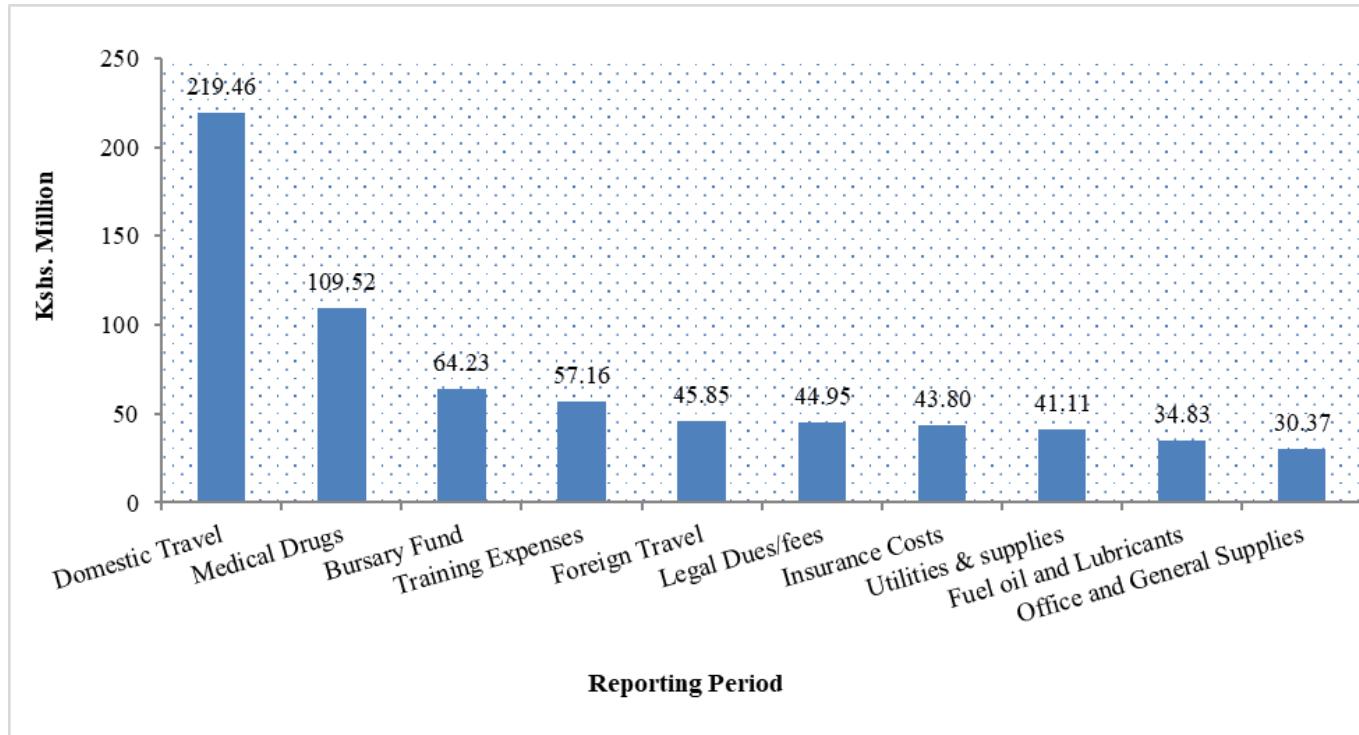
Source: Embu County Treasury

The OCoB received quarterly financial returns from administrators of 3 funds, as indicated in Table 3.38. There was a misallocation of funds for the Embu County Education Support Fund, where Kshs.100.26 million was issued, but the Funds Financial Statements for the FY 2021/22 indicated only Kshs.64.23 million was received from County Government. This implies an amount of Kshs.36.04 million was diverted.

3.6.9 Expenditure on Operations and Maintenance

Figure 3.12 shows a summary of operations and maintenance expenditure by significant categories.

Figure 3.12: Embu County, Operations and Maintenance Expenditure by Major Categories



Source: Embu County Treasury

The County Assembly spent Kshs.24.78 million on committee sitting allowances for the 35 MCAs and the Speaker against the annual budget allocation of Kshs.29.00 million. The average monthly sitting allowance was Kshs.58,993 per MCA. The County Assembly has established 18 Committees.

During the period, expenditure on domestic travel amounted to Kshs.219.46 million and comprised of Kshs.118.94 million spent by the County Assembly and Kshs.100.51 million by the County Executive. Expenditure on foreign travel amounted to Kshs.45.85 million and comprised of Kshs.43.45 million by the County Assembly and Kshs.2.30 million by the County Executive.

3.6.10 Development Expenditure

The County incurred Kshs.1.11 billion on development programmes, representing a decrease of 13.4 per cent compared to FY 2020/21, when the County spent Kshs.1.28 billion. Table 3.39 summarises development projects with the highest expenditure in the reporting period.

Table 3.39: Embu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract Sum (Kshs.)	Budget (Kshs.)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Infrastructure and Public Works	Kivwe-Kithimu Road-Phase 2	Kithimu Ward	25,908,845	25,908,845	25,908,845	None	100	GoK	Project implementation complete.
Infrastructure and Public Works	Upgrading to Bitumen Standards of Kivue Karingari Phase 2	County Wide Ward	24,100,000	24,100,000	23,813,304	None	99	GoK	Project implementation is ongoing.
Infrastructure and Public Works	Mukuuri-Kanja Road-Phase 2	Kagaari North Ward	27,425,648	27,425,648	23,023,157	None	84	GoK	Project implementation is ongoing.

Sector	Project Name	Project Location	Contract Sum (Kshs.)	Budget (Kshs.)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implemen-tation status (%)	Source of Funding (GoK/donor)	Remarks
Infrastructure and Public Works	Kivue-Karing-ari-Phase 1	Kithimu Ward	25,197,645	25,197,645	22,813,522	None	91	GoK	Project implementation is ongoing.
Infrastructure and Public Works	Upgrading to Bitumen Standards Of A9 Majimbo Junction to Kamiu Primary Phase I (AGPO -Women)	County Wide Ward	20,070,000	20,070,000	20,070,000	None	100	GoK	Project implementation complete.
Infrastructure and Public Works	Rwika-Jeremiah Nyaga Technical Institute Road-Phase 2	Mbeti South Ward	16,101,206	16,101,206	15,795,702	None	98	GoK	Project implementation complete.
Infrastructure and Public Works	Upgrading to Bitumen Standards of Mukuuri-Kanja Road Phase 3 & Upgrading to Bitumen Standards of ACK Muthege Church to Kirimiri Coffee Factory	County Wide Ward	35,836,000	35,836,000	15,144,433	None	42	GoK	Project implementation is ongoing.
Lands, Physical Planning and Urban Development, Water, Environment and Natural Resources	Completion of Rondisho Boundary	Makima Ward	19,994,600	19,994,600	14,000,000	None	70	GoK	Project implementation ongoing
Infrastructure and Public Works	Rehabilitation of Kibugu Road (AGPO-Women)	County Wide Ward	13,750,000	13,750,000	13,750,000	None	100	GoK	Project implementation complete.
Infrastructure and Public Works	Mufu Market Road-Phase 1	Kyeni North Ward	16,359,532	16,359,532	13,223,072	None	81	GoK	Project implementation is ongoing.

Source: Embu County Treasury

3.6.11 Budget Performance by Department

Table 3.40 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.40: Embu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of Governor	235.95	-	224.95	-	213.18	-	94.8	-	90.3	-
County Public Service Board	33.39	-	33.39	-	28.19	-	84.4	-	84.4	-
Public Service and Administration	500.96	22.50	500.96	-	472.48	4.14	94.3	-	94.3	18.4
County Assembly	699.07	58.00	590.78	23.08	590.31	23.08	99.9	100.0	84.4	39.8

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Gender, Culture, Children and Social Services	10.37	58.58	8.91	30.68	6.91	34.78	77.5	113.4	66.6	59.4
Finance and Economic Planning	107.91	3.20	106.09	-	93.74	3.20	88.4	-	86.9	100.0
Trade Tourism Investment and Industrialization	23.94	46.78	23.94	14.08	19.37	9.78	80.9	69.5	80.9	20.9
Agriculture, Livestock, Fisheries and Co-Operative Development	408.39	309.75	347.54	162.27	341.44	155.27	98.2	95.7	83.6	50.1
Health	1,872.49	165.41	1,785.36	19.66	1,706.20	22.87	95.6	116.3	91.1	13.8
Embu Level 5 Hospital	221.59	87.48	171.53	18.63	219.74	7.88	128.1	42.3	99.2	9.0
Infrastructure, Public Works and Housing	56.40	1,221.60	56.40	747.35	41.95	749.05	74.4	100.2	74.4	61.3
Education, Science and Technology	439.13	67.42	419.59	30.29	375.29	25.34	89.4	83.7	85.5	37.6
Lands, Physical Planning and Urban Development & Water	86.43	91.76	75.34	41.86	74.75	42.32	99.2	101.1	86.5	46.1
Youth Empowerment and Sports	39.37	36.24	10.06	15.73	28.45	33.11	282.7	210.4	72.3	91.4
Embu County Revenue Authority (ECRA)	15.00	-	1.62	-	9.74	-	602.3	-	64.9	-
Total	4,750.39	2,168.72	4,356.46	1,103.63	4,221.74	1,110.83	96.9	100.7	88.9	51.2

Source: Embu County Treasury

Analysis of expenditure by the department shows that the Department of Finance and Economic Planning recorded the highest absorption rate of development budget at 100.0 per cent, followed by the Department of Youth Empowerment and Sports at 91.4 per cent. The Department of Embu Level 5 Hospital had the highest recurrent expenditure to the budget percentage at 99.2 per cent. The Department of Embu County Revenue Authority (ECRA) had the lowest at 64.9 per cent.

3.6.12 Budget Execution by Programmes and Sub-Programmes

Table 3.41 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.41: Embu County, Budget Execution by Programmes and Sub-programmes

Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Expenditure (Kshs.)	Variance (Kshs.)	Absorption (%)
OFFICE OF GOVERNOR					
P1: General Administration Planning and Support Services	SP1.1: Management of County Affairs (Office of Governor)	141,567,538	127,906,269	13,661,269	90.3
P2: County Leadership and Coordination	SP2.1: Sub-County Administration and Field Services	47,189,179	42,635,423	4,553,756	90.3
	SP2.2: Management of County Executive Services (Office of County Secretary)	28,313,508	25,581,254	2,732,254	90.3
P3: County Leadership and Coordination	SP3.1: Public Sector Advisory Services (Legal, Political, and Economic Advisors)	18,875,672	17,054,169	1,821,503	90.3

Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Expenditure (Kshs.)	Variance (Kshs.)	Absorption (%)
Sub Total		235,945,897	213,177,115	22,768,782	90.3
COUNTY PUBLIC SERVICE BOARD					
P1: Administration of Human Resources in Public Service	SP1.1: Performance Management & Discipline	2,838,227	2,396,193	442,034	84.4
	SP1.2: Administration of board programmes	4,173,863	3,523,813	650,050	84.4
	SP1.3: Recruitment and Selection, Career Management, HR Policy & Audit	5,843,408	4,933,338	910,070	84.4
	SP1.4 Quality service delivery in the County Public Service that is effective and efficient	3,839,954	3,241,908	598,046	84.4
Administration of Human Resources in Public Service	SP2.1 Recruitment and Selection, Career Management, HR Policy & Audit	5,565,151	4,698,417	866,733	84.4
	SP2.2 Administration of Board programmes/ Agenda	5,565,151	4,698,417	866,733	84.4
	SP2.3 Performance Management & Discipline	5,565,151	4,698,417	866,733	84.4
Sub Total		33,390,903	28,190,503	5,200,400	21.2
PUBLIC SERVICE AND ADMINISTRATION					
P1: General Administration Planning and Support Services	SP1.1: Service Delivery and Management of County Affairs	225,531,794	205,352,190	20,179,604	91.1
P2: Public Service	SP2.1: Human Resource Development and Culture Change Management	179,451,480	163,394,942	16,056,538	91.1
	SP2.2: Office Infrastructure Expansion	118,476,350	107,875,601	10,600,749	91.1
Sub Total		523,459,624	476,622,733	46,836,891	91.1
GENDER, CHILDREN, CULTURE & SOCIAL SERVICES					
P1: Policy and General Administrative Services	SP1.1: General Administrative Unit	10,342,310	6,253,129	4,089,181	60.5
P2: Gender and Social Development	SP2.1: Communication Mobilization and Development	13,789,747	8,337,505	5,452,242	60.5
	SP2.2: Social Welfare Services	10,342,310	6,253,129	4,089,181	60.5
	SP2.3: Vocational Rehabilitation and Training	6,894,874	4,168,753	2,726,121	60.5
	SP2.4: Gender Mainstreaming and Development	10,342,310	6,253,129	4,089,181	60.5
P3: Children Services	SP3.1: Child Rehabilitation and Custody	10,342,310	6,253,129	4,089,181	60.5
P4: Culture and Cultural Preservation	SP 4.1 Cultural Preservation	6,894,874	4,168,753	2,726,121	60.5
Sub Total		68,948,735	41,687,526	27,261,209	60.5
FINANCE AND ECONOMIC PLANNING					

Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Expendi- ture (Kshs.)	Variance (Kshs.)	Absorption (%)
P1: General Administra-tion Planning and Support Services	SP1.1: Administration, Planning and Support Services	19,727,760	17,213,010	2,514,750	87.3
P2: Economic Policy and County Planning	SP 2.1: Economic Development Planning and Coordination	27,618,864	24,098,214	3,520,650	87.3
P3: Financial Management Services	SP3.1: Control and Management of Public Finances	12,815,154	11,181,572	1,633,582	87.3
P4: Monitoring and Eval-uation	SP 4.1:Monitoring and Evaluation of projects	26,458,863	23,086,081	3,372,782	87.3
P5: Research and Statistics	SP5.1: County database and profile	24,486,087	21,364,780	3,121,307	87.3
Sub Total		111,106,728	96,943,656	14,163,072	17.9
TRADE, TOURISM, INVESTMENT AND INDUSTRIALISATION					
P1:Administrative Support Services	P1.1:Administrative Support Services	8,403,186	3,463,948	4,939,239	41.2
P2: Trade Development and Promotion	P2.1: Trade Develop-ment and Promotion	34,029,284	14,027,495	20,001,788	41.2
P3:Industrial Development and Investment	P3.1:Industrial Devel-opment and Investment	15,558,572	6,413,529	9,145,043	41.2
P4:Tourism Development	P4.1:Tourism Devel-opment	12,729,741	5,247,433	7,482,308	41.2
Sub Total		70,720,783	29,152,405	41,568,378	41.2
AGRICULTURE, LIVESTOCK, FISHERIES AND CO-OPERATIVE DEVELOPMENT					
P1:Administrative Support Services	P1.1: Administrative Support Services	93,729,847	64,829,163	28,900,684	69.2
P2:Crop Development and Management	P2.1:Crop Develop-ment and Management	334,882,340	231,624,636	103,257,704	69.2
P3:Agribusiness and Infor-mation Management	P3.1:Agribusiness and Information Management	93,357,755	64,571,801	28,785,953	69.2
P4:Livestock Resources Management and Devel-opment	P4.1:Livestock Resourc-es Management and Development	124,352,975	86,009,948	38,343,027	69.2
P5:Fisheries Development	P5.1:Fisheries Devel-opment	71,813,658	49,670,617	22,143,041	69.2
Sub Total		718,136,575	496,706,165	221,430,410	69.2
HEALTH					
P1: Curative Health Services	SP1.1: Primary Health Care	1,173,654,053	995,795,118	177,858,934	84.8
P2: Preventive and Promoti-ve Health Services	SP2.1: Health Promo-tion & Disease Control	483,067,503	409,862,054	73,205,448	84.8
P3: General Administra-tion Planning and Support Services	SP3.1: General Admin-istration services	381,172,786	323,408,758	57,764,028	84.8
Sub Total		2,037,894,341	1,729,065,931	308,828,410	84.8
EMBU LEVEL 5 HOSPITAL					
P1: Curative Health Services	SP1.1: Primary Health Care	207,978,515	153,226,859	54,751,657	73.7
P2: Preventive and Promoti-ve Health Services	SP2.1: Health Promo-tion & Disease Control	58,275,818	42,934,341	15,341,477	73.7
P3: General Administra-tion Planning and Support Services	SP3.1: General Admin-istration services	42,822,001	31,548,839	11,273,162	73.7
Sub Total		309,076,334	227,710,038	81,366,296	73.7

Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Expenditure (Kshs.)	Variance (Kshs.)	Absorption (%)
INFRASTRUCTURE, PUBLIC WORKS AND HOUSING.					
P1: General Administration Planning and Support Services	SP1.1: General Administration Services	127,800,768	79,091,770	48,708,998	61.9
P2: Roads Transport	SP2.1: Road Infrastructure and Public Works	958,505,762	593,188,276	365,317,486	61.9
P3: Energy and Housing	SP3.1: Energy and Housing	191,701,152	118,637,655	73,063,497	61.9
Sub Total		1,278,007,682	790,917,701	487,089,981	61.9
EDUCATION, SCIENCE AND TECHNOLOGY					
P1: General Administration, Planning and Support Services	SP1.1:General Administration and Support Services	202,621,433	160,252,620	42,368,813	79.1
P2:Quality Assurance and Standards	SP2.1: Quality Assurance and standards	101,310,716	80,126,310	21,184,406	79.1
P3: ECDE and Tertiary Education (Polytechnics)	SP3.1: ECDE and Tertiary Education (Polytechnics)	202,621,433	160,252,620	42,368,813	79.1
Sub Total		506,553,582	400,631,550	105,922,032	79.1
LANDS, PHYSICAL PLANNING AND URBAN DEVELOPMENT					
P1: Physical Planning and Urban Development	SP1.1: Physical Planning Services	8,409,570	5,642,632	2,766,938	67.1
	SP1.2: Establishment and Promotion of Land Policy	11,773,397	7,899,684	3,873,713	67.1
	SP1.3: Environmental conservation	8,409,570	5,642,632	2,766,938	67.1
P2: General Administration, Planning and Support Services	SP2.1 General Administration and Support Services	16,819,139	11,285,263	5,533,876	67.1
P3: Water Supply and Sewerage Services	SP3.1: Domestic water supply	75,686,128	50,783,686	24,902,442	67.1
P4:Irrigation and civil works	SP4.1: Irrigation and civil works	47,093,591	31,598,738	15,494,853	67.1
Sub Total		168,191,396	112,852,635	55,338,761	67.1
EMBU MUNICIPAL BOARD					
P1: General Administration Planning and Support Services	SP1.1: General Administration Services	1,800,000	759,638	1,040,362	42.2
P2: Roads Transport	SP2.1: Road Infrastructure and Public Works	8,200,000	3,460,573	4,739,427	42.2
Sub Total		10,000,000	4,220,211	5,779,789	42.2
YOUTH EMPOWERMENT AND SPORTS					
P1: Youth Development and Empowerment Services	SP5.1:Youth Development and Empowerment Services	37,806,074	30,780,418	7,025,655	81.4
P2: Management and Development of Sports and Sports facilities	SP5.1: Community Sports programme	30,244,859	24,624,335	5,620,524	81.4
P3: General Administration Planning and Support Services	SP3.1: General Administration services	7,561,215	6,156,084	1,405,131	81.4
Sub Total		75,612,147	61,560,836	14,051,311	81.4
EMBU COUNTY REVENUE AUTHORITY (ECRA)					
P1: Financial Management Services	SP1.1: Revenue Management Services	2,736,028	1,776,009	960,019	64.9

Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Expenditure (Kshs.)	Variance (Kshs.)	Absorption (%)
	SP1.2: Revenue Management Services	12,263,972	7,960,781	4,303,191	64.9
Sub Total		15,000,000	9,736,790	5,263,210	64.9
COUNTY ASSEMBLY					
P: 1: General Administration Planning and Support Services	SP: 1: General Administration Planning and Support Services	302,827,909	245,355,318	57,472,592	81.0
P: 1: Legislation	SP: 1: Legislation	454,241,864	368,032,976	86,208,888	81.0
Sub Total		757,069,773	613,388,294	143,681,479	81.0
Grand Total		6,919,114,500	5,332,564,090	1,586,550,410	77.1

Source: Embu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: SP1.1: Service Delivery and Management of County Affairs, SP2.1: Human Resource Development and Culture Change Management, and SP2.2: Office Infrastructure Expansion in the Department of Public Service and Administration at 91.1 per cent, SP1.1: Management of County Affairs (Office of Governor), SP2.1: Sub-County Administration and Field Services, SP2.2: Management of County Executive Services (Office of County Secretary), and SP3.1: Public Sector Advisory Services (Legal, Political, and Economic Advisors) in the Department of Office of Governor at 90.3 per cent, SP1.1: Administration, Planning and Support Services, SP 2.1: Economic Development Planning and Coordination, SP3.1: Control and Management of Public Finances, SP 4.1: Monitoring and Evaluation of projects, and SP5.1: County database and profile in the Department of Finance and Economic Planning at 87.3 per cent of budget allocation.

3.6.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 53.6 per cent of the annual realised revenue of Kshs.5.67 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.394.54 million against an annual projection of Kshs.900 million, representing 43.8 per cent of the annual target.
3. High level of pending bills which amounted to Kshs.2.24 billion as of 30th June 2022.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.166.22 million were processed through the manual payroll and accounted for 5.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. There was a misallocation of exchequer issues, where money meant for the Education Support Fund and Personnel Emoluments were diverted to other expenditures. This is evidenced in Table 3.40, where the county reported expenditure above exchequer issues in several Departments.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received between 13th August 2022 and 17th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County leadership should address the high level of pending bills by ensuring that genuine bills are paid as a first charge in the coming financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to*

- fast-track the acquisition of personal numbers for their staff.*
5. *The County Treasury should ensure resources meant for established Funds and personnel emoluments are applied as planned. Further, the County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved exchequer issues.*
 6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.7 County Government of Garissa

3.7.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.10.44 billion, comprising Kshs.3.34 billion (32 per cent) and Kshs.7.10 billion (68 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.93 billion (75.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.150 million (1.4 per cent) from its own sources of revenue, and use a cash balance of Kshs.597.24 million (5.7 per cent) from FY 2020/21. The County also expected to receive Kshs.1.77 billion (16.9 per cent) as conditional grants, which consists of Kshs.153.30 million as a grant for Leasing of Medical Equipment, Kshs.1.09 billion as loans and grants, Kshs.112.63 million as Kenya urban Support Program, Kshs.228 million as Water and Sanitation Development program, Kshs.16.02 million as Transforming Health System World Bank, Kshs.104 million as Road Maintenance Levy Fund and Kshs.64.16 million as Kenya Development Support Programme.

3.7.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.29 billion as the equitable share of the revenue raised nationally, raised Kshs.65.62 million as own-source revenue, Kshs.803.08 million as conditional grants, and had a cash balance of Kshs.608.09 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.77 billion, as shown in Table 3.42.

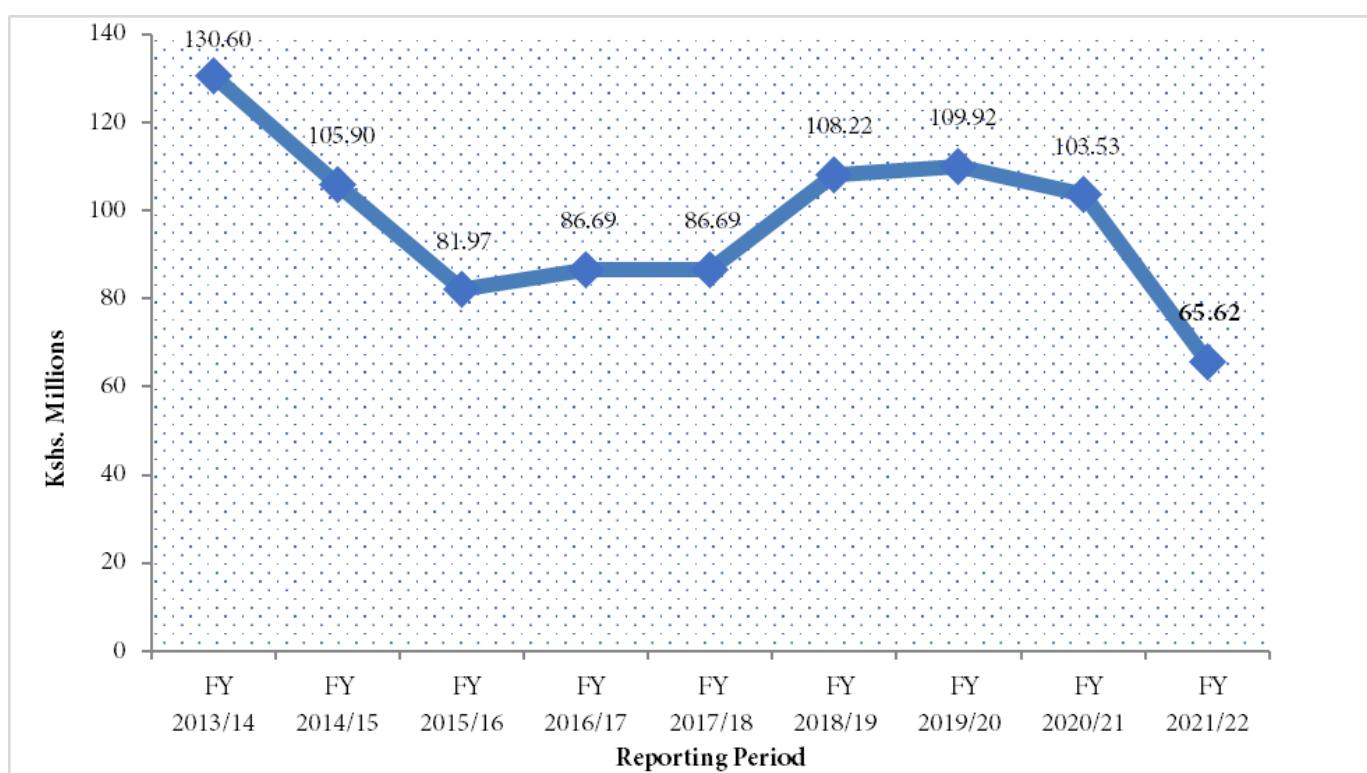
Table 3.42: Garissa County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,927,212,254	7,293,035,276	92
Sub Total		7,927,212,254	7,293,035,276	92
B	Other Sources of Revenue			
1.	Own Source Revenue	150,000,000	65,624,500	43.8
2.	Conditional Grants	1,766,290,377	803,082,693	45.5
3.	Balance b/f from FY 2020/21	597,235,500	608,092,586	101.8
Sub Total		2,513,525,877	1,476,799,779	58.8
Grand Total		10,440,738,131	8,769,835,055	84

Source: Garissa County Treasury

Figure 3.13 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.13: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Garissa County Treasury

In FY 2021/22, the County generated a total of Kshs.65.62 million as own-source revenue. This amount represented a decrease of 36.6 per cent compared to Kshs.103.53 million realised in FY 2020/21 and was 43.8 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County has not implemented an automated OSR collection system.

3.7.3 Exchequer Issues

The Controller of Budget approved Kshs.8.90 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.94 billion (21.8 per cent) for development programmes and Kshs.6.96 billion (78.2 per cent) for recurrent programmes.

3.7.4 Overall Expenditure Review

The County spent Kshs.7.83 billion on development and recurrent programmes during the reporting period. This expenditure represented 87.9 per cent of the total funds released by the CoB. It comprised Kshs.978.13 million and Kshs.6.85 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 96.5 per cent. In comparison, recurrent expenditure represented 29.3 per cent of the annual budget.

3.7.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.1.44 billion and comprised Kshs.1.38 billion for the County Executive and Kshs.58.32 million for the County Assembly, as shown in Table 3.43.

Table 3.43: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	1,383,348,868	21,415,183	1,404,764,051
Recurrent Expenditure	-	36,901,187	36,901,187
Total Pending Bills	1,383,348,868	58,316,370	1,441,665,238

Source: Garissa County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.44 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.1.16 million, out of which the County has settled bills amounting to Kshs.265.50 million, leaving a balance of Kshs.893.71 million as of 30th June 2022.

3.7.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.69 billion on employee compensation, Kshs.1.26 billion on operations and maintenance, and Kshs.934.54 million on development activities. Similarly, the County Assembly spent Kshs.601.49 million on employee compensation, Kshs.299.92 million on operations and maintenance, and Kshs.43.58 million on development activities, as shown in Table 3.44.

Table 3.44: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	6,158,213,296	901,415,183	5,945,789,551	901,407,717	96.6	100.0
Compensation to Employees	4,639,245,245	618,833,491	4,686,971,535	601,486,079	101.0	97.2
Operations and Maintenance	1,518,968,051	282,581,692	1,258,818,016	299,921,638	82.9	106.1
Development Expenditure	3,278,790,954	65,000,000	934,542,719	43,584,817	28.5	67.1
Total	9,437,004,250	966,415,183	6,880,332,270	944,992,534	72.9	97.8

Source: Garissa County Treasury

3.7.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 60.3 per cent of the annual realised revenue of Kshs.8.77 billion.

Personnel emoluments amounting to Kshs.4.29 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.1.03 billion was processed through manual payrolls. The manual payroll accounted for 19.4 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.5.32 billion, includes Kshs.2.11 billion attributable to the health sector, which translates to 39.7 per cent of the total wage bill in the reporting period.

3.7.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.144 million to county-established funds in FY 2021/22, which constituted 1.4 per cent of the County's overall budget for the year. Table 3.45 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.45: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	MCA's Car Grant	84,000,000	84,000,000	Yes	100
2.	Bursaries	60,000,000	-	No	-
3.	Total	144,000,000	84,000,000		

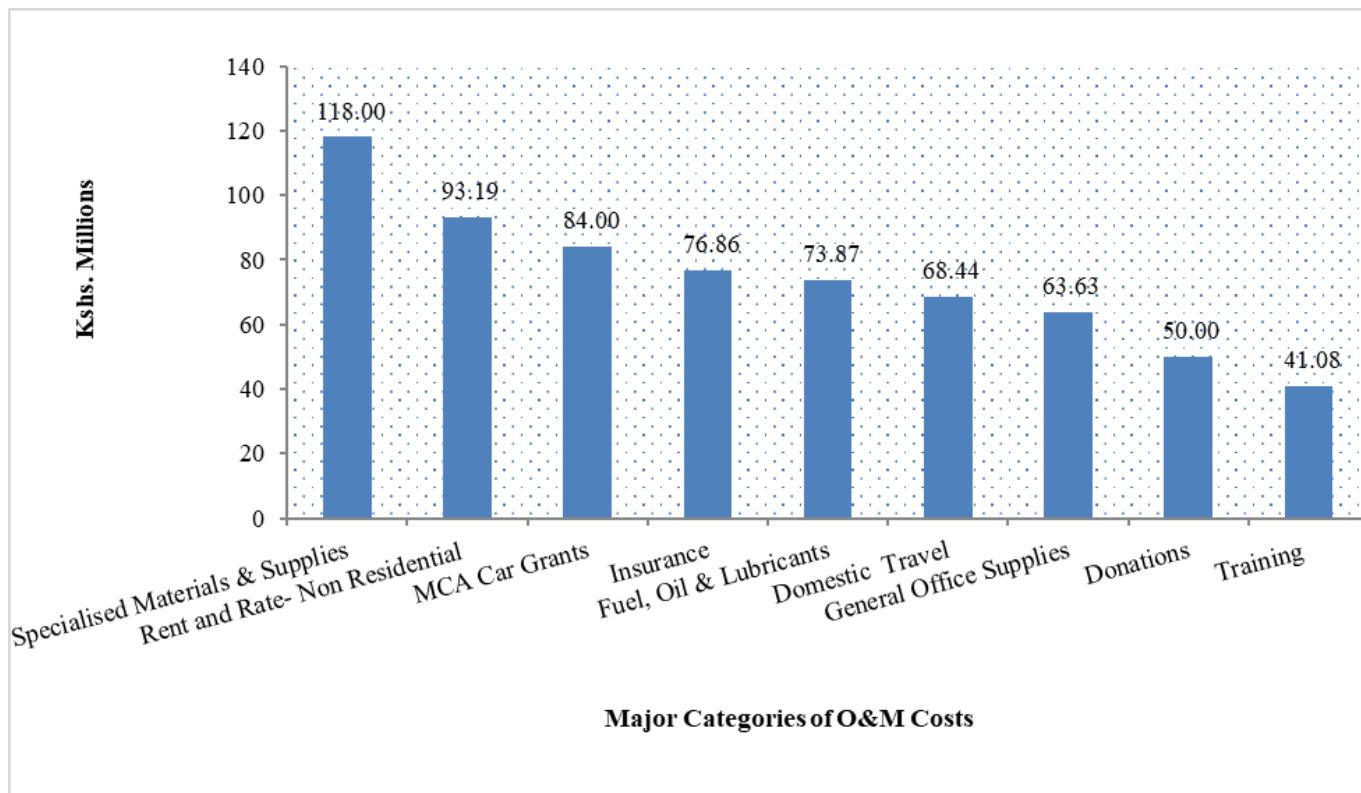
Source: Garissa County Treasury

The OCoB received quarterly financial returns from administrators of MCA Car grants funds, as indicated in Table 3.45.

3.7.9 Expenditure on Operations and Maintenance

Figure 3.14 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.14: Garissa County, Operations and Maintenance Expenditure by Major Categories



Source: Garissa County Treasury

The County Assembly spent Kshs.33.99 million on committee sitting allowances for the 51 MCAs and the Speaker against the annual budget allocation of Kshs.44.91 million. The average monthly sitting allowance was Kshs.55,532 per MCA. The County Assembly has established 18 Committees.

During the period, expenditure on domestic travel amounted to Kshs.68.44 million and was entirely spent by County Assembly. The cost of foreign travel amounted to Kshs.3.37 million to the County Assembly.

3.7.10 Development Expenditure

The County incurred Kshs.978.13 million on development programmes, representing a decrease of 46.3 per cent compared to FY 2020/21 when the County spent Kshs.1.82 billion. Table 3.46 summarises development projects with the highest expenditure in the reporting period.

Table 3.46: Garissa County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)	Remarks
Finance	Construction of Sub County Administration Office	Countywide	92,459,479	92,459,479	92,459,479	None	100	GoK	The project is complete and in use.
Culture	Proposed Construction of Dogob Orphanage Centre	Balambala	60,334,560	60,334,560	60,334,560	None	100	GoK	The project is complete and in use.
County Assembly	Proposed Construction of an office block at the County Assembly Headquarter	Garissa Township	60,000,000	39,386,128	39,386,128	None	65.6	GoK	Ongoing
Road	Improvement and Maintenance of Liboi and Labile Dayid road	Dadaab	35,560,520	35,560,520	35,560,520	None	100	GoK	The project is complete and in use.
Agriculture	Proposed Construction of Cold storage and Fruit processing	Garissa Township	28,734,560	28,734,560	28,734,560	None	100	GoK	The project is complete and in use.
Agriculture	Proposed Renovation and improvement of Livestock treatment shed centre	Garissa Township	19,330,010	19,330,010	19,330,010	None	100	GoK	The project is complete and in use.
Water	Supply of Collapsible Water Pump	Countywide	17,320,210	17,320,210	17,320,210	None	100	GoK	The project is complete and in use.
Environment	Proposed Beautification of Garissa Township	Garissa Township	15,882,852	15,882,852	15,882,852	None	100	GoK	The project is complete and in use.
Environment	Proposed Desilting of wildlife drinking pan Fafijahnan Centre	Fafi	11,400,000	11,400,000	11,400,000	None	100	GoK	The project is complete and in use.

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Water	Supply and delivery of pumps water	Lagdera	11,095,500	11,095,500	11,095,500	None	100	GoK	The project is complete and in use.

Source: Garissa County Treasury

3.7.11 Budget Performance by Department

Table 3.47 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.47: Garissa County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock &, Cooperative	170.20	504.18	165.49	229.17	154.19	153.39	93.2	66.9	90.6	30.4
Environment, Energy, Natural Resource and Wildlife Management	63.15	80.00	59.95	55.30	59.95	55.30	100.0	100.0	94.9	69.1
Roads and Transport	38.32	214.00	38.32	0.00	38.98	39.36	101.7	0.0	101.7	18.4
Trade, Tourism and Enterprise	69.00	0.00	67.49	0.00	66.49	0.00	98.5	0.0	96.4	0.0
Health and Sanitation	2,518.86	453.03	2,486.37	70.53	2,422.85	175.40	97.4	248.7	96.2	38.7
Education and Labour	795.41	40.00	792.92	31.55	717.10	-	90.4	-	90.2	-
County Assembly	939.00	65.00	901.42	43.58	901.41	43.58	100.0	100.0	96.0	67.1
Office of the Governor	298.80	-	298.80	0.00	326.50	-	109.3	-	109.3	-
Finance, Revenue, Economic Planning and County Affairs	1,577.30	817.33	1,528.20	655.67	1,511.20	92.46	98.9	14.1	95.8	11.3
Gender, Social Service and Sport	56.20	40.00	55.55	23.87	55.55	60.33	100.0	252.8	98.8	150.8
Water and Irrigation	173.56	974.28	173.56	672.71	194.85	291.20	112.3	43.3	112.3	29.9
Lands, Housing and Urban Planning	281.78	43.34	281.78	43.29	293.64	67.10	104.2	155.0	104.2	154.8
Public Service Board	36.07	0.00	35.94	0.00	35.74	-	99.5	-	99.1	-
Garissa Municipality	79.30	112.63	78.74	112.63	68.74	-	87.3	-	86.7	-
TOTAL	7,096.95	3,343.79	6,964.53	1,938.29	6,847.20	978.13	98.3	50.5	96.5	29.3

Source: Garissa County Treasury

Analysis of expenditure by department shows that the Department of Lands, Housing and Urban Planning recorded the highest absorption rate of development budget at 154.8 per cent, followed by the Department of Gender, Social Service and Sport at 150.8 per cent. The Department of Water and Irrigation had the highest percentage of recurrent expenditure to budget at 112.3 per cent, while the Department of Garissa Township had the lowest at 86.7 per cent. The expenditure above 100 per cent of the budget is irregular and may indicate a diversion of funds.

3.7.12 Budget Execution by Programmes and Sub-Programmes

Table 3.48 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.48: Garissa County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorp- tion (%)
Agriculture, Livestock and Cooperative					
Agriculture Service	Agriculture Extension and Exhibition	1,200,000	400,000	800,000	33.3
Livestock Service	Livestock	96,224,397	61,314,260	34,910,137	63.7
	Livestock Production	5,550,000	350,000	5,200,000	6.3
Veterinary Service	Veterinary	33,350,000	500,000	32,850,000	1.5
Fisheries Services	Fisheries	200,000	-	200,000	-
General Administration and Support Services	General Administration and Support Services	537,257,309	244,420,056	292,837,253	45.5
Cooperative Services	Cooperative	600,000	600,000	-	100.0
	Sub Total	674,381,706	307,584,316	366,797,390	45.6
Energy, Environment and Natural Resources					-
Energy Service	Energy	1,205,000	505,000	700,000	41.9
Environment	Environment	81,100,000	55,295,992	25,804,008	68.2
Natural Resource	Natural Resource	1,600,000	1,500,000	100,000	93.8
General Administration and Support Services	General Administration and Support Services	59,243,025	57,947,750	1,295,275	97.8
	Sub Total	143,148,025	115,248,742	27,899,283	80.5
Road and Transport					-
Road Service	Road	216,417,200	41,760,520	174,656,680	19.3
General Administration and Support Services	General Administration and Support Services	35,906,400	36,582,000	- 675,600	101.9
	Sub Total	252,323,600	78,342,520	173,981,080	31.0
Trade, Tourism and Enterprise					-
Trade Service	Trade	2,400,000	600,000	1,800,000	25.0
Weight and Measure	Weight and Measure	1,350,000	1,300,000	50,000	96.3
General Administration and Support Services	General Administration and Support Services	64,447,996	64,587,055	- 139,059	100.2
Tourism Service	Tourism	802,259	-	802,259	-
	Sub Total	69,000,255	66,487,055	2,513,200	96.4
Health and Sanitation					-
Preventive and Promotive	Preventive	497,297,872	201,034,710	296,263,162	40.4
Curative	Curative	207,997,156	154,067,000	53,930,156	74.1
General Administration and Support Services	General Administration and Support Services	2,266,587,436	2,243,150,914	23,436,522	99.0
	Sub Total	2,971,882,464	2,598,252,624	373,629,840	87.4

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorp- tion (%)
Education and Labour					-
General Administration and Support Services	General Administration and Support Services	529,889,663	514,568,910	15,320,753	97.1
Vocational Services	Vocational Training Centres	12,601,200	1,886,200	10,715,000	15.0
ECD	ECD	34,412,400	13,361,000	21,051,400	38.8
Human Resource	Human Resource	244,219,292	165,103,641	79,115,651	67.6
Information and ICT	Information and ICT	14,282,733	22,182,000	- 7,899,267	155.3
	Sub Total	835,405,288	717,101,751	118,303,537	85.8
County Assembly					-
General Administration and Support Services	General Administration and Support Services	1,004,003,881	944,992,534	59,011,347	94.1
	Sub Total	1,004,003,881	944,992,534	59,011,347	94.1
Office of the Governor					-
Governor's Office	Governor	61,900,000	92,400,000	- 30,500,000	149.3
Deputy Governor	Deputy Governor	35,120,000	31,300,000	3,820,000	89.1
General Administration and Support Services	General Administration and Support Services	120,810,000	118,610,000	2,200,000	98.2
Street Lighting	Street Lighting	47,656,215	47,256,000	400,215	99.2
Intergovernmental and Institutional	Intergovernmental	17,812,430	17,622,000	190,430	98.9
County Attorney	County Attorney	15,500,000	19,310,000	- 3,810,000	124.6
	Sub Total	298,798,645	326,498,000	- 27,699,355	109.3
Finance, Revenue, Economic Planning and County Affairs					-
Accounting Service	Accounting	3,713,739	1,610,000	2,103,739	43.4
Budget Service	Budget	6,780,000	4,100,000	2,680,000	60.5
Revenue Service	Revenue	199,927,781	206,627,781	- 6,700,000	103.4
Economic and Statistic	Economic Planning	31,086,000	33,385,700	- 2,299,700	107.4
Supply Chain Service	Procurement	5,630,000	2,350,000	3,280,000	41.7
Internal Audit	Internal Audit	3,862,600	2,100,000	1,762,600	54.4
Special Program	Special Program	135,940,000	68,999,090	66,940,910	50.8
General Administration and Support Services	General Administration and Support Services	1,990,914,215	1,269,440,798	721,473,417	63.8
Donor Coordination	Donor Coordination	16,780,548	15,050,000	1,730,548	89.7
	Sub Total	2,394,634,883	1,603,663,369	790,971,514	67.0
Gender, Social Service and Sport					-
General Administration and Support Services	General Administration and Support Services	91,411,832	112,867,785	- 21,455,953	123.5

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorp- tion (%)
Social Protection	Social Protection	1,025,000	625,000	400,000	61.0
Cinemas	Cinemas	3,763,600	2,391,600	1,372,000	63.5
	Sub Total	96,200,432	115,884,385	- 19,683,953	120.5
Water and Irriga-tion					-
General Admin- istration and Sup- port Services	General Administration and Support Services	168,556,361	190,100,035	- 21,543,674	112.8
Irrigation Schemes	Irrigation Scheme	5,000,000	4,750,000	250,000	95.0
Water Supply Ser- vice	Water Infrastructure	974,278,252	291,196,811	683,081,441	29.9
	Sub Total	1,147,834,613	486,046,846	661,787,767	42.3
Lands, Housing and Urban Plan- ning					-
Urban Sanitation and Development	Urban Sanitation and Development	900,000	700,000	200,000	77.8
Urban Planning and Disaster Management	Urban Planning and Disaster Management	8,614,626	10,414,000	- 1,799,374	120.9
General Admin- istration and Sup- port Services	General Administration and Support Services	267,036,738	321,593,101	- 54,556,363	120.4
Lands	Lands	33,000,000	12,681,561	20,318,439	38.4
Housing	Housing	15,574,997	15,350,000	224,997	98.6
	Sub Total	325,126,361	360,738,662	- 35,612,301	111.0
County Public Service Board					-
General Admin- istration and Sup- port Services	General Administration and Support Services	36,072,000	35,744,000	328,000	99.1
	Sub Total	36,072,000	35,744,000	328,000	99.1
Town Municipal- ity					-
General Admin- istration and Sup- port Services	General Administration and Support Services	191,925,978	68,740,000	123,185,978	35.8
	Sub Total	191,925,978	68,740,000	123,185,978	35.8
Grand Total		10,440,738,131	7,825,324,804	2,615,413,327	74.9

Source: Garissa County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Information and ICT in the Department of Education and Labour at 155.3 per cent, Governor in the Department of Office of the Governor at 149.3 per cent, County Attorney in the Department of Office of the Governor at 124.6 per cent, and General Administration and Support Service at 123.5 per cent of budget allocation. Expenditure above 100 per cent is irregular. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.7.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.978.13 million in FY 2021/22 from the annual development budget allocation of Kshs.3.34 billion. The development expenditure represented

- 29.3 per cent of the annual development budget.
2. A high wage bill, which accounted for 60.3 per cent of the annual realised revenue of Kshs.8.77 billion, thus constraining funding to other programmes.
 3. The underperformance of own-source revenue at Kshs.65.62 million against an annual projection of Kshs.150 million, representing 43.8 per cent of the annual target.
 4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Emergency Fund and Bursary Fund reports were not submitted to the Controller of Budget.
 5. High level of pending bills which amounted to Kshs.1.44 billion as of 30th June 2022
 6. Use of manual payroll. Personnel emoluments amounting to Kshs.1.03 billion were processed through the manual payroll and accounted for 19.4 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
 7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 22nd July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.8 County Government of Homa Bay

3.8.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.9.68 billion, comprising Kshs.3.33 billion (34.6 per cent) and Kshs.6.35 billion (65.6 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.81 billion (80.6 per cent) as the equitable share of revenue raised nationally, generate Kshs.164.98 million (1.7 per cent) from its sources of revenue, and use a cash balance of Kshs.886.75 million (9.3 per cent) from FY 2020/21. The County also expected to receive Kshs.672.76 million (6.9 per cent) as conditional grants, which consisted of Kshs.279.12 million from the National Agriculture and Rural Inclusive Growth Project (NARIGP), Kshs.153.30 million for Leasing of Medical Equipment, Kshs.70.45 million for Transforming Health Systems for Universal Health Care Project, Kshs.50 million for Kenya Informal Settlement Improvement Project (KISIP II) Kshs.31.10 million For Agricultural Sector Development Support Programme (ASDSP), Kshs.14.94 million from DANIDA grant, Kshs.8.85 million for UNFPA Project and kshs.65 million for the Kenya Urban Support Programme (KUSP-UDG).

3.8.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.18 billion as the equitable share of the revenue raised nationally, raised Kshs.146.64 million as own-source revenue, Kshs.163.16 million as Appropriation-in-Aid, Kshs.103.11 million as conditional grants, and had a cash balance of Kshs.886.74 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.48 billion, as shown in Table 3.49.

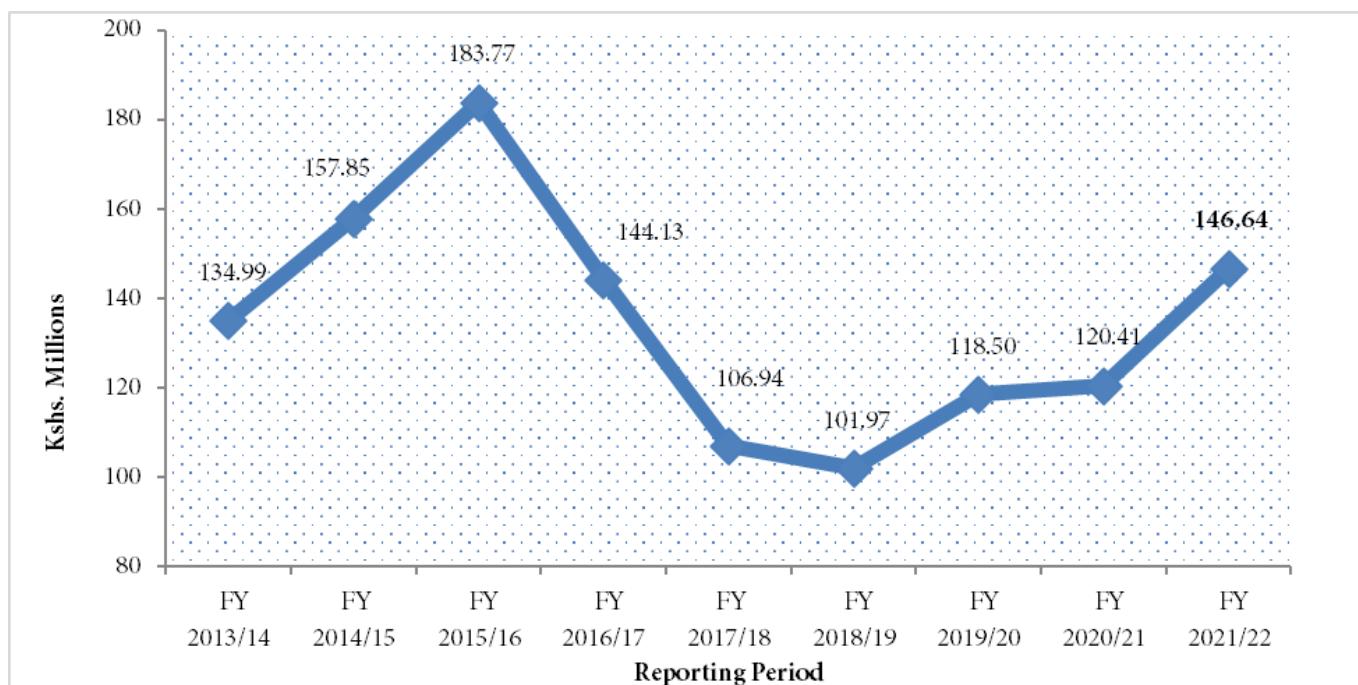
Table 3.49: Homa Bay County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs.)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,805,353,300	7,180,925,039	92.0
	Sub Total	7,805,353,300	7,180,925,039	92.0
B	Other Sources of Revenue			
1	Own Source Revenue	164,982,028	146,642,418	88.9
2	Conditional Grants	672,761,293	103,114,838	15.3
3	Balance b/f from FY2020/21	886,748,289	886,748,289	100.0
4	AIA	154,511,564	163,162,574	105.6
	Sub Total	1,879,003,174	1,299,668,119	69.2
	Grand Total	9,684,356,474	8,480,593,158	87.6

Source: Homa Bay County Treasury

Figure 3.15 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.15: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Homa Bay County Treasury

In FY 2021/22, the County generated a total of Kshs.146.64 million as own-source revenue. This amount represented an increase of 21.8 per cent compared to Kshs.120.41 million realised in FY 2020/21 and was 88.8 per cent of the annual target. The County has implemented an automated OSR collection system called Zizi Software Solutions. The increase can be attributed to the sealing of leakages in own source revenue and improved infrastructure within the open-air markets within the County.

3.8.3 Exchequer Issues

The Controller of Budget approved Kshs.7.89 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.20 billion (27.8 per cent) for development programmes and Kshs.5.69 billion (72.2 per cent) for recurrent programmes, as shown in Table 3.54.

3.8.4 Overall Expenditure Review

The County spent Kshs.7.88 billion on development and recurrent programmes during the reporting period. This expenditure represented 99.8 per cent of the total funds released by the CoB and comprised of Kshs.2.19 billion and Kshs.5.69 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 65.7 per cent. In comparison, recurrent expenditure represented 89.7 per cent of the annual recurrent expenditure budget.

3.8.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.740.70 million and comprised Kshs.16.97 million for recurrent expenditure and Kshs.723.73 million for development expenditure. During the period under review, pending bills amounting to Kshs.703.25 million were settled, consisting of Kshs.16.97 million for recurrent expenditure and Kshs.686.28 million for development programmes, as shown in Table 3.50.

Table 3.50: Progress on Settlement of Pending Bills as of 30th June 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22	Total Outstanding Pending Bills as of 30 th June 2022
				(Kshs.)	
A	B	C=A-B	D	E=C+D	
Recurrent Expenditure	16,969,604	16,969,604	-	16,918,370	16,918,370
Development Expenditure	723,732,404	686,283,110	37,449,294	827,960,772	865,410,066
Total	740,702,008	703,252,714	37,449,294	844,879,142	882,328,436

Source: Homa Bay County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.882.33 million include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.148.16 million, out of which the County has settled bills amounting to Kshs.122.89 million, leaving a balance of Kshs.25.28 million as of 30th June 2022.

3.8.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.71 billion on employee compensation, Kshs.1.04 billion on operations and maintenance, and Kshs.2.12 billion on development activities. Similarly, the County Assembly spent Kshs.405.40 million on employee compensation, Kshs.545.79 million on operations and maintenance, and Kshs.69.28 million on development activities, as shown in Table 3.51.

Table 3.51: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	5,320,876,133	1,029,394,205	4,742,921,014	951,190,573	89.1	92.4
Compensation to Employees	3,998,863,194	410,648,975	3,705,801,879	405,399,853	92.7	98.7
Operations and Maintenance	1,322,012,939	618,745,230	1,037,119,135	545,790,720	78.4	88.2
Development Expenditure	3,262,802,336	71,283,800	2,120,413,632	69,283,800	65.0	97.2
Total	8,583,678,469	1,100,678,005	6,863,334,646	1,020,474,373	80.0	92.7

Source: Homa Bay County Treasury

3.8.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 48.5 per cent of the annual realised revenue of Kshs.8.48 billion.

Personnel emoluments amounting to Kshs.3.42 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.694.33 million was processed through a manual payroll. The manual payrolls accounted for 16.9 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.4.11 billion includes Kshs. 2.12 billion attributable to the health sector, which translates to 51.5 per cent of the total wage bill in the reporting period.

3.8.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.249.03 million to county-established funds in FY 2021/22, which constituted 2.6 per cent of the County's overall budget for the year. Table 3.52 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.52: County Established Fund performance as of 30th June 2022

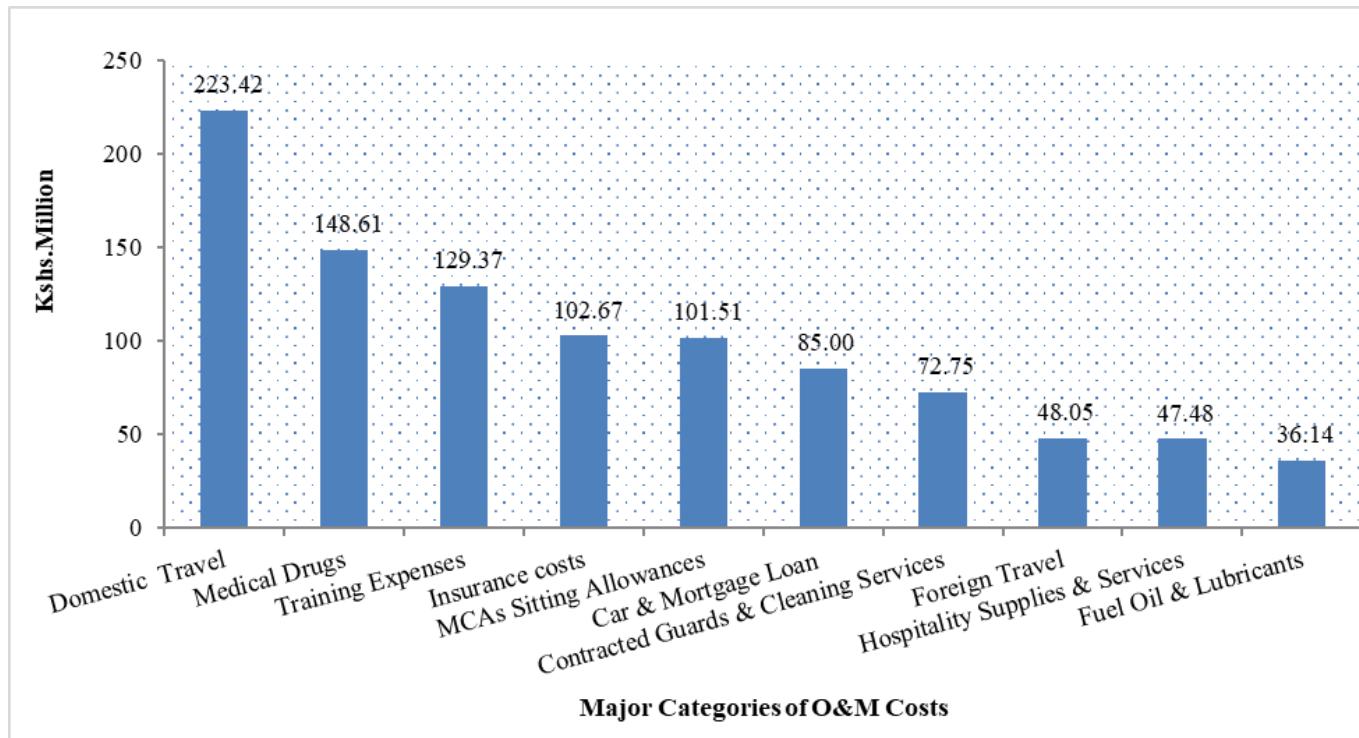
S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022
				(Yes/No.)
		A	B	C
1.	Homa Bay county car loan and mortgage fund account	-	-	No
2.	Homa Bay county Education Bursary Fund Account	51,500,000		No
3.	Homa Bay county Emergency Fund Account	100,000,000	20,700,000	No
4.	Homa Bay county Trade Fund Account	-	-	No
5.	Homa Bay County Assembly Car Loan and Mortgage Fund	97,525,627	85,000,000	No
Total		249,025,627	105,700,000	

Source: Homa Bay County Treasury

The OCoB did not receive quarterly financial returns from administrators of all the established county funds, as indicated in Table 3.52

Figure 3.16 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.16: Homa Bay County, Operations and Maintenance Expenditure by Major Categories



Source: Homa Bay County Treasury

The County Assembly spent Kshs.101.51 million on committee sitting allowances for the 61 MCAs and the Speaker against the annual budget allocation of Kshs. 117.72 million. The average monthly sitting allowance was Kshs.138,674 per MCA. The County Assembly has established 25 Committees.

During the period, expenditure on domestic travel amounted to Kshs.223.42 million and comprised Kshs.103.70 million spent by the County Assembly and Kshs.119.72 million by the County Executive. Expenditure on foreign travel amounted to Kshs.48.05 million and comprised of Kshs.28.86 million by the County Assembly and Kshs.19.19 million by the County Executive.

3.8.9 Development Expenditure

The County incurred Kshs.2.19 billion on development programmes, representing a decrease of 0.2 per cent compared to FY 2020/21 when the County spent Kshs.2.19 billion. Table 3.53 summarises development projects with the highest expenditure in the reporting period.

Table 3.53: Homa Bay County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Tourism, Sports, Youth Gender, Culture and Social Services	Construction of Homa Bay County Stadium	Arujo Ward	369,781,250	354,604,265	329,178,148	-	80	GoK	The stadium has not been completed

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Lands, Housing, Urban Development and Physical Planning	Purchase of Survey equipment	Homa Bay Town	35,000,000	35,000,000	29,342,475	-	100	GoK	The equipment was delivered and is in use
Lands, Housing, Urban Development and Physical Planning	Renovation works on Residential Houses	Homa Bay Town	23,000,000	23,000,000	22,470,177	-	100	GoK	The Houses are in use. However, the County government has not reported rental income.
Municipal Board	Completion of Homa Bay Municipal Market	Homa Bay Town	21,000,000	105,446,488	21,000,000	-	100	Donor	The market has been commissioned and is in use.
Health Services	Male & Female Ward-Mbita Hospital	Kasgunga ward	19,000,000	19,000,000	19,000,000	-	100	GoK	The road is complete and in use.
Health Services	Maternity & Theatre at Ndhiwa	Kanyam-wa -Kosewe Ward	20,000,000	20,000,000	18,337,529	-	100	GoK	
Municipal Board	Upgrading to bitumen C19 Junction to Tom Mboya University link road	Homa Bay Town	44,321,606	44,321,606	15,000,000	-	30	Donor	
Roads, Transport and Public Works	Marindi - Magina - Pala - Oria Bridge Road	Ndhiwa	14,000,000	14,000,000	13,615,430	-	100	GoK	
Roads, Transport and Public Works	Nyandiwa - Nyenga Road	Ndhiwa	8,820,294	12,023,980	12,023,980	3,203,686	100	GoK	
Roads, Transport and Public Works	Manywanda-Ko-dumba road	Ndhiwa	13,235,295	13,235,295	10,000,000	-	40	GoK	

Source: Homa Bay County Treasury

3.8.10 Budget Performance by Department

Table 3.54 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.54: Homa Bay County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock, Fisheries and Food Security	179.36	527.53	164.86	126.36	164.86	125.91	100.0	99.6	91.9	23.9
Tourism, Sports, Youth Gender, Culture and Social Services	61.73	369.61	47.90	329.18	47.90	329.18	100.0	100.0	77.6	89.1
Roads, Transport and Public Works	64.18	1,019.87	35.10	643.54	35.10	643.54	100.0	100.0	54.7	63.1
Energy and Mining	56.91	35.77	25.00	33.20	25.00	34.26	100.0	103.2	43.9	95.8
Education and ICT	514.40	104.19	445.07	79.22	455.07	78.95	102.2	99.7	88.5	75.8
Health Services	2,800.70	370.62	2,593.91	329.53	2,591.37	328.60	99.9	99.7	92.5	88.7
Lands, Housing, Urban Development and Physical Planning	52.33	89.66	27.89	94.40	27.89	88.34	100.0	93.6	53.3	98.5
Trade, Industry, Cooperatives and Enterprise Development	170.40	230.45	153.72	131.39	153.69	130.80	100.0	99.5	90.2	56.8
Water, Environment and Natural Resources	115.37	182.74	103.50	240.48	103.16	240.48	99.7	100.0	89.4	131.6
Finance, Economic Planning and Service Delivery	634.89	99.18	498.12	34.31	497.94	34.31	100.0	100.0	78.4	34.6
Office of the Governor	604.30	74.13	603.94	49.78	595.49	49.78	98.6	100.0	98.5	67.2
County Public Service Board	52.39	1.25	40.98	-	37.76	0.25	92.1	-	72.1	20.0
County Assembly	1,029.39	71.28	951.19	71.28	951.19	69.28	100.0	97.2	92.4	97.2
Municipal Board	13.93	157.79	6.40	36.00	7.70	36.00	120.3	100.0	55.3	22.8
TOTAL	6,350.27	3,334.09	5,697.58	2,198.67	5,694.11	2,189.70	99.9	99.6	89.7	65.7

Source: Homa Bay County Treasury

Analysis of expenditure by department shows that the Department of Water, Environment and Natural Resources recorded the highest absorption rate of development budget at 131.6 per cent, followed by the Department of Lands, Housing, Urban Development and Physical Planning at 98.5 per cent. The high absorption by the Department of Water, Environment and Natural Resources can be attributed to the reduction in the development vote when the County government prepared a Supplementary Budget without considering the amount already released and spent by the Department. The Office of the Governor had the highest percentage of recurrent expenditure to budget at 98.5 per cent. In comparison, the Department of Energy and Mining had the lowest at 43.9 per cent. An absorption rate above 100 per cent is irregular and indicates possible diversion of funds.

3.8.11 Budget Execution by Programmes and Sub-Programmes

summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.55: Homa Bay County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)	
Department of Agriculture, Livestock, Fisheries and Food Security						

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
Policy Planning, General Administration and Support Services	General Adminis-tration and Support Services	179,356,753	164,857,274	14,499,479	91.9
	Sub total	179,356,753	164,857,274	14,499,479	91.9
Crop, Land and Agribusiness Development Services	Agribusiness Develop- ment Services	12,880,300	12,500,000	380,300	97.0
	National Agricul-ture Rural Inclusive Growth	398,751,450	113,413,211	285,338,239	28.4
	Agriculture Sector Development Sup- port Programme	44,537,832	-	44,537,832	-
	Sub total	456,169,582	125,913,211	330,256,371	27.6
Food Security Enhancement Services	Sub Sector Infra-structure Develop- ment Services	71,364,875	-	71,364,875	-
	Sub total	71,364,875	-	71,364,875	-
Department of Tourism, Sports, Youth Gender, Culture and Social Services					
Policy, Planning and General Administration services	General Adminis-tration and Support Services	50,000,645	47,900,000	2,100,645	95.8
	Policy and Planning Services	4,629,410	-	4,629,410	-
	Sub total	54,630,055	47,900,000	6,730,055	87.7
Tourism and Culture Develop- opment Promotion Services	Tourism Develop- ment and Promoti-on Services	2,057,549	-	2,057,549	-
	Sub total	2,057,549	-	2,057,549	-
	Gender and Wom-en Empowerment	3,045,503	-	3,045,503	-
	Youth Empower- ment	2,000,000	-	2,000,000	-
	Sub total	5,045,503	-	5,045,503	-
Management and Develop- ment of Sports and Sports Facilities	Sports Infrastruc-ture Development Services	350,323,926	329,178,148	21,145,778	94.0
	Sports Management and Talent Develop- ment	19,284,339	-	19,284,339	-
	Sub total	369,608,265	329,178,148	40,430,117	89.1
Department of Roads, Transport and Public Works					
General Administration, Planning and Support Services	Human Resource and Support Ser-vices	42,773,393	31,100,000	11,673,393	72.7
	Roads and Transport Services Operations	15,189,712	4,000,000	11,189,712	26.3
	Sub total	57,963,105	35,100,000	22,863,105	60.6
Public works and mainte-nance services	Quality control and Enforcement	693,470	-	693,470	-
	Plant and Machin- ery maintenance	5,524,443	-	5,524,443	-
	Sub total	6,217,913	-	6,217,913	-

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)	
Road Development and Maintenance Services	Road Development and Rehabilitation services	771,143,002	522,451,573	248,691,429	67.8	
	Road maintenance	248,727,763	121,087,870	127,639,893	48.7	
	Sub total	1,019,870,765	643,539,443	376,331,322	63.1	
Department of Energy and Mining						
Energy Services	Electrical Power Services	31,464,324	-	31,464,324	-	
	Solar Power Services	35,768,644	34,261,525	1,507,119	95.8	
	Sub total	67,232,968	34,261,525	32,971,443	51.0	
General Administration, Planning and Support Services	Administrative Support Services	25,445,800	25,000,000	445,800	98.2	
	Sub total	25,445,800	25,000,000	445,800	98.2	
Department of Education and ICT						
General Administration and Quality Assurance Service	General administration Services	16,979,561	-	16,979,561	-	
	Quality Assurance Services	497,418,325	455,066,202	42,352,123	91.5	
	Sub total	514,397,886	455,066,202	59,331,684	88.5	
ECDE and Vocational Training Services	EYE Services	68,907,176	49,953,077	18,954,099	72.5	
	Vocational Training Services	26,232,809	20,000,000	6,232,809	76.2	
	Sub total	95,139,985	69,953,077	25,186,908	73.5	
	ICT Infrastructure Development	9,050,000	9,000,000	50,000	99.4	
	Sub total	9,050,000	9,000,000	50,000	99.4	
Department of Health Services						
Policy planning and administrative support service	Policy, Planning and Monitoring Services	303,171,046	292,457,677	10,713,369	96.5	
	Administrative Support Services	2,179,542,448	2,178,462,303	1,080,145	100.0	
	Sub total	2,482,713,494	2,470,919,980	11,793,514	99.5	
Preventive and promotive health services	Community health services	18,000,000	6,434,379	11,565,621	35.7	
	Disease control services	67,750,000	35,579,159	32,170,841	52.5	
	Facility infrastructure improvement services	103,276,310	78,435,899	24,840,411	75.9	
	Sub total	189,026,310	120,449,437	68,576,873	63.7	
Curative and rehabilitative health services	Routine medical health services	228,089,518	91,000,000	137,089,518	39.9	
	Medical emergency response services	20,000,000	-	20,000,000	-	
	Facility infrastructure improvement services	247,347,872	237,598,750	9,749,122	96.1	
	Sub total	495,437,390	328,598,750	166,838,640	66.3	
Research and development service	Research and surveillance services	2,000,000	-	2,000,000	-	
	Capacity development services	2,146,000	-	2,146,000	-	
	Sub total	4,146,000	-	4,146,000	-	
Department of Lands, Housing, Urban Development and Physical Planning						

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)	
General Administration Services	General administrative support services	37,899,737	27,889,250	10,010,487	73.6	
	General office operations	14,425,369	-	14,425,369	-	
	Sub total	52,325,106	27,889,250	24,435,856	53.3	
Lands and Physical planning	Spatial planning Services	14,800,000	14,800,000	-	100.0	
	Survey and Valuation Services	3,818,890	3,818,890	-	100.0	
	Sub total	18,618,890	18,618,890	-	100.0	
Housing and Urban Development	Housing improvement services	21,044,052	20,803,257	240,795	98.9	
	Urban Development Services	50,000,000	48,922,750	1,077,250	97.8	
	Sub total	71,044,052	69,726,007	1,318,045	98.1	
Department of Trade, Industrialization, Cooperatives and Enterprise Development						
Planning and Administrative services	Administrative and Support Services	153,818,074	149,692,428	4,125,646	97.3	
	Policy Development and Implementation Services	16,585,379	4,000,000	12,585,379	24.1	
	Sub total	170,403,453	153,692,428	16,711,025	90.2	
	Enterprise Development and Promotion Services	28,216,039	12,700,000	15,516,039	45.0	
	Trade Infrastructure Development Services	111,880,317	73,402,535	38,477,782	65.6	
	Sub total	140,096,356	86,102,535	53,993,821	61.5	
Industrial Development and Investment Services	Value Chain Development Services	90,353,220	44,695,957	45,657,263	49.5	
	Sub total	90,353,220	44,695,957	45,657,263	49.5	
Department of Water, Environment and Natural Resources						
General Administrative services	Administrative Support Services	71,389,364	69,158,871	2,230,493	96.9	
	Policy and Planning Services	43,976,281	34,000,001	9,976,280	77.3	
	Sub total	115,365,645	103,158,872	12,206,773	89.4	
Water Supply and Management Services	Urban Water Supply Services	37,297,000	38,200,000	(903,000)	102.4	
	Rural Water Supply Services	125,742,776	182,581,162	(56,838,386)	145.2	
	Sub total	163,039,776	220,781,162	(57,741,386)	135.4	
Environmental Protection and Management Services	Pollution and Waste Management services	14,703,000	14,703,000	-	100.0	
	Climate Change Services	5,000,000	5,000,000	-	100.0	
	Sub total	19,703,000	19,703,000	-	100.0	
Department of Finance, Economic Planning and Service Delivery						

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
General administration and support services	Staff Remuneration and Welfare Support Services	429,763,622	414,232,320	15,531,302	96.4
	General Logistics, Coordination and Asset Management Services	23,719,886	20,574,319	3,145,567	86.7
	Devolution and Service Delivery Support Services	5,533,056	5,533,056	-	100.0
	Sub total	459,016,564	440,339,695	18,676,869	95.9
Planning, budgeting and development coordination services	Economic planning and development services	14,101,158	12,700,000	1,401,158	90.1
	Resource Allocation Services	17,007,346	16,507,812	499,534	97.1
	Public Participation Facilitation Services	39,336,548	28,392,625	10,943,923	72.2
	Sub total	70,445,052	57,600,437	12,844,615	81.8
Strategy and service delivery management services	Monitoring and evaluation services	4,067,225	-	4,067,225	-
	Strategy and service delivery improvement services	7,331,886	-	7,331,886	-
	Sub total	11,399,111	-	11,399,111	-
Resource mobilisation services	External Resources Mobilisation Services	19,165,878	-	19,165,878	-
	Internal Revenue Generation Services	56,406,228	10,000,000	46,406,228	17.7
	Sub total	75,572,106	10,000,000	65,572,106	13.2
Financial management services	Accounting and Financial Reporting Services	28,839,308	24,311,789	4,527,519	84.3
	Audit and Advisory Services	10,034,865	-	10,034,865	-
	Emergency Management Services	78,765,091	-	78,765,091	-
	Sub total	117,639,264	24,311,789	93,327,475	20.7
Executive Services (Office of the Governor)					
Public service administration support services	Human resource management and development services	449,020,422	427,781,947	21,238,475	95.3
	Sub total	449,020,422	427,781,947	21,238,475	95.3
Governance and coordination services	Executive management and liaison services	115,963,966	109,400,865	6,563,101	94.3
	Field coordination and administration services	77,285,900	76,312,000	973,900	98.7
	Sub total	193,249,866	185,712,865	7,537,001	96.1

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)	
Strategy and service delivery improvement services	Strategy and advisory services	1,283,730	1,000,000	283,730	77.9	
	Efficiency monitoring services	15,600,550	15,000,000	600,550	96.2	
	Information and communication services	9,185,000	9,000,000	185,000	98.0	
	Disaster management services	10,090,100	6,780,138	3,309,962	67.2	
	Sub total	36,159,380	31,780,138	4,379,242	87.9	
County Public Service Board						
Policy, Planning and Administration Services	Policy and Planning Services	2,533,400	2,533,400	-	100.0	
	Administrative Support Services	36,502,286	35,221,885	1,280,401	96.5	
	Facility Improvement & Capacity Strengthening Services	1,250,000	-	1,250,000	-	
	Sub total	40,285,686	37,755,285	2,530,401	93.7	
Personnel Sourcing and Management Services	Recruitment, Selection and Deployment Services	9,565,000	-	9,565,000	-	
	Human Resource Advisory Services	1,000,000	-	1,000,000	-	
	Capacity Development Services	2,000,000	250,000	1,750,000	12.5	
	Sub total	12,565,000	250,000	12,315,000	2.0	
Performance Management Services	Performance Contracting and Appraisal Services	785,000	-	785,000	-	
	Sub total	785,000	-	785,000	-	
County Assembly Service Board						
Legislative Services	Members' welfare Support services	300,212,940	290,212,920	300,212,940	96.7	
	Legislative development and approval services	105,545,286	103,542,786	105,545,286	98.1	
	Sub total	405,758,226	393,755,706	405,758,226	97.0	
Oversight and Control Services	Capacity building services	8,000,000	8,000,000	8,000,000	100.0	
	Report writing services	25,000,000	25,000,000	25,000,000	100.0	
	Public participation and education services	14,000,000	13,800,000	14,000,000	98.6	
	Sub total	47,000,000	46,800,000	47,000,000	99.6	
Ward Representation Services	Staff welfare support services	66,628,836	66,228,800	400,036	99.4	
	Ward operations and maintenance	19,661,760	19,661,760	-	100.0	
	Sub total	86,290,596	85,890,560	400,036	99.5	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)	
Policy, Planning and Adminis-trative Support services	Administrative support services	293,382,983	239,855,156	41,002,200	86.0	
	Financial Management Services	196,962,400	184,889,151	12,073,249	93.9	
	Assembly infrastructure development Services	71,283,800	69,283,800	2,000,000	97.2	
	Sub total	561,629,183	494,028,107	55,075,449	90.2	
Homa Bay Municipal Board						
	Policy and Planning Services	5,950,000	-	5,950,000	-	
	Administration and Support Services	7,979,604	7,697,342	282,262	96.5	
	Sub total	13,929,604	7,697,342	282,262	55.3	
	Infrastructure Development Services	157,787,718	36,000,000	121,787,718	22.8	
	Sub total	157,787,718	36,000,000	121,787,718	22.8	
Grand Total		9,684,356,474	7,883,905,019	1,800,547,455	81.4	

Source: Homa Bay County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Rural Water Supply Services in the Department of Water, Environment and Natural Resources at 145.2 per cent, Urban Water Supply Services in the Department of Water, Environment and Natural Resources at 102.4 per cent. This is because the development budget was drastically reduced during the second Supplementary budget, and Spatial planning Services in the Department of Lands and Physical Planning were at 100 per cent of budget allocation. An absorption rate above 100 per cent is irregular and indicates possible diversion of funds.

3.8.12 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 48.5 per cent of the annual realised revenue of Kshs.8.48 billion in FY 2021/22, thus constraining funding to other programmes.
2. Weak budgeting practice as shown in Table 3.54, where the County incurred expenditure over approved budgetary allocations. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.
3. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. Reports for the Homa Bay County Assembly Car Loan and Mortgage Fund and Homa Bay County Emergency Fund were not submitted to the Controller of Budget.
4. High level of pending bills which amounted to Kshs.882.33 billion as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.694.33 million were processed through the manual payroll and accounted for 16.9 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 28th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments)*

- Regulations, 2015.*
2. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
 3. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
 4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
 5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
 6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.9 County Government of Isiolo

3.9.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.6.37 billion, comprising Kshs.2.2 billion (34.5 per cent) and Kshs.4.17 billion (65.5 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.4.71 billion (74 per cent) as the equitable share of revenue raised nationally, generate Kshs.113.69 million (1.8 per cent) from its sources of revenue, and use a cash balance of Kshs.878.48 million (13.8 per cent) from FY 2020/21. The County also budgeted to receive Kshs.665.28 million (10.4 per cent) as conditional grants, which comprised Kshs.330.70 million for the Climate Smart Agricultural Project, DANIDA grant amounting to Kshs.9.40 million, Transforming Health Systems for Universal Care Grant amounting to Kshs.25.53 million, Sweden Agricultural Sector Development Support Programme amounting to Kshs.26.38 million, Kshs.76.03 million for Emergency Locust Response Project, Kenya Devolution Support Program - Level 1 Grant amounting to Kshs.120.37 million, UNFPA-9th Country Programme implementation amounting to Kshs.8.86 million and supplement for construction of County Headquarters amounting to Kshs.68 million

3.9.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.33 billion as the equitable share of the revenue raised nationally, raised Kshs.107.83 million as own-source revenue, Kshs.446.42 million as conditional grants, and had a cash balance of Kshs.878.48 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.5.77 billion, as shown in Table 3.56.

Table 3.56 : Isiolo County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	4,710,388,265	4,333,556,996	92
Sub Total		4,710,388,265	4,333,556,996	92
B	Other Sources of Revenue			
1	Own Source Revenue	113,686,337	107,832,875	94.9
2	Conditional Grants	665,286,901	446,429,645	67.1
3	Balance b/f from FY2020/21	878,478,632	878,478,632	100
Sub Total		1,657,451,870	1,432,741,152	86.4
Grand Total		6,367,840,135	5,766,298,148	90.6

Source: Isiolo County Treasury

Figure 3.17 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.17: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Isiolo County Treasury

In FY 2021/22, the County generated a total of Kshs.107.83 million as own-source revenue. This amount represented an increase of 88.6 per cent compared to Kshs.57.18 million realised in FY 2020/21 and was 94.9 per cent of the annual target. The County has not implemented an automated OSR collection system.

3.9.3 Exchequer Issues

The Controller of Budget approved Kshs.5.34 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.1.45 million (27.2 per cent) for development programmes and Kshs.3.89 billion (72.8 per cent) for recurrent programmes, as shown in Table 3.61.

3.9.4 Overall Expenditure Review

The County spent Kshs.4.96 billion on development and recurrent programmes during the reporting period. This expenditure represented 93 per cent of the total funds released by the CoB and comprised of Kshs.1.17 billion and Kshs.3.79 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 53.3 per cent, while recurrent expenditure represented 90.9 per cent of the annual recurrent expenditure budget.

3.9.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.977.9 million and comprised of Kshs.826.56 million by the County Executive and Kshs.151.34 million for the County Assembly, as shown in Table 3.57.

Table 3.57: Pending Bills as of 30th June, 2022

Classification	Outstanding Pending Bills as of 30 June 2022		
	County Executive (Kshs.)	County Assembly (Kshs.)	Total (Kshs.)
Development Expenditure	185,876,996	151,340,424	337,217,420
Recurrent Expenditure	640,682,037	-	640,682,037
Total pending Bills	826,559,033	151,340,424	977,899,457

Source: Isiolo County Treasury

3.9.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.1.35 billion on employee compensation, Kshs.1.97 billion on operations and maintenance, and Kshs.1.12 billion on development activities. Similarly, the County Assembly spent Kshs.279.78 million on employee compensation, Kshs.156.84 million on operations and maintenance, and Kshs.56.43 million on development activities, as shown in Table 3.58.

Table 3.58: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,721,278,400	448,252,680	3,067,851,410	448,090,016	82.4	100.0
Compensation to Employees	1,558,552,147	279,780,933	1,352,585,841	279,780,933	86.8	100.0
Operations and Maintenance	2,162,726,253	168,471,747	1,970,460,800	156,836,453	91.1	93.1
Development Expenditure	2,096,309,055	102,000,000	1,115,713,098	56,426,214	53.2	55.3
Total	9,538,865,855	998,505,360	7,506,611,149	941,133,616	78.7	94.3

Source: Isiolo County Treasury

3.9.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 28.3 per cent of the annual realised revenue of Kshs.5.77 billion.

Personnel emoluments amounting to Kshs.1.33 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.21.6 million was processed through a manual payroll. The manual payroll accounted for 1.6 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.1.35 billion includes Kshs.829.65 million attributable to the health sector, which translates to 61.3 per cent of the total wage bill in the reporting period.

3.9.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.180 million to county-established funds in FY 2021/22, constituting 2.8 per cent of the County's overall budget for the year. Table 3.59 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.59: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Emergency fund	110,000,000	107,923,753	Yes	98
2.	Bursary fund	70,000,000	55,501,612	Yes	79.3
	Total	180,000,000	163,425,365		

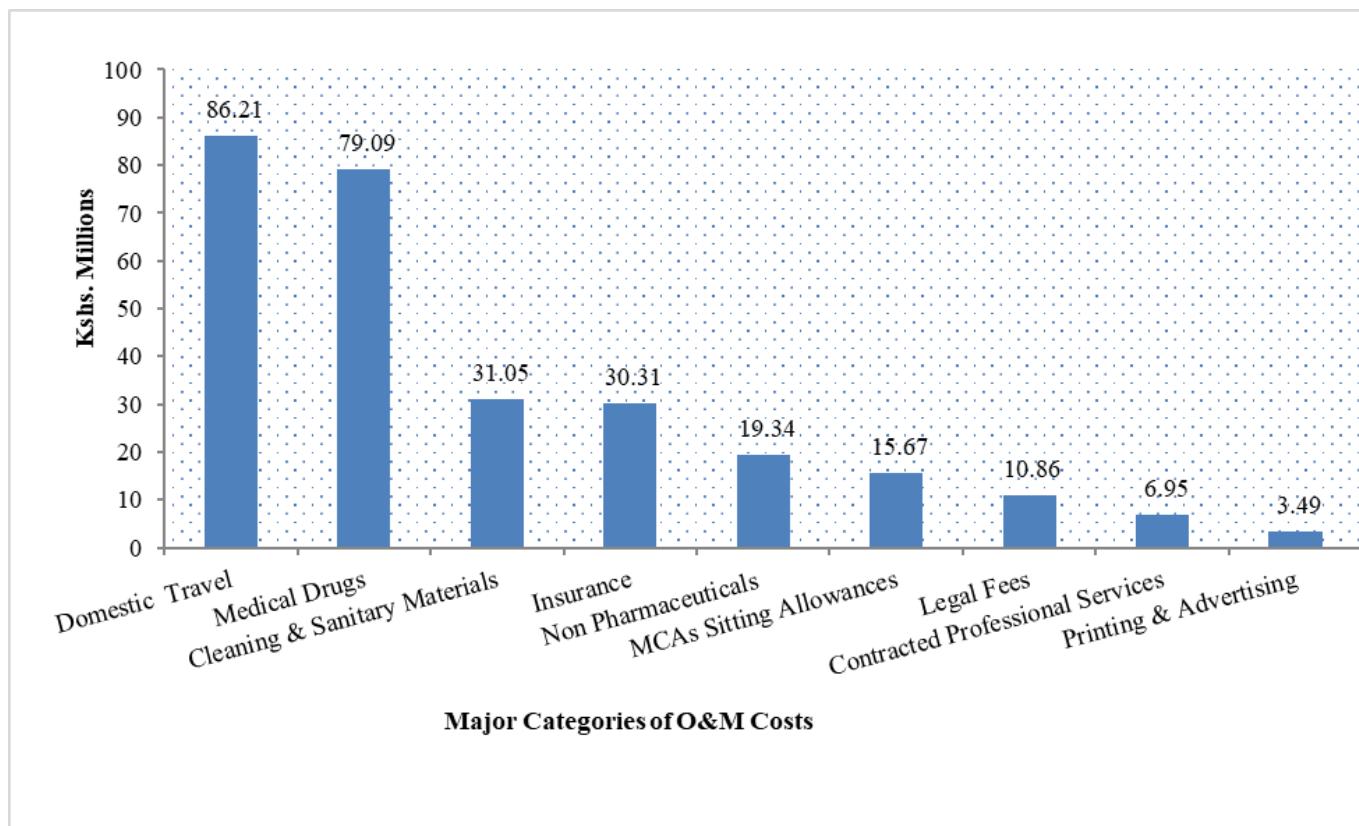
Source: Isiolo County Treasury

The OCoB received quarterly financial returns from administrators of the Bursary Fund and the Emergency Fund, as indicated in Table 3.59.

3.9.9 Expenditure on Operations and Maintenance

Figure 3.18 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.18: Isiolo County, Operations and Maintenance Expenditure by Major Categories



Source: Isiolo County Treasury

The County Assembly spent Kshs.15.67 million on committee sitting allowances for the 18 MCAs and the Speaker against the annual budget allocation of Kshs.15.67 million. The average monthly sitting allowance was Kshs.72,543 per MCA. The County Assembly has established 13 Committees.

During the period, expenditure on domestic travel amounted to Kshs.86.21 million and comprised Kshs.56.56 million spent by the County Assembly and Kshs.29.65 million by the County Executive. Expenditure on foreign travel amounted to Kshs.0.47 million and was entirely incurred by the County Executive.

3.9.10 Development Expenditure

The County incurred Kshs.1.17 billion on development programmes, representing a decrease of 4.8 per cent compared to FY 2020/21, when the County spent Kshs.1.23 billion. Table 3.60 summarises development projects with the highest expenditure in the reporting period.

Table 3.60: Isiolo County, List of Development Projects with the Highest Expenditure

Department	Project details	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
County Assembly	Construction of County assembly chambers	Isiolo Municipality	15,800,000	15,053,586	95.3
Municipal administration	Construction of Isiolo market	Isiolo Municipality	50,536,430	21,690,389	42.9

Department	Project details	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
Youth and Sports	Construction of Isiolo Stadium	Isiolo Municipality	75,000,000	27,166,144	36.2
Water and Irrigation	Kijito pipeline extension	Burat ward	5,000,000	4,928,604	98.6
Water and Irrigation	Purchase and installation of 5 Gensets	County Wide	11,500,000	11,147,400	96.9
Municipal administration	Cabro paving Isiolo CB-D(1.2Kms)	Isiolo Municipality	101,147,532	30,887,311	30.5
Municipal administration	municipal road improvement	Isiolo Municipality	25,437,120	25,437,120	100
Health Services	Construction of KMTC-Hostels Gardening	Isiolo Municipality	5,000,000	4,217,000	84.3
Health Services	Construction of maternity ward at Bulapesa Dispensary	Cherab Ward	4,500,000	4,402,100	97.8
Health Services	Construction of ENT Clinic	Garbatula	1,600,000	1,231,870	77
Health Services	Equipping of Lenguruma dispensary	Oldonyiro	4,000,000	3,876,320	96.9

Source: Isiolo County Treasury

3.9.11 Budget Performance by Department

Table 3.61 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.61: Isiolo County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	448.25	102.00	445.25	56.88	448.09	56.43	100.6	99.2	100.0	55.3
Office of the Governor	307.65	-	306.62	-	288.95	-	94.2	-	93.9	-
County Public Service Board	59.71	-	55.63	-	55.20	-	99.2	-	92.5	-
Deputy Governor	25.00	-	24.49	-	21.17	-	86.5	-	84.7	-
County Secretary	31.13	-	25.43	-	25.23	-	99.2	-	81.1	-
Administration and PSM	254.32	12.23	130.04	7.00	139.40	6.52	107.2	93.2	54.8	53.3
Delivery Unit	19.70	-	19.91	-	18.88	-	94.8	-	95.8	-
Cohesion, Inter-governmental Relations, Aid co-ordination, Disaster Management	70.14	-	60.73	-	64.04	-	105.4	-	91.3	-

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Finance and Economic Planning	259.12	459.37	214.63	332.98	218.68	167.65	101.9	50.3	84.4	36.5
Special Programmes and ICT	254.30	110.00	212.66	110.00	210.38	110.00	98.9	100.0	82.7	100.0
Economic Planning	65.26	-	58.55	-	56.70	-	96.8	-	86.9	-
Lands and Physical Planning	28.77	22.75	21.41	20.37	26.99	21.51	126.1	105.6	93.8	94.6
Roads and Infrastructure	18.25	118.78	14.18	111.20	13.97	54.67	98.5	49.2	76.6	46.0
Public Works and Housing	24.13	-	19.91	-	19.93	-	100.1	-	82.6	-
Municipal Administration	70.99	177.12	62.02	45.45	58.85	85.17	94.9	187.4	82.9	48.1
Agriculture	50.75	587.72	48.63	298.64	47.96	213.66	98.6	71.5	94.5	36.4
Livestock, Veterinary and Fisheries	141.18	70.13	120.09	59.11	136.08	57.07	113.3	96.6	96.4	81.4
Education and Vocational Training	239.61	26.26	234.60	10.10	223.93	18.30	95.5	181.2	93.5	69.7
Youth and Sports	35.02	134.98	34.84	61.58	31.39	87.81	90.1	142.6	89.6	65.1
Culture and Social Services	21.37	31.70	19.21	2.00	15.95	3.90	83.0	195.2	74.6	12.3
Tourism and Wildlife Management	233.61	10.00	207.81	8.37	216.47	3.00	104.2	35.8	92.7	30.0
Trade, Industries, Cooperatives	60.94	2.50	55.44	2.50	52.14	-	94.1	-	85.6	-
Water and Irrigation	101.57	152.23	88.30	122.10	74.00	142.78	83.8	116.9	72.9	93.8
Environment and Natural Resources	39.83	43.81	36.85	37.74	35.66	41.34	96.8	109.6	89.5	94.4
Health Services	1,308.92	136.73	1,306.23	87.94	1,271.05	102.32	97.3	116.3	97.1	74.8
Total	4,170	2,198	3,823	1,374	3,771	1,172	98.6	85.3	90.4	53.3

Source: Isiolo County Treasury

Analysis of expenditure by department shows that the Department of Special Programmes and ICT recorded the highest absorption rate of development budget at 100 per cent, followed by the Department of Lands and Physical Planning at 94.6 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Administration and Public Service Management had the lowest at 54.8 per cent.

3.9.12 Budget Execution by Programmes and Sub-Programmes

Table 3.62 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.62: Isiolo County, Budget Execution by Programmes and Sub-programmes

Program	Sub Program	Description	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
101003510		Livestock resource management and development	113,509,713	92,169,488	21,340,225	81.2
	101023510	Livestock Production	113,509,713	92,169,488	21,340,225	81.2
103003510		Administrative, planning, and support services	50,748,528	45,583,781	5,164,747	89.8

Program	Sub Program	Description	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs)	Absorption (%)
	103013510	Administration and Support Services	50,748,528	45,583,781	5,164,747	89.8
105003510		Value Addition	27,672,762	17,185,000	10,487,762	62.1
	105013510	Veterinary Support Services	27,672,762	17,185,000	10,487,762	62.1
107003510		Planning and Survey of Urban Areas (Modogashe and Ol ndonyiro)	24,132,288	19,136,779	4,995,509	79.3
	107013510	Administration and Planning Services	24,132,288	19,136,779	4,995,509	79.3
109003510		Land Survey and land use planning	28,766,821	26,992,012	1,774,809	93.8
	109013510	County land planning and spatial development	28,766,821	26,992,012	1,774,809	93.8
204003510		Public Works.	18,250,840	12,790,056	5,460,784	70.1
	204013510	Road Improvement	18,250,840	12,790,056	5,460,784	70.1
207003510		Municipal Administration	70,990,354	52,892,003	18,098,351	74.5
	207013510	General Administration and Planning	70,990,354	52,892,003	18,098,351	74.5
301003510		Trade development and promotion	60,935,150	33,019,337	27,915,813	54.2
	301013510	Entrepreneurship and business management training	60,935,150	33,019,337	27,915,813	54.2
304003510		Tourism Promotion	233,605,944	175,745,999	57,859,945	75.2
	304023510	Tourism Development	233,605,944	175,745,999	57,859,945	75.2
401003510		Health Preventive and Promotive Services	12,060,000	14,968,249	- 2,908,249	124.1
	401023510	Preventive and Promotive Health Services	-	3,750,000	- 3,750,000	-
	401033510	Disease Surveillance And Epidemic preparedness	12,060,000	11,218,249	841,751	93.0
402003510		Health Curative Services	1,124,423,451	1,084,117,880	40,305,571	96.4
	402013510	Provision Of Essential Health products In all The Level	13,550,000	13,047,300	502,700	96.3
	402033510	Administration Support Services	1,110,873,451	1,071,070,580	39,802,871	96.4
403003510		Administration and Planning	172,440,945	150,783,398	21,657,547	87.4
	403013510	Curative and Rehabilitative Health Services	172,440,945	150,783,398	21,657,547	87.4
501003510		Administration, Planning and Support Services.	239,606,884	215,198,775	24,408,109	89.8
	501013510	Administration	169,606,884	145,198,775	24,408,109	85.6
	501033510	Contracted Services	70,000,000	70,000,000	-	100.0
504003510		Management and development of Sports and sports facilities	35,024,991	27,518,499	7,506,492	78.6
	504013510	Sports Academy Centre	35,024,991	27,518,499	7,506,492	78.6
505003510		Culture and Social Services	21,374,319	9,402,302	11,972,017	44.0
	505013510	Culture Development	21,374,319	9,402,302	11,972,017	44.0
701003510		Management of County Affairs	307,646,808	262,062,027	45,584,781	85.2
	701013510	Personnel Services	307,646,808	262,062,027	45,584,781	85.2
708003510		Prudent use of Financial Resources	19,704,882	18,428,119	1,276,763	93.5
	708013510	Governors Delivery Unit	19,704,882	18,428,119	1,276,763	93.5
709003510		Administration and support services	265,131,806	210,741,228	54,390,578	79.5
	709013510	Personnel Services	94,364,868	87,671,944	6,692,924	92.9
	709023510	Support Services	159,102,408	117,207,524	41,894,884	73.7
	709083510	Administrative Infrastructure support	11,664,530	5,861,760	5,802,770	50.3

Program	Sub Program	Description	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs)	Absorption (%)
710003510		Public financial management	5,652,500	6,170,500	- 518,000	109.2
	710013510	Administrative Services	-	538,000	- 538,000	-
	710043510	Audit Services	5,652,500	5,632,500	20,000	99.6
711003510		Economic Planning and Coordi- nation ion	65,263,933	56,704,709	8,559,224	86.9
	711013510	Monitoring and Evaluation	38,177,682	29,990,719	8,186,963	78.6
	711023510	Economic Policy and County De- velopment Plans	10,046,251	10,008,100	38,151	99.6
	711043510	County Development Stakehold- ers Forums	8,900,000	8,757,690	142,310	98.4
	711053510	County Baseline Surveys on County Development Indicators	7,000,000	6,863,600	136,400	98.1
	711073510	Capacity building and Support to Departments	1,140,000	1,084,600	55,400	95.1
712003510		Cohesion and Peace Building	70,139,535	63,327,230	6,812,305	90.3
	712013510	Administrative and Civic Educa- tion Services	70,139,535	63,327,230	6,812,305	90.3
713003510		County Governance and Coor- dination Affairs	25,000,000	21,168,936	3,831,064	84.7
	713013510	County Governance	-	1,321,800	- 1,321,800	-
	713033510	Intergovernmental Services (Dep- uty Governor Services)	25,000,000	19,847,136	5,152,864	79.4
716003510		County Devolved Administra- tive Affairs	31,127,905	20,263,276	10,864,629	65.1
	716013510	Devolved Administrative Affairs	31,127,905	20,263,276	10,864,629	65.1
719003510		Town administration, planning and support services	242,657,578	128,953,978	113,703,600	53.1
	719023510	General Administration Support Services	242,657,578	128,953,978	113,703,600	53.1
723003510		County Public Service	59,706,625	55,050,663	4,655,962	92.2
	723023510	Administration Support Services	59,706,625	55,050,663	4,655,962	92.2
725003510		Special programmes	254,303,285	209,590,158	44,713,127	82.4
	725023510	Disaster management	254,303,285	209,590,158	44,713,127	82.4
726003510		KDSP(Kenya Devolution Sup- port Programme) Conditional Grant	-	- 2,056,000	2,056,000	-
	726013510	Kenya Devolution Support	-	- 2,056,000	2,056,000	-
1001003510		Provision & Management of do- mestic & livestock rural water supply	101,570,612	67,981,857	33,588,755	66.9
	1001013510	Administration and Planning Support Services	101,570,612	67,981,857	33,588,755	66.9
1003003510		Conservation of Environment & Natural Resources	39,829,941	15,762,062	24,067,879	39.6
	1003013510	Administration and Support Ser- vices	39,829,941	15,762,062	24,067,879	39.6
		Grand Total	3,721,278,400	3,111,652,301	609,626,099	83.6
101003510		Livestock resource management and development	38,131,151	26,475,000	11,656,151	69.4
	101023510	Livestock Production	38,131,151	26,475,000	11,656,151	69.4
102003510		Fisheries development	32,000,000	14,097,500	17,902,500	44.1
	102033510	capacity building	32,000,000	14,097,500	17,902,500	44.1
104003510		Crop Productivity Improvement	587,716,962	213,658,786	374,058,177	36.4
	104013510	Increase food productivity & out- put by 30%.	-	-	-	-
	104043510	Establishment of Demo Farms	43,498,333	-	43,498,333	-

Program	Sub Program	Description	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs)	Absorption (%)
	104053510	Administration Climate Change Mitigation	544,218,629	213,658,786	330,559,844	39.3
107003510		Planning and Survey of Urban Areas (Modogashe and Ol ndonyiro)	-	-	-	-
	107013510	Administration and Planning Services	-	-	-	-
109003510		Land Survey and land use planning	22,753,823	21,514,530	1,239,293	94.6
	109023510	County Land Survey and Mapping	22,753,823	21,514,530	1,239,293	94.6
204003510		Public Works.	118,784,675	54,666,178	64,118,497	46.0
	204023510	Estate Flood lighting facilities.	118,784,675	54,666,178	64,118,497	46.0
206003510		KUSP	-	-	-	-
	206023510	Urban Development	-	-	-	-
207003510		Municipal Administration	177,121,082	85,170,472	91,950,610	48.1
	207023510	Infrastructural Development	177,121,082	85,170,472	91,950,610	48.1
301003510		Trade development and promotion	2,500,000	-	2,500,000	-
	301013510	Entrepreneurship and business management training	2,500,000	-	2,500,000	-
304003510		Tourism Promotion	10,000,000	3,000,000	7,000,000	30.0
	304033510	Protection of endangered wildlife animals.	10,000,000	3,000,000	7,000,000	30.0
401003510		Health Preventive and Promotive Services	136,729,585	102,320,961	34,408,624	74.8
	401023510	Preventive and Promotive Health Services	136,729,585	102,320,961	34,408,624	74.8
	401053510		-	-	-	-
502003510		Provision of education and training services	21,363,760	13,413,858	7,949,902	62.8
	502013510	ECDE Classroom Infrastructure	21,363,760	13,413,858	7,949,902	62.8
	502043510	Promotion of Quality Youth empowerment	-	-	-	-
503003510		Cultural and Arts Empowerment	4,892,403	4,882,403	10,000	99.8
	503053510		4,892,403	4,882,403	10,000	99.8
504003510		Management and development of Sports and sports facilities	134,975,000	80,848,856	54,126,144	59.9
	504013510	Sports Academy Centre	134,975,000	80,848,856	54,126,144	59.9
709003510		Administration and support services	351,234,519	174,176,177	177,058,342	49.6
	709083510	Administrative Infrastructure support	80,234,519	6,524,871	73,709,648	8.1
	709133510	Public Financial Management Services	271,000,000	167,651,306	103,348,694	61.9
712003510		Cohesion and Peace Building	-	-	-	-
	712013510	Administrative and Civic Education Services	-	-	-	-
725003510		Special programmes	110,000,000	11,490,000	98,510,000	10.4
	725023510	Disaster management	110,000,000	11,490,000	98,510,000	10.4
726003510		KDSP(Kenya Devolution Support Programme) Conditional Grant	120,374,189	-	120,374,189	-
	726013510	Kenya Devolution Support	120,374,189	-	120,374,189	-
902003510			31,700,000	3,903,000	27,797,000	12.3

Program	Sub Program	Description	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs)	Absorption (%)
	902023510	Marginalised Group Empowerment support services	19,700,000	1,903,000	17,797,000	9.7
	902033510	Empowerment Support Services	12,000,000	2,000,000	10,000,000	16.7
1002003510		Water Supply and Storage Services	152,225,167	142,780,621	9,444,546	93.8
	1002023510	Water Supply and Storage	152,225,167	142,780,621	9,444,546	93.8
	1002043510	Civil Works-Establishment of Dams & Pans	-	-	-	-
1003003510		Conservation of Environment & Natural Resources	43,806,739	41,344,756	2,461,983	94.4
	1003023510	Environmental Conservation	43,806,739	41,344,756	2,461,983	94.4
		Administration Support Services	267,433,086	267,377,829	55,257	100.0
						-
		Legislative service	180,819,594	180,712,187	107,407	99.9
						-
		Infrastructure support	102,000,000	56,426,214	45,573,786	55.3
		Grand Total	6,367,840,135	4,609,911,628	1,757,928,507	72.4

Source: Isiolo County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Preventive and Promotive Health in the Department of Health at 124.1 per cent, Administrative Support services in the Department of County Assembly at 100 per cent, County Land Planning and Spatial Development in the Department of Lands and Physical Planning at 93.8 per cent, and Governors Delivery unit in the Governor's department at 93.5 per cent of budget allocation.

3.9.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Weak budgeting practices. As shown in Table 3.61, the County incurred expenditure over approved budgetary allocations. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than the intended purposes
2. High level of pending bills which amounted to Kshs.977.9 million as of 30th June 2022.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.21.6 million were processed through the manual payroll and accounted for 1.6 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 22nd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked intact into the CRF account per Section 109 (2) of the PFM Act, 2012.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.10 County Government of Kajiado

3.10.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.11.02 billion, comprising Kshs.3.57 billion (32.4 per cent) and Kshs.7.45 billion (67.6 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.95 billion (72.2 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.6 billion (14.5 per cent) from its sources of revenue, and use a cash balance of Kshs.283.4 million (2.6 per cent) from FY 2020/21. The County also expected to receive Kshs.1.19 billion (10.8 per cent) as conditional grants, which consisted of Transforming Healthcare Systems for Universal Care at Kshs.142.1 million; DANIDA at Kshs.14.2 million; Nutrition International Fund at Kshs.10 million; COVID-19 Response Funds (Balance b/f) at Kshs.1.49 million; Agriculture Sector Development Support Programme (ASDSP) at Kshs.24.7 million; Kenya Climate Smart Agriculture Project (KCSAP) including balance b/f 2020/21 at Kshs.448.98 million; Kenya Development Support Program (KDSP) Level I and II at Kshs.244 million; Kenya Urban Support Programme (KUSP) at Kshs.219.4 million; Kenya Informal Settlement Improvement Project (KISIP) at Kshs.50 million; and Roads Maintenance Levy Fund (RMLF) (b/f 2020/21FY) at Kshs.33.7 million.

3.10.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.32 billion as the equitable share of the revenue raised nationally, raised Kshs.527.94 million as own-source revenue, and Kshs.212.95 million as conditional grants. The total funds available for budget implementation during the period amounted to Kshs.8.06 billion, as shown in Table 3.28.

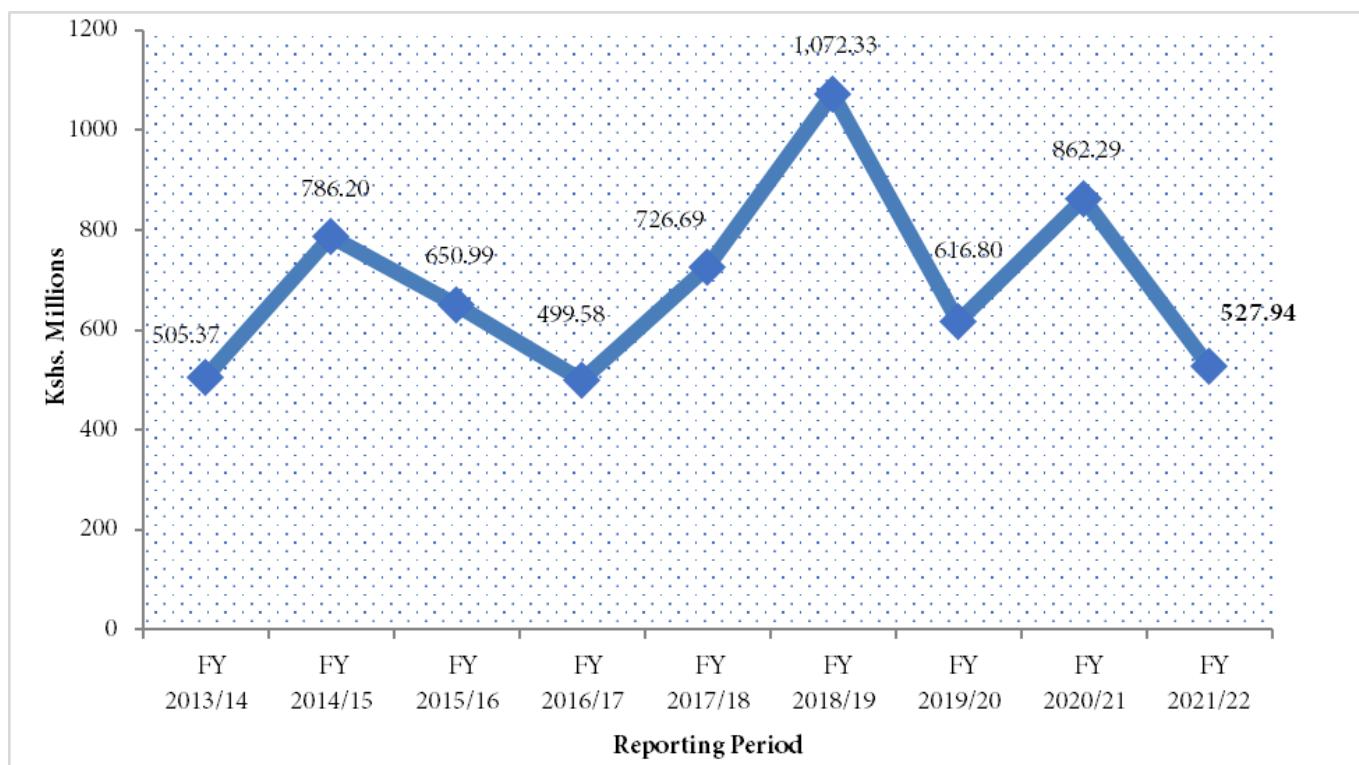
Table 3.63: Kajiado County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,954,768,229	7,321,566,217	92.0
	Sub Total	7,954,768,229	7,321,566,217	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,595,132,700	527,943,689	33.1
2.	Conditional Grants	1,188,789,664	212,951,940	17.9
3.	Balance b/f from FY 2020/21	283,399,846	-	-
	Sub Total	3,067,322,210	740,895,629	24.2
	Grand Total	11,022,090,439	8,062,461,847	73.1

Source: Kajiado County Treasury

Figure 3.19 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.19: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kajiado County Treasury

In FY 2021/22, the County generated a total of Kshs.527.94 million as own-source revenue. This amount represented a decrease of 14.4 per cent compared to Kshs.616.80 million realised in FY 2020/21 and was 33.1 per cent of the annual target.

3.10.3 Exchequer Issues

The Controller of Budget approved Kshs.8.21 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.31 billion (28.1 per cent) for development programmes and Kshs.5.90 billion (71.9 per cent) for recurrent programmes, as shown in Table 3.67.

3.10.4 Overall Expenditure Review

The County spent Kshs.7.67 billion on development and recurrent programmes during the reporting period. This expenditure represented 93.4 per cent of the total funds released by the CoB and comprised of Kshs.2.12 billion and Kshs.5.55 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 59.3 per cent, while recurrent expenditure represented 74.5 per cent of the annual recurrent expenditure budget.

3.10.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.1.08 billion million and comprised of Kshs. 1.07 billion by the County Executive Kshs. 4.63 million by the County Assembly. The County Government of Kajiado did not submit a report showing a breakdown of the pending bills and payment status.

3.10.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicated that the County Executive spent Kshs.3.4 billion on employee compensation, Kshs.1.39 billion on operations and maintenance, and Kshs.2.1 billion on development activities. Similarly, the County Assembly spent Kshs.309.04 million on employee compensation, Kshs.450.88 million on operations and maintenance, and Kshs.19.41 million on development activities, as shown in Table 3.64.

Table 3.64: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Recurrent Expenditure	6,576,319,377	875,404,523	4,791,601,863	759,926,179	72.9	86.8
Compensation to Employees	3,971,307,999	309,087,789	3,401,783,304	309,044,054	85.7	100
Operations and Maintenance	2,605,011,378	566,316,734	1,389,818,559	450,882,125	53.4	79.6
Development Expenditure	3,385,066,539	185,300,000	2,099,549,464	19,407,279	62.0	10.5
Total	9,961,385,916	1,060,704,523	6,891,151,327	779,333,458	69.2	73.5

Source: Kajiado County Treasury

3.10.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 46 per cent of the annual realised revenue of Kshs.8.06 billion.

Personnel emoluments amounting to Kshs.3.70 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.13.98 million was processed through a manual payroll. The manual payroll accounted for 0.4 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.71 billion includes Kshs.1.64 billion attributable to the health sector, which translates to 44.2 per cent of the total wage bill in the reporting period.

3.10.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.261.29 million to county-established funds in FY 2021/22, constituting 2.4 per cent of the County's overall budget for the year.

Table 3.65 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.65: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
1.	Kajiado Alcoholic Drinks Control Fund	66,290,000	-	Yes	-
2.	Bursary Fund - Scholarships and other Educational Benefits	150,000,000	75,000,000	Yes	50.0
3.	Micro finance-Disability Fund programme	10,000,000	5,000,000	Yes	50.0
4.	Kajiado County Executive Car Loans & Mortgage Fund	23,500,000	15,500,000	Yes	66.0
5.	Micro-finance - Youth & Women Enterprise Fund	10,000,000	7,500,000	Yes	75.0
6.	Kajiado County Women Empowerment Fund	-	-	Yes	-
7.	Covid-19 Response Fund	1,499,045	-	Yes	-
Total		261,289,045	103,000,000		39.4

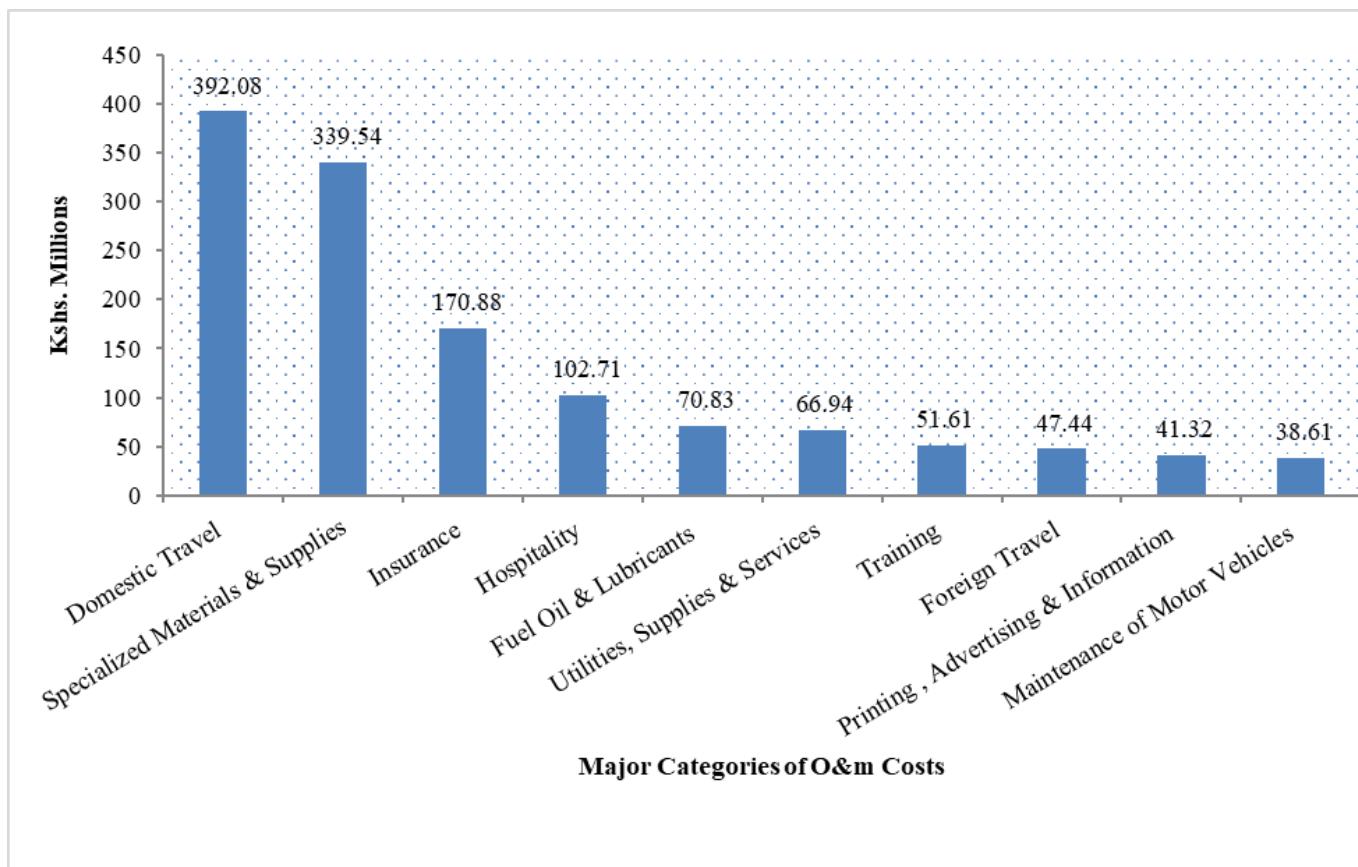
Source: Kajiado County Treasury

The OCoB received quarterly financial returns from administrators of 23 funds, as indicated in Table 3.65.

3.10.9 Expenditure on Operations and Maintenance

Figure 3.20 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.20: Kajiado County, Operations and Maintenance Expenditure by Major Categories



Source: Kajiado County Treasury

The County Assembly spent Kshs.8.13 million on committee sitting allowances for the 42 MCAs and the Speaker against the annual budget allocation of Kshs.10 million. The average monthly sitting allowance was Kshs.16,137 per MCA. The County Assembly has established 19 Committees.

During the period, expenditure on domestic travel amounted to Kshs.392.08 million and comprised Kshs.169.48 million spent by the County Assembly and Kshs.222.60 million by the County Executive. Expenditure on foreign travel amounted to Kshs.47.44 million and comprised of Kshs.42.04 million by the County Assembly and Kshs.5.40 million by the County Executive.

3.10.10 Development Expenditure

The County incurred Kshs.2.12 billion on development programmes, representing a decrease of 25.6 per cent compared to FY 2020/21, when the County spent Kshs. 2.85 billion. Table 3.66 summarises development projects with the highest expenditure in the reporting period.

Table 3.66: Kajiado County, List of Development Projects with the Highest Expenditure

Project Name	Location	Sector	Contract Sum (Kshs.)	Amount paid to date (Kshs)	Implementation status (%)
Lesoit Earth Dam	Matapato South	Agriculture	18,600,432	16,740,387	90.0
Kitenden Earth Dam	Entonet/Lenkism	Agriculture	18,582,620	16,724,358	90.0
Esiret Earth Dam	Purko	Agriculture	17,590,762	16,711,223	95.0
Lenchoni Earth Dam	Magadi	Agriculture	18,552,153	16,696,937	90.0
Oldepe Earth Dam	Purko	Agriculture	18,466,620	16,619,958	90.0

Project Name	Location	Sector	Contract Sum (Kshs.)	Amount paid to date (Kshs)	Implementation status (%)
Oloolainyamok Earth Dam	Iloodokilani	Agriculture	18,380,780	16,542,702	90.0
Kimelok Earth Dam	Ewuaso O Nkidong'i	Agriculture	18,195,180	16,375,662	90.0
Esilanke Nanyokie Earth Dams	Purko	Agriculture	17,999,952	16,199,956	90.0
Oloontona Oloirien Earth Dam	Matapato North	Agriculture	17,900,859	16,110,773	90.0
Parsilet Earth Dam	Matapato South	Agriculture	17,704,239	15,933,815	90.0

Source: Kajiado County Treasury

3.10.11 Budget Performance by Department

Table 3.67 summarises the approved budget allocation, expenditure, and absorption rate by departments in FY 2021/22.

Table 3.67: Kajiado County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	875.40	185.30	765.40	19.41	759.93	19.41	99.3	100	86.8	10.5
Office of The Governor and The Deputy Governor	232.68	-	190.91	-	152.82	-	80.1	-	65.7	-
County Public Service Board	107.90	-	94.83	-	58.97	-	62.2	-	54.7	-
Medical Services and Public Health	2,341.87	88.33	2,034.89	92.04	2,103.11	85.73	103.4	93.1	89.8	97.1
Water, Environment, and Natural Resources	242.92	177.00	200.81	118.66	159.03	10.07	79.2	8.5	65.5	5.7
Roads, Transport, Public Works, and Energy	182.11	592.33	163.87	373.53	182.11	374.62	111.1	100	100	63.2
Public Service, Administration Social Services, and Inspectorate Services	997.94	46.00	566.50	-	459.76	-	81.2	-	46.1	0.0
Finance, Economic Planning, and ICT	792.29	1,504.43	550.15	1,412.81	548.28	1,174.22	99.7	83.1	69.2	78.1
Lands, Physical Planning and Urban Development	106.32	50.00	85.92	-	56.74	-	66.0	-	53.4	-
Education, Vocational Training, Youth and Sports	696.32	58.50	556.95	42.28	605.15	2.48	108.7	5.9	86.9	4.2
Gender, Culture, Tourism, and Wildlife	99.94	-	100.88	3.35	88.45	-	87.7	0.0	88.5	-
Agriculture, Livestock, and Fisheries	328.98	648.98	225.12	229.25	191.01	452.43	84.9	197.4	58.1	69.7
Trade, Cooperatives, and Enterprise Development	128.29	-	109.71	19.69	84.25	-	76.8	0.0	65.7	-

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Kajiado Municipality	59.18	83.43	49.61	-	33.11	-	66.7	-	55.9	-
Ngong Municipality	87.70	136.07	69.63	-	49.37	-	70.9	-	56.3	-
Office of The County Attorney	171.88	-	136.49	-	19.44	-	14.2	-	11.3	-
Total	7,451.72	3,570.37	5,901.66	2,311.02	5,551.53	2,118.96	94.1	91.7	74.5	59.3

Source: Kajiado County Treasury

Analysis of expenditure by the department shows that the Department of Medical Services and Public Health recorded the highest absorption rate of development budget at 97.1 per cent, followed by the Department of Finance, Economic Planning, and ICT at 78.1 per cent. The Department of Roads, Transport, Public Works, and Energy had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Office of the County Attorney had the lowest at 11.3 per cent.

3.10.12 Budget Execution by Programmes and Sub-Programmes

Table 3.68 summarizes the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.68: Kajiado County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
101024660	General Administration, Planning & Support Services	731,053,556	527,499,724	72.2
101024660	General Administration and Support Services	731,053,556	527,499,724	72.2
	Livestock Resources Management Development	3,541,682	323,600	9.1
103034660	Veterinary Services	3,541,682	323,600	9.1
	Fisheries Development and Management	2,745,714	494,200	18.0
104024660	Fisheries	2,745,714	494,200	18.0
	Land Policy and Planning	48,318,438	10,542,199	21.8
106034660	Physical Planning	14,712,000	2,680,500	18.2
106044660	Land Survey and Mapping	7,919,838	4,609,900	58.2
106054660	Housing	5,395,600	912,999	16.9
106064660	Land administration	6,541,000	1,489,800	22.8
106074660	Urban Development	13,750,000	849,000	6.2
	Animal Husbandry Livestock Resource Management & Development	262,493,385	157,865,746	60.1
107014660	Animal Husbandry	209,461,899	150,496,484	71.8
107024660	County Abattoirs	3,023,171	119,000	3.9
107034660	Animal Disease Control	49,075,889	7,250,262	14.8
107044660	Livestock Sale Yards	932,426	-	0.0
	Agricultural Development	36,131,517	3,404,980	9.4
108014660	Crop Husbandry	12,177,143	741,700	6.1
108024660	Plant Disease Control	3,100,018	29,400	0.9
108034660	Agricultural Mechanization Services	4,433,658	-	0.0
108044660	Demonstration Farm	622,144	9,000	1.4
108054660	Agricultural Training Centre	1,875,014	-	0.0
108064660	Irrigation	13,923,540	2,624,880	18.9
	Environment Management	143,947,231	105,575,612	73.3

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
109014660	Environmental Protection	136,977,231	101,657,762	74.2
109024660	Noise Pollution Management	2,650,000	1,399,250	52.8
109034660	Control of Air Pollution	870,000	399,200	45.9
109044660		3,450,000	2,119,400	61.4
110014660	Urban Development	50,000,000	-	0.0
	General Administration, Planning and Support Services	766,442,100	504,585,980	65.8
201014660	Headquarters Administrative Services	113,608,347	93,693,430	82.5
201024660	Roads	600,833,753	379,300,007	63.1
201034660	Energy	20,000,000	11,651,400	58.3
201044660	Fire Fighting	12,000,000	8,610,086	71.8
201054660	Transport	20,000,000	11,331,057	56.7
	Citizen Participation	16,385,956	7,018,100	42.8
205034660	Citizen Participation	16,385,956	7,018,100	42.8
	Roads and Public Works	8,000,000	4,031,900	50.4
206014660	Public Works	8,000,000	4,031,900	50.4
209014660	General Administration, Planning and Support Services	80,769,676	31,962,171	39.6
210014660	Urban Infrastructural Development	6,991,657	643,549	9.2
211014660	Environmental Management and Public Health	4,850,000	505,123	10.4
212014660	General Administration, Planning and Support Services	205,560,821	49,280,464	24.0
213014660	Urban Infrastructural Development	59,209,560	92,400	0.2
214014660	Environmental Management and Public Health	9,000,000	-	0.0
301014660	General Administration, Planning and Support Services	84,262,464	70,169,926	83.3
	Trade Development	44,027,102	14,082,376	32.0
304014660	Trade Licensing	8,784,400	3,892,209	44.3
304024660	Trade Development	19,018,234	6,910,867	36.3
304034660	Cooperative Services and Development	13,329,566	2,486,800	18.7
304044660	Enterprise Development	2,894,902	792,500	27.4
	Culture and Local Tourism Promotion	3,209,288	711,000	22.2
307024660	Local Tourism Promotion	3,209,288	711,000	22.2
	General Administration, Planning and Support Services	1,913,039,227	1,799,440,212	94.1
401024660	General Administration and Support Services	1,913,039,227	1,799,440,212	94.1
	Curative Health Services	286,873,940	255,625,622	89.1
403024660	Medical Services	286,873,940	255,625,622	89.1
	Curative and Rehabilitative	5,507,600	2,731,574	49.6
404024660	Ambulance services	5,507,600	2,731,574	49.6
	Public Health and Sanitation	224,783,129	131,040,328	58.3
405014660	Preventive and Promotive	204,196,323	119,931,420	58.7
405024660	Licensing and control	8,223,316	4,481,920	54.5
405034660	Sanitation	2,665,000	860,338	32.3
405044660	Mobile Clinics	5,259,850	3,284,170	62.4
405054660		4,438,640	2,482,480	55.9
	General Administration, Planning and Support Services	448,492,654	407,698,311	90.9
501014660	Headquarters Administrative Services	448,492,654	407,698,311	90.9
	Social Protection, Culture and Recreation	43,100,000	915,800	2.1
503014660	Homecraft Centers Development	2,100,000	915,800	43.6
503024660	Control of Drugs and Pornography	41,000,000	-	0.0
	Education Support	280,584,022	175,178,111	62.4
504014660	Pre-Primary Education	214,919,128	145,960,683	67.9
504024660	Home Craft Centers	65,664,894	29,217,428	44.5

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
	Social Protection and Recreation	52,574,560	16,595,870	31.6
505014660	Control of Drugs and Pornography	26,678,600	528,700	2.0
505024660	Liquor Licensing	2,925,460	689,000	23.6
505034660	Betting and Casinos	1,388,000	525,968	37.9
505054660	Disability Mainstreaming	21,582,500	14,852,202	68.8
	General Administration and Policy Coordination	3,105,693,654	2,066,055,765	66.5
701014660	Headquarters Administrative Services	3,081,298,208	2,054,350,310	66.7
701054660	County Executive Committee	12,580,000	5,757,905	45.8
701074660	County Inspectorate	11,815,446	5,947,550	50.3
	Public Services Coordination and Management	144,650,000	59,757,060	41.3
703014660	Human Resource Management	144,650,000	59,757,060	41.3
	Public Financial Management	196,978,660	143,718,740	73.0
705044660	Accounting services	-	-	-
705054660	Supply Chain Management Services	57,231,000	28,347,160	49.5
705064660	Fiscal and Economic Planning	15,600,000	9,638,300	61.8
705074660	Budget	17,580,000	10,399,530	59.2
705084660	Accounting	14,562,000	8,017,265	55.1
705104660	Internal Audit	11,797,000	7,363,600	62.4
705114660	Revenue Collection	80,208,660	39,177,005	48.8
	Economic Policy Coordination and Supervision	15,639,300	8,862,700	56.7
706034660	Monitoring and Evaluation Services	15,639,300	8,862,700	56.7
	Devolution Services	60,834,000	24,578,174	40.4
707014660	Coordination of Devolution Services	21,266,000	10,818,736	50.9
707024660	Intergovernmental Relations	32,588,000	10,552,850	32.4
707034660	County Government Advisory Service	6,980,000	3,206,588	45.9
	Public Service, Administration and Citizen Participation	24,250,000	14,747,250	60.8
708024660	Public Service, administration and citizen participation	-	-	-
708034660	County Administration	24,250,000	14,747,250	60.8
708054660	Citizen participation	-	-	-
	ICT, Special Programmes and Service Delivery	39,606,001	19,908,264	50.3
710014660	Information, Communication and Technology	29,426,401	15,753,319	53.5
710024660	Special Programmes	10,179,600	4,154,945	40.8
		7,265,855	3,583,100	49.3
701014660	General administration, planning and support services	171,876,663	50,669,737	29.5
901024660	Cultural Activities	4,875,855	2,469,500	50.6
901034660	County Parks	690,000	523,400	75.9
901044660	County Museums	1,700,000	590,200	34.7
902014660	Gender	72,797,281	78,501,183	107.8
903024660	Sports Training and Competitions	18,691,370	5,688,592	30.4
903034660	Gender Mainstreaming	5,237,840	3,544,504	67.7
	General administration, planning and support services	128,880,244	98,747,129	76.6
1001024660	Storm Water Management Services	11,559,636	5,022,667	43.5
1001034660	General Administration, Policy, and Coordination	117,320,608	93,724,462	79.9
1003014660	Water	147,089,769	34,774,250	23.6
	General administration, policy and coordination	-	-	-
	Office of the Clerk	54,554,000	53,777,308	98.6
	Directorate of Finance & Compliance	13,610,000	12,755,071	93.7
	Directorate of Administration Liaison & Support Services	80,681,026	79,996,129	99.2

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Absorption (%)
	County Assembly Service Board	430,243,789	319,908,853	74.4
	Legislation, Representation, and Oversight			
	Assembly	209,531,708	208,637,105	99.6
	Office of the Speaker	25,884,000	24,391,131	94.2
	Directorate of Legislation & Procedures	60,900,	60,460,582	99.3
	Grand Total	10,836,790,439	7,651,077,506	70.6

Source: Kajiado County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Gender in the Department of Gender, Culture, Tourism, and Wildlife at 107.8 per cent, County Assembly Headquarters in the County Assembly at 99.6 per cent, Directorate of Legislation & Procedures in the County Assembly at 99.3 per cent, and Directorate of Administration Liaison & Support Services in the County Assembly at 99.2 per cent of budget allocation. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended.

3.10.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.2.12 billion in FY 2021/22 from the annual development budget allocation of Kshs.3.57 billion. The development expenditure represented 59.3 per cent of the annual development budget.
2. A high wage bill, which accounted was 46 per cent of the annual realised revenue of Kshs.8.06 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.527.94 million against an annual projection of Kshs.1.60 billion, representing 33.1 per cent of the annual target.
4. High level of pending bills which amounted to Kshs.1.08 billion as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.13.98 million were processed through the manual payroll and accounted for 0.4 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
6. Inadequate reporting on the implementation of programmes and sub-programmes. The Controller of Budget observed that the programme-based budget report submitted did not indicate the names of programmes. Further, some sub programmes lack adequate description, indicating poor program design during the budget formulation phase.
7. Late submission of financial reports by the County Treasury to the Controller of Budget affected the timely preparation of the budget implementation report. The report was submitted on 19th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *Ensure compliance with guidelines on the preparation and reporting on programmes and sub-programmes*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.11 County Government of Kakamega

3.11.1 Overview of FY 2021/22 Budget

The County's approved budget for FY 2021/22 was Kshs.16.4 billion, comprising Kshs.6.2 billion (37.8 per cent) and Kshs.10.20 billion (62.2 per cent) allocations for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.12.39 billion (75.5 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.6 billion (9.8 per cent) from its own sources of revenue, and use a cash balance of Kshs.1.72 billion (10.5 per cent) from FY 2020/21. The County was also expected to receive Kshs.691.09 million (4.2 per cent) as conditional grants, which consisted of the World Bank Universal Health Care Fund at Kshs.73.14 million, KCSAP-Kenya Climate Smart Agriculture Project at Kshs. 338.78 million, ASDSP (Agricultural Sector Development Support Programme at Kshs.28.08 million, DANIDA Grant at Kshs.23.07 million, Kenya Devolution Support Programme-Level 2 at Kshs.78 million and Kenya Informal Settlement Improvement Project-(KISIP II) at Kshs.150 million. Also included in the budget for conditional grants was a cash balance from FY 2020/21 of Kshs.632.9 million.

3.11.2 Revenue Performance

In FY 2021/22, the County received Kshs.11.40 billion as the equitable share of the revenue raised nationally, raised Kshs.1.23 billion as own-source revenue, Kshs.270.95 million as conditional grants and had a cash balance of Kshs.1.72 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.14.62 billion, as shown in Table 3.69.

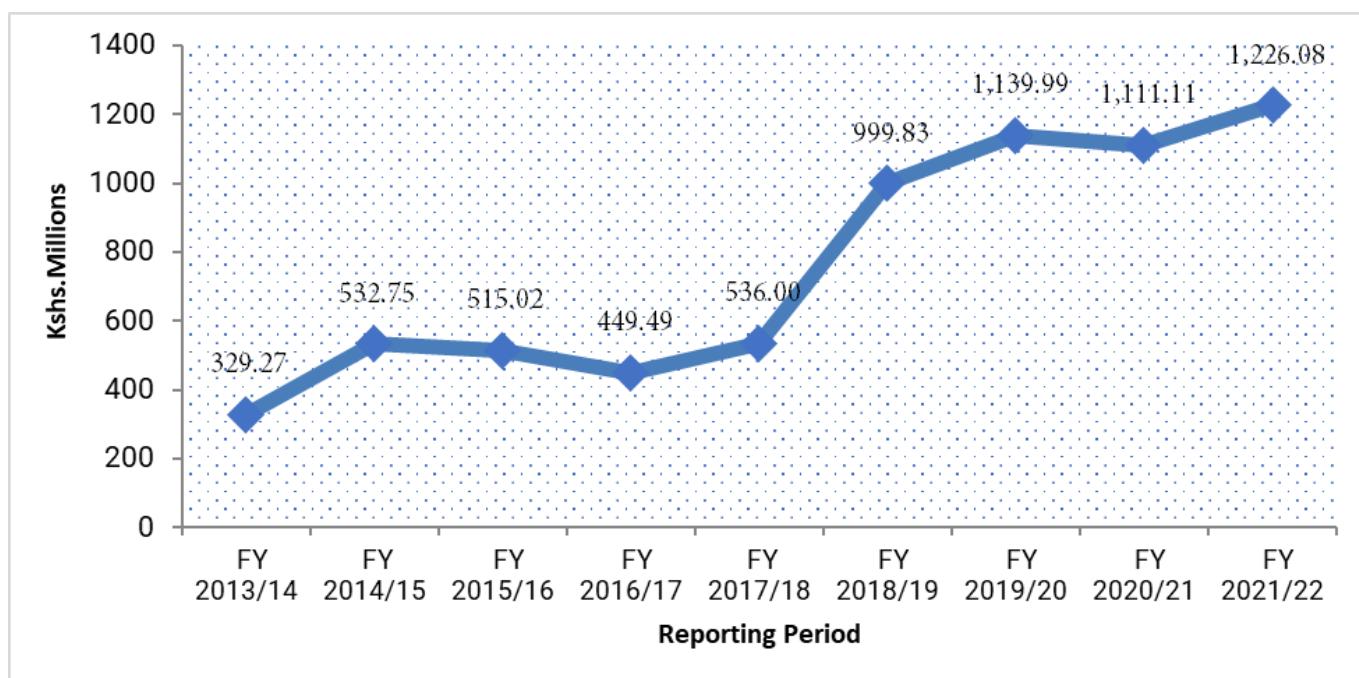
Table 3.69: County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	12,389,412,168	11,398,259,193	92.0
	Sub Total	12,389,412,168	11,398,259,193	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,600,000,000	1,226,076,737	76.6
2.	Conditional Grants	691,090,920	273,452,773	39.5
3.	Balance b/f from FY 2020/21	1,719,735,907	1,719,735,907	100.0
	Sub Total	4,010,826,827	3,216,765,416	80.2
	Grand Total	16,400,238,995	14,617,524,609	89.1

Source: Kakamega County Treasury

Figure 3.21 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.21 : Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kakamega County Treasury

In FY 2021/22, the County generated a total of Kshs. 1.23 billion as own-source revenue, which was 77 per cent of the annual target. This amount represented an increase of Kshs.10.3 per cent compared to Kshs.1.11 billion realised in FY 2020/21. The rise of OSR by 10.3 per cent can be attributed to the enforcement of revenue collection and revenue received from the disposal of County Assets amounting to Kshs.32 million.

3.11.3 Exchequer Issues

The Controller of Budget approved withdrawals of Kshs.12.68 billion from the CRF account during the reporting period. The amount comprised of Kshs. 4.55 billion (32.61 per cent) for development programmes and Kshs.9.41 billion (67.39 per cent) for recurrent programmes, as shown in Table 2

3.11.4 Overall Expenditure Review

The County spent Kshs.13.85 billion during the reporting period on development and recurrent programmes. This expenditure represented 99.3 per cent of the total funds released by the CoB and comprised of Kshs.4.55 billion and Kshs.9.41 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 73.4 per cent, while recurrent expenditure represented 91.2 per cent of the annual recurrent expenditure budget.

3.11.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.1.32 billion for the County Executive, as shown in Table 3.70

Table 3.70: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	905,741,027	-	905,741,027
Recurrent Expenditure	416,489,058	-	416,489,058
Total Pending Bills	1,322,230,085	-	1,322,230,085

Source: Kakamega County Treasury

The outstanding pending bills as of 30th June 2022 amounted to Kshs.1.32 billion.

3.11.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.5.24 billion on employee compensation, Kshs.2.79 billion on operations and maintenance, and Kshs.4.55 billion on development activities. Similarly, the County Assembly spent Kshs.642.04 million on employee compensation and Kshs.635.56 million on operations and maintenance, as shown in Table 3.71

Table 3.71: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	8,923,334,051	1,278,878,607	8,030,254,609	1,277,606,765	90.0	99.9
Compensation to Employees	5,317,798,562	668,590,425	5,239,134,981	642,043,137	98.5	96.0
Operations and Maintenance	3,605,535,489	610,288,182	2,791,119,628	635,563,628	77.4	104.1
Development Expenditure	6,198,026,337	-	4,550,517,235	-	73.4	-
Total	15,121,360,388	1,278,878,607	12,580,771,844	1,277,606,765	83.2	99.9

Source: Kakamega County Treasury

3.11.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 40.2 per cent of the annual realised revenue of Kshs.14.62 billion.

Personnel emoluments amounting to Kshs.4.85 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.392.72 million was paid through a manual payroll. The manual payroll accounted for 7.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

Given that Government policy is that salaries should be processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.5.24 billion for County Executive includes Kshs.2.8 billion is attributable to the health sector, which translates to 53.5 per cent of the total wage bill in the reporting period.

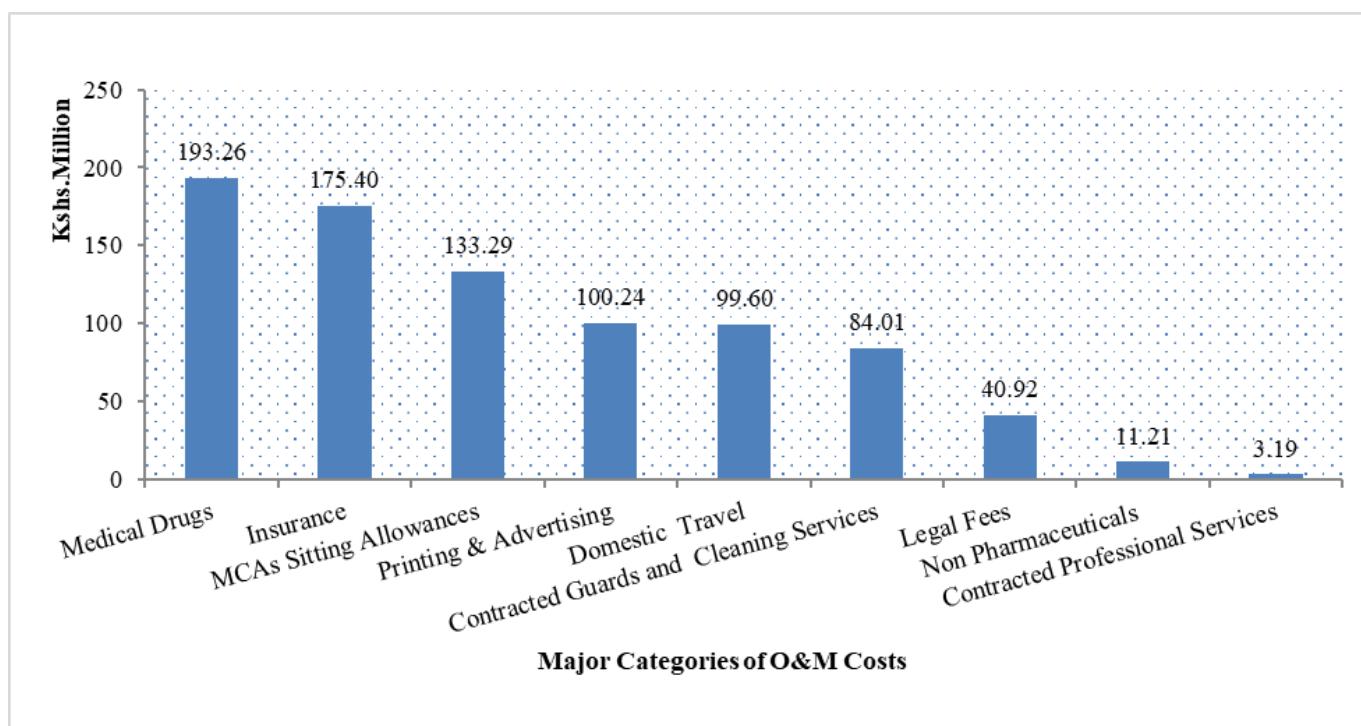
3.11.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.50 million to the Emergency Fund in FY 2021/22. The report by the Fund Administrator showed that the Emergency Fund had an expenditure of Kshs.25.05 million in the FY 2021/22.

3.11.9 Expenditure on Operations and Maintenance

Figure 3.22 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.22: Kakamega County, Operations and Maintenance Expenditure by Major Categories



Source: Kakamega County Treasury

The County spent Kshs.133.29 million on committee sitting allowances for the 90 MCAs and Speaker against the annual budget allocation of Kshs.133.29 million. The average monthly sitting allowance was Kshs.123,415 per MCA against the SRC's recommended monthly ceiling of Kshs.124,800.

During the period, expenditure on domestic travel amounted to Kshs.99.6 million and comprised of Kshs.25.2 million spent by the County Assembly and Kshs.74.4 million by the County Executive.

3.11.10 Development Expenditure

The County incurred an expenditure of Kshs.4.55 billion on development programmes, which represented a decrease of 1.3 per cent compared to FY 2020/21 when the County spent Kshs.4.61 billion. Table 3.72 summarises development projects with the highest expenditure in the reporting period.

Table 3.72: Kakamega County, List of Development Projects with the Highest Expenditure

S/No.	Project Name	Location	Contract sum (Kshs.)	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Maintainance of Makhwabuye-Malava road	Malava	4,199,965	4,199,965	4,130,366	98.0
2	Construction of road projects in Matungu (10KM per ward)	Matungu	40,499,544	40,499,544	40,499,514	100.0
3	Supply, installation, testing and commissioning of 30M monopole high mast at Koromatangi, Tea-Zone and Kefinco Area	Lurambi	14,871,665	14,871,665	14,871,665	100.0
4	Construction of Roads projects under the 10km per ward programme in Khwisero sub-county LOT 5	Khwisero	20,541,860	20,541,860	20,518,363	100.0

S/No.	Project Name	Location	Contract sum (Kshs.)	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
5	Construction of roads under 10km per ward programme in Shinyalu sub county LOT 7	Shinyalu	13,477,692	13,477,692	13,477,653	100.0
6	Construction of roads under 10km per ward programme in Ikolomani sub county LOT 6	Ikolomani	19,403,320	19,403,320	19,400,536	100.0
7	Construction of roads under 10km per ward programme in Shinyalu sub-county	Shinyalu	13,477,692	13,477,692	13,477,653	100.0
8	Construction of Itumbu ECDE Centre	Lugari	3,395,107	1,204,157	3,394,323	100.0
9	Construction of Lurambi ECDE Centre	Lurambi	3,426,107	1,390,563	3,422,498	99.9
10	Construction of Shisesia ECDE Centre	Ikolomani	3,314,329	970,712	3,301,617	99.6
11	Construction of Ebutobe ECDE Centre	Mumias West	3,479,884	912,862	3,479,884	100.0
12	Construction of 2 No. Classrooms and staffroom at Binyanya CP	Likuyani	3,740,000	3,740,000	3,740,000	100.0
13	Construction of 3 No. Classrooms at Musambaa CP	Matungu	3,739,060	1,597,950	3,739,060	100.0
14	Bukhungu Stadium Construction	Lurambi	3,240,001,303	525,000,000	424,401,820	81.0

Source: Kakamega County Treasury

3.11.11 Budget Performance by Department

Table 3.73 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.73: Kakamega County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock and Fisheries	65.02	1,300.90	56.07	989.65	46.93	989.65	83.7	100.0	72.2	76.1
Trade, Tourism and Industrialization	46.66	147.00	11.77	90.14	28.27	90.14	240.1	100.0	60.6	61.3
County Assembly	1,278.88	-	1,278.88	-	1,277.61	-	99.9	-	99.9	-
Office of the Governor	220.29	3.00	143.27	1.46	175.53	-	122.5	-	79.7	-
Education, Science & Technology	380.92	313.65	369.48	181.85	375.24	181.85	101.6	100.0	98.5	58.0
Environment and Natural Resources	32.12	478.71	11.92	360.68	23.76	360.68	199.3	100.0	74.0	75.3
Finance, Economic Planning & ICT	386.75	71.00	236.82	12.28	322.06	23.66	136.0	192.7	83.3	33.3
Information Communication and Technology (ICT)	19.09	69.28	15.63	57.51	13.72	57.51	87.7	100.0	71.9	83.0
Public Service	5,901.22	182.13	5,698.86	143.81	5,718.52	143.81	100.3	100.0	96.9	79.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Public Service Board	19.26	-	13.10	-	19.25	-	146.9	-	100.0	-
Health Services	1,239.10	856.72	1,217.37	811.90	956.41	801.90	78.6	98.8	77.2	93.6
Lands, Physical Planning, Housing and Urban Development	180.01	693.52	122.47	308.66	119.68	308.66	97.7	100.0	66.5	44.5
Social Services, Youth and Sports	83.90	640.00	28.30	626.03	57.72	626.03	204.0	100.0	68.8	97.8
Roads, Transport and Public Works	349.00	1,442.11	201.23	966.63	173.18	966.63	86.1	100.0	49.6	67.0
TOTAL	10,202.21	6,198.03	9,405.19	4,550.60	9,307.86	4,550.52	99.0	100.0	91.2	73.4

Source: Kakamega County Treasury

Analysis of expenditure by department shows that the Department of Social Services, Youth and Sports recorded the highest absorption rate of development budget at 97.8 per cent, followed by the Department of Health Services at 93.6 per cent. The Department of Education, Science & Technology had the highest percentage of recurrent expenditure to budget at 98.5 per cent, while the Department of Roads, Transport and Public Works had the lowest at 49.6 per cent.

3.11.12 Budget Execution by Programmes and Sub-Programmes

Table 3.74 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

**Table 3.74: Kakamega County, Budget Execution by Programmes and Sub-programmes
Budget Execution by Program and Sub-Programmes - County Executives:
Development Expenditure**

Program	Description	Approved Budget Estimates (Kshs.)	Actual Expenditure (Kshs.)	Budget utilisation difference (Kshs.)	Absorption Rate (%)
101004810	Livestock development	196,500,000	72,584,779	123,915,221	36.9
	Dairy Development	55,000,000	52,068,767	2,931,233	94.7
	Poultry development	5,000,000	-	5,000,000	-
	Livestock disease and pest prevention	15,000,000	13,084,675	1,915,325	87.2
	Livestock Market Infrastructure Improvement	21,500,000	7,431,337	14,068,663	34.6
102004810	Fish Farming Productivity Programme	50,000,000	51,441,477	(1,441,477)	102.9
	Promotion of Fish Farming	50,000,000	51,441,477	(1,441,477)	102.9
103004810	Crop Production and Management Services	1,117,263,588	837,171,026	280,092,562	74.9
	Cash crop development	4,000,000	2,364,700	1,635,300	59.1
	Food crop production	702,889,731	668,863,927	34,025,804	95.2
	Crop pest and disease management	7,000,000	3,086,000	3,914,000	44.1
	Agricultural Extension and Research	403,373,857	162,856,399	240,517,458	40.4
105004810	Agricultural Extension and Research	10,000,000	9,849,038	150,962	98.5
	Training and demonstration	10,000,000	9,849,038	150,962	98.5
106004810	Cooperative Development	20,000,000	18,600,000	1,400,000	93.0
	Marketing and value addition	20,000,000	18,600,000	1,400,000	93.0
107004810	Land Management Services	90,300,000	68,672,515	21,627,485	76.0
	Land use policy and planning	70,000,000	55,204,859	14,795,141	78.9
	Land Administration and Planning	9,500,000	2,757,014	6,742,986	29.0

Program	Description	Approved Budget Estimates (Kshs.)	Actual Expenditure (Kshs.)	Budget utilisation difference (Kshs.)	Absorption Rate (%)
	Survey Services	10,800,000	10,710,642	89,358	99.2
108004810	Housing Management Services	163,500,000	13,173,543	150,326,457	8.1
	Housing Infrastructure development	13,500,000	13,173,543	326,457	97.6
	Slum Upgrading	150,000,000	-	150,000,000	-
110004810	Urban Development Service	439,723,425	338,379,520	101,343,905	77.0
	Urban Infrastructure Services	381,723,425	278,476,826	103,246,599	73.0
	Social Amenities and Sanitary Services	58,000,000	59,902,694	(1,902,694)	103.3
201004810	Road Infrastructure Development	1,352,106,752	950,187,492	401,919,260	70.3
	Road Maintenance	158,035,792	108,679,813	49,355,979	68.8
	Bridges Culverts Construction	34,070,960	51,040,711	(16,969,751)	149.8
	Road construction	1,160,000,000	790,466,968	369,533,032	68.1
203004810	Energy Reticulation	50,000,000	16,439,376	33,560,624	32.9
	Electrification.	20,000,000	14,871,665	5,128,335	74.4
	Renewable Energy	30,000,000	1,567,711	28,432,289	5.2
307004810	Trade Development and Investment	113,500,000	73,885,005	39,614,995	65.1
	Modern Market infrastructure development	113,500,000	73,885,005	39,614,995	65.1
309004810	Industrial development and investment	33,500,000	19,999,880	13,500,120	59.7
	Industrial Development and Promotion	33,500,000	19,999,880	13,500,120	59.7
401004810	Preventive and promotive services	84,000,000	50,000,000	34,000,000	59.5
	Maternal and child healthcare promotion	84,000,000	50,000,000	34,000,000	59.5
402004810	Promotion of Curative health services	772,724,270	597,059,220	175,665,050	77.3
	Health Infrastructure Development	653,724,270	509,217,770	144,506,500	77.9
	Primary medical health services	98,000,000	84,728,750	13,271,250	86.5
	Blood Transfusion Services	21,000,000	3,112,700	17,887,300	14.8
503004810	Vocational Education and Training development	79,551,307	37,978,472	41,572,835	47.7
	Polytechnic Support and Development	79,551,307	37,978,472	41,572,835	47.7
	Training Promotion and Development	-	-	-	-
504004810	Early Childhood Development Education (ECDE)	226,100,000	147,071,274	79,028,726	65.0
	ECD Infrastructure Development	226,100,000	147,071,274	79,028,726	65.0
	Childcare and development	-	-	-	-
505004810	Education Support Programme	8,000,000	4,528,319	3,471,681	56.6
	Non-Tertiary Education Support	8,000,000	4,528,319	3,471,681	56.6
506004810	Polytechnic Improvement	-	-	-	-
	Polytechnic Tuition Subsidy	-	-	-	-
704004810	Support, Coordination and Advisory Services	-	-	-	-
	Legal Services	-	-	-	-
705004810	Information and communication services	124,280,640	74,991,267	49,289,373	60.3
	Information and communication services	124,280,640	74,991,267	49,289,373	60.3
709004810	Support, Coordination and Advisory services	-	-	-	-
	Support and Advisory services	-	-	-	-
	County Internal Audit services	-	-	-	-
710004810	County Assembly Services	40,000,000	-	-	-
	Oversight services	40,000,000	-	-	-
712004810	County Public service and Administrative services	182,128,447	160,741,386	21,387,061	88.3
	County Administration	146,528,447	136,469,195	10,059,252	93.1
	Human Resource Management	35,600,000	24,272,191	11,327,809	68.2

Program	Description	Approved Budget Estimates (Kshs.)	Actual Expenditure (Kshs.)	Budget utilisation difference (Kshs.)	Absorption Rate (%)
718004810	Investment promotion	19,000,000	8,720,000	10,280,000	45.9
	Investment promotion	19,000,000	8,720,000	10,280,000	45.9
901004810	Administration, Planning and Support services	7,140,370	4,800,979	2,339,391	67.2
	Administrative Services	7,140,370	4,800,979	2,339,391	67.2
902004810	Culture and Arts Development	11,600,000	6,593,593	5,006,407	56.8
	Culture and Heritage Conservation	11,600,000	6,593,593	5,006,407	56.8
903004810	Management And Development Of Sports And Sports Facilities	512,400,000	526,310,484	(13,910,484)	102.7
	Development of Sports facilities	507,180,000	506,452,468	727,532	99.9
	Promotion and Development of Sports and Talent	5,220,000	19,858,016	(14,638,016)	380.4
904004810	Youth & Gender Development And Promotion Services	11,000,000	24,969,295	(13,969,295)	227.0
	Youth, Disability and Gender Empowerment and mainstreaming	11,000,000	24,969,295	(13,969,295)	227.0
906004810	Social Development And Promotions	105,000,000	103,911,959	1,088,041	99.0
	Social Development and Social Protection	105,000,000	103,911,959	1,088,041	99.0
1005004810	Natural Resource Management	26,000,000	9,836,984	16,163,016	37.8
	Afforestation and Re-afforestation	10,000,000	7,736,984	2,263,016	77.4
	Protection of natural resources and environmental processes	16,000,000	2,100,000	13,900,000	13.1
1006004810	Water and Sanitation Services	385,707,538	311,360,671	74,346,867	80.7
	Water Resource Supply and management	385,707,538	311,360,671	74,346,867	80.7
1007004810	Environmental conservation	67,000,000	1,788,000	65,212,000	2.7
	Environmental Protection	-	1,788,000	(1,788,000)	-
	Climate Change management	67,000,000	-	67,000,000	-
	Grand Total	6,304,026,337	4,550,517,234	1,753,509,103	72.2

101004810		Livestock development	34,365,330	30,167,630	4,197,700	87.8
	101014810	Dairy Development	26,883,753	25,857,787	1,025,966	96.2
	101034810	Livestock disease and pest prevention	7,481,577	4,309,843	3,171,734	57.6
102004810		Fish Farming Productivity Programme	-	136,980	(136,980)	-
	102024810	Promotion of Fish Farming	-	136,980	(136,980)	-
103004810		Crop Production and Management Services	20,953,131	18,230,679	2,722,452	87.0
	103024810	Food crop production	20,953,131	18,230,679	2,722,452	87.0
105004810		Agricultural Extension and Research	3,033,093	-	3,033,093	0.0
	105014810	Training and demonstration	3,033,093	-	3,033,093	0.0
106004810		Cooperative Development	4,716,912	4,220,823	496,090	89.5
	106014810	Marketing and value addition	4,716,912	4,220,823	496,090	89.5
107004810		Land Management Services	30,468,630	20,640,235	9,828,395	67.7
	107014810	Land use policy and planning	2,007,424	1,207,688	799,736	60.2
	107024810	Land Administration and Planning	24,867,735	16,899,819	7,967,916	68.0
	107034810	Survey Services	3,593,471	2,532,728	1,060,743	70.5
108004810		Housing Management Services	2,435,861	2,202,558	233,303	90.4
	108014810	Housing Infrastructure development	2,435,861	2,202,558	233,303	90.4

110004810		Urban Development Service	147,108,945	117,976,800	29,132,145	80.2
	110024810	Social Amenities and Sanitary Services	147,108,945	117,976,800	29,132,145	80.2
120004810		Irrigation and Drainage Development	1,953,780	853,770	1,100,010	43.7
	120014810	Small Holder Irrigation and Drainage	1,953,780	853,770	1,100,010	43.7
201004810		Road Infrastructure Development	344,693,389	38,501,034	306,192,355	11.2
	201034810	Road construction	344,693,389	38,501,034	306,192,355	11.2
204004810		Public works Management	4,303,173	2,728,579	1,574,594	63.4
	204014810	Public works Management	4,303,173	2,728,579	1,574,594	63.4
304004810		Promotion of tourism and marketing	18,515,200	6,475,911	12,039,289	35.0
	304014810	Promotion of tourism and marketing	18,515,200	6,475,911	12,039,289	35.0
306004810		Administration, Planning and support services	10,974,400	7,882,628	3,091,772	71.8
	306014810	Administration Support Services	10,974,400	7,882,628	3,091,772	71.8
307004810		Trade Development and Investment	12,002,400	7,446,539	4,555,861	62.0
	307014810	Modern Market infrastructure development	3,936,800	3,446,539	490,261	87.5
	307024810	Micro and small enterprises development	8,065,600	4,000,000	4,065,600	49.6
309004810		Industrial development and investment	5,164,200	5,212,273	(48,073)	100.9
	309014810	Industrial Development and Promotion	5,164,200	5,212,273	(48,073)	100.9
401004810		Preventive and promotive services	119,600,000	96,004,533	23,595,467	80.3
	401024810	Community Health Strategy	105,900,000	88,264,026	17,635,974	83.3
	401034810	Diseases surveillance & Emergency response	5,400,000	2,359,960	3,040,040	43.7
	401044810	Nutrition service Promotion	600,000	450,000	150,000	75.0
	401054810	HIV /AIDS Control	1,200,000	782,500	417,500	65.2
	401064810	Maternal and child health-care promotion	2,400,000	1,331,850	1,068,150	55.5
	401074810	TB Control	1,200,000	1,079,000	121,000	89.9
	401084810	Malaria control	1,400,000	221,317	1,178,683	15.8
	401094810	Promotion of family planning	1,500,000	1,515,880	(15,880)	101.1
402004810		Promotion of Curative health services	1,071,110,461	968,740,465	102,369,996	90.4
	402024810	Primary medical health services	1,071,110,461	968,740,465	102,369,996	90.4
403004810		General Administrative and Support services	48,389,187	30,794,798	17,594,389	63.6
	403014810	Administrative and Human Resources management	35,289,187	18,884,368	16,404,819	53.5
	403024810	Disability mainstreaming	480,000	206,470	273,530	43.0
	403034810	Health Data and Information Management	12,620,000	11,703,960	916,040	92.7
503004810		Vocational Education and Training development	133,488,461	132,294,739	1,193,723	99.1

	503014810	Polytechnic Support and Development	133,488,461	132,294,739	1,193,723	99.1
504004810		Early Childhood Development Education (ECDE)	69,340,556	68,029,661	1,310,896	98.1
	504024810	Childcare and development	69,340,556	68,029,661	1,310,896	98.1
505004810		Education Support Programme	178,087,166	172,997,875	5,089,291	97.1
	505024810	Non-Tertiary Education Support	178,087,166	172,997,875	5,089,291	97.1
703004810		Management and administration of County Functions	139,098,846	129,885,702	9,213,144	93.4
	703024810	County executive services	139,098,846	129,885,702	9,213,144	93.4
704004810		Support, Coordination and Advisory Services	33,475,703	4,654,812	28,820,891	13.9
	704014810	Legal Services	33,475,703	4,654,812	28,820,891	13.9
705004810		Information and communication services	19,088,761	15,274,858	3,813,903	80.0
	705014810	Information and communication services	19,088,761	15,274,858	3,813,903	80.0
706004810		Economic and policy formulation and management planning	52,135,029	44,036,348	8,098,682	84.5
	706014810	Economic policy formulation	52,135,029	44,036,348	8,098,682	84.5
707004810		Public finance management	279,924,495	225,295,027	54,629,468	80.5
	707014810	Accounting and Financial services	65,468,500	55,298,230	10,170,270	84.5
	707024810	Financial Accounting and Reporting	133,174,580	97,797,207	35,377,373	73.4
	707034810	Budget Formulation and management	77,568,479	69,041,671	8,526,808	89.0
	707044810	Procurement services	3,712,936	3,157,919	555,017	85.1
709004810		Support, Coordination and Advisory services	53,575,952	43,973,173	9,602,780	82.1
	709014810	Support and Advisory services	43,985,211	37,288,515	6,696,696	84.8
	709024810	County Internal Audit services	9,590,741	6,684,658	2,906,083	69.7
712004810		County Public service and Administrative services	5,910,194,180	5,698,863,823	211,330,357	96.4
	712014810	County Administration	382,781,752	297,173,469	85,608,283	77.6
	712024810	Human Resource Management	5,527,412,428	5,401,690,354	125,722,074	97.7
713004810		General Administration and Support services	35,391,320	32,590,780	2,800,540	92.1
	713014810	Administrative Services	35,391,320	32,590,780	2,800,540	92.1
716004810		Alcoholics and Drinks Control	4,425,328	2,490,248	1,935,080	56.3
	716014810	Alcohol and Drug Rehabilitation Program	4,425,328	2,490,248	1,935,080	56.3
718004810		Investment promotion	19,300,965	13,244,231	6,056,734	68.6
	718014810	Investment promotion	19,300,965	13,244,231	6,056,734	68.6
901004810		Administration, Planning and Support services	25,843,858	18,890,989	6,952,869	73.1
	901014810	Administrative Services	25,843,858	18,890,989	6,952,869	73.1
902004810		Culture and Arts Development	11,090,000	10,113,607	976,393	91.2

	902014810	Culture and Heritage Conservation	11,090,000	10,113,607	976,393	91.2
903004810		Management And Development Of Sports And Sports Facilities	30,140,000	20,098,196	10,041,804	66.7
	903024810	Promotion and Development of Sports and Talent	30,140,000	20,098,196	10,041,804	66.7
904004810		Youth & Gender Development And Promotion Services	3,528,000	3,169,880	358,120	89.8
	904014810	Youth, Disability and Gender Empowerment and mainstreaming	3,528,000	3,169,880	358,120	89.8
906004810		Social Development And Promotions	12,100,600	9,402,033	2,698,567	77.7
	906014810	Social Development and Social Protection	8,440,600	6,689,850	1,750,750	79.3
	906024810	Child welfare Services	3,660,000	2,712,183	947,817	74.1
908004810		Development of Library services	1,200,000	669,361	530,639	55.8
	908014810	Library services	1,200,000	669,361	530,639	55.8
1005004810		Natural Resource Management	9,727,459	7,040,906	2,686,553	72.4
	1005014810	Afforestation and Re-afforestation	7,235,983	5,094,350	2,141,633	70.4
	1005024810	Protection of natural resources and environmental processes	2,491,476	1,946,556	544,920	78.1
1006004810		Water and Sanitation Services	15,237,354	12,296,015	2,941,339	80.7
	1006014810	Water Resource Supply and management	15,237,354	12,296,015	2,941,339	80.7
1007004810		Environmental conservation	7,151,926	5,454,269	1,697,657	76.3
	1007014810	Environmental Protection	7,151,926	5,454,269	1,697,657	76.3
		County Assembly Services	1,278,878,607	1,278,878,607	-	100.0
		County Assembly Services	1,278,878,607	1,278,878,607	-	100.0
		Grand Total	10,202,212,658	9,307,861,374	894,351,285	91.2

Source: Kakamega County Treasury

Programmes which had actual expenditure above the approved budget allocation were: Youth & Gender Development and Promotion Services at 227.0 per cent, Fish Farming Productivity Programme at 102.9 per cent, Management and Development of Sports and Sports Facilities at 102.7 per cent, and Industrial development and investment at 100.9 per cent of budget allocation. The absorption rate above 100 per cent is irregular and indicates a diversion of funds.

3.11.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 40.2 per cent of the annual realised revenue of Kshs.14.62 billion in FY 2021/22, thus constraining funding to other programmes.
2. Failure to refund unspent balances from the previous financial year to the County Revenue Fund Contrary to Section 136 of the PFM Act, 2012. The County spent the cash balance at source during the reporting period, which indicates non-adherence to policy, as shown in Table 6.
3. High level of pending bills which amounted to Kshs.1.32 billion as of 30th June 2022.

4. Use of manual payroll. Personnel emoluments amounting to Kshs.392.72 million were processed through the manual payroll and accounted for 7.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. The underperformance of own-source revenue at Kshs.1.23 billion against an annual projection of Kshs.1.6 billion, representing 76.6 per cent of the annual target.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County Treasury should ensure all unspent funds are refunded to the County Revenue Fund in line with Section 136 of the PFM Act, 2012.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
5. *The County should devise and implement its own source revenue enhancement strategies to ensure the approved budget is fully financed.*

3.12 County Government of Kericho

3.12.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.8.40 billion, comprising Kshs.3.10 billion (36.9 per cent) and Kshs.5.30 billion (63.1 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.43 billion (76.5 per cent) as the equitable share of revenue raised nationally, generate Kshs.842.64 million (10 per cent) from its sources of revenue, and use a cash balance of Kshs.389.24 million (3.2 per cent) from FY 2020/21. The County was also expected to receive Kshs.735.65 million (10.2 per cent) as conditional grants, which consisted of Kshs.12.92 million for the DANIDA fund, Kshs.43.11 million Agricultural Sector development support Fund (ASDSP II), Kshs.75.95 million Transformative health system (world bank), Kshs.175.96 million Kenya Devolution Support Project (world bank), Kshs.350 million Climate Smart Agriculture Project (world bank), Kshs.66.39 million Kenya Urban Support Program UDG (SIDA) and Kshs.11.32 million Climate Change Institutional Support (World Bank).

3.12.2 Revenue Performance

In FY 2021/22, the County received Kshs.5.92 billion as the equitable share of the revenue raised nationally, raised Kshs.566.82 million as own-source revenue, Kshs.481.75 million as conditional grants, and had a cash balance of Kshs.267.55 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.23 billion, as shown in Table 3.75

Table 3.75: Kericho County, Revenue Performance in FY 2021/22

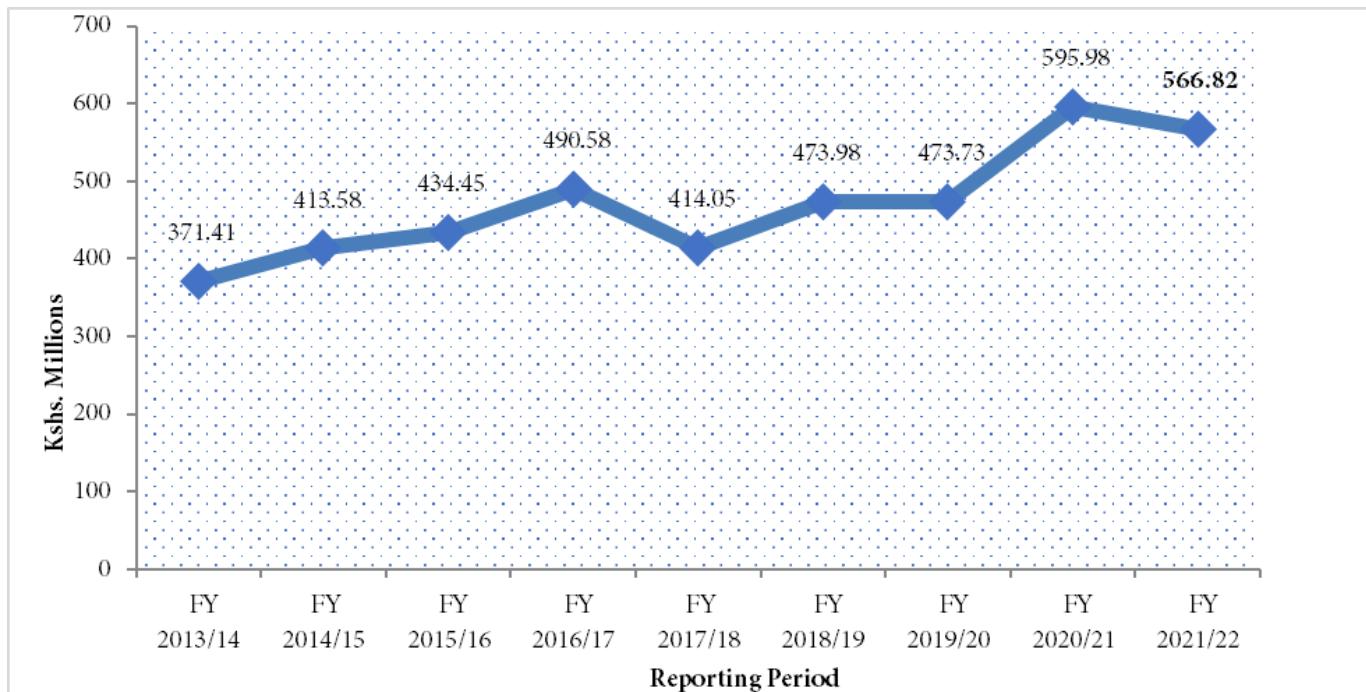
S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,430,664,924	5,916,211,733	92.0
	Sub Total	6,430,664,924	5,916,211,733	92
B	Other Sources of Revenue			
1.	Own Source Revenue	842,636,240	566,821,704	67.3
2.	Conditional Grants	858,187,276	481,748,267	56.1
3.	Balance b/f from FY 2020/21	266,715,727	267,546,609	100.3
4.	Other Revenues	5,800,000	-	-

S/No.	Revenue Category	Annual Budget Allocation (Kshs.)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
Sub Total		1,973,339,244	1,316,116,580	66.7
Grand Total		8,404,004,168	7,232,328,313	86.1

Source: Kericho County Treasury

Figure 3.23 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.23: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kericho County Treasury

In FY 2021/22, the County generated a total of Kshs.566.82 million as own-source revenue. This amount represented a decrease of 4.9 per cent compared to Kshs.595.96 million realised in FY 2020/21 and was 67.3 per cent of the annual target. The County has implemented an automated OSR collection in partnership with Riverbank solutions.

3.12.3 Exchequer Issues

The Controller of Budget approved Kshs.7.16 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.12 billion (29.6 per cent) for development programmes and Kshs.5.04 billion (70.4 per cent) for recurrent programmes, as shown in Table 3.80.

3.12.4 Overall Expenditure Review

The County spent Kshs.6.88 billion on development and recurrent programmes during the reporting period. This expenditure represented 96 per cent of the total funds released by the CoB and comprised of Kshs.1.82 billion and Kshs.5.06 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 58.7 per cent, while recurrent expenditure represented 95.4 per cent of the annual recurrent expenditure budget.

3.12.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.505.98 million for the County Executive, as shown in Table 3.76.

Table 3.76: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022 (Kshs.)			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	440,587,000		440,587,000
Recurrent Expenditure	65,391,000		65,391,000
Total Pending Bills	505,978,000	-	505,978,000

Source: Kericho County Treasury

3.12.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.68 billion on employee compensation, Kshs.1.64 billion on operations and maintenance, and Kshs.1.82 billion on development activities. Similarly, the County Assembly spent Kshs.338.89 million on employee compensation, Kshs.389.89 million on operations and maintenance, and Kshs.1.60 million on development activities, as shown in Table 3.77

Table 3.77: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs.)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,570,902,648	728,813,928	4,329,204,534	728,772,181	94.7	100.0
Compensation to Employees	2,683,247,268	338,889,298	2,682,618,090	338,889,298	100.0	100.0
Operations and Maintenance	1,887,655,381	389,924,630	1,646,586,445	389,882,883	87.2	100.0
Development Expenditure	3,085,305,663	18,981,929	1,821,035,216	1,608,763	59.0	8.5
Total	7,656,208,311	747,795,857	6,150,239,750	730,380,944	80.3	97.7

Source: Kericho County Treasury

3.12.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 41.8 per cent of the annual realised revenue of Kshs.7.23 billion.

Personnel emoluments amounting to Kshs.2.59 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.430 million was processed through a manual payroll. The manual payroll accounted for 4.2 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.02 billion includes Kshs.1.73 billion attributable to the health sector, which translates to 57.3 per cent of the total wage bill in the reporting period.

3.12.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.129.58 million to county-established funds in FY 2021/22, which constituted 1.5 per cent of the County's overall budget for the year. Table 3.78 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.78: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	County Emergency Fund	22,000,000	-	No	0
2.	Executive Car Loan and Mortgage	4,000,000	-	No	0
3.	Kericho County Assembly Car Loan and Mortgage	15,000,000	-	No	0
4.	Bursary Fund	88,579,000	80,819,000	Yes	100
Total		129,579,000	80,819,000		62.37

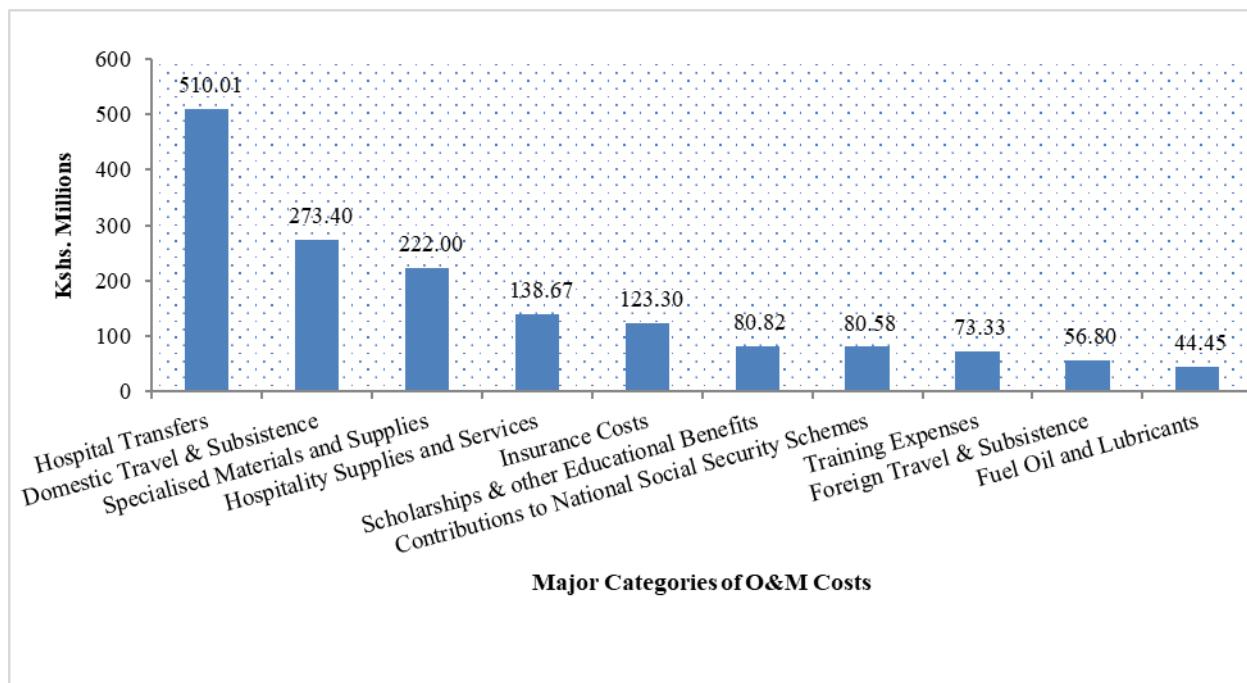
Source: Kericho County Treasury

The OCoB received quarterly financial returns from only the Fund Administrator of the Bursary funds, as indicated in Table 3.78.

3.12.9 Expenditure on Operations and Maintenance

Figure 3.24 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.24: Kericho County, Operations and Maintenance Expenditure by Major Categories



Source: Kericho County Treasury

The County Assembly spent Kshs.46 million on committee sitting allowances for the 48 MCAs and the Speaker against the annual budget allocation of Kshs.46 million. The average monthly sitting allowance was Kshs.79,866 per MCA. The County Assembly has established 14 Committees.

During the period, expenditure on domestic travel amounted to Kshs.273.39 million and comprised Kshs.135.85 million spent by the County Assembly and Kshs.137.54 million by the County Executive. The cost of foreign travel amounted to Kshs.56.80 million and consisted of Kshs.51.46 million by the County Assembly and Kshs.5.34 million by the County Executive.

3.12.10 Development Expenditure

The County incurred Kshs.1.82 billion on development programmes, representing a decrease of 2.1 per cent compared to FY 2020/21 when the County spent Kshs.1.86 billion. Table 3.79 summarises development projects with the highest expenditure in the reporting period.

Table 3.79: Kericho County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Lands, Housing & Physical Planning	Transfer of Municipality Funds		66,394,492	66,394,492	66,394,492	None	100	World Bank	Complete
Health Services	Supply and Delivery of 3 no fully Equipped Ambulances	Kericho County Referral Hospital	28,590,000	28,590,000	28,590,000	None	100	GoK	Complete
Water, Energy, Environment, Forestry and Natural Resources	Supply of Bulk Water to Bureti Sub-County	Bureti	25,000,000	35,000,000	25,000,000	None	71	GoK	Complete
Finance and Economic Planning	Rehabilitation and construction of Kimologit water supply	Kamasian	20,328,873	80,255,118	20,328,873	None	57	GoK	ONGOING
ICT, E-Government Sports and Youth Affairs	Other Infrastructure and civil works	County H/QS	13,718,117	15,656,672	13,718,117	None	88	GoK	ONGOING
Water, Energy, Environment, Forestry And Natural Resources	Construction of Kipkobob Water Supply Project	Chemosot Ward	11,868,160	11,868,160	11,868,160	None	100	GoK	Complete
Finance and Economic Planning	Proposed rehabilitation and construction of drainage and tarmacing of minor roads at Londiani town	Kedowa / Kimugul Ward	11,364,185	41,867,445	11,364,185	None	84	GoK	ONGOING
Health Services	supply and delivery of medical equipment	Countywide	10,490,000	10,490,000	10,490,000	None	100	GoK	Complete

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Education, Culture and Social Services	Supply of learning materials	HQ	8,688,830	8,688,830	8,688,830	None	100	GoK	Completed

Source: Kericho County Treasury

3.12.11 Budget Performance by Department

Table 3.80 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.80: Kericho County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly Services	728.81	18.98	728.64	1.64	728.77	1.61	100.0	97.9	100.0	8.5
Public Service & Administration	368.74	22.85	338.46	14.99	338.46	14.99	100.0	100.0	91.8	65.6
Office of the Governor & Deputy governor	148.11	-	131.99	-	131.99	-	100.0	0.0	89.1	0.0
County Public Service Board	65.42	-	63.47	-	63.47	-	100.0	0.0	97.0	0.0
Finance & Economic Planning	295.46	552.38	259.89	250.63	259.89	148.24	100.0	59.1	88.0	26.8
Health Services	2,610.51	432.41	2,484.11	276.06	2,500.71	258.02	100.0	93.5	95.8	59.7
Agriculture, Livestock & Fisheries	166.54	485.91	162.84	220.85	162.84	117.56	100.0	53.2	97.8	24.2
Education, Youth Affairs, Culture & Social Services	411.07	111.19	398.38	86.17	398.38	86.17	100.0	100.0	96.9	77.5
Public Works, Roads & Transport	95.06	955.33	90.46	820.94	90.46	810.93	100.0	98.8	95.2	84.9
Trade, Industrialization, Tourism, Cooperative Management & Wildlife	73.96	54.96	70.82	41.70	70.82	41.70	100.0	100.0	95.8	75.9
Water, Energy, Natural Resources & Environment	165.71	305.09	151.50	282.12	151.50	282.12	100.0	100.0	91.4	92.5
Land, Housing & Physical Planning	104.10	137.31	99.45	105.32	99.45	38.93	100.0	37.0	95.5	28.3
Information, Communication & E-Government	66.22	27.88	61.23	22.38	61.23	22.38	100.0	100.0	92.5	80.3
Total	3,104.29	5,041.25	2,122.81	5,057.98	1,822.64	3,104.29	100.3	85.9	95.4	58.7

Source: Kericho County Treasury

Analysis of expenditure by department shows that the Department of Water, Energy and Natural Resources recorded the highest absorption rate of development budget at 92.5 per cent, followed by the Department of Public Works and roads at 84.9 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Finance and Economic Planning had the lowest at 88 per cent.

3.12.12 Budget Execution by Programmes and Sub-Programmes

Table 3.82 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.81 : Kericho County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs.)	Absorption (%)
County Coordination Services	County Coordination Services	148,113,284	131,989,001	16,124,283	89.11
Public sector advisory services	Economic and Social Advisory Service	-	-	-	0.00
		148,113,284	131,989,001	16,124,283	89.11
DEPARTMENT: FINANCE AND ECONOMIC PLANNING					
Administration, Planning and Support Services.	Administration Services.	450,104,082	291,374,481	158,729,601	64.73
Administration, Planning and Support Services.	Monitoring Budget Implementation and Reporting	36,075,639	27,938,676	8,136,963	77.44
Public Finance Management	Budget Formulation coordination and management	350,511,676	138,580,782	211,930,894	39.54
Audit Services	County Audit	9,950,000	7,954,621	1,995,379	79.95
		846,641,397	465,848,561	380,792,836	55.02
DEPARTMENT: AGRICULTURE, LIVESTOCK AND FISHERIES					
Policy, Strategy and Management of Agriculture	Development of Agricultural Policy, Legal & Regulatory framework.	37,452,435	24,305,274	13,147,161	64.90
Crop Development and Management	Agriculture Extension Services	544,127,994	213,426,554	330,701,440	39.22
Livestock Resource Management and Development	Livestock Disease Management and Control.	11,106,381	9,109,638	1,996,743	82.02
Livestock Resource Management and Development	Livestock Production and Extension Services	52,000,523	32,260,290	19,740,233	62.04
Fisheries development	Management and Development of Capture Fisheries	7,762,998	1,303,642	6,459,356	16.79
		652,450,331	280,405,398	372,044,933	42.98
DEPARTMENT: WATER, ENERGY, NATURAL RESOURCES AND ENVIRONMENT					
Environment policy development and coordination	Planning Coordination Policy and Administrative Services	175,418,651	151,499,095	23,919,556	86.36
Water supply services	Rural Water Supply	295,382,366	282,122,175	13,260,191	95.51
		470,801,017	433,621,271	37,179,746	92.10
DEPARTMENT: EDUCATION, YOUTH AFFAIRS, CULTURE AND SOCIAL SERVICES					
General Administration & planning services.	Policy Development and Administration	272,251,091	257,879,672	14,371,419	94.72
Basic Education	Early Childhood Development Education	171,298,939	171,298,939	-	100.00
Gender and Social Development	Social Welfare Services/Social Infrastructure Development	22,799,998	17,669,642	5,130,356	77.50
Youth development and empowerment services	Youth development (YP) Training	55,909,040	49,136,058	6,772,982	87.89

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs.)	Absorption (%)
		522,259,068	495,984,311	26,274,757	94.97
DEPARTMENT: HEALTH SERVICES					
Curative Health	Administration and Planning	1,705,104,024	1,517,965,366	187,138,658	89.02
Curative Health	Hospital(curative)Services	-	-	-	-
Preventive and Promotive Health	Preventive Medicine and Promotive Health	1,337,816,607	1,258,315,337	79,501,270	94.06
		3,042,920,631	2,776,280,703	266,639,928	91.24
DEPARTMENT: LANDS, HOUSING AND PHYSICAL PLANNING					
Administration and support services	General Administration and Planning	125,563,278	116,737,571	8,825,708	92.97
Housing Development and Human Resource	Housing Development	47,044,359	40,295,416	6,748,943	85.65
Land policy and planning	Development Planning and Land Reforms	63,900,008	41,634,313	22,265,695	65.16
Land policy and planning	Land Use Planning	6,102,443	6,102,443	0	100.00
		242,610,088	204,769,742	37,840,346	84.40
DEPARTMENT: PUBLIC WORKS, ROADS AND TRANSPORT					
Transport Management and Safety	General Administration Planning and Support Services	83,550,000	79,669,543	3,880,457	95.36
Infrastructure, Roads and Transport	Rehabilitation of Road	950,728,395	867,652,024	83,076,371	91.26
Infrastructure, Roads and Transport	Maintenance of Roads and Bridges/Periodic Maintenance	16,106,317	10,791,534	5,314,783	67.00
		1,050,384,712	958,113,101	92,271,611	91.22
DEPARTMENT: TRADE, INDUSTRIALISATION, TOURISM, WILDLIFE AND COOPERATIVE MANAGEMENT					
Trade development and investment	Fairtrade Practices and Consumer Protection (weight & measures)	73,835,176	69,111,447	4,723,729	93.60
Trade development and investment	Administrative and Support Services.	18,125,061	11,910,194	6,214,867	65.71
Cooperative development and management	Cooperative Advisory & Extension Services.	33,966,870	28,500,212	5,466,659	83.91
Tourism development and marketing	Local Tourism Development.	3,000,000	3,000,000	-	100.00
		128,927,107	112,521,852	16,405,255	87.28
DEPARTMENT: ICT AND E-GOVERNMENT					
Information & Communication Service	News and Information Services	66,216,581	61,227,089	4,989,492	92.46
Information & Communication Service	ICT and BPO development services	27,876,262	22,380,298	5,495,964	80.28
		94,092,843	83,607,388	10,485,455	88.86
DEPARTMENT: COUNTY PUBLIC SERVICE BOARD					

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Administration of Human Resources and Public Service	Establishment, Appointment, Discipline and Board Management.	65,415,254	63,465,850	1,949,405	97.02
		65,415,254	63,465,850	1,949,405	97.02
DEPARTMENT: PUBLIC SERVICE MANAGEMENT					
Administration of Human Resources and Public Service	General Administration, Planning and Support Services	306,029,266	282,903,455	23,125,811	92.44
Administration of Human Resources and Public Service	Human Resource Development	85,563,313	70,546,217	15,017,096	82.45
		391,592,579	353,449,672	38,142,907	90.26
DEPARTMENT: ASSEMBLY					
Administration of Human Resources and Public Service	General Administration, Planning and Support Services	432,648,856	432,647,536	432,647,536	100.00
Legislative Services		304,824,004	287,450,389	287,450,389	94.30
Administration of Human Resources and Public Service	Establishment, Appointment, Discipline and Board Management.	10,322,997	10,283,019	10,283,019	
		747,795,857	730,380,944	730,380,944	97.67
County Executive Grand Total		8,404,004,168	6,880,260,694	1,523,743,474	81.87

Source: Kericho County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Early Child Development Education in the Department of Education at 100 per cent, administration of Human Resources and Public Service in the Department of Assembly at 100 per cent, land policy and planning in the Department of Lands and urban planning at 100 per cent, and administration of Human Resources and Public Service in the Department of Public service administration at 97.3 per cent of budget allocation.

3.12.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 41.8 per cent of the total realised revenue in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.566.82 million against an annual projection of Kshs. 842.63 million, representing 67.3 per cent of the annual target.
3. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Emergency Fund and Mortgage and Car loan Fund reports were not submitted to the Controller of Budget.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.430 million were processed through the manual payroll and accounted for 4.2 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 03rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
5. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.13 County Government of Kiambu

3.13.1 Overview of FY 2021/22 Budget

The County's approved first supplementary budget for FY 2021/22 was Kshs.17.51 billion, comprising Kshs.4.87 billion (27.8 per cent) and Kshs.12.64 billion (72.2 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.11.72 billion (66.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.4.29 billion (24.5 per cent) from its own sources of revenue, and use a cash balance of Kshs.870.69 million (5 per cent) from FY 2020/21. The County expected to also receive Kshs.589.24 million (3.4 per cent) as conditional grants, which consisted of Transforming Health Systems for Universal Care Project (WB) Kshs.11.43 million, National Agricultural and Rural Inclusive Growth Project (NAGRIP) Kshs.402.84 million, Kenya Devolution Support Project (KDSP) Level 2 Grant Kshs.73.73 million, DANIDA Grant Kshs.20.90 million, Sweden - Agricultural Sector Development Support Programme (ASDSP) II Kshs.30.34 million, and Kenya Informal Settlement Improvement Project (KISIP II) Kshs.50 million. The County also expects other revenues of Kshs.41.4 million (0.2 per cent), which include Kshs.26.40 million from the MSF Belium, and Nutrition International project Kshs.15 million.

3.13.2 Revenue Performance

In FY 2021/22, the County received Kshs.10.78 billion as the equitable share of the revenue raised nationally, raised Kshs.3.15 billion as own-source revenue, Kshs.298.98 million as conditional grants, and had a cash balance of Kshs.870.69 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.15.14 billion, as shown in Table 3.82

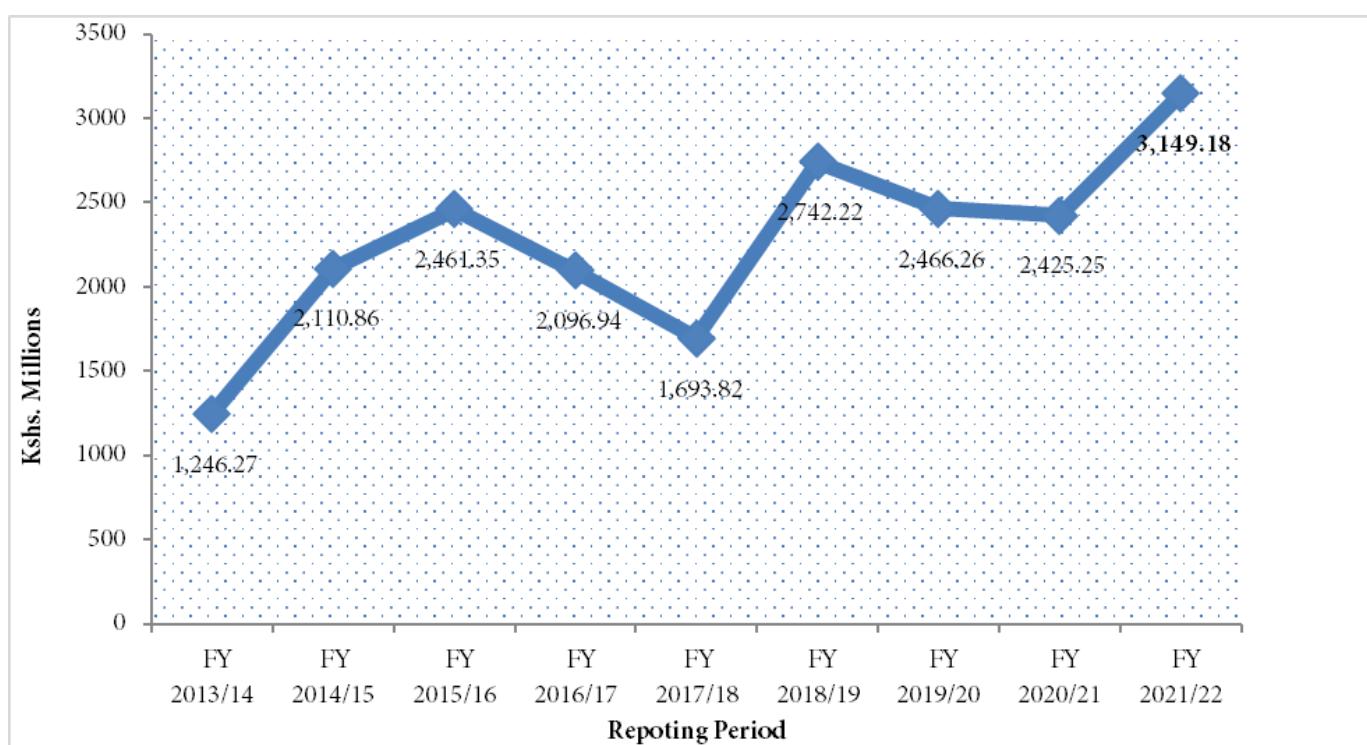
Table 3.82: Kiambu County, Revenue Performance in FY 2021/22

S>No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	11,717,525,720	10,780,123,663	92.0
	Sub Total	11,717,525,720	10,780,123,663	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	4,288,015,282	3,149,182,552	73.4
2.	Conditional Grants	589,239,254	298,984,800	50.7
3.	Balance b/f from FY 2020/21	870,686,826	870,686,826	100
4.	Other Revenues	41,400,000	41,616,128	100.5
	Sub Total	5,789,341,362	4,360,470,306	75.3
	Grand Total	17,506,867,082	15,140,593,969	86.5

Source: Kiambu County Treasury

Figure 3.25 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.25: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kiambu County Treasury

In FY 2021/22, the County generated a total of Kshs.3.15 billion as own-source revenue. This amount represented an increase of 29.8 per cent compared to Kshs.2.43 billion realised in FY 2020/21 and was 73.4 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.371.68 million.

The County has implemented an automated revenue management system referred to Kiambu-Pay, which has been influential in the increase in revenue performance. Kiambu-Pay is a cashless payment method that has helped seal loopholes at sub-counties and hospitals, emphasising the main principal collection streams, e.g. physical planning, land rates, vehicle parking, hospital fees and single business permits etc. Furthermore, the creation of various task forces in supervising, analysing and reporting on revenue collection processes and public sensitisation on the importance of revenue payment, including reminders through sending of bulk SMS, has also contributed mainly to revenue collection efficiency.

3.13.3 Exchequer Issues

The Controller of Budget approved Kshs.14.60 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.2.25 million (15.4 per cent) for development programmes and Kshs.12.34 billion (84.6 per cent) for recurrent programmes, as shown in Table 3.87.

3.13.4 Overall Expenditure Review

The County spent Kshs.12.81 billion on development and recurrent programmes during the reporting period. This expenditure represented 87.8 per cent of the total funds released by the CoB and comprised of Kshs.2.89 billion and Kshs.9.92 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 59.3 per cent, while recurrent expenditure represented 78.5 per cent of the annual recurrent expenditure budget.

3.13.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.5.73 billion and comprised of Kshs.3.54 billion for recurrent expenditure and Kshs.2.19 billion for development expenditure. During the period under review, pending bills amounting to Kshs.485.60 million were settled, consisting of Kshs.135.91 million for recurrent expenditure and Kshs.349.68 million for development programmes, as shown in Table 3.83

Table 3.83: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	3,541,915,204	135,914,794	3,406,001,410	242,028,721	3,648,030,131
Development Expenditure	2,190,115,616	349,683,303	1,840,432,313	385,621,395	2,226,053,708
Total	5,732,031,820	485,598,097	5,246,433,723	627,650,116	5,874,083,839

Source: Kiambu County Treasury

The outstanding pending bills amounted to Kshs.5.87 billion as of 30th June 2022, including Kshs.627.65 million pending bills committed during the FY 2021/22. The unpaid pending bills as of 30th June 2022 include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.3.75 billion, out of which the County has settled bills amounting to Kshs.930.12 million, leaving a balance of Kshs.2.82 billion as of 30th June 2022.

3.13.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.7.02 billion on employee compensation, Kshs.1.68 billion on operations and maintenance, and Kshs.2.87 billion on development activities. Similarly, the County Assembly spent Kshs.627.79 million on employee compensation, Kshs.603.92 million on operations and maintenance, and Kshs.15.68 million on development activities, as shown in Table 3.84

Table 3.84: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	11,229,189,503	1,408,021,994	8,692,273,646	1,231,708,016	77.4	87.5
Compensation to Employees	7,895,529,419	646,014,863	7,015,138,232	627,792,526	88.8	97.2
Operations and Maintenance	3,333,658,084	762,007,131	1,677,135,414	603,915,490	50.3	79.3
Development Expenditure	4,779,657,585	90,000,000	2,870,270,629	15,676,408	60.1	17.4
Total	16,008,845,088	1,498,021,994	11,562,544,275	1,247,384,424	72.2	83.3

Source: Kiambu County Treasury

3.13.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 50.5 per cent of the annual realised revenue of Kshs.15.14 billion.

Personnel emoluments amounting to Kshs.6.85 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, those paid through manual payroll, including casuals, were Kshs.776.11 million. The manual payroll accounted for 10 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.7.80 billion includes Kshs.3.96 billion attributable to the health sector, which translates to 55.9 per cent of the total wage bill in the reporting period.

3.13.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.484.30 million to county-established funds in FY 2021/22, constituting 2.8 per cent of the County's overall budget for the year. Table 3.85 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.85: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Kiambu County Assembly Car loan & Mortgage Scheme Fund	-	-	Yes	-
2.	Kiambu County Assembly Staff Mortgage Scheme Fund	50,000,000	-	Yes	-
3.	Kiambu Alcoholic Drinks Control Fund	31,300,000	23,210,000	Yes	74.2
4.	Kiambu County Education Bursary Fund	231,000,000	180,000,000	Yes	77.9
5.	Kiambu County Emergency Fund	30,000,000	-	Yes	-
6.	Kiambu County Executive Car Loan & Mortgage Scheme Fund	-	-	Yes	-
7.	Kiambu County Jiinue Fund	142,000,000	-	Yes	-
Total		484,300,000	203,210,000		42.0

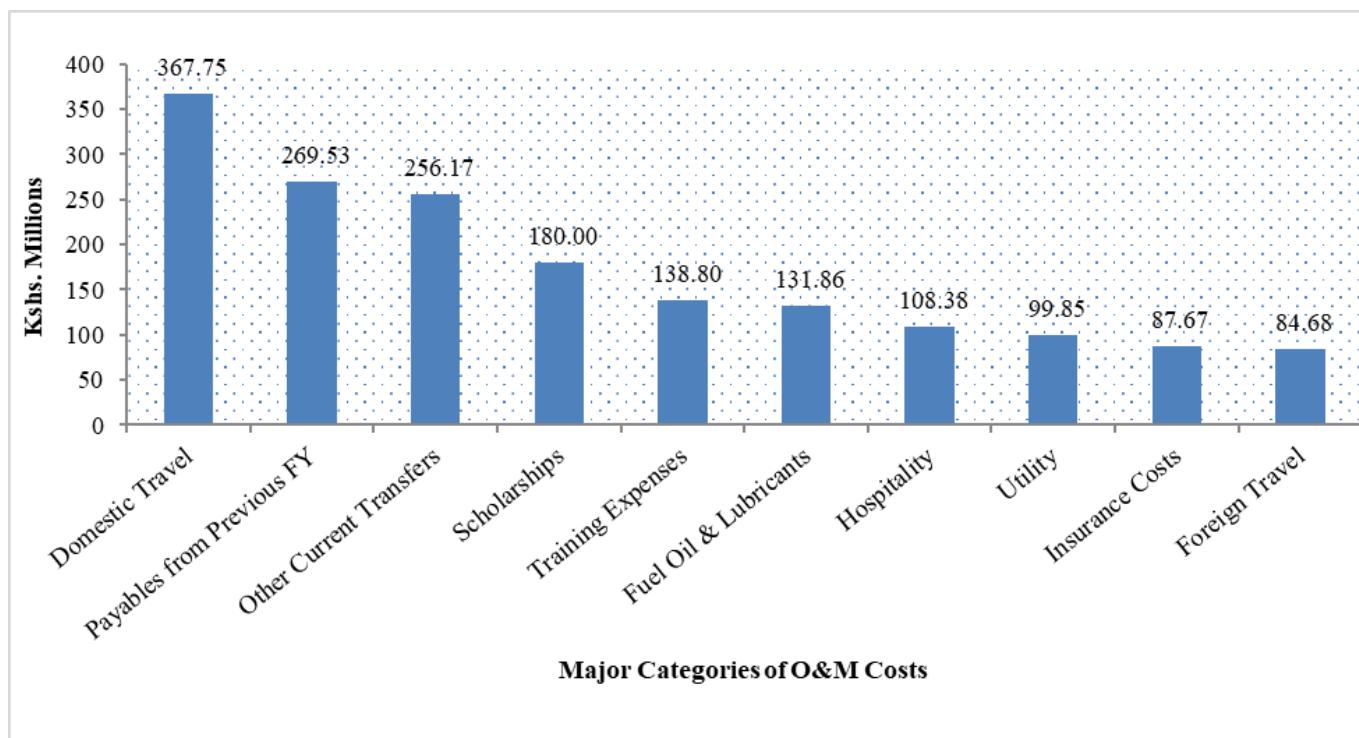
Source: Kiambu County Treasury

The OCoB received quarterly financial returns from administrators of seven funds, as indicated in Table 3.85

3.13.9 Expenditure on Operations and Maintenance

Figure 3.26 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.26: Kiambu County, Operations and Maintenance Expenditure by Major Categories



Source: Kiambu County Treasury

The County Assembly spent Kshs.53.77 million on committee sitting allowances for the 93 MCAs and the Speaker against the annual budget allocation of Kshs.120 million. The average monthly sitting allowance was Kshs.48,180 per MCA. The County Assembly has established 22 Committees.

During the period, expenditure on domestic travel amounted to Kshs.367.75 million and comprised Kshs.259.81 million spent by the County Assembly and Kshs.107.94 million by the County Executive. Expenditure on foreign travel amounted to Kshs.84.68 million and comprised of Kshs.80.99 million by the County Assembly and Kshs.3.69 million by the County Executive. Development Expenditure

The County incurred Kshs.2.89 billion on development programmes, representing a decrease of 12.5 per cent compared to FY 2020/21 when the County spent Kshs.3.30 billion. Table 3.86 summarises development projects with the highest expenditure in the reporting period.

Table 3.86: Kiambu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Agriculture	Supply of certified seeds during the long rains	All Wards	33,271,802	33,271,802	33,271,802	None	Complete	GOK	None
Roads	Rehabilitation of Rural Access Roads (195.7KM)	All wards	426,000,000	426,000,000	26,365,942	None	Pending Bill	GOK	None
Agriculture	Purchase and distribution of certified maize seeds	All Wards	26,300,000	26,300,000	26,300,000	None	Complete	GOK	None

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health	Construction of level 4 hospital at Githunguri health centre	Githunguri	676,000,000	155,304,477	155,304,477	None	50% Complete	GoK	None
Agriculture	Purchase and Distribution of Certified Seeds -Short Rains	All Wards	15,800,000	15,800,000	15,800,000	None	Compete	GoK	None
Trade	Construction of 3 No. Kigumo Market Sheds, Ablution Block & Storm Water Disposal	Githunguri	37,791,103	37,791,103	14,290,371	None	Ongoing	GoK	None
Water	Delivery of HDPE pipes, fittings & other equipment to Kikuyu Water and Sewerage Co.	Kikuyu	13,000,000	13,000,000	13,000,000	None	Complete	GoK	None
Trade	Construction of Gitatu Market	Kabete	12,083,302	12,083,302	12,083,302	None	Complete	GoK	None
Health	Construction of level 4 hospital at Bibirioni	Limuru	285,999,364	84,118,072	84,118,072	None	50% complete	GoK	None
Trade	Construction of Market Shed, Office and Ablution Block	Rironi	12,700,000	12,700,000	9,200,511	None	70% Complete	GoK	None

Source: Kiambu County Treasury

3.13.10 Budget Performance by Department

Table 3.87 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.87: Kiambu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	1,408.02	90.0	1,231.71	15.68	1,231.71	15.68	100.0	100.0	87.5	17.4
County Executive	385.58	-	374.90	-	258.14	-	68.9	-	66.9	-
County Public Service Board	62.10	-	63.81	-	34.41	-	53.9	-	55.4	-
Finance, Economic Planning and ICT	1,885.27	278.73	1,851.98	78.23	1,209.67	177.50	65.3	226.9	64.2	63.7
Administration and Public Service	860.99	31.00	855.36	30.40	725.41	30.79	84.8	101.3	84.3	99.3

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Crop Production & Irrigation	463.16	816.03	477.00	233.13	338.96	314.75	71.1	135.0	73.2	38.6
Water, Environment and Natural Resources	371.52	293.00	363.51	67.40	254.47	177.76	70.0	263.8	68.5	60.7
Health Services	5,099.02	802.64	5,021.81	756.80	4,360.11	335.47	-	44.3	85.5	41.8
Education, Culture and Social Services	1,119.68	145.19	1,119.02	22.89	866.35	26.37	77.4	115.2	77.4	18.2
Youth and Sports	148.45	327.54	150.37	57.15	99.70	234.81	66.3	410.9	67.2	71.7
Lands, Physical Planning and Housing	234.66	264.28	234.66	11.30	129.83	22.60	55.3	200.0	55.3	8.6
Trade, Tourism, Industry &Co-operative	142.00	386.10	142.00	59.52	84.27	339.52	59.3	570.4	59.3	87.9
Roads, Transport and Public Works	456.76	1,435.16	456.30	920.09	330.97	1,210.71	72.5	131.6	72.5	84.4
	12,637.21	4,869.66	12,343.41	2,252.57	9,923.98	2,885.95	80.4	128.1	78.5	56.6

Source: Kiambu County Treasury

Analysis of expenditure by department shows that the Department of Administration and Public Service recorded the highest absorption rate of development budget at 99.3 per cent, followed by the Department of Trade, Tourism, Industry & Co-operative at 87.9 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 87.5 per cent, while the Department of Lands, Physical Planning and Housing had the lowest at 55.3 per cent. It is noted that the ratio of Expenditure to Exchequer Issues for development activities was above 100 per cent in some departments as shown in the above table. This indicates a weak internal control which led to the reallocation of exchequer issues.

3.13.11 Budget Execution by Programmes and Sub-Programmes

Table 3.88 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.88: Kiambu County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
County Assembly					
Legislation and Oversight services		785,986,944	752,592,130	33,394,814	95.75
	Legislation and Oversight services	785,986,944	752,592,130	33,394,814	95.75
Representation services		153,630,023	142,586,872	11,043,151	92.81
	Representation services	153,630,023	142,586,872	11,043,151	92.81
General Administration and support services		558,405,027	352,205,422	206,199,605	63.07
	General Administration and support services	558,405,027	352,205,422	206,199,605	63.07
	Sub-Total	1,498,021,994	1,247,384,424	250,637,570	83.27
County Executive					
General Administration and Support Services		326,967,488	241,167,338	85,800,150	73.76
	General Administration Planning and Support Services	326,967,488	241,167,338	85,800,150	73.76
Representation services		58,613,503	16,967,708	41,645,795	28.95

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
	Representation services	58,613,503	16,967,708	41,645,795	28.95
	Sub-Total	385,580,991	258,135,046	127,445,945	66.95
County Public Service Board					
	Leadership and Admin of HR Management and Development in County Public Service	62,096,211	34,406,511	27,689,700	55.41
	Human Resource development and management services	62,096,211	34,406,511	27,689,700	55.41
	Sub-Total	62,096,211	34,406,511	27,689,700	55.41
Finance & Economic Planning & ICT					
Public Finance Management and Economic Policy and Strategy		2,164,003,233	1,387,163,813	776,839,420	64.10
	General Administration and support services	1,435,721,545	877,844,555	557,876,990	61.14
	financial management services	720,281,688	504,737,317	215,544,371	70.07
	Economic planning services	8,000,000	4,581,941	3,418,059	57.27
	Sub-Total	2,164,003,233	1,387,163,813	776,839,420	64.10
Administration & Public Service					
Admin & Co-ord of county affairs, HR Dev, Mngt, Capacity Building		19,121,529	7,738,667	11,382,862	40.47
	Human resource development and management	19,121,529	7,738,667	11,382,862	40.47
General Administration Planning and Support Services		872,866,812	748,462,177	124,404,635	85.75
	Economic Planning Coordination services	872,866,812	748,462,177	124,404,635	85.75
	Sub-Total	891,988,341	756,200,844	135,787,497	84.78
Agriculture, Livestock and Fisheries					
Crop, Livestock and Fisheries Development and Management		1,279,189,749	653,702,722	625,487,027	51.10
	General administration and support services	453,162,497	338,954,054	114,208,443	74.80
	Livestock resource management and development	74,000,000	49,959,638	24,040,362	67.51
	Fisheries Development	9,000,000	-	9,000,000	-
	Crop production and management	743,027,252	264,789,030	478,238,222	35.64
	Sub-Total	1,279,189,749	653,702,722	625,487,027	51.10
Water, Environment & Natural Resources					
Water Resources Mngt, Environment Protection and Conservation		293,000,000	177,761,094	115,238,906	60.67
	Environmental & Solid Waste management	59,000,000	55,504,400	3,495,600	94.08
	Water Resource Management and Sanitation	224,000,000	120,536,694	103,463,306	53.81

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
	Natural Resources Conservation and Management	5,000,000	1,720,000	3,280,000	34.40
	Renewable Energy and Climate Change	5,000,000	-	5,000,000	-
General Administration and Support Services		371,523,466	254,465,347	117,058,119	68.49
	General Administration & Support Services	371,523,466	254,465,347	117,058,119	68.49
	Sub-Total	664,523,466	432,226,441	232,297,025	65.04
Health Services					
Health curative services		606,824,220	209,718,718	397,105,502	34.56
	Health Curative Services	606,824,220	209,718,718	397,105,502	34.56
General Administration and Support Services		4,240,282,316	4,081,494,553	158,787,763	96.26
	General Administration and Support Services	4,240,282,316	4,081,494,553	158,787,763	96.26
Community Health Services		453,407,612	165,728,654	287,678,958	36.55
	Community Health Services	453,407,612	165,728,654	287,678,958	36.55
County Hospital Infrastructure		449,142,334	187,469,603	261,672,731	41.74
	County Hospital Infrastructure	449,142,334	187,469,603	261,672,731	41.74
County Pharmaceutical Services		152,000,000	51,168,472	100,831,528	33.66
	Pharmaceutical and Non-Pharmaceutical supplies	152,000,000	51,168,472	100,831,528	33.66
	Sub-Total	5,901,656,482	4,695,580,000	1,206,076,482	79.56
Education, Culture & Social Services					
Pre-primary education		436,187,527	219,138,528	217,048,999	50.24
Promotion of Culture; ICT and Social Services					
	Pre-primary education and youth polytechnics services	436,187,527	219,138,528	217,048,999	50.24
General Administration and Support Services		822,681,747	671,361,825	151,319,922	81.61
	General Administration and Support Services	822,681,747	671,361,825	151,319,922	81.61
Culture, Gender and Social services		6,000,000	2,219,500	3,780,500	36.99
	Culture, Gender and Social services	6,000,000	2,219,500	3,780,500	36.99
	Sub-Total	1,264,869,274	892,719,853	372,149,421	70.58
Youth & Sports					
Development and Management of Sports Facilities		185,538,853	184,806,297	732,556	99.61
	Development and Management of Sports Facilities	185,538,853	184,806,297	732,556	99.61
Youth Empowerment		142,000,000	50,000,000	92,000,000	35.21
	Youth Empowerment	142,000,000	50,000,000	92,000,000	35.21
Promotion and development of sports		148,445,280	99,704,320	48,740,960	67.17

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
	Promotion and development of sports	148,445,280	99,704,320	48,740,960	67.17
	Sub-Total	475,984,133	334,510,617	141,473,516	70.28
Lands, Physical Planning & Housing					
Land Management and Physical Planning; & Housing Development		476,752,477	143,660,718	333,091,759	30.13
	Land Management and Physical Planning	362,470,216	121,063,422	241,406,794	33.40
	Housing Development	114,282,261	22,597,296	91,684,965	19.77
Municipal Administration & Urban Development		22,189,438	8,765,530	13,423,908	39.50
	Municipal Administration and Urban Development	22,189,438	8,765,530	13,423,908	39.50
	Sub-Total	498,941,915	152,426,248	346,515,667	30.55
Trade, Tourism, Industry & Co-operative					
Industrial, Investments, Tourism, Trade and Cooperative Development		528,100,912	423,794,183	104,306,729	80.25
	General Administration, Planning and Support Services	142,002,334	84,274,044	57,728,290	59.35
	Trade Administration, Development and Promotion	298,500,000	277,950,334	20,549,666	93.12
	Tourism promotion and marketing	16,500,000	-	16,500,000	-
	Co-operative Development and Management	41,000,000	40,584,616	415,384	98.99
	Industrialisation	5,098,578	-	5,098,578	-
	Enterprise development	25,000,000	20,985,189	4,014,811	83.94
	Sub-Total	528,100,912	423,794,183	104,306,729	80.25
Roads, Transport & Public Works					
Administration, planning & support Services		456,755,348	330,969,649	125,785,699	72.46
	General Administration and Support services	456,755,348	330,969,649	125,785,699	72.46
Road Transport		1,435,155,033	1,210,708,348	224,446,695	84.36
	Construction of Roads and Bridges	1,435,155,033	1,210,708,348	224,446,695	84.36
	Sub-Total	1,891,910,381	1,541,677,997	350,232,394	81.49
	Grand-Total	17,506,867,082	12,809,928,699	4,696,938,393	73.17

Source: Kiambu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Development and management of sports services in the Department of Youths and Sports at 99.6 per cent, general administration and support services in the Department of Health Services at 99.3 per cent, cooperative development and management in the Department of Trade, Tourism, Industry & Co-operative at 98.9 per cent, and Legislation and Oversight services in the County Assembly at 95.8 per cent of budget allocation.

3.13.12 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

- Violation of the fiscal responsibility principle on the minimum allocation towards development expenditure

- of 30 per cent based on Kshs.4.87 billion (27.8 per cent) and Kshs.12.64 billion (72.2 per cent) allocation for development and recurrent programmes, respectively.
2. A high wage bill, which accounted for 50.5 per cent of the annual revenue of Kshs.15.14 billion, thus constraining funding to other programmes.
 3. The underperformance of own-source revenue at Kshs.3.15 billion against an annual projection of Kshs.4.29 billion, representing 73.4 per cent of the annual target.
 4. A huge accumulation of pending bills amounting to Kshs.5.87 billion, which accounts for 33.6 per cent of the FY 2021/22 approved budget.
 5. Use of manual payroll. Personnel emoluments amounting to Kshs.776.11 million were processed through the manual payroll and accounted for 10 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
 6. Over-expenditure on departmental expenditure to exchequer issues averaging 128.1 per cent, thus indicating reallocation of the requisitioned exchequer.
 7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 29th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Treasury should comply with the fiscal responsibility principles on 70:30 per cent requirement as spelt in the PFM Act, 2012 Section 107(2)(b).*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County Treasury should progress towards clearance of the vast pending bills, which stand at Kshs.5.87 billion. The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *The County Treasury should ensure expenditure compliance towards requisitioned funds to avoid the reallocation of exchequers.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.14 County Government of Kilifi

3.14.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.15.95 billion, comprising Kshs.5.97 billion (37.4 per cent) and Kshs.9.98 billion (62.6 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.11.64 billion (73 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.12 billion (7 per cent) from its sources of revenue, and use a cash balance of Kshs.370.69million (2.3 per cent) from FY 2020/21. The County also expected to receive Kshs.2.82 billion (17.7per cent) as conditional grants, which consisted of Lease of medical equipment kshs.153.29 million (5.4 per cent) ,Road Levy maintenance Fund kshs.1.41million (0.05 per cent), Transforming Health Systems (THS) Kshs.76.19 million(2.7 per cent), National Agricultural and Rural Inclusive Growth Project (NARIGP)Kshs.254.61 million(9 per cent), DANIDA Kshs.23.14 million(0.8 per cent), Water & Sanitation Development Programme (WSDP)Kshs.1.84 billion (65.2 per cent), Kenya Devolution Support Programme (KDSP) Level II Grant Kshs.146.94 million (5.2 per cent), Agricultural Sector Development Support Programme (ASDSP) II Kshs.28.47 million (1

per cent), Kenya Urban Support Programme (KUSP)-Urban Institutional Grant Kshs.86.39 million (3.1 per cent), Kenya Informal Settlement and Improvement Project (KISIP) Kshs.200 million (7.1 per cent), Compensation for User Fee Forgone Kshs.1.33 million (0.05 per cent) and UNFPA 9TH Country Programme Implementation 8.86 million (0.31 per cent).

3.14.2 Revenue Performance

In FY 2021/22, the County received Kshs.10.7 billion as the equitable share of the revenue raised nationally, raised Kshs.827.5 million as own-source revenue, Kshs.1.16 billion as conditional grants, and had a cash balance of Kshs.370.69 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.13.07 billion, as shown in Table 3.89

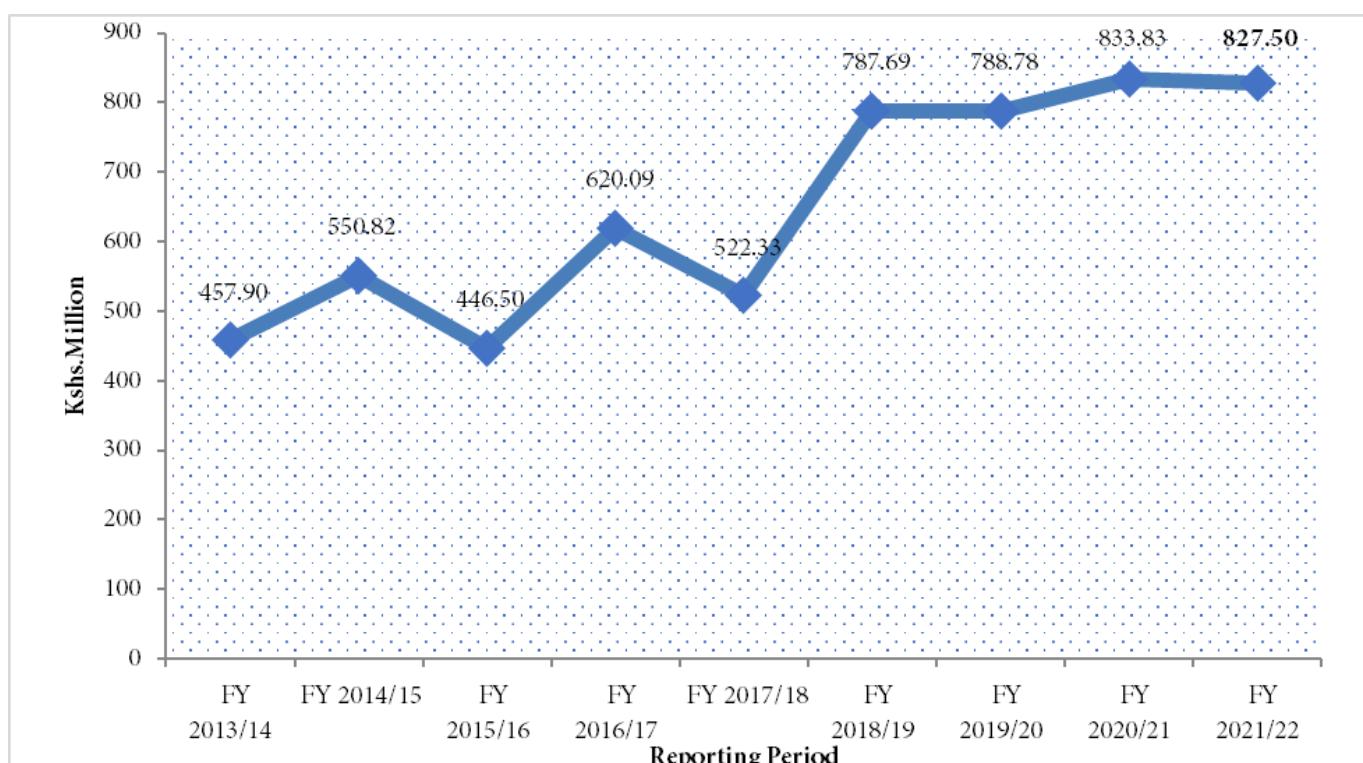
Table 3.89: Kilifi County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	11,641,592,941	10,710,265,505	92.0
Sub Total		11,641,592,941	10,710,265,505	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,118,754,087	827,496,951	74
2.	Conditional Grants	2,821,792,931	1,162,699,600	41.2
3.	Balance b/f from FY2020/21	370,687,591	370,687,591	100.0
Sub Total		4,311,234,609	2,360,884,142	54.8
Grand Total		15,952,827,550	13,071,149,647	81.9

Source: Kilifi County Treasury

Figure 3.29 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.27: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kilifi County Treasury

In FY 2021/22, the County generated a total of Kshs.827.50 million as own-source revenue. This amount represented a decrease of 0.8 per cent compared to Kshs.833.83 million realised in FY 2020/21 and was 74 per cent of the annual target. The County has implemented an automated OSR collection system called County Pro.

3.14.3 Exchequer Issues

The Controller of Budget approved Kshs.12.61 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.3.52 billion (27.9 per cent) for development programmes and Kshs.9.09 billion (72.1 per cent) for recurrent programmes, as shown in Table 2.

3.14.4 Overall Expenditure Review

The County spent Kshs.10.79 billion on development and recurrent programmes during the reporting period. This expenditure represented 85.6 per cent of the total funds released by the CoB and comprised of Kshs.2.12 billion and Kshs.8.68 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 35.4 per cent, while recurrent expenditure represented 86.9 per cent of the annual recurrent expenditure budget.

3.14.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.1.38 billion and comprised of Kshs.733.9 million for recurrent expenditure and Kshs. 641.4 million for development expenditure. During the period under review, pending bills amounting to Kshs.612.66 million were settled, consisting of Kshs.458.7million for recurrent spending and Kshs.153.9 million for development programmes, as shown in Table 3.90

Table 3.90: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	641,397,833	458,690,611	182,707,222	845,032,513	1,027,739,735
Development Expenditure	733,915,151	153,971,397	579,943,755	635,062,298	1,215,006,053
Total	1,375,312,984	612,662,008	762,650,976	1,480,094,812	2,242,745,788

Source: Kilifi County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.2.24 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.598.5 million, out of which the County has settled bills amounting to Kshs.240.9 million, leaving a balance of Kshs.357.6 million as of 30th June 2022.

3.14.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.2 billion on employee compensation, Kshs.3.61 billion on operations and maintenance, and Kshs.2.11 billion on development activities. Similarly, the County Assembly spent Kshs.116.67 million on employee compensation, Kshs.750.26 million on operations and maintenance, and Kshs.4.86 million on development activities, as shown in Table 3.91

Table 3.91: Summary of Budget and Expenditure by Economic Classification.

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	9,080,017,998	901,500,000	7,811,458,123	866,928,284	86.0	96.2
Compensation to Employees	4,199,255,008	116,670,340	4,199,644,748	116,670,340	100.0	100.0
Operations and Maintenance	4,880,762,990	784,829,660	3,611,813,375	750,257,944	74.0	95.6
Development Expenditure	5,907,809,552	63,500,000	2,111,928,371	4,855,728	35.7	7.6
Total	14,987,827,550	965,000,000	9,923,386,494	871,784,012	66.2	90.3

Source: Kilifi County Treasury

3.14.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 33 per cent of the annual realised revenue of Kshs.13.07 billion.

Personnel emoluments amounting to Kshs.3.99 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.324.1 million was paid through manual payrolls. The manual payroll accounted for 8.1 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.4.32 billion included Kshs.2.03 billion attributable to the health sector, which translates to 46.9 per cent of the total wage bill in the reporting period.

3.14.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.675 million to county-established funds in FY 2021/22, constituting 4.2 per cent of the County's overall budget for the year. Table 3 below summarises each established fund's budget allocation and performance during the reporting period.

Table 3.92: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)
8.	Scholarship Fund	350,000,000	350,000,000	NO
9.	Mbegu Fund	15,000,000	0	NO
10.	Emergency Fund	200,000,000	200,000,000	NO
11.	Assembly Car & Mortgage Fund	110,000,000	75,000,000	NO
Total		675,000,000	625,000,000	

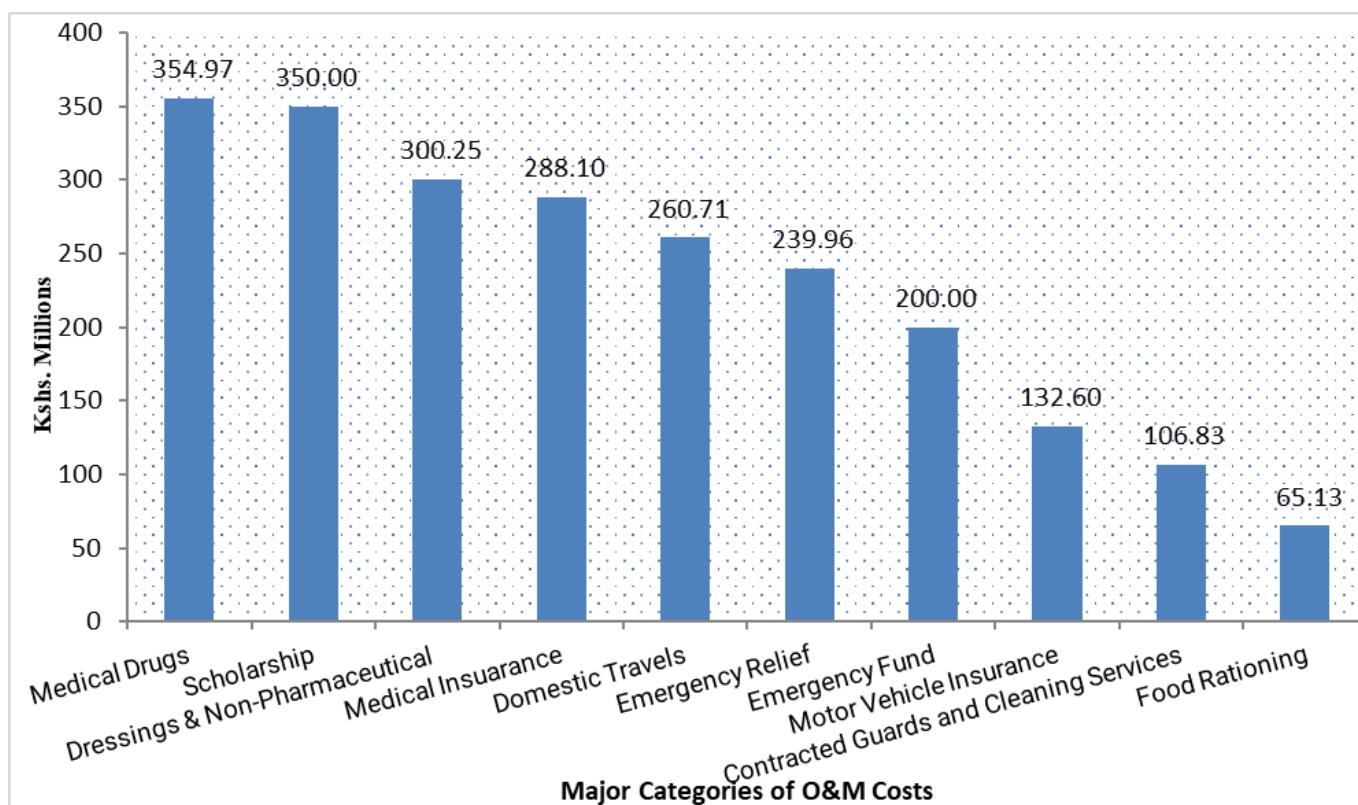
Source: Kilifi County Treasury

The OCoB did not receive quarterly financial returns from the Fund Administrators of county-established Funds, as indicated in Table 3.92.

3.14.9 Expenditure on Operations and Maintenance

Figure 3.28 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.28: Kilifi County, Operations and Maintenance Expenditure by Major Categories



Source: Kilifi County Treasury

The County Assembly spent Kshs.71 million on committee sitting allowances for the 55 MCAs and the Speaker against the annual budget allocation of Kshs.72.95 million. The average monthly sitting allowance was Kshs.107,576 per MCA against the SRC's recommended monthly ceiling of Kshs.124,800. The County Assembly has established 23 Committees.

During the period, expenditure on domestic travel amounted to Kshs.260.71 million and comprised Kshs.103.5 million spent by the County Assembly and Kshs.157.2 million by the County Executive. Expenditure on foreign travel amounted to Kshs.32.9 million and comprised of Kshs.19.2 million by the County Assembly and Kshs.13.8 million by the County Executive.

3.14.10 Development Expenditure

The County incurred Kshs.2.12 billion on development programmes, representing a decrease of 74.7 per cent compared to FY 2020/21 when the County spent Kshs. 3.67 billion. Table 3.66 summarises development projects with the highest expenditure in the reporting period.

Table 3.93: Kilifi County, List of Development Projects with the Highest Expenditure

S>No.	Project Name	Department	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Kilifi County Health Complex (phase II)	Health	Kilifi	175,000,000	159,613,891	91.2
2	Upgrading to bitumen standards of Kibao cha Fundisa - Adu (Phase I)	Roads	Adu	199,175,764	120,905,939	60.7

3	Kenya Devolution Support Programme (KSDP)	Finance	Kilifi	102,491,953	102,491,953	100.0
4	Equipment of Health Complex	Health	Kilifi	100,000,000	45,642,323	45.6
5	National Agricultural and Rural Inclusive Growth Project (NARIGP)	Agriculture	All Wards	254,610,493	43,301,887	17.0
6	Construction of 2 No. wards at Marafa Health Center	Health	Marafa	85,197,877	61,538,742	72.2
7	Non-Residential Buildings (offices, schools, hospitals, etc.)	Education	All Wards	52,911,600	42,807,146	80.9
8	Upgrading of Adu Health Facility	Health	Adu	115,435,001	29,892,976	25.9
9	Construction of Pavement & toilet at Gongoni market	Trade	Gongoni	23,600,000	23,600,000	100.0
10	Completion of Mtwapa Bus Park	Roads	Mtwapa	18,165,220	18,165,220	100.0

Source: Kilifi County Treasury Budget Performance by Department

Table 3.94 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.94: Kilifi County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	901.50	63.50	866.50	4.86	865.50	4.86	99.9	100.0	96.0	7.6
Office of the Governor	405.81		323.28		330.34		102.2	-	81.4	-
County Attorney	111.88		45.62		105.43		231.1	-	94.2	-
Finance	392.17	497.59	300.55	448.29	290.80	457.12	96.8	102.0	74.2	91.9
Economic Planning	61.20		24.68		62.90		254.8	-	102.8	-
Agriculture	95.26	345.69	92.41	286.27	74.50	137.67	80.6	48.1	78.2	39.8
Livestock	23.26	34.28	4.94	10.93	17.50	20.10	354.4	183.9	75.2	58.6
Fisheries	25.03	53.75	16.09	2.00	20.50	6.00	127.4	300.8	81.9	11.2
Water And Sanitation	22.40	1,857.17	10.93	839.63	17.30	863.00	158.3	102.8	77.2	46.5
Environment & Natural Resources	234.36	4.25	201.35	-	206.60		102.6	-	88.2	0.0
Education (Sports & Youth Affairs)	438.75	158.50	434.36	73.27	419.90	88.70	96.7	121.1	95.7	56.0
Information Communication and Technology	23.96		10.39		17.60		169.4	-	73.4	-
Medical Services	1,118.08	819.61	1,074.52	543.63	969.00	488.50	90.2	89.9	86.7	59.6
Public Health	180.80	9.83	66.39	-	32.90		49.6	-	18.2	0.0
Roads & Public Works	373.89	1,365.96	330.01	1,080.77	317.20		96.1	0.0	84.8	0.0
Lands and energy	431.45	534.60	387.78	77.89	326.80		84.3	0.0	75.7	0.0
Physical Planning & Urban Development	17.94	68.99	8.44	20.57	12.00		142.2	0.0	66.9	0.0
Gender, Culture & Social Services	143.09	53.33	66.00	33.82	75.50	27.40	114.4	81.0	52.8	51.4

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Trade And Tourism	85.23	96.04	67.27	102.23	50.00	19.00	74.3	18.6	58.7	19.8
Cooperatives Devpt	13.85		8.92		5.00		56.1	-	36.1	-
Public Service Board	37.83		30.27		44.00		145.4	-	116.3	-
Devolution & Disaster Service	420.03	8.20	337.99	-	295.80	3.20	87.5	-	70.4	39.0
Public Service Management	4,423.75		4,376.59		4,121.00		94.2	-	93.2	-
Total	9,981.52	5,971.31	9,085.28	3,524.15	8,678.08	2,115.54	95.5	60.0	86.9	35.4

Source: Kilifi County Treasury

Analysis of expenditure by department shows that the Department of Finance recorded the highest absorption rate of the development budget at 91.9 per cent, followed by the Department of Livestock at 58.6 per cent. The Department of Public Service Board had the highest percentage of recurrent expenditure to budget at 116.3 per cent, while the Department of Economic Planning had the lowest at 102.8 per cent. The overspending results from poor budgeting practice within the County and indicates weak internal control.

3.14.11 Budget Execution by Programmes and Sub-Programmes

Table 3.95 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.95: Kilifi County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
County Assembly	Legislation	482,874,928	482,874,928	-	100.0
	Oversight	29,050,000	29,050,000	-	100.0
	Administration	389,575,072	353,927,921	35,647,151	90.8
	Development	63,500,000	4,855,728	58,644,272	7.6
	Sub Totals	965,000,000	870,708,577	94,291,423	90.2
Office of the Governor	Intergovernmental relations	75,469,651	51,740,049	23,729,602	68.6
	Administration, planning and support services	330,344,731	282,831,504	47,513,227	85.6
	Sub Totals	405,814,382	334,571,553	71,242,829	82.4
County Attorney	Administration Planning and Support Services	111,880,767	105,434,164	6,446,603	94.2
	Sub Totals	111,880,767	105,434,164	6,446,603	94.2
Finance	Administration, Planning and Support Services	223,000,013	223,000,012	1	100.0
	Budget Formulation, Coordination and Management	74,039,329	38,011,230	36,028,099	51.3
	Audit Services	16,366,085	4,986,652	11,379,433	30.5
	Accounting Services	9,300,000	5,239,566	4,060,434	56.3
	Supply Chain Management Services	9,852,000	1,820,547	8,031,453	18.5
	Resource Mobilisation/Debt Management	59,608,644	17,716,712	41,891,932	29.7
	Development	497,590,267	457,117,822	40,472,445	91.9
	Sub Totals	889,756,338	747,892,541	141,863,797	84.1
Economic Planning	County Fiscal Planning	27,250,000	39,859,732	(12,609,732)	146.3
	Statistical Information Services/ Monitoring	33,949,386	23,040,294	10,909,092	67.9
	Sub Totals	61,199,386	62,900,026	(1,700,640)	102.8

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Agriculture	General Administration, Planning and Support Services	53,507,810	38,192,980	15,314,830	71.4
	Crop Production and Management	76,119,732	71,922,408	4,197,324	94.5
	Agribusiness and Information Management	288,142,486	82,748,269	205,394,217	28.7
	Irrigation and Drainage Infrastructure	22,865,612	19,294,215	3,571,397	84.4
	Sustainable soil and Water management	317,520	-		0.0
	Sub Totals	440,953,160	212,157,871	228,795,289	48.1
Livestock	Administration, Planning and Support services	20,185,478	11,673,193	8,512,285	57.8
	Livestock Policy and Capacity Development	1,902,465	1,387,352	515,113	72.9
	Livestock Production and Management	8,289,718	6,151,045	2,138,673	74.2
	Livestock Value Addition and Marketing	16,888,039	9,290,509	7,597,530	55.0
	Food Safety and Animal Products Development	6,772,179	6,082,685	689,494	89.8
	Livestock Disease Management and Control	3,508,500	3,198,140	310,360	91.2
	Sub Totals	57,546,378	37,782,923	19,763,455	65.7
Fisheries	Fisheries Policy and Capacity Development	10,187,656	9,031,313	1,156,343	88.6
	Sustainable Fisheries Production and Management	5,220,410	5,757,469	(537,059)	110.3
	Assurance of Fish Safety, Value Addition and Marketing	61,369,917	17,147,445	44,222,472	27.9
	Marine Fisheries Production & blue economy	2,000,000	-	-	-
	Sub Totals	78,777,982	31,936,226	46,841,756	40.5
Water & Sanitation	General Administration, Planning and Support Services	22,395,329	17,296,076	5,099,253	77.2
	Water Supply Infrastructure	1,856,173,743	863,168,924	993,004,819	46.5
	Sub Totals	1,878,569,072	880,465,000	998,104,072	46.9
Environment	County Environment Management	234,361,241	206,621,111	27,740,130	88.2
	Development	4,250,000		4,250,000	-
	Sub Totals	238,611,241	206,621,111	31,990,130	86.6
Education	General administration, planning and support services	82,066,496	63,260,999	18,805,497	77.1
	Early Childhood development education	127,196,990	89,328,201	37,868,789	70.2
	Education support services	350,000,000	350,000,000	-	100.0
	Education and training	37,989,654	6,036,083	31,953,571	15.9
	Sub Totals	597,253,140	508,625,284	88,627,856	85.2
ICT	Information Communication Technology	23,962,166	17,655,670	6,306,496	73.7
	Sub Totals	23,962,166	17,655,670	6,306,496	73.7

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Health	General & specialised medical & surgical services	813,413,638	709,647,991	103,765,647	87.2
	Administration for Health	1,121,388,401	746,519,245	374,869,156	66.6
	Reproductive Maternal Neonatal Child Adolescent Health	2,891,740	1,277,684	1,614,056	44.2
	Sub Totals	1,937,693,779	1,457,444,921	480,248,858	75.2
Public Health	Communicable Disease Control	190,629,643	32,877,950	157,751,693	17.2
	Sub Totals	190,629,643	32,877,950	157,751,693	17.2
Roads & Public Works	General administration, planning and support services	373,885,515	317,193,879	56,691,636	84.8
	Road Transport	1,365,960,328	963,788,225	402,172,103	70.6
	Sub Totals	1,739,845,843	1,280,982,104	458,863,739	73.6
Lands	General Administration	431,445,276	326,804,146	104,641,130	75.7
	Development	534,604,070	258,129,683	276,474,387	48.3
	Sub Totals	966,049,346	584,933,829	381,115,517	60.5
Physical Planning & Urban Development	General Administration	17,943,450	12,111,285	5,832,165	67.5
	Development	68,986,097	30,935,623	38,050,474	44.8
	Sub Totals	86,929,547	43,046,908	43,882,639	49.5
Gender, Culture & Social Services	General Administration	141,388,668	75,677,207	65,711,461	53.5
	Development	55,032,734	27,389,344	27,643,390	49.8
	Sub Totals	196,421,402	103,066,550	93,354,852	52.5
Trade And Tourism	General Administration	86,232,864	50,021,845	36,211,019	58.0
	Development	95,798,858	19,113,415	76,685,443	20.0
	Co-operatives	14,091,378	5,083,200	9,008,178	36.1
	Sub Totals	196,123,100	74,218,460	121,904,640	37.8
Public Service Board	General Administration	37,827,265	44,348,832	(6,521,567)	117.2
	Sub Totals	37,827,265	44,348,832	(6,521,567)	117.2
Devolution & Disaster Service	General Administration	411,230,876	295,880,018	115,350,858	71.9
	Development	17,000,000	3,232,161	13,767,839	19.0
	Sub Totals	428,230,876	299,112,179	129,118,697	69.8
Public Service Management	General Administration	4,423,752,737	4,121,105,822	302,646,915	93.2
	Sub Totals	4,423,752,737	4,121,105,822	302,646,915	93.2
Grand Total		15,952,827,550	12,120,788,528	3,832,039,022	76.0

Source: Kilifi County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: County Fiscal Planning in the Department of Economic Planning at 146.3 per cent, General Administration at County Public Service at 117.2 per cent in the Department of Public Service Board, and Sustainable Fisheries Production and Management at 110.3 per cent in the Department of Fisheries. Absorption rates above 100 per cent are irregular and point to the absence of an adequate internal control system.

3.14.12 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.2.1 billion in FY 2021/22 from the annual development budget allocation of Kshs.5.97 billion. The development expenditure represented 35.4 per cent of the annual development budget.
2. The underperformance of own-source revenue at Kshs.827.5 million against an annual projection of Kshs.1.12 billion, representing 74 per cent of the annual target. Further, the reported OSR included Kshs.257.37 million relating to NHIF, which was used at the source as it was not transferred through the CRF.
3. Weak budgeting practice is shown in Tables 5 and, where the County incurred expenditure over approved

budgetary allocations.

4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Mbegu Fund, Education Scholarship Fund, Car & Mortgage Fund, and Emergency Funds were not submitted to the Controller of Budget.
5. High level of pending bills which amounted to Kshs.2.24 billion as of 30th June 2022.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.324.1 million were processed through the manual payroll and accounted for 8.1 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.15 County Government of Kirinyaga

3.15.1 Overview of FY 2021/22 Budget

The County's approved budget for FY 2021/22 was Kshs.7.71 billion, comprising Kshs.3.17 billion (41.2 per cent) and Kshs.4.53 billion (58.8 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.20 billion (67.4 per cent) as the equitable share of revenue raised nationally, generate Kshs.485 million (6.3 per cent) from its own sources of revenue, and use a cash balance of Kshs.1.09 billion (14.1 per cent) from FY 2020/21. The County also expected to receive Kshs.573.63 million (7.4 per cent) as conditional grants, which consisted of Kshs.344.61 million as IDA (WB) Credit (National Agricultural and Rural Inclusive Growth Project NAGRIP), Kshs.146.61 million as IDA (WB) Credit: Kenya Devolution Support Project (KDSP) Level 2 Grant, Kshs.47.49 million as Transforming Health systems for Universal care Project (WB), Kshs.22.52 million as Sweden - Agricultural Sector Development Support Programme (ASDSP) II and Kshs.9.39 million as Danida Grant. The County has also budgeted for Other Revenues Kshs.364.73 million as Delayed Exchequer (FY 2021/2022 Estimated Delayed Exchequer)

3.15.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.78 billion as the equitable share of the revenue raised nationally, raised Kshs.364.65 million as own-source revenue, Kshs.293.66 million as conditional grants, and had a cash balance of Kshs.1.09 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7071 billion, as shown in Table 3.96.

Table 3.96: Kirinyaga County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,196,177,952	4,780,483,716	92.0
	Sub Total	5,196,177,952	4,780,483,716	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	485,000,000	364,653,724	75.2
2.	Conditional Grants	573,638,600	293,664,804	51.2
3.	Balance B/F from FY2020/21	1,085,780,955	1,085,780,955	100.0
4.	Other Revenues	364,734,600	-	0.0
	Sub Total	2,509,154,155.00	1,744,099,483	69.5
	Grand Total	7,705,332,107.00	6,524,583,199	84.7

Source: Kirinyaga County Treasury

Figure 3.29 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.29: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kirinyaga County Treasury

In FY 2021/22, the County generated a total of Kshs.364.65 million as own-source revenue. This amount represented an increase of 5.0 per cent compared to Kshs.346.52 million realised in FY 2020/21 and was 75.2 per cent of the annual target. The County has implemented an automated OSR collection system called County Pro Automated Revenue Management System, which brings on board all land-based revenues.

3.15.3 Exchequer Issues

The Controller of Budget approved Kshs.5.96 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.62 billion (27.2 per cent) for development programmes and Kshs.4.33 billion (72.8 per cent) for recurrent programmes, as shown in Table 3.101.

3.15.4 Overall Expenditure Review

The County spent Kshs.5.96 billion on development and recurrent programmes during the reporting period. This expenditure represented 100.0 per cent of the total funds released by the CoB and comprised of Kshs.1.62 billion and Kshs.4.33 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 55.1 per cent. In comparison, recurrent expenditure represented 95.7 per cent of the annual budget.

3.15.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.482.81 million by the County Executive, as shown in Table 3.97.

Table 3.97: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	249,091,100	-	249,091,100
Recurrent Expenditure	233,722,376	-	233,722,376
Total Pending Bills	482,813,476	-	482,813,476

Source: Kirinyaga County Treasury

3.15.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.37 billion on employee compensation, Kshs.1.33 billion on operations and maintenance, and Kshs.1.35 billion on development activities. Similarly, the County Assembly spent Kshs.318.16 million on employee compensation, Kshs.319.23 million on operations and maintenance, and Kshs.274.89 million on development activities, as shown in Table 3.98.

Table 3.98: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,893,665,788	637,393,333	3,697,060,321	637,393,332	95.0	100.0
Compensation to Employees	2,369,844,138	318,163,728	2,367,799,491	318,163,727	99.9	100.0
Operations and Maintenance	1,523,821,650	319,229,605	1,329,260,830	319,229,605	87.2	100.0
Development Expenditure	2,804,704,761	369,568,225	1,348,595,830	274,891,923	48.1	74.4
Total	6,698,370,549	1,006,961,558	5,045,656,152	912,285,254	75.3	90.6

Source: Kirinyaga County Treasury

3.15.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 41.2 per cent of the annual realised revenue of Kshs.6.52 billion.

Personnel emoluments amounting to Kshs.2.49 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs. 195.19 million was paid through manual payrolls. The manual payroll accounted for 7.3 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.69 billion includes Kshs.1.29 billion attributable to the health sector, which translates to 48.1 per cent of the total wage bill in the reporting period.

3.15.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.168.22 million to county-established funds in FY 2021/22, constituting 2.2 per cent of the County's overall budget for the year. Table 3.99 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.99: County Established Fund Performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30th June 2022 (Yes/ No.)
		A	B	C
1.	County Emergency Fund	8,000,000	10,320,608	YES
2.	County Bursary Fund	125,600,000	125,637,320	YES
3.	Executive Car Loan and Mortgage Fund	31,300,000	49,674,863	YES
4.	County Assembly Staff Car Loans and Mortgage Fund	3,327,408	3,941,589	YES
5.	County Assembly Members Car Loans and Mortgage Fund	-	19,076,624	YES
Total		168,227,408	208,651,004	

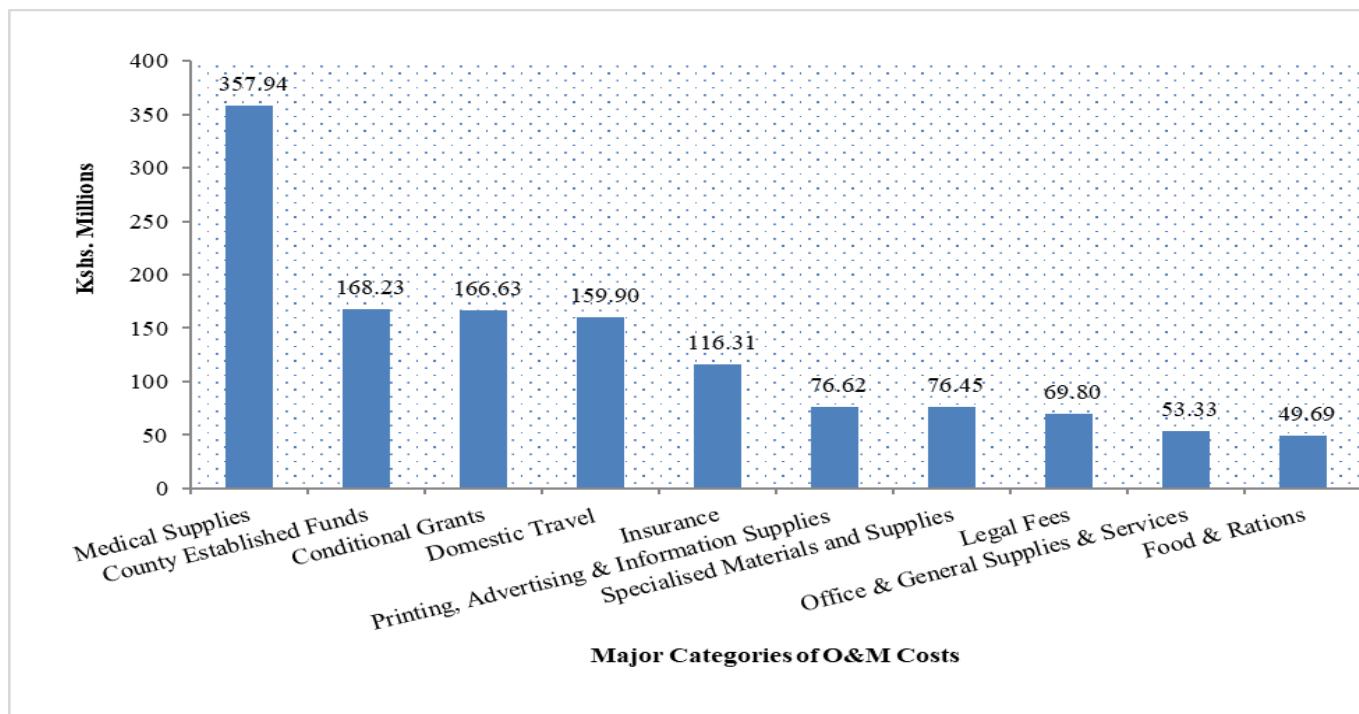
Source: Kirinyaga County Treasury

The OCoB received quarterly financial returns from administrators of the five established funds, as indicated in Table 3.99. It is noteworthy that the County Car Loans and Mortgage Funds for both the County Assembly and County Executive are revolving funds; hence the recorded expenditure above the FY 2021/22 approved budget is expected due to repayments of loans by members. The Emergency and the Bursary Funds also recorded above budget expenditure due to budget commitments.

3.15.9 Expenditure on Operations and Maintenance

Figure 3.30 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.30: Kirinyaga County, Operations and Maintenance Expenditure by Major Categories



Source: Kirinyaga County Treasury

The County Assembly spent Kshs.33.73 million on committee sitting allowances for the 34 MCAs and the Speaker against the annual budget allocation of Kshs.61.84 million. The average monthly sitting allowance was Kshs.82,670 per MCA. The County Assembly has established 27 Committees.

During the period, expenditure on domestic travel amounted to Kshs.159.90 million and comprised of Kshs.106.00 million spent by the County Assembly and Kshs.53.90 million by the County Executive. Expenditure on foreign travel amounted to Kshs.35.13 million and consisted of Kshs.28.00 million by the County Assembly and Kshs.7.13 million by the County Executive.

3.15.10 Development Expenditure

The County incurred Kshs.1.62 billion on development programmes, representing an increase of 10.2 per cent compared to FY 2020/21, when the County spent Kshs. 1.46 billion. Table 3.100 summarises development projects with the highest expenditure in the reporting period.

Table 3.100: Kirinyaga County, List of Development Projects with the Highest Expenditure

KIRINYAGA COUNTY GOVERNMENT									
Sector	Project Name	Project Location	Contract sum	FY 2021-22 Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Medical Services and Public Health	Construction of the Hospital Complex	Kerugoya Ward	1,150,571,187	415,346,032	1,122,331,562	NIL	90	Gok	Ongoing
County Assembly	Construction and equipping of Ward Offices,	Kerugoya Ward	192,666,320	167,799,880	178,864,909	0	92.8	Gok	Ongoing
County Assembly	Drilling & Equipping of Boreholes in Various Wards Offices	Kerugoya Ward	199,963,428	116,500,000	199,963,428	0	100	Gok	Complete
Medical Services and Public Health	Upgrading of Kianyaga level 4 Hospital	Baragwi Ward	288,561,930	140,000,000	40,241,695	NIL	15	Gok	Ongoing
Medical Services and Public Health	Upgrading of Kimbimbi level 4 Hospital	Nyangati Ward	288,561,930	140,000,000	37,277,376	NIL	15	Gok	Ongoing
Transport and Infrastructure	Installation of paving blocks at Wang'uru Parking	Tebere Ward	135,745,230	150,000,000	68,462,972	NIL	45	Gok	Ongoing

KIRINYAGA COUNTY GOVERNMENT									
Sector	Project Name	Project Location	Contract sum	FY 2021-22 Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Transport and Infrastructure	Kanda-kame Excavation, gravelling and Compacting	Kerugoya Ward	27,626,119	28,000,000	27,623,865	NIL	100	Gok	Complete
Transport and Infrastructure	Construction of Kanda-kame Bridge	Kerugoya Ward	15,098,560	15,335,647	13,931,901	NIL	90	Gok	Ongoing
Transport and Infrastructure	Kimandi-Kamondo Access Roads	Kerugoya Ward	12,487,500	12,500,000	12,487,500	NIL	100	Gok	Complete
Transport and Infrastructure	Construction of Gachuria Moyo Bridge phase 2	Tebere Ward/Murinduko Ward	16,388,184	12,047,464	12,044,036	NIL	100	Gok (KRB Roll Over)	Complete

Source: Kirinyaga County Treasury

3.15.11 Budget Performance by Department

Table 3.101 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.101: Kirinyaga County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock and Fisheries	251.71	795.88	241.20	269.92	241.20	269.92	100	100	95.8	33.9
Cooperative Development Trade and Tourism	42.84	19.47	40.22	5.02	40.22	5.02	100	100	93.9	25.8
County Assembly	637.39	369.57	637.39	274.89	637.39	274.89	100	100	100.0	74.4
County Executive	459.74	143.63	450.82	73.11	450.82	73.11	100	100	98.1	50.9
Education	299.81	22.01	297.25	8.69	297.25	8.69	100	100	99.1	39.5
Environment and Natural Resources	102.59	126.68	101.85	18.03	101.85	18.03	100	100	99.3	14.2
Finance and Economic Planning	599.77	2.08	485.73	-	485.73	-	100	-	81.0	-
Gender and Youth	46.17	5.00	37.44	1.49	37.44	1.49	100	100	81.1	29.9
Medical Services and Public Health	1,962.28	958.75	1,916.37	535.14	1,916.37	535.14	100	100	97.7	55.8
Physical Planning and Housing	28.97	99.19	28.10	4.50	28.10	4.50	100	100	97.0	4.5

Sports Culture and Social Services	22.71	19.94	21.60	3.72	21.60	3.72	100	100	95.1	18.7
Transport and Infrastructure	77.08	612.08	76.49	428.97	76.49	428.97	100	100	99.2	70.1
Total	4,531.06	3,174.27	4,334.45	1,623.49	4,334.45	1,623.49	100	100	95.7	51.1

Source: Kirinyaga County Treasury

Analysis of expenditure by department shows that the County Assembly recorded the highest absorption rate of development budget at 74.4 per cent, followed by the Department of Transport and Infrastructure at 70.1 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Finance and Economic Planning had the lowest at 81.0 per cent.

3.15.12 Budget Execution by Programmes and Sub-Programmes

Table 3.102 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.102: Kirinyaga County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
Legislation and Oversight	Legislation and Oversight	1,006,961,558	912,285,254	94,676,304	90.6
Sub Total		1,006,961,558	912,285,254	94,676,304	90.6
Office of the Governor and Deputy Governor	070601 County Executive Services	303,048,284	302,166,764.70	881,519	99.7
County Executive Administration	070701 County Executive Services	143,630,336	73,119,321.95	70,511,014	50.9
Management of County Affairs	070801 Coordination of County Functions	121,452,000	118,261,867.50	3,190,133	97.4
County Executive Committee Affairs	070901 Organization of County Business	6,200,000	5,205,043.05	994,957	84.0
County Public Service Board	071001 Human Resource Management	12,906,040	11,755,906.00	1,150,134	91.1
Administrative Support Services	020202 ICT Governance	3,480,000	3,055,600.00	424,400	87.8
	020701 Government Buildings Services	2,567,000	1,888,285.00	678,715	73.6
	070411 Audit Committee	1,919,000	1,654,700.00	264,300	86.2
	070412 County Enforcement Activities	4,185,000	3,310,600.00	874,400	79.1
	070413 ICT Infrastructure Development Management	2,458,800	2,418,000.00	40,800	98.3
	070414 ICT Systems Development Management	1,522,000	1,096,200.00	425,800	72.0
Sub Total		603,368,460	523,932,288	79,436,172	86.8
Public Finance Management	070401 Finance Services	560,294,675	445,555,794.50	114,738,881	79.5
	070402 Revenue Services	16,800,000	16,325,065.15	474,935	97.2
	070404 Procurement and Supply Services	6,446,500	6,441,500.00	5,000	99.9
	070405 Internal Audit Services	1,318,200	1,129,000.00	189,200	85.6
	070408 Budget Formulation, Coordination and Management	7,914,520	7,762,320.00	152,200	98.1
	070409 Accounting Services	5,477,500	5,278,260.00	199,240	96.4
County Planning and Economic Policy Management	070501 Economic Planning Services	3,599,000	3,233,800.00	365,200	89.9
Sub Total		601,850,395.00	485,725,739.65	116,124,655	80.7

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
Curative and Rehabilitative Services	040301 Curative and Rehabilitative Services	2,921,022,278	2,451,512,581.23	469,509,697	83.9
Sub Total		2,921,022,278	2,451,512,581	469,509,697	83.9
Basic Education	050101 General Administration	264,796,229	263,934,529.00	861,700	99.7
	050102 Free Pre-Primary Education	19,840,000	13,968,188.80	5,871,811	70.4
State Education Function Support	050203 Tertiary Education	0	-	0	0.0
Technical and Vocational Training	050301 Village Polytechnique	37,186,304	28,037,834.00	9,148,470	75.4
Sub Total		321,822,533	305,940,552	15,881,981	95.1
Livestock Resource Management and Development	010102 Livestock Extension and Capacity Building Services	305,000	304,910.00	90	100.0
	010105 Livestock Production Management	2,480,000	2,094,528.00	385,472	84.5
	010106 Livestock Disease Management & Control	1,200,000	1,024,802.50	175,198	85.4
Crop Development and Management	010202 Agricultural Extension Services	1,500,000	1,335,328.00	164,672	89.0
	010203 Agribusiness and Market Development	320,000	85,000.00	235,000	26.6
	010206 Land and Crop Development	1,331,000	775,888.50	555,112	58.3
	010207 Food Security Initiatives	400,000	399,300.00	700	99.8
Kamweti Agricultural Training Centre	Extension and Training	-	-	-	0.0
Fisheries Development	010402 Aquaculture Development	200,000	7,265.00	192,735	3.6
Policy Strategy and Management of Agriculture	010801 Development of Agricultural Policy	2,543,000	-	2,543,000	0.0
	011001 General Administration and Planning	1,037,317,762	505,098,576.91	532,219,185	48.7
Sub Total		1,047,596,762	511,125,599	536,471,163	48.8
Culture	090702 Social Welfare Services	10,687,000	2,427,800.00	8,259,200	22.7
	091201 Gender Administration Services	30,821,210	30,696,169.75	125,040	99.6
	091301 Gender and Social Development	8,990,000	5,308,465.00	3,681,535	59.0
Youth	090901 Youth Development and Empowerment Services	670,000	498,395.00	171,605	74.4
Sub Total		51,168,210	38,930,830	12,237,380	76.1
Sports	090701 General Administration	12,221,217	11,999,197.25	222,020	98.2
	090801 Development of Sports and Sports Facilities	19,937,353	3,723,843.52	16,213,509	18.7
	091401 Management & Development of Sports and Sports Facilities	2,925,000	2,823,435.00	101,565	96.5

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
	091601 Control & Campaign Against Drug & Substance Abuse	1,549,000	1,549,000.00	-	100.0
	091701 Preservation & Promotion of Heritage and Culture	248,800	209,400.00	39,400	84.2
Children Services	091101 Child Community Support Services	5,764,000	5,014,259.00	749,741	87.0
Sub Total		42,645,370	25,319,135	17,326,235	59.4
Trade Development and Investment	030401 General Administration and Planning	37,773,441	37,689,435.90	84,005	99.8
	030103 Capacity Building for Traders and SMEs	1,527,000	96,803.00	1,430,197	6.3
	030104 promotion, Development & Growth of Trade	354,000	315,800.00	38,200	89.2
	030105 Fair Trade Practises and Consumer Protection	205,000	150,000.00	55,000	73.2
Tourism Development and Marketing	030302 Tourism Promotion and Marketing	195,500	150,000.00	45,500	76.7
	030304 International Tourism Promotion and Marketing	310,000	214,100.00	95,900	69.1
	030305 Promotion of Industrial Development	1,268,500	763,000.00	505,500	60.1
	030306 Provision of Industrial Training	140,000	-	140,000	0.0
Cooperative Development and Marketing	030101 General Administration & Planning	19,471,788	5,020,957.50	14,450,831	25.8
	030405 Cooperative Advisory and Extension Services	295,000	284,200.00	10,800	96.3
	030406 Cooperative Education and Training	542,000	351,300.00	190,700	64.8
	030407 Cooperative Governance and Accountability	159,000	134,700.00	24,300	84.7
Cooperative Audit Services	030603 Inspections and Investigations for Cooperatives	70,000	70,000.00	-	100.0
Sub Total		62,311,229	45,240,296	17,070,933	72.6
Water Supply Services	090101 Water and Irrigation	126,675,566	18,025,591.00	108,649,975	14.2
Energy Programme	090301 Energy Services	405,000	378,900.00	26,100	93.6
Cleaning and Waste Management	090502 Environment Management and Protection	675,800	616,550.00	59,250	91.2
Nema	090401 Waste Management Services	101,508,439	100,850,755.90	657,683	99.4
Sub Total		229,264,805	119,871,797	109,393,008	52.3
Land and Physical Planning	010601 General Administration and Planning	26,533,028	26,062,285.45	470,742	98.2
	010604 County Spatial Planning	1,510,000	1,378,340.00	131,660	91.3
	010605 Town Zoning and Mapping	99,192,631	4,500,000.00	94,692,631	4.5
	010607 Survey and Mapping	505,000	336,113.00	168,887	66.6
Housing Development	010701 Improvement and Development of Human Settlements	420,000	320,700.00	99,300	76.4

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance	Absorption (%)
Sub Total		128,160,659	32,597,438	95,563,220	25.4
Transport Management	020301 General Administra- tion and Planning	61,571,285	61,388,495.30	182,790	99.7
Disaster Management	020401 Fire Fighting and Emergency Services	4,507,000	4,412,248.00	94,752	97.9
Roads Development Mainte- nance and Management	020601 Construction and Maintenance of Roads and Bridges	613,381,564	430,259,287.16	183,122,277	70.1
Infrastructure Development, Maintenance and Manage- ment	020801 Infrastructure Devel- opment Services	9,700,000	9,399,865.00	300,135	96.9
Sub Total		689,159,849	505,459,895	183,699,954	73.3
Grand Total		7,705,332,108	5,957,941,406	1,747,390,702	77.3

Source: Kirinyaga County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Livestock Extension and Capacity Building Services in the Department of Agriculture, Livestock and Fisheries at 100.0 per cent, Control & Campaign Against Drug & Substance Abuse in the Department of Sports Culture and Social Services at 100.0 per cent, Inspections and Investigations for Cooperatives in the Department of Cooperative Development Trade and Tourism at 100.0 per cent, and General Administration and Planning at 99.8 per cent of budget allocation.

3.15.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.62 billion in FY 2021/22 from the annual development budget allocation of Kshs.2.80 billion. The development expenditure represented 51.1 per cent of the annual development budget.
2. A high wage bill, which accounted for 41.2 per cent of the annual realised revenue of Kshs.6.52 billion in FY 2021/22, thus constraining funding to other programmes.
3. High level of pending bills which amounted to Kshs.482.81 million as of 30th June 2022.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.195.19 million were processed through the manual payroll and accounted for 7.3 per cent of the total payroll cost.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.16 County Government of Kisii

3.16.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.12.59 billion, comprising Kshs.4.09 billion (32.5 per cent) and Kshs.8.50 billion (67.5 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.8.89 billion (70.6 per cent) as the equitable share of revenue raised nationally, generate Kshs.700 million (5.6 per cent) from its sources of revenue, and use a cash balance of Kshs.2.10 billion (16.7 per cent) from FY 2020/21. The County also expected to receive Kshs.893 million (7.1 per cent) as conditional grants, which consisted of Kshs.153.30 million for Leasing of Medical Equipment, Kshs. 128.51 million for Kenya Devolution Support Program "Starter Pack" - (Level 11), Kshs.324.30 million for NAGRIP, Kshs.26.37 million for Agriculture Sector Development Support Program-SIDA, Kshs.63.08 million for Health systems for universal care, Kshs.17.25 million from DANIDA, Kshs.16.14 million for European Union Instruments for Devolution Advice and Support and Urban Development Grant.

3.16.2 Revenue Performance

In FY 2021/22, the County received Kshs.8.18 billion as the equitable share of the revenue raised nationally, raised Kshs.404.55 million as own-source revenue, Kshs.493.55 million as conditional grants, and had a cash balance of Kshs.783.03 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.9.86 billion, as shown in Table 3.103.

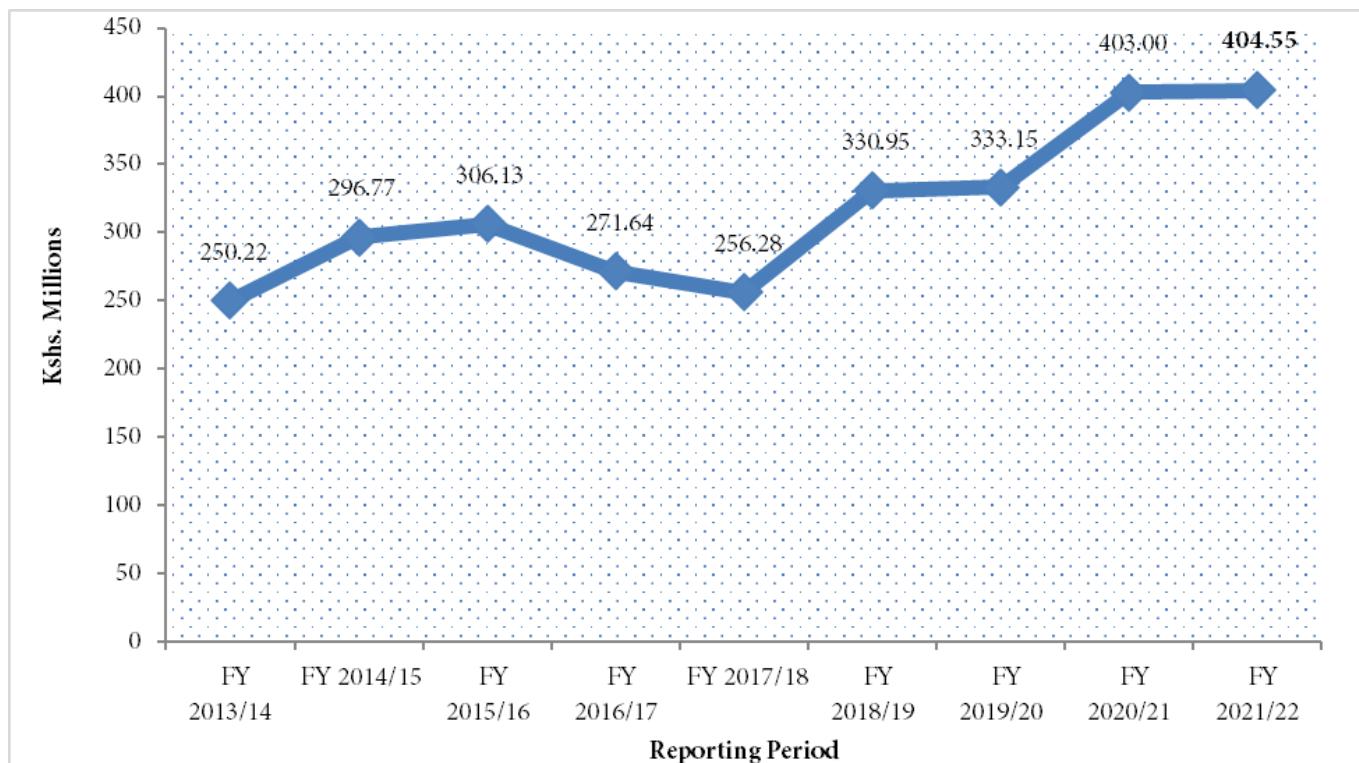
Table 3.103: Kisii County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,894,274,509	8,182,732,547	92
	Sub Total	8,894,274,509	8,182,732,547	92
B	Other Sources of Revenue			
1.	Own Source Revenue	700,000,000	404,554,620	57.8
2.	Conditional Grants	892,995,249	493,552,192	55.3
3.	Balance b/f from FY 2020/21	2,103,425,220	783,025,743	37.2
	Sub Total	3,696,420,469	1,681,132,555	45.5
	Grand Total	12,590,694,978	9,863,865,102	78.3

Source: Kisii County Treasury

Figure 3.31 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.31: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kisii County Treasury

In FY 2021/22, the County generated a total of Kshs.404.55 million as own-source revenue. This amount represented an increase of 0.4 per cent compared to Kshs.403 million realised during a similar period in FY 2020/21 and was 57.8 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.3.44 million. The County has implemented an automated OSR collection system referred to as ZIZI.

3.16.3 Exchequer Issues

The Controller of Budget approved Kshs.9.79 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.08 billion (21.2 per cent) for development programmes and Kshs.7.71 billion (78.8 per cent) for recurrent programmes, as shown in Table 3.108.

3.16.4 Overall Expenditure Review

The County spent Kshs.9.59 billion on development and recurrent programmes during the reporting period. This expenditure represented 97.9 per cent of the total funds released by the CoB and comprised of Kshs.1.89 billion and Kshs.7.70 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 46.1 per cent, while recurrent expenditure represented 90.6 per cent of the annual recurrent expenditure budget.

3.16.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.701.31 million and comprised Kshs.221.92 million for recurrent expenditure and Kshs.479.39 million for development expenditure. During the period under review, pending bills amounting to Kshs.573.42 million were settled, consisting of Kshs.180.61 million for recurrent expenditure and Kshs.392.80 million for development programmes, as shown in Table 3.104.

Table 3.104: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	221,919,298	180,618,248	41,301,050	353,428,495	394,729,545
Development Expenditure	479,395,667	392,801,377	86,594,290	971,081,784	1,057,676,075
Total	701,314,966	573,419,625	127,895,341	1,324,510,280	1,452,405,621

Source: Kisii County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.45 billion includes the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.701.31million, out of which the County has settled bills amounting to Kshs.573.42 million, leaving a balance of Kshs127.89million as of 30th June 2022.

3.16.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.5.09 billion on employee compensation, Kshs.1.71 billion on operations and maintenance, and Kshs.1.82 billion on development activities. Similarly, the County Assembly spent Kshs.608.50 million on employee compensation, Kshs.288.82 million on operations and maintenance, and Kshs.63.64 million on development activities, as shown in Table 3.105.

Table 3.105: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	7,504,140,181	994,832,424	6,806,288,371	897,322,759	90	90
Compensation to Employees	5,102,455,459	612,152,984	5,094,129,993	608,501,707	99.8	99.4
Operations and Maintenance	2,401,684,722	382,679,440	1,712,158,378	288,821,052	71.3	75.5
Development Expenditure	3,984,969,715	106,753,158	1,824,255,613	63,640,020	45.8	59.6
Total	11,489,109,896	1,101,585,582	8,630,543,984	960,962,779	75.1	87.2

Source: Kisii County Treasury

3.16.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 57.8 per cent of the annual realised revenue of Kshs.9.86 billion.

The wage bill of Kshs.5.70 billion includes Kshs.2.74 billion attributable to the health sector, which translates to 48.1 per cent of the total wage bill in the reporting period.

3.16.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.55 million to county-established funds in FY 2021/22, constituting 0.4 per cent of the County's overall budget for the year. e during the reporting period.

Table 3.106 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.106: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Kisii County Executive Car and Mortgage Fund	-	3,530,383	Yes	0
2.	Kisii County Assembly Mortgage and car Loan Fund	-	22,568,381	Yes	0
3.	Kisii County Emergency Fund Account Report	25,000,000	21,002,207	Yes	84
4.	Kisii County Climate change Fund	30,000,000	-	No	0
Total		55,000,000	47,101,097		85.6

Source: Kisii County Treasury

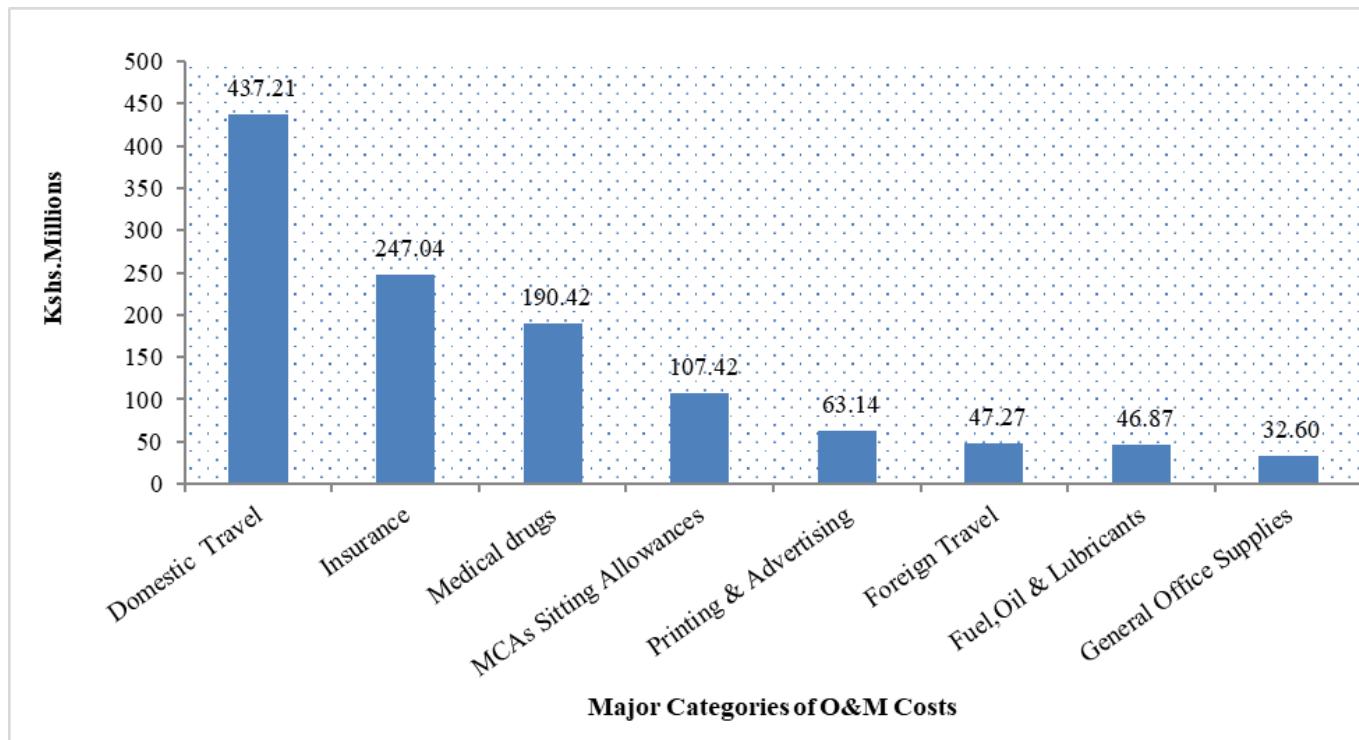
The OCoB received quarterly financial returns from administrators of 4 funds, as indicated in 3.106 .

The Car and Mortgage Funds are revolving funds, and the reported expenditure is based on allocations from previous financial years as these funds did not have budget allocation in FY 2021/22.

3.16.9 Expenditure on Operations and Maintenance

Figure 3.32 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.32: Kisii County, Operations and Maintenance Expenditure by Major Categories



Source: Kisii County Treasury

The County Assembly spent Kshs.107.42 million on committee sitting allowances for the 70 MCAs and the Speaker against the annual budget allocation of Kshs.107.42 million. The average monthly sitting allowance was Kshs.126,078 per MCA. The County Assembly has established 23 Committees.

During the period, expenditure on domestic travel amounted to Kshs.437.21 million and comprised Kshs.183.94 million spent by the County Assembly and Kshs.253.27 million by the County Executive. Expenditure on foreign travel amounted to Kshs.47.27 million and comprised of Kshs.27.36 million by the County Assembly and Kshs.19.91 million by the County Executive.

3.16.10 Development Expenditure

The County incurred Kshs.1.89 billion on development programmes, representing a decrease of 27.5 per cent compared to a similar period in FY 2020/21 when the County spent Kshs. 2.60 billion. Table 3.107 summarises development projects with the highest expenditure in the reporting period.

Table 3.107: Kisii County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health Services	Proposed construction of reproductive Health unit	KTRH	94,372,652	94,372,652	92,739,526	None	98	Gok	Project is ongoing
Culture and Social Services	Proposed Construction of Athletic Track Phase 2 In Gusii Stadium	Gusii Stadium	58,071,870	58,071,870	25,208,434	None	43	Gok	Project is ongoing
Culture and Social Services	Proposed construction of tartan Track phase 1 in Gusii Stadium	Gusii Stadium	58,071,870	58,071,870	23,420,500	None	40	Gok	Project is ongoing
Finance and economic planning	Supply, Installation, Configuration and deployment of server hardware, visualisation, adds replication and provision of Microsoft operating system.	All Departments	18,050,000	18,050,000	17,123,349	None	95	Gok	Project is ongoing
Lands, Physical Planning & Urban Development	Proposed cabro paving in front of Guardian parking	All wards	14,526,804	14,526,804	14,259,251	None	98	Gok	Project is complete

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health Services	Integrated water storage and supply system upgrade	KTRH	14,427,855	14,427,855	13,379,271	None	93	Gok	Project is ongoing
Health Services	Proposed construction of reproductive health unit	Kisii Central	175,987,487	175,987,487	10,000,000	None	6	Gok	Project is ongoing
Lands, Physical Planning & Urban Development	Supply, Delivery, Installation and commissioning of No. 170 Solar lights	HQS	10,165,078	10,165,078	9,619,509	None	95	Gok	Project is complete
Health Services	Proposed construction of Doctor's plaza KTRH	KTRH	9,567,660	9,567,660	9,342,578	None	98	Gok	Project complete
Finance and Economic Planning	Supply, Installation, Configuration AOF Structured Local, Wireless and Metro Networks and Telecommunications system at Kitutu Chache, ATC resource centre	All departments	12,040,000	12,040,000	8,933,361	None	74	Gok	Project Ongoing

Source: Kisii County Treasury

3.16.11 Budget Performance by Department

Table 3.108 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.108: Kisii County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executive And Public Service Board	461.04	35.30	402.60	7.27	382.56	7.27	95.0	100	83	20.6

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Administration and Stakeholder Management	540.97	89.34	477.57	10.20	482.77	10.20	101.1	100	89.2	11.4
Finance and Economic Planning	1296.86	86.84	1146.32	56.49	1142.84	56.49	99.7	100	88.1	65.1
Agriculture and Co-operative Development	506.13	784.58	476.37	590.05	473.30	492.46	99.4	83.5	93.5	62.8
Energy, Water, Environment And Natural Resources	193.12	201.61	152.78	73.76	145.23	73.76	95.1	100	75.2	36.6
Education, Youth Affairs And Social Development	485.52	153.89	457.05	26.58	465.94	26.70	101.9	100.6	96	17.3
County Health Services	3160.00	805.33	3054.62	398.16	3067.24	269.65	100.4	110.1	97.1	33.5
Lands, Physical Planning And Urban Development	185.51	116.60	156.84	45.55	154.42	41.78	98.5	100	83.2	35.8
Roads, Public Works And Transport	281.73	1227.78	212.83	598.22	208.74	642.29	98.1	107.4	74.1	52.3
Trade Development, Industry and Tourism	131.67	93.24	96.02	15.61	96.56	15.61	100.6	100	73.3	16.7
Culture and Social Services	99.66	148.92	85.57	75.21	88.20	75.21	103.1	100	88.5	50.5
Kisii Municipality	161.94	241.54	99.73	118.71	98.48	112.85	98.7	92.1	60.8	46.7
County Assembly	994.83	106.75	897.32	63.64	897.32	63.64	100	100	90.2	59.6
Total	8498.97	4091.72	7715.62	2079.44	7703.61	1887.90	99.8	98	90.6	46.1

Source: Kisii County Treasury

Analysis of expenditure by department shows that the Department of finance and economic planning recorded the highest absorption rate of development budget at 65.1 per cent, followed by the Department of Agriculture and co-operative development at 62.8 per cent. The Department of county health services had the highest percentage of recurrent expenditure to budget at 97.1 per cent, while the Department of Kisii Municipality had the lowest at 60.8 per cent.

3.16.12 Budget Execution by Programmes and Sub-Programmes

Table 3.109 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.109: Kisii County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)	
County Assembly	Office of the speaker	6,355,200	1,317,568	5,037,632	20.7	
	Representation, legislative and oversight services	232,407,914	192,180,784	40,227,130	82.7	
	county assembly service board	862,822,468	767,464,428	95,358,040	88.9	
	Sub total	1,101,585,582	960,962,780	140,622,802	87.2	
County Executive	Administration, planning and support services	376,287,952	314,744,450	61,543,502	83.6	
	office of the county secretary	21,890,000	14,854,343	7,035,657	67.9	
	legal services	7,320,000	4,126,722	3,193,278	56.4	
	communication services	24,570,000	16,523,757	8,046,243	67.3	
	special programmes	7,950,000	7,101,805	848,195	89.3	
	public-private partnership	6,900,000	3,852,310	3,047,690	55.8	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)	
	Advisory services	6,750,000	4,459,242	2,290,758	66.1	
	Chief of staff	4,700,000	3,829,900	870,100	81.5	
	County public service Board	39,970,000	20,336,509	19,633,491	50.9	
	Sub total	496,337,952	389,829,038	106,508,914	78.5	
Administration and Stakeholder management	Administration, planning and support services	472,385,448	444,985,095	27,400,353	94.2	
	devolved units services	62,843,694	15,001,237	47,842,457	23.9	
	Human Resource Development	10,050,000	2,876,892	7,173,108	28.6	
	Enforcement services	8,800,000	4,897,700	3,902,300	55.7	
	Stakeholder management	50,309,602	8,175,680	42,133,922	16.3	
	public participation and civic Education	6,300,000	3,785,340	2,514,660	60.1	
	disaster management	12,626,255	7,904,432	4,721,823	62.6	
	Fleet Management	7,000,000	5,341,316	1,658,684	76.3	
	Sub total	630,314,999	492,967,692	137,347,307	78.2	
Finance & Economic planning	Administration, coordination and support services	1,051,044,503	948,834,693	102,209,810	90.3	
	public financial management services	79,825,000	52,425,609	27,399,391	65.7	
	county planning services	252,835,594	198,076,616	54,758,978	78.3	
	Sub total	1,383,705,097	1,199,336,918	184,368,179	86.7	
Agriculture, Livestock, Veterinary & Fisheries	administrative and support services	475,889,510	167,686,930	308,202,580	35.2	
	crop development and value addition	395,303,675	402,525,485	(7,221,810)	101.8	
	livestock development	60,590,000	58,563,854	2,026,146	96.7	
	veterinary services	276,888,980	271,352,292	5,536,688	98.0	
	co-operative development and management	3,100,000	2,001,885	1,098,115	64.6	
	fisheries development	51,751,910	45,131,043	6,620,867	87.2	
	Kisii agricultural training centre	27,184,180	18,493,391	8,690,789	68.0	
	Sub total	1,290,708,255	965,754,880	324,953,375	74.8	
Energy, Environment And Natural Resources	administration and planning services	58,166,331	47,405,567	10,760,764	81.5	
	water and sanitation services	317,222,867	166,764,210	150,458,657	52.6	
	environment management	13,500,000	4,193,000	9,307,000	31.1	
	energy services	5,841,809	627,550	5,214,259	10.7	
	Sub total	394,731,007	218,990,327	175,740,680	55.5	
Education, Youth Affairs & Social Development	general administration and planning services	485,517,045	465,937,450	19,579,595	96.0	
	early childhood development education	86,707,636	3,395,513	83,312,123	3.9	
	vocational training	67,179,898	23,303,505	43,876,393	34.7	
	Sub total	639,404,579	492,636,468	146,768,111	77.0	
County Health Services	medical services	3,920,271,432	3,317,958,399	602,313,033	84.6	
	public health	45,060,000	18,931,260	26,128,740	42.0	
	Sub total	3,965,331,432	3,336,889,659	628,441,773	84.2	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)	
Lands, Physical Planning and Urban Development	Administration, planning and support services	168,375,000	146,419,069	21,955,931	87.0	
	land use services	36,799,078	25,372,790	11,426,288	68.9	
	urban development	96,931,284	24,408,751	72,522,533	25.2	
	Sub total	302,105,362	196,200,610	105,904,752	64.9	
Roads, public works, Transport and Housing	general administration and planning services	104,470,000	87,152,991	17,317,009	83.4	
	roads development	1,172,884,248	639,594,825	533,289,423	54.5	
	public works	217,146,474	118,528,853	98,617,621	54.6	
	housing services	15,000,000	5,757,950	9,242,050	38.4	
	Sub total	1,509,500,722	851,034,619	658,466,103	56.4	
Trade, Tourism, Co-operatives and Enterprise Development	administration and planning services	87,261,639	77,547,941	9,713,698	88.9	
	tourism development	8,200,000	2,163,650	6,036,350	26.4	
	weights and measures	3,250,000	1,035,000	2,215,000	31.8	
	liquor licensing	800,000	605,000	195,000	75.6	
	Markets development	122,701,153	28,624,688	94,076,465	23.3	
	betting and gaming	2,700,000	2,193,800	506,200	81.3	
	Sub total	224,912,792	112,170,079	112,742,713	49.9	
Culture and Social Services	administration and planning services	74,097,361	66,546,059	7,551,302	89.8	
	sports development	144,837,091	87,440,626	57,396,465	60.4	
	cultural services	26,148,677	6,573,677	19,575,000	25.1	
	social development	3,500,000	2,845,110	654,890	81.3	
	Sub total	248,583,129	163,405,472	85,177,657	65.7	
Kisii Municipality	General administration, planning and support services	161,937,287	98,479,842	63,457,445	60.8	
	infrastructure development	241,536,783	112,848,380	128,688,403	46.7	
	Sub total	403,474,070	211,328,222	192,145,848	52.4	
Grand Total		12,590,694,978	9,591,506,764	2,999,188,214	76.2	

Source: Kisii County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: crop development and value addition in the Department of Agriculture, Livestock, Veterinary & Fisheries at 101.8 per cent, veterinary services in the Department of Agriculture, Livestock, Veterinary & Fisheries at 98 per cent, Livestock development in the Department of Agriculture, Livestock, Veterinary & Fisheries at 96.7 per cent, and general administration and planning services at 96 per cent of budget allocation.

3.16.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.89 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.1 billion. The development expenditure represented 46.1 per cent of the annual development budget.
2. A high wage bill, which accounted for 57.8 per cent of the annual realised revenue of Kshs.9.86 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.404.55 million against an annual projection of Kshs. 700 million, representing 57.8 per cent of the annual target.
4. The County Treasury's use of revenue at source and poor budgeting practice, as shown in Tables and Table 3.68,

- where the County incurred expenditure over approved budgetary allocations.
5. High level of pending bills which amounted to Kshs.1.45 billion as of 30th June 2022.
 6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 4th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.17 County Government of Kisumu

3.17.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.12.18 billion, comprising Kshs.3.73 billion (30.6 per cent) and Kshs.8.45 billion (69.4 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expects to receive Kshs.8.03 billion (60.6 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.98 billion (8.1 per cent) from its sources of revenue, and use a cash balance of Kshs.719.5 million (5.9 per cent) from FY 2020/21. The County also expects to receive Kshs.1.45 billion (11.9 per cent) as conditional grants, which consists of DANIDA Kshs.15.13 million, KDSP Kshs. 108.56 million, Kenya Smart Agriculture Project Kshs. 389.67 million, ASDP Kshs. 49.83 million, World Bank Grant for transforming Health Care Kshs. 134.82 million, EU Ideas Kshs. 35.1 million, KISSIP Kshs.300 million, Youth Polytechnic 16.36 million, KUSP (UDG) Kshs, 135.4 million, KUSP (Urban) Kshs. 579 thousand, SEACAP Kshs.7.13 million, RLMF Kshs. 127.62 million, and Level Five Grant Kshs.96.33 million.

3.17.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.38 billion as the equitable share of the revenue raised nationally, raised Kshs.982.79 million as own-source revenue, Kshs.362.67 million as conditional grants, and had a cash balance of Kshs.719.5 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.9.45 billion, as shown in Table 3.110.

Table 3.110: Kisumu County, Revenue Performance in FY 2021/22

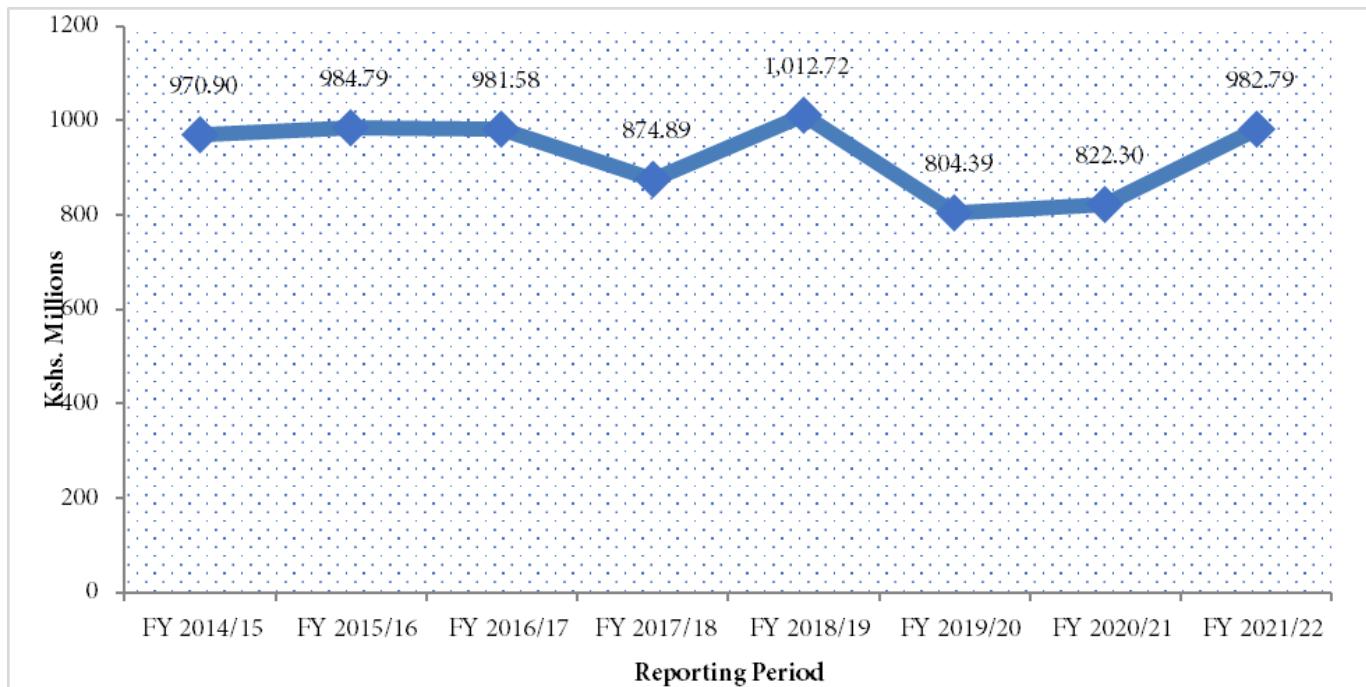
S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,026,139,240	7,384,048,098	92.0
Sub Total		8,026,139,240	7,384,048,098	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,984,000,003	982,789,204	49.5
2.	Conditional Grants	1,448,213,910	362,667,126	25.0

S/No.	Revenue Category	Annual Budget Allocation (Kshs.)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
3.	Balance b/f from FY 2020/21	719,499,320	719,499,320	100.0
	Sub Total	4,151,713,233	2,064,955,650	49.7
	Grand Total	12,177,852,473	9,449,003,748	77.6

Source: Kisumu County Treasury

Figure 3.33 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.33: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kisumu County Treasury

In FY 2021/22, the County generated a total of Kshs.982.79 million as own-source revenue. This amount represented an increase of 19.5 per cent compared to Kshs. 822.3 million realised in FY 2020/21 and was 49.5 per cent of the annual target. The growth can be attributed to the scaling up of licences and the use of point-of-sale systems (POS). The County has implemented an automated OSR collection system called County Pro by Strathmore University.

3.17.3 Exchequer Issues

The Controller of Budget approved Kshs.8.73 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.33 billion (16.3 per cent) for development programmes and Kshs.7.40 billion (84.7 per cent) for recurrent programmes, as shown in Table 3.115.

3.17.4 Overall Expenditure Review

The County spent Kshs.7.48 billion on development and recurrent programmes during the reporting period. This expenditure represented 85.7 per cent of the total funds released by the CoB and comprised of Kshs.1.18 billion and Kshs.7.40 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 31.5 per cent, while recurrent expenditure represented 87.5 per cent of the annual recurrent expenditure budget.

3.17.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.1.83 billion for development expenditure. During the period under review, pending bills amounting to Kshs.508 million were settled for development programmes, as shown in Table 3.111.

Table 3.111: Progress on Settlement of Pending Bills as of 30th June 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	-	-	-	-	-
Development Expenditure	1,825,211,453	507,997,768	1,317,213,684	559,416,306	1,876,629,990
Total	1,825,211,453	507,997,768	1,317,213,684	559,416,306	1,876,629,990

Source: Kisumu County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.88 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.1.04 billion, out of which the County has settled bills amounting to Kshs.508.0 million, leaving a balance of Kshs.539.13 Million as of 30th June 2022.

3.17.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.84 billion on employee compensation, Kshs.705.65 million on operations and maintenance, and Kshs.1.09 billion on development activities. Similarly, the County Assembly spent Kshs. 763.58 million on employee compensation, Kshs.288.82 million on operations and maintenance, and Kshs. 88.29 million on development activities, as shown in Table 3.112.

Table 3.112: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	7,671,733,724	763,581,710	5,544,274,489	763,581,710	72.3	100.0
Compensation to Employees	4,838,619,667	288,815,774	4,838,619,667	288,815,774	100.0	100.0
Operations and Maintenance	2,833,114,057	474,765,936	705,654,822	474,765,936	24.9	100.0
Development Expenditure	3,576,801,293	88,429,223	1,087,252,335	88,429,223	30.4	100.0
Total	11,248,535,017	852,010,932	6,631,526,824	852,010,932	59.0	100.0

Source: Kisumu County Treasury

3.17.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 54.3 per cent of the annual realised revenue of Kshs.9.45 billion.

Personnel emoluments amounting to Kshs.4.39 million were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.667.69 million was paid through manual payrolls. The manual payroll accounted for 13.0 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.5.13 billion includes Kshs.2.56 billion attributable to the health sector, which translates to 49.9 per cent of the total wage bill in the reporting period.

3.17.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.655 million to county-established funds in FY 2021/22, which constituted 5.4 per cent of the County's overall budget for the year. Table 3.113 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.113: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30th June (Yes/No)	Absorption (%)
		A	B	C	B/A*100
1	Bursary / Education	205,000,000	205,000,000	Yes	100
2	Kisumu County Social Health Insurance Fund.	140,000,000	140,000,000	Yes	100
3	Kisumu County Emergency Fund	100,000,000	100,000,000	Yes	100
4	COVID -19 Response	50,000,000	50,000,000	Yes	100
5	Kisumu County Assembly Loan Mortgage Fund	25,000,000	15,000,000	Yes	60
6	Kisumu Enterprises Fund	100,000,000	-		-
7	Kisumu County Rural Electrification and Renewal Energy Corp. Fund	35,000,000	-		-
Total		655,000,000	510,000,000		77.9

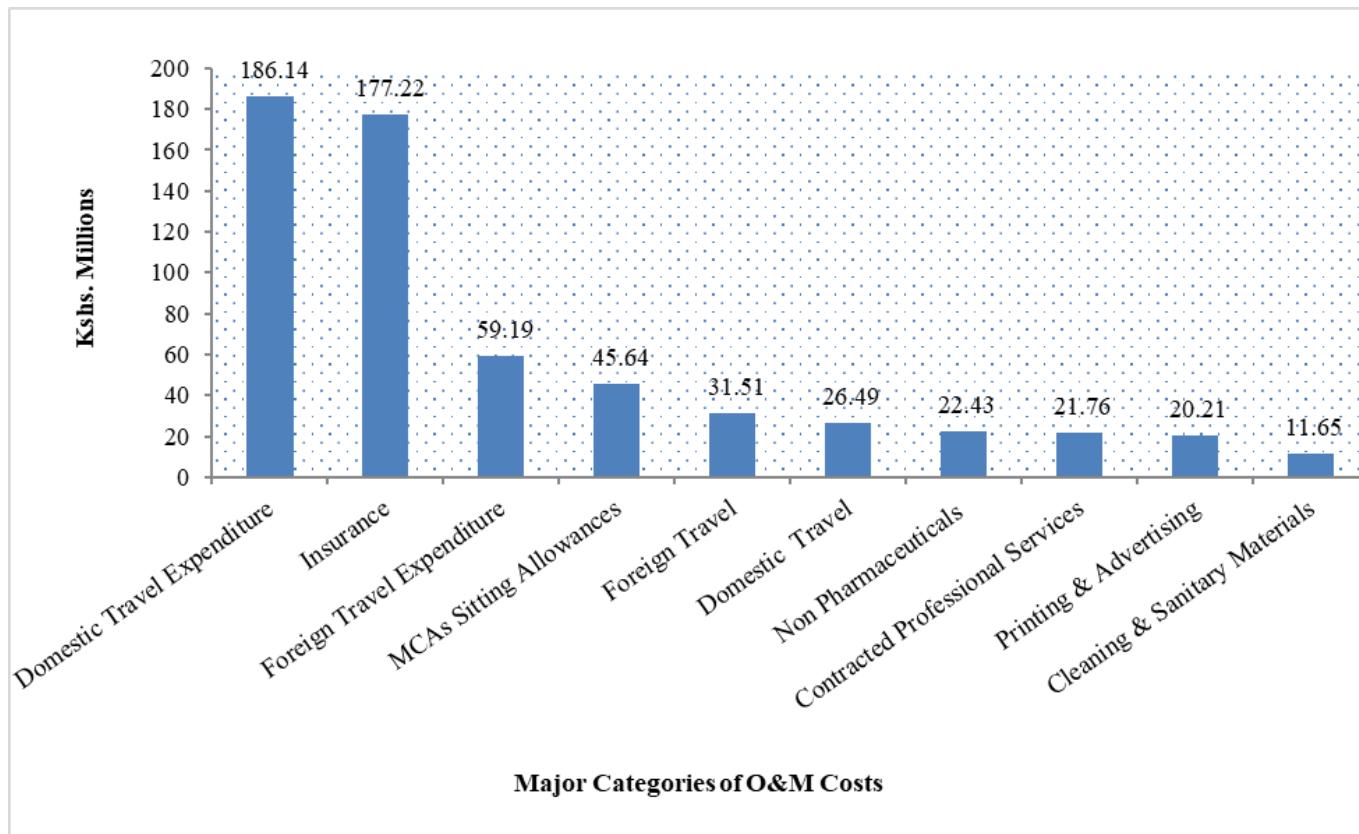
Source: Kisumu County Treasury

The OCoB received quarterly financial returns from Fund Administrators of five established funds, as indicated in Table 3.113.

3.17.9 Expenditure on Operations and Maintenance

Figure 3.34 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.34: Kisumu County, Operations and Maintenance Expenditure by Major Categories



Source: Kisumu County Treasury

The County Assembly spent Kshs.45.64 million on committee sitting allowances for the 49 MCAs and the Speaker against the annual budget allocation of Kshs.47.09 million. The average monthly sitting allowance was Kshs.77,620 per MCA. The County Assembly has established 23 Committees.

During the period, expenditure on domestic travel amounted to Kshs.186.14 million and comprised Kshs.159.65 million spent by the County Assembly and Kshs.26.49 million by the County Executive. Expenditure on foreign travel amounted to Kshs.59.19 million and comprised of Kshs.33.72 million by the County Assembly and Kshs.25.47 million by the County Executive.

3.17.10 Development Expenditure

The County incurred Kshs.1.18 billion on development programmes, representing a decrease of 39.1 per cent compared to FY 2020/21, when the County spent Kshs.1.93 billion. Table 3.114 summarises development projects with the highest expenditure in the reporting period.

Table 3.114: Kisumu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Roads	Construction of Ring Road Within Mamboleo Show Ground	Mamboleo Show Ground	21,177,170	25,200,832	21,177,170	-	84.0	GoK	Project Completed

Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)	Remarks
Lands& Housing	Construction & Renovation of Outer Perimeter Fence at Mamboleo Show Ground	Mamboleo Show Ground	17,996,040	21,415,288	17,996,040	-	84.0	GoK	Project Complet-ed
Finance	Supply, Installation, Testing & Commissioning Of Automated Asset Verification, Tagging & Management System	HQ	11,957,960	14,229,972	11,957,960	-	84.0	GoK	Project Complet-ed
Trade	Proposed Paving of Katito Open Air Market and Drains	Katito	7,346,492	8,742,326	7,346,492	-	84.0	GoK	Project Complet-ed
Roads	Construction of Kolewe Box Culvert	Kolowe	4,992,937	5,941,595	4,992,937	-	84.0	GoK	Project Complet-ed
Roads	Construction of Kombewa Market Ring Road	Kombewa	4,968,222	5,912,184	4,968,222	-	84.0	GoK	Project Complet-ed
Water	Construction of Esuvaru Water Project	Esuvaru	4,851,027	5,772,722	4,851,027	-	84.0	GoK	Project Complete

Source: Kisumu County Treasury

3.17.11 Budget Performance by Department

Table 3.115 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.115: Kisumu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of Governor and County Administration	290.75	-	260.83	-	236.78	-	90.8	0.0	38.3	0.0
Public Health, Medical Services	3,700.53	144.20	3,329.23	32.08	2,558.32	68.44	76.8	213.4	69.1	47.5
Tourism Culture, Arts & Sports	73.48	146.55	47.26	10.23	46.37	64.02	98.1	625.7	63.1	43.7
Public Works, roads & Transport	207.22	505.42	1191.78	59.03	203.44	91.35	106.1	154.8	98.2	18.1
Physical Planning, Lands, Housing & Urban Dev	79.51	341.10	50.73		91.16	8.70	179.7	0.0	114.7	2.5

Agriculture, Livestock, Food & Fisheries	203.49	581.59	135.77	268.82	192.57	250.03	141.8	93.0	94.6	43.0
Education, Human Resource Dev, & ICT	582.99	210.90	554.32	74.23	580.34	93.56	104.7	126.0	99.5	44.4
Environment, Water, Irrigation, & Natural Resource.	108.94	74.95	73.72	7.92	86.47	36.21	117.3	457.1	79.4	48.3
County Public Service Board	75.03	-	41.21	-	66.84	-	162.2	0.0	89.1	0.0
Kisumu City	406.78	324.86	353.12	136.65	370.24	263.42	104.8	192.8	91.0	81.1
Finance and Economic Planning	1,423.37	927.75	1,222.10	511.77	729.17	77.94	59.7	15.2	51.2	8.4
Public Administration & Devolution	408.46	15.00	285.83	-	299.11	2.27	104.6	0.0	73.2	15.2
Trade Energy and Industry	111.18	304.48	85.61	145.66	83.45	131.31	97.5	90.1	75.1	43.1
County Assembly	779.32	150.00	764.32	88.43	763.58	88.43	99.9	100.0	98.0	59.0
TOTAL	8,451.05	3,726.80	7,395.84	1,334.83	6,307.86	1,175.68	85.3	88.1	74.6	31.5

Source: Kisumu County Treasury

Analysis of expenditure by department shows that the Department of Kisumu City recorded the highest absorption rate of development budget at 81.1 per cent, followed by the County Assembly at 59.0 per cent. The Department of Physical Planning, Lands, Housing & Urban Development had the highest percentage of recurrent expenditure to budget at 114.7 per cent, while the Department office of Governor and County Administration had the lowest at 38.3 per cent.

3.17.12 Budget Execution by Programmes and Sub-Programmes

Table 3.116 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.116: Kisumu County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
101005060	County Assembly	929,317,456	852,010,932	77,306,524	91.7
	General Administration and Planning Services	1,231,881,669	876,827,028	355,054,641	71.2
	Planning and Coordination Services	518,077,505	505,576,157	12,501,348	97.6
102005060	Planning and Administra-tion	713,804,164	371,250,872	342,553,292	52.0
	County Survey Services	805,000	530,000	275,000	65.8
	County Survey	805,000	530,000	275,000	65.8
103005060	Physical Planning & Housing	2,819,050	1,064,000	1,755,050	37.7
	Physical planning services	2,066,050	506,000	1,560,050	24.5
	county housing manage-ment	753,000	558,000	195,000	74.1
104005060	Promotion of sustainable land use	432,555	341,355	91,200	78.9
	Promotion of Soil and Wa-ter Management	432,555	341,355	91,200	78.9
105005060	Agriculture Productivity Improvement	94,960,771	38,149,369	56,811,402	40.2

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
	Management of Agriculture Advisory services	474,750	333,250	141,500	70.2
	Promotion of Crop production Value Chains	82,322,939	32,256,409	50,066,530	39.2
	Promotion of Livestock Production Value Chains	2,900,000	200,000	2,700,000	6.9
	Management of Stations	8,895,082	5,101,710	3,793,372	57.4
	Development of Product Quality Assurance	368,000	258,000	110,000	70.1
106005060	Agricultural Productivity Improvement	210,000	65,000	145,000	31.0
	Agriculture Credit Access	210,000	65,000	145,000	31.0
	Agriculture input Access	-	-	-	-
107005060	Promotion of market access and products development	12,422,500	9,502,904	2,919,596	76.5
	Promotion of Agribusiness	150,000	50,000	100,000	33.3
	Promotion value addition	12,272,500	9,452,904	2,819,596	77.0
108005060	Revenue Generation and Management	25,649,231	25,649,230	1	100.0
	Local Revenue Mobilisation	25,649,231	25,649,230	1	100.0
109005060	Urban Planning & Development Control	54,964,179	45,588,700	9,375,479	82.9
	Urban planning and development	54,964,179	45,588,700	9,375,479	82.9
201005060	County Roads and Public Works Management	1,037,084,922	300,642,123	736,442,799	29.0
	General administration & planning	533,160,260	181,477,580	351,682,680	34.0
	Road construction and maintenance services	503,924,662	119,164,543	384,760,119	23.6
203005060	Administration, Planning and Support Services	1,845,216,646	1,456,192,329	389,024,318	78.9
	Administrative services	1,845,216,646	1,456,192,329	389,024,318	78.9
205005060	Energy Production	70,324,690	52,165,870	18,158,820	74.2
		26,507,200	13,419,249	13,087,951	50.6
	Climate Change	600,000	520,000	80,000	86.7
	Petroleum and Electricity	43,217,490	38,226,621	4,990,869	88.5
206005060	Mining Efficiency	94,443,006	24,044,556	70,398,450	25.5
	Mining Efficiency	1,580,800	1,229,343	351,457	77.8
	Resource Mobilisation	22,338,330	20,217,416	2,120,914	90.5
	Green Energy	70,523,876	2,597,797	67,926,079	3.7

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
207005060	Roads General Administration and Planning	33,089,048	23,767,543	9,321,505	71.8
	Public Works	1,500,000	1,495,182	4,818	99.7
	Mechanical Engineering Services	31,589,048	22,272,361	9,316,687	70.5
208005060	ICT Services	1,360,805	1,064,805	296,000	78.2
	ICT Services	1,360,805	1,064,805	296,000	78.2
301005060	General Administration and Policy-making Services	39,975,658	13,740,247	26,235,411	34.4
	Infrastructure Development	4,426,963	3,734,713	692,250	84.4
	Trade Support Services	35,548,695	10,005,534	25,543,161	28.1
302005060	Regulation and Verification of Weights	6,774,840	117,040	6,657,800	1.7
	Verification and Calibration of Weighing Equipment	6,774,840	117,040	6,657,800	1.7
303005060	Tourism Development and Management	15,630,330	5,070,830	10,559,500	32.4
	Tourism Development	8,987,990	2,477,630	6,510,360	27.6
	Tourism Event Management	6,642,340	2,593,200	4,049,140	39.0
304005060	Administration Planning and Support	103,187,326	68,092,473	35,094,853	66.0
	Administration planning	103,187,326	68,092,473	35,094,853	66.0
305005060	Co-Operative Development and Management	18,487,785	13,302,960	5,184,825	72.0
	Extension services	8,988,690	7,048,640	1,940,050	78.4
	Co-operative Governance	9,499,095	6,254,320	3,244,775	65.8
306005060	Enterprise Development	53,692,322	319,322	53,373,000	0.6
	Business Development Services	53,692,322	319,322	53,373,000	0.6
307005060	Industrial Development	291,000	291,000	-	100.0
	Renovation and operationalisation of C.I.D.Cs	291,000	291,000	-	100.0
401005060	Preventive & Promotive Health Services	241,974,322	183,784,783	58,189,539	76.0
	Environmental health and sanitation	87,005,269	87,005,268	1	100.0
	Community health strategy	500,000	-	500,000	0.0
	Disease surveillance	8,245,000	8,045,000	200,000	97.6
	Health promotion service	146,224,053	88,734,515	57,489,538	60.7

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
402005060	Health Curative Services	138,450,529	72,163,511	66,287,018	52.1
	Elimination of communicable and non-communicable diseases	1,150,000	777,400	372,600	67.6
	Reproductive Health	137,300,529	71,386,111	65,914,418	52.0
403005060	General Administration, Operational Research and Planning	3,083,958,072	3,065,340,994	18,617,078	99.4
	Governance and leadership	25,662,916	14,259,976	11,402,940	55.6
	Human resources for Health	3,058,295,156	1,507,750,206	11,402,940	49.3
405005060	Health Sector Support Program (DANIDA)	138,044,056	62,994,129	75,049,928	45.6
	Health Promotive Services	138,044,056	62,994,129	75,049,928	45.6
407005060	Jaramogi Oginga Odinga Teaching and Referral Hospital	146,334,964	146,334,964	-	100.0
	Jaramogi Oginga Odinga Teaching and Referral Hospital	146,334,964	146,334,964	-	100.0
408005060	Kisumu County Referral Hospital	55,000,000	47,895,155	7,104,845	87.1
	Kisumu County Referral Hospital	55,000,000	47,895,155	7,104,845	87.1
409005060	Medical and Bio-Medical Services	234,200,000	128,139,422	106,060,578	54.7
	County and Sub-County Hospital Services	234,200,000	128,139,422	106,060,578	54.7
501005060	Early Childhood Development.	38,578,941	38,407,684	171,257	99.6
	Promotion of early childhood education.	38,578,941	38,407,684	171,257	99.6
502005060	Youth Training and Development	21,310,010	3,562,380	17,747,630	16.7
	Youth Polytechnics Services	21,310,010	3,562,380	17,747,630	16.7
504005060	Gender and Social Dev.	8,545,700	2,863,700	5,682,000	33.5
	Gender & Disability Mainstreaming	7,628,700	2,417,700	5,211,000	31.7
	Betting Control Services	917,000	446,000	471,000	48.6
505005060	Early Child Education Management	304,830,800	151,996,000	152,834,800	49.9
	Early Child Education	304,830,800	151,996,000	152,834,800	49.9
506005060	Sports Management and Development	49,610,000	18,752,114	30,857,886	37.8
	Sports Management	49,610,000	18,752,114	30,857,886	37.8

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
507005060	Sports Stadia Development	4,282,150	1,156,600	3,125,550	27.0
	Sports Academy	4,282,150	1,156,600	3,125,550	27.0
508005060	Alcoholic Drinks	593,075	379,075	214,000	63.9
	Alcoholic Drinks	593,075	379,075	214,000	63.9
515005060	Pre-Primary Policy and Legislation	22,789,300	9,658,895	13,130,405	42.4
	Primary Policy and Legislation	22,789,300	9,658,895	13,130,405	42.4
517005060	Youth Training and Legislation	90,860,014	72,424,620	18,435,394	79.7
	Youth Training and Legislation	90,860,014	72,424,620	18,435,394	79.7
701005060	General Administration and Planning services	348,329,664	266,527,348	81,802,316	76.5
	Administration and Formulation of County policy	-	(478,000)	478,000	
	Development and Management of County Administrative systems	321,441,823	243,723,731	77,718,092	75.8
	Human Resource development services	828,000	492,000	336,000	59.4
	Social Responsibility Including Civic and Public Engagement	26,059,841	22,789,617	3,270,224	87.5
702005060	Management of County affairs and Special Programmes	5,189,976	2,399,691	2,790,285	46.2
	Inter-Government Coordination and protocol	5,189,976	2,399,691	2,790,285	46.2
703005060	Inter-Governmental relations, Communication and Protocol	36,874,588	18,698,261	18,176,327	50.7
	Governor's Press Service and Communication	27,612,652	11,013,825	16,598,827	39.9
	Internal Auditing Services	9,261,936	7,684,436	1,577,500	83.0
704005060	County Public Service Board	1,055,433,436	696,388,283	359,045,153	66.0
	General Administration and Support services	977,907,158	646,705,364	331,201,794	66.1
	Human Resource Recruitment and Development	70,788,954	43,819,483	26,969,471	61.9
	Human Resource Audit and Staff Rationalization	770,000	730,435	39,565	94.9
	Promotion of Values and Principles	5,967,324	5,133,001	834,323	86.0
705005060	Public Financial Management	234,382,143	106,646,997	127,735,146	45.5
	Revenue Mobilisation	75,194,234	25,740,110	49,454,124	34.2

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs)	Absorption (%)
	assets management	2,437,675	1,728,575	709,100	70.9
	management of public financial resources	4,654,700	2,806,575	1,848,125	60.3
	Budget Formulation & Coordination Services	152,095,534	76,371,737	75,723,797	50.2
706005060	County Planning and Development Coordination Services	91,919,274	48,922,390	42,996,885	53.2
	Policy Formulation & Planning	65,926,635	32,373,581	33,553,054	49.1
	Monitoring & Evaluation	25,992,639	16,548,809	9,443,831	63.7
707005060	County Communication & ICT Services	310,000	193,100	116,900	62.3
	Management Information System	310,000	193,100	116,900	62.3
709005060	Representation services & public participation	4,694,000	570,970	4,123,030	12.2
	Public participation services	4,694,000	570,970	4,123,030	12.2
711005060	County Planning and Development Coordination Services	4,512,050	2,468,200	2,043,850	54.7
	County Planning and Development Coordination Services	4,512,050	2,468,200	2,043,850	54.7
902005060	Conservation and management of natural ecosystem	131,062,493	60,777,542	70,284,951	46.4
	Sustainable Access to safe Water	371,199	150,000	221,199	40.4
	Water resources & Sewerage services	130,691,294	60,627,542	70,063,752	46.4
903005060	General Administration and Planning Services	-	-	-	-
	Policy planning & Administration	-	-	-	-
904005060	Environmental Planning And Management	5,941,400	5,459,900	481,500	91.9
	Environment Conservation Of Natural Resources	945,800	654,200	291,600	69.2
	Solid Waste Management	4,995,600	4,805,700	189,900	96.2
906005060		2,920,977	2,192,870	728,107	75.1
	Pollution Control	2,920,977	2,192,870	728,107	75.1
907005060		3,899,750	1,229,373	2,670,377	31.5
	Culture and Heritage Development	3,899,750	1,229,373	2,670,377	31.5
	Grand Total	12,177,852,473	7,483,537,756	4,694,314,717	61.5

Source: Kisumu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Revenue mobilisation in the Department of Finance at 100 per cent, promotion of early childhood education in the Department of Education at 99.6 per cent, solid waste management in the Department of Environment at 96.2 per cent, and Community Health Strategy at 97.6 per cent of budget allocation.

3.17.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.18 billion in FY 2021/22 from the annual development budget allocation of Kshs.3.73 billion. The development expenditure represented 31.5 per cent of the annual development budget.
2. A high wage bill, which accounted for 54.3 per cent of the annual realised revenue of Kshs.9.45 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.982.75 million against an annual projection of Kshs.1.98 billion, representing 49.5 per cent of the annual target.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Kisumu Enterprises Fund and Kisumu County Rural Electrification and Renewal Energy Corporation were not submitted to the Controller of Budget.
5. High level of development pending bills, which amounted to Kshs.1.88 billion as of 30th June 2022.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.667.69 million were processed through the manual payroll and accounted for 13.0 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 29th July 2022

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.18 County Government of Kitui

3.18.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.12.47 billion, comprising Kshs.4.14 billion (33.2 per cent) and Kshs.8.33 billion (66.8 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.10.40 billion (83.4 per cent) as the equitable share of revenue raised nationally, generate Kshs.800 million (6.4 per cent) from its own sources of revenue, and use a cash balance of Kshs.769.55 million (6.2 per cent) from FY 2020/21. The County also expected to receive Kshs.505.23 million (4.1 per cent) as conditional grants, which consisted of Kshs.14.55 million IDA (WB) Transforming Health Systems for Universal care Project, Kshs.283.09 million IDA (WB) Credit (National Agricultural & Rural Inclusive Growth Project NAGRIP), Kshs.19.56 million DANIDA Grant - Primary Health Care in Devolved Context, Kshs.112.82 million IDA (WB) Credit: Kenya Devolution Support Project Level 2 Grant, Kshs.28.86 million Sweden - Agricultural Sector Development Support Programme II, Kshs.38.96 million IDA (WB) Emergency Locust Response Project, and, Kshs.7.39 million UNFPA- 9th Country Programme Implementation.

3.18.2 Revenue Performance

In FY 2021/22, the County received Kshs.9.56 billion as the equitable share of the revenue raised nationally, raised Kshs.361.27 million as own-source revenue, Kshs.147.67 million as conditional grants, and had a cash balance of Kshs.769.55 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.10.84 billion, as shown in Table 3.117.

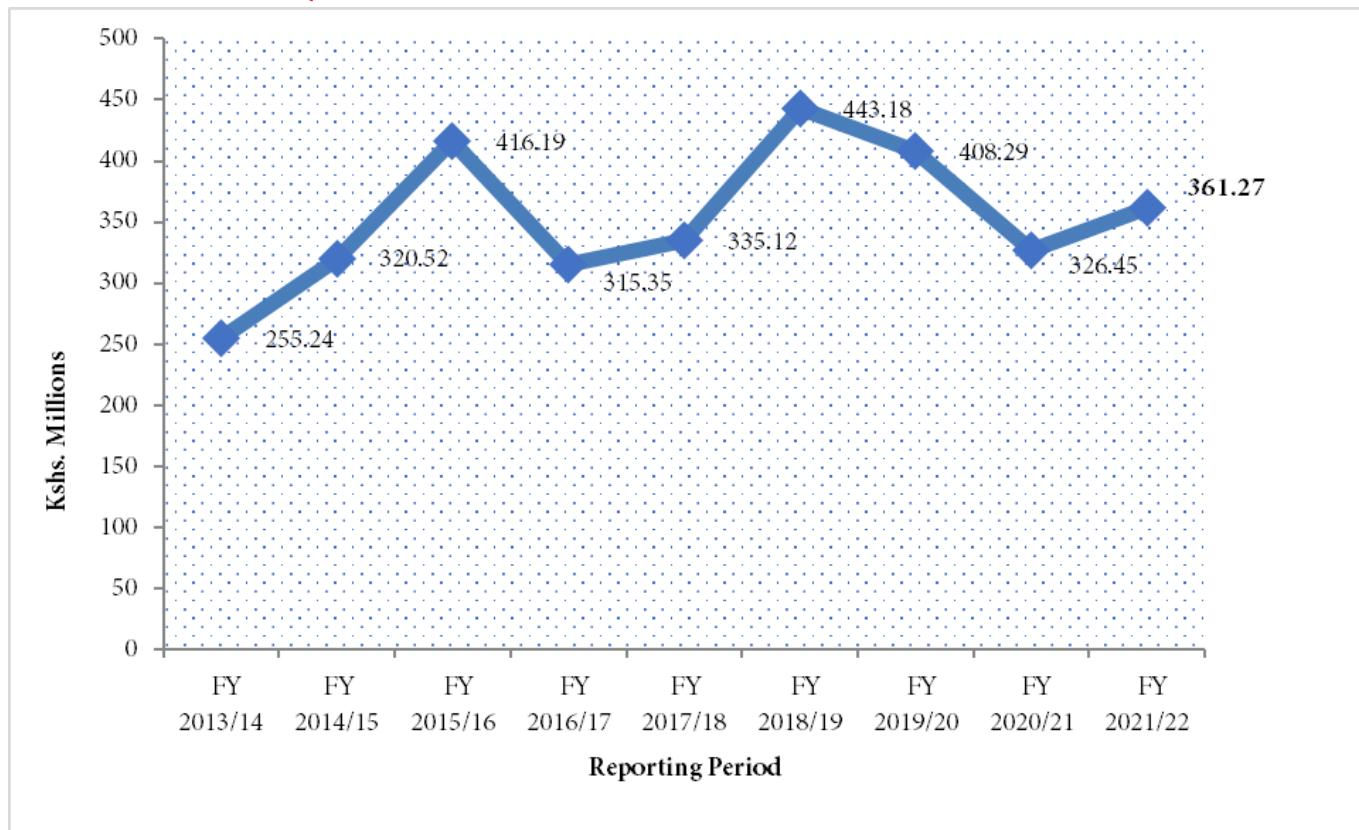
Table 3.117: Kitui County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	10,393,970,413	9,562,452,911	92.0
	Sub Total	10,393,970,413	9,562,452,911	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	800,000,000	361,271,342	45.2
2.	Conditional Grants	505,225,110	147,670,520	29.2
3.	Balance b/f from FY2020/21	769,547,039	769,547,039	100.0
	Sub Total	2,074,772,149	1,278,488,901	61.6
	Grand Total	12,468,742,562	10,840,941,812	86.9

Source: Kitui County Treasury

Figure 3.35 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.35: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kitui County Treasury

In FY 2021/22, the County generated a total of Kshs.361.27 million as own-source revenue. This amount represented an increase of 10.7 per cent compared to Kshs.326.45 million realised in FY 2020/21 and was 45.2 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.8.77 million. The County has implemented an automated OSR collection system referred to as ZIZI. The increase can be attributed to cash received from the NHIF that relates to outstanding bills of the previous financial year and a new revenue stream on county investments in the sale of cabro-blocks and interlocking bricks.

3.18.3 Exchequer Issues

The Controller of Budget approved Kshs.10.43 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.47 billion (23.7 per cent) for development programmes and Kshs.7.96 billion (76.3 per cent) for recurrent programmes, as shown in Table 3.122.

3.18.4 Overall Expenditure Review

The County spent Kshs.10.31 billion on development and recurrent programmes during the reporting period. This expenditure represented 98.9 per cent of the total funds released by the CoB and comprised of Kshs.2.73 billion and Kshs.7.59 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 65.9 per cent, while recurrent expenditure represented 91.1 per cent of the annual recurrent expenditure budget.

3.18.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.1.05 billion and comprised Kshs.235.66 million for recurrent expenditure and Kshs.814.27 million for development expenditure. During the period under review, pending bills amounting to Kshs.540.36 million were settled, consisting of Kshs.162.58 million for recurrent expenditure and Kshs.377.78 million for development programmes, as shown in Table 3.118: Progress on Settlement of Pending Bills as of 30th June, 2022.

Table 3.118: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	235,305,065	162,576,765	72,728,300	319,296,060	392,024,360
Development Expenditure	814,267,259	377,781,380	436,485,879	790,349,346	1,226,835,225
Total	1,049,572,324	540,358,145	509,214,179	1,109,645,406	1,618,859,585

Source: Kitui County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.62 billion included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 was Kshs.1.05 billion, out of which the County has settled bills amounting to Kshs.609.46 million, leaving a balance of Kshs.442.52 million as of 31st March, 2022. The information on the settlement status of the Auditor General reported eligible pending bills in the fourth quarter of FY 2021/22 was not presented to the OCOB.

3.18.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.61 billion on employee compensation, Kshs.2.06 billion on operations and maintenance, and Kshs.2.73 billion on development activities. Similarly, the County Assembly spent Kshs.382.48 million on employee compensation and Kshs.534.04 million on operations and maintenance, as shown in Table 3.119.

Table 3.119: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	7,337,633,829	989,600,070	6,669,496,494	916,518,007	90.9	92.6
Compensation to Employees	4,754,571,052	410,314,977	4,614,086,989	382,478,090	97.0	93.2
Operations and Maintenance	2,583,062,777	579,285,093	2,055,409,505	534,039,917	79.6	92.2
Development Expenditure	4,069,751,301	71,757,361	2,728,054,436	0	67.0	0.0
Total	11,407,385,130	1,061,357,431	9,397,550,930	916,518,007	82.4	86.4

Source: Kitui County Treasury

3.18.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 46.1 per cent of the annual realised revenue of Kshs.10.84 billion.

Personnel emoluments amounting to Kshs.4.48 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while those paid through manual payroll were Kshs.515.3 million. The manual payroll accounted for 10.3 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.5.0 billion includes Kshs.2.41 billion attributable to the health sector, which translates to 48.2 per cent of the total wage bill in the reporting period.

3.18.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.130 million to county-established funds in FY 2021/22, constituting 1.0 per cent of the County's overall budget for the year. Table 3.120 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.120: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30th June 2022	Absorption (%)
		A	B	C	B/A*100
1.	Kitui County Assembly MCA Mortgage & Car Loan Fund *	0	312,300	Yes	N/A
2.	Kitui County Assembly Staff Mortgage & Car Loan Fund **	50,000,000	42,519,256	Yes	85
3.	Kitui County Empowerment Fund **	80,000,000	80,000,000	No	100
	Total	130,000,000	122,831,556		94.5

Source: Kitui County Treasury

*Actual expenditure for the Kitui County Assembly Staff Mortgage & Car Loan Fund and the Kitui County Empowerment Fund represents the exchequer requisition transferred to the fund.

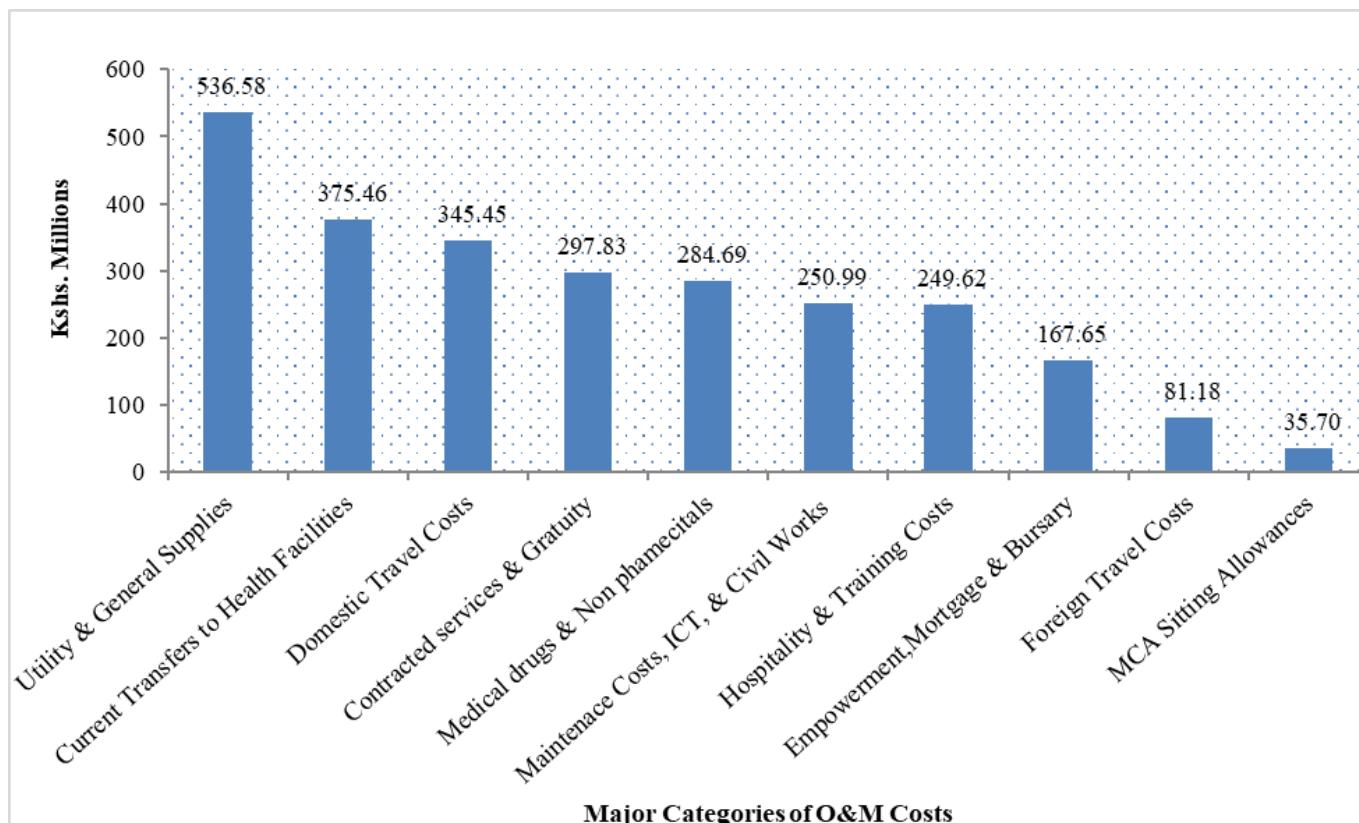
**There was no additional budgetary allocation towards Kitui County Assembly MCA Mortgage & Car Loan Fund in the FY 2021/22. However, the fund incurred administrative expenses, as indicated in Table 3.120.

The OCoB received quarterly financial returns from Kitui County Assembly MCA Mortgage & Car Loan Fund administrators and those from Kitui County Assembly Staff Mortgage & Car Loan Fund. However, Kitui County Empowerment Fund's fund administrator was yet to submit FY 2021/22 fourth-quarter financial reports by the time of finalising this report.

3.18.9 Expenditure on Operations and Maintenance

Figure 3.36 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.36: Kitui County, Operations and Maintenance Expenditure by Major Categories



Source: Kitui County Treasury

The County Assembly spent Kshs.35.70 million on committee sitting allowances for the 55 MCAs and the Speaker against the annual budget allocation of Kshs.53.27 million. The average monthly sitting allowance was Kshs.54,098 per MCA. The County Assembly has established 20 Committees.

During the period, expenditure on domestic travel amounted to Kshs.345.45 million and comprised of Kshs.137.19 million spent by the County Assembly and Kshs.208.26 million by the County Executive. Expenditure on foreign travel amounted to Kshs.81.18 million and comprised of Kshs.73.09 million by the County Assembly and Kshs.8.08 million by the County Executive.

3.18.10 Development Expenditure

The County incurred Kshs.2.73 billion on development programmes, representing a decrease of 21 per cent compared to FY 2020/21 when the County spent Kshs.3.45 billion. Table 3.121 summarises development projects with the highest expenditure in the reporting period.

Table 3.121: Kitui County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Trade cooperatives & investment	Supply of solar security lights in Kitui central	Kitui Central	48,980,100	48,980,100	100	Complete
Trade cooperatives & investment	Supply of 10m concrete poles	Kitui Central	28,869,753	28,869,753	100	Complete
Agriculture water & irrigation	Makuta Earth Dam desilting	Kitui East	26,576,758	26,576,758	100	Complete
Agriculture Water & irrigation	Sekeani sump well water project - sump well, plumbing system, rising main distribution lines	Kitui Rural	20,177,354	20,177,354	100	Complete

Sector	Project Name	Project Loca-tion	Budget (Kshs)	Amount paid to date (Kshs)	Implemen-tation status (%)	Remarks
Kitui Municipality	Construction of Kithomboani Modern Market in Kitui Town	Kitui Central	351,585,555	17,664,147	80	Multiyear project -On-going
Trade cooperatives & investment	Supply and Installation of a 715KVA standby generator for stone crusher at Kwa Kilui	Kitui Rural	17,237,600	17,237,600	100	Complete
Office Of the Governor	Water pipeline from Valve No.22 to Katutu Girls' new line	Kitui West	10,584,216	10,584,216	100	Complete
Agriculture water & irrigation	Supply of power to Masinga treatment works for the month of July	Kitui Central	10,451,862	10,451,862	100	Complete
Agriculture water and irrigation	implementation of the climate-proofed infrastructure programme	Kitui Central	10,431,449	10,431,449	100	Complete
Office Of the Governor	Mathuki-kimongo matulani heavy grading	Kitui east	9,935,052	9,935,052	100	Complete

Source: Kitui County Treasury

3.18.11 Budget Performance by Department

Table 3.122 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.122: Kitui County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of the Governor	572.56	1,064.66	502.91	708.81	494.05	660.5	98.2	93.2	86.3	62.0
Public Service Management and Administration	529.94	1.47	529.94	1.08	478.85	1.08	90.4	100	90.4	73.5
Agriculture, Water and Irrigation	477.5	1,019.86	475.95	488.54	433.08	652	91	133.5	90.7	63.9
Basic Education, ICT and Youth Development	554.52	192.61	554.52	77.88	522.57	114.1	94.2	146.5	94.2	59.2
Infrastructure, Housing, Transport and Public Works	283.7	741.37	281.99	657.79	251.59	673.9	89.2	102.4	88.7	90.9
Health and Sanitation	3,376.36	146.77	3,318.70	90.76	3,178.57	104.01	95.8	114.6	94.1	70.9
Trade, Cooperatives and Investment	269.78	232.92	268.74	217.63	227.35	199.47	84.6	91.7	84.3	85.6
Environment, Tourism and Natural Resources	153.05	96.38	152.88	32.66	126.89	84.33	83	258.2	82.9	87.5
Gender, Sports and Culture	101.81	82.08	98.42	25.33	66.69	26.94	67.8	106.4	65.5	32.8
County Treasury	608.85	154.73	548.76	112.82	579.34	12.93	106	11.5	95.2	8.4
County Public Service Board	55.31	0	30.41	0	46.83	0	154	0.0	84.7	0.0
County Assembly	989.6	71.76	916.55	0	916.52	0	100	0.0	92.6	0.0
Kitui Municipality	117.72	185.11	99.45	48.13	86.68	147.99	87.2	307.5	73.6	79.9
Mwingi Town	73.34	42.69	48.61	2.5	53.52	9.96	110	398.4	73.0	23.3
Livestock, Apiculture and Fisheries Development	78.44	49.42	51.61	1.25	69.35	23.47	134	1881	88.4	47.5
Lands & Physical Planning	84.76	59.69	80.63	5.91	54.12	17.36	67.1	294	63.8	29.1

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
TOTAL	8,327.23	4,141.51	7,960.09	2,471.07	7,586.01	2,728.05	95.3	110.4	91.1	65.9

Source: Kitui County Treasury

Analysis of expenditure by department shows that the Department of Infrastructure, Housing, Transport and Public Works recorded the highest absorption rate of development budget at 90.9 per cent, followed by the Department of Environment, Tourism and Natural Resources at 87.5 per cent. The County Assembly did not report any development expenditure in FY 2021/22. The Department of County Treasury had the highest percentage of recurrent expenditure to budget at 95.2 per cent, while the Department of Lands & Physical Planning had the lowest at 63.8 per cent.

3.18.12 Budget Execution by Programmes and Sub-Programmes

Table 3.123 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.123: Kitui County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Department of the Office of The Governor					
General Administration And Planning	701013710	1,384,834,632	955,800,437	429,034,195	69.0
General Administration And Planning	702013710	70,966,018	59,328,388	11,637,630	83.6
Office of the County secretary	703013710	88,129,450	81,192,112	6,937,338	92.1
Procurement	704023710	93,293,728	58,232,867	35,060,861	62.4
Subtotal Office of the Governor		1,637,223,828	1,154,553,804	482,670,024	70.5
Department of the Public Service Management and Administration					
Coordination And Administrative Services	705013710	142,352,229	125,515,779	16,836,450	88.2
Coordination And Administrative Services	706013710	211,848,422	201,751,346	10,097,076	95.2
Coordination And Programmes Tracking	707013710	17,899,299	11,170,806	6,728,493	62.4
General Administration And Planning	701013710	159,305,894	141,491,370	17,814,524	88.8
Subtotal Public Service Management and Administration		531,405,844	479,929,301	51,476,543	90.3
Department of Agriculture Water and Livestock Development					
Agriculture	102013710	481,715,874	201,792,278	279,923,596	41.9
Agriculture	103013710	37,177,765	21,017,186	16,160,579	56.5
Agriculture	103023710	109,325,157	51,908,957	57,416,200	47.5
Agriculture	104013710	4,533,763	2,829,614	1,704,149	62.4
General Administration And Planning	101013710	303,038,439	296,912,503	6,125,936	98.0
Water	101013710	76,516,299	73,187,496	3,328,803	95.6
Water	111013710	389,824,204	352,656,865	37,167,339	90.5
Water	111023710	95,230,053	84,780,540	10,449,513	89.0
Subtotal Agriculture Water and Livestock Development		1,497,361,554	1,085,085,439	412,276,115	72.5
Department of Basic Education, ICT, and Youth Development					
Basic Education	502013710	414,806,720	347,241,124	67,565,596	83.7
General Administration And Planning	501013710	150,579,934	143,964,977	6,614,957	95.6
Internet	505013710	15,825,722	12,760,564	3,065,158	80.6
Training And Skills Development	503013710	99,541,009	81,454,394	18,086,615	81.8
Training And Skills Development	504013710	4,915,400	1,043,500	3,871,900	21.2
Training And Skills Development	506013710	61,460,909	50,205,249	11,255,660	81.7
Subtotal Basic Education, ICT, and Youth Development		747,129,694	636,669,808	110,459,886	85.2
Department of Lands, Infrastructure, Housing and Urban Development					

Programme	Sub- programme	Pro- gramme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
General Administration And Planning		101013710	125,528,531	112,758,715	12,769,816	89.8
Housing		107013710	28,316,290	20,725,759	7,590,531	73.2
Housing		109013710	35,115,030	29,203,499	5,911,531	83.2
Roads, Transport And Mechanical Services		110013710	798,205,198	728,399,225	69,805,973	91.3
Roads, Transport And Mechanical Services		203013710	37,903,760	34,405,072	3,498,688	90.8
Subtotal Lands, Infrastructure, Housing and Urban Development			1,025,068,809	925,492,270	99,576,539	90.3
Department of Health and Sanitation						
General Administration And Planning		401013710	136,314,136	112,313,679	24,000,457	82.4
General Administration And Planning		401023710	74,322,752	71,435,881	2,886,871	96.1
General Administration And Planning		401033710	4,844,081	3,769,760	1,074,321	77.8
Health		404013710	3,677,301	1,689,750	1,987,551	46.0
Health		404023710	0	(84,600)	84,600	0.0
Health		404043710	1,296,995	1,296,995	0	100.0
Medical Services		402013710	2,670,479,175	2,512,793,943	157,685,232	94.1
Medical Services		402023710	18,800,000	17,144,189	1,655,811	91.2
Medical Services		403023710	133,042,972	132,110,341	932,631	99.3
Medical Services		404033710	60,621,486	32,816,287	27,805,199	54.1
Public Health		403013710	16,675,686	13,657,431	3,018,255	81.9
Public Health		403023710	1,700,000	814,795	885,205	47.9
Public Health		403033710	2,150,000	1,721,800	428,200	80.1
Rural Health Services		402033710	382,746,480	367,889,495	14,856,985	96.1
Rural Health Services		404023710	13,901,500	11,408,069	2,493,431	82.1
Rural Health Services		404033710	2,562,793	1,804,264	758,529	70.4
Subtotal Health and Sanitation			3,523,135,357	3,282,582,079	240,553,278	93.2
Department of Trade, Cooperatives and Investment						
Cooperatives		304013710	11,626,609	8,960,735	2,665,874	77.1
Cooperatives		304023710	44,670,200	31,986,436	12,683,764	71.6
General Administration And Planning		301013710	96,092,752	80,505,803	15,586,949	83.8
Trade And Markets		110013710	0	219,200	(219,200)	0.0
Trade And Markets		301013710	345,864,540	301,641,020	44,223,520	87.2
Trade And Markets		303023710	4,441,675	3,500,547	941,128	78.8
Subtotal Trade, Cooperatives and Investments			502,695,776	426,813,741	75,882,035	84.9
Department of Environment and Natural Resources						
Energy		1005013710	5,401,195	4,725,865	675,330	87.5
Energy		1006013710	95,762,948	82,212,766	13,550,182	85.9
Environment		1002013710	13,446,282	12,089,019	1,357,263	89.9
Environment		1003013710	1,294,036	543,100	750,936	42.0
Environment		1004013710	2,163,023	1,564,300	598,723	72.3
General Administration And Planning		1001013710	63,322,786	48,934,869	14,387,917	77.3
Mineral Resources		1003013710	7,863,316	7,738,730	124,586	98.4
Mineral Resources		1003023710	9,711,848	9,319,225	392,623	96.0
Mineral Resources		1003043710	10,178,577	6,250,400	3,928,177	61.4
Mineral Resources		1007013710	1,750,548	1,021,600	728,948	58.4
Mineral Resources		1008013710	2,117,236	1,192,700	924,536	56.3
Tourism		305013710	4,209,922	3,933,500	276,422	93.4
Tourism		305033710	8,614,044	8,386,322	227,722	97.4
Tourism		1003023710	23,587,894	23,309,851	278,043	98.8
Subtotal Environment and Natural Resources			249,423,655	211,222,247	38,201,408	84.7
Department of Tourism, Sports and Culture						
Culture		307013710	20,099,601	11,308,709	8,790,892	56.3

Programme	Sub- programme	Pro- gramme	Approved Budget (Kshs)	Actual (Kshs)	Payments	Variance (Kshs.)	Absorption (%)
Culture		307023710	12,928,447	8,845,472		4,082,975	68.4
Culture		308013710	9,485,704	6,259,760		3,225,944	66.0
Culture		308023710	2,411,550	739,140		1,672,410	30.6
Gender, Culture & Social Services		307013710	14,037,270	0		14,037,270	0
General Administration And Planning		301013710	36,916,890	26,756,197		10,160,693	72.5
Sports		306013710	9,350,077	6,942,000		2,408,077	74.2
Sports		306023710	10,614,301	5,842,409		4,771,892	55.0
Tourism		306013710	13,137,270	9,220,530		3,916,740	70.2
Tourism		306023710	54,908,708	17,724,307		37,184,401	32.3
Subtotal Tourism, Sports and Culture			183,889,818		93,638,524	90,251,294	50.9
Department of the County Treasury							
Accounts		704013710	56,777,755	55,978,703		799,052	98.6
Accounts		712053710	17,423,824	12,377,429		5,046,395	71.0
Budgetary Supplies		712013710	155,361,803	143,087,979		12,273,824	92.1
Economic Affairs		710013710	88,555,135	86,188,473		2,366,662	97.3
Economic Affairs		710023710	12,741,471	10,330,868		2,410,603	81.1
Economic Affairs		712023710	12,126,930	9,414,205		2,712,725	77.6
General Administration And Planning		701013710	411,812,807	267,057,627		144,755,180	64.8
Internal Audit		712033710	8,774,100	7,842,750		931,350	89.4
Subtotal County Treasury			763,573,825		592,278,034	171,295,791	77.6
Department of County Public Service Board							
Board		713013710	11,259,284	8,998,287		2,260,997	79.9
Board		713023710	6,605,268	5,776,304		828,964	87.4
Board		714013710	5,033,615	4,078,980		954,635	81.0
General Administration And Planning		701013710	32,416,599	27,976,620		4,439,979	86.3
Subtotal County Public Service Board			55,314,766		46,830,191	8,484,575	84.7
County Assembly							
General Administration And Planning		701013710	395,712,894	293,076,828		102,636,066	74.1
Legislative Department		715013710	665,644,537	625,816,164		39,828,373	94.0
Subtotal County Assembly			1,061,357,431		918,892,992	142,464,439	86.6
Department of Kitui Municipality							
Environment, Culture, Recreation and Community Development		207013710	7,917,627	7,350,525		567,102	92.8
Environment		207013710	27,477,336	24,669,777		2,807,559	89.8
Finance		207023710	29,815,000	17,977,846		11,837,154	60.3
Finance headquarter		207023710	4,250,000	1,832,165		2,417,835	43.1
General Administration And Planning		201013710	49,757,428	37,183,665		12,573,763	74.7
Planning, Development Control, Transport and Infrastructure		207013710	18,835,000	13,244,409		5,590,591	70.3
Planning, Development Control, Transport and Infrastructure		209013710	151,391,108	123,326,290		28,064,818	81.5
Trade		207033710	13,385,097	9,082,636		4,302,461	67.9
Subtotal Kitui Municipality			302,828,596		234,667,313	68,161,283	77.5
Department of Mwingi Town Administration							
Environment, Culture, Recreation and Community Development		1001013710	3,498,080	2,263,800		1,234,280	64.7
General Administration And Planning		109013710	13,775,916	5,512,820		8,263,096	40.0
General Administration And Planning		201013710	67,060,500	41,812,499		25,248,001	62.4
General Administration And Planning		706013710	2,316,250	580,117		1,736,133	25.0
Planning, Development Control, Transport and Infrastructure		207013710	15,001,455	5,292,455		9,709,000	35.3
Planning, Development Control, Transport and Infrastructure		207023710	1,090,400	634,870		455,530	58.2

Programme	Sub- programme	Pro- gramme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Planning, Development Control, Transport and Infrastructure		207033710	7,565,280	6,094,865	1,470,415	80.6
Planning, Development Control, Transport and Infrastructure		1001013710	5,726,245	1,289,794	4,436,451	22.5
Subtotal Mwingi Town Administration			116,034,126	63,481,220	52,552,906	54.7
Department of Livestock apiculture and fisheries Development						
Aquaculture Devt		105013710	1,852,271	401,431	1,450,840	21.7
General Administration		101013710	64,383,055	61,692,904	2,690,151	95.8
Livestock Devt		106013710	27,808,966	13,993,252	13,815,714	50.3
Livestock Devt		106023710	33,808,540	16,736,155	17,072,385	49.5
Subtotal Livestock apiculture and fisheries Development			127,852,832	92,823,742	35,029,090	72.6
Department of Lands and Physical Planning						
General Administration		101013710	50,371,843	28,802,408	21,569,435	57.2
Land Information & Mgt		108013710	51,596,711	15,364,777	36,231,934	29.8
Land Survey		108023710	18,278,096	13,299,201	4,978,895	72.8
Land Adjudication		108023710	9,900,000	7,323,179	2,576,821	74.0
Land Survey		108023710	4,000,000	1,451,900	2,548,100	36.3
Land Adjudication		108023710	10,000,000	5,241,752	4,758,248	52.4
Subtotal Lands and Physical Planning			144,146,650	71,483,217	72,663,433	49.6
Grand Total			12,468,442,561	10,316,443,922	2,151,998,639	82.7

Source: Kitui County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Health in the Department of Health and Sanitation at 100 per cent, Medical Service in the Department of Health and Sanitation at 99.3 per cent, Tourism in the Department of Environment and Natural Resources at 98.8 per cent, and Accounts at 96.6 per cent of budget allocation.

3.18.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 46.1 per cent of the annual realised revenue of Kshs.10.84 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.361.27 million against an annual projection of Kshs. 800 million, representing 45.2 per cent of the annual target.
3. Weak budgeting practice as shown in Table 3.122, where the County incurred expenditure over approved exchequer issues.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Kitui County Empowerment Fund report was not submitted to the Controller of Budget.
5. High level of pending bills which amounted to Kshs.1.62 billion as of 30th June 2022.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.515.3 million were processed through the manual payroll and accounted for 10.3 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 4th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments)*

- Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
 3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget.*
 4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
 5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
 6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
 7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.19 County Government of Kwale

3.19.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.12.77 billion, comprising Kshs.5.78 billion (45.3 per cent) and Kshs.6.99 billion (54.7 per cent) for development and recurrent programmes, respectively.

To finance the budget, the County was expected to receive Kshs.8.27 billion (64.7 per cent) as the equitable share of revenue raised nationally, generate Kshs.438 million (3.4 per cent) from its sources of revenue, and use a cash balance of Kshs.2.63 billion (20.6 per cent) from FY 2020/21. The County was also expected to receive Kshs.1.43 billion (11.2 per cent) as conditional grants, which consisted of World Bank Grant on Kenya Devolution Support Programme Ksh.102.49 million, DANIDA Grant to Supplement Financing of County Health facilities of Ksh.17.25 million, World Bank Grant for Transforming Health Systems for the Universal Health Care Project of Ksh.9.44 million, National Agricultural and Rural Inclusive Growth Project NARIGP of Ksh.278.05 million, Water and Sanitation Development Project (WSDP) of Ksh.600 million, Agricultural Sector Development Support Programme-ASDSP of Ksh.27.46 million and Kenya Informal Settlement Improvement Project KISIP II of Ksh.50 million.

3.19.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.60 billion as the equitable share of the revenue raised nationally, raised Kshs.302.69 million as own-source revenue, Kshs.438.50 million as conditional grants, and had a cash balance of Kshs.2.63 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.10.97 billion, as shown in Table 3.124.

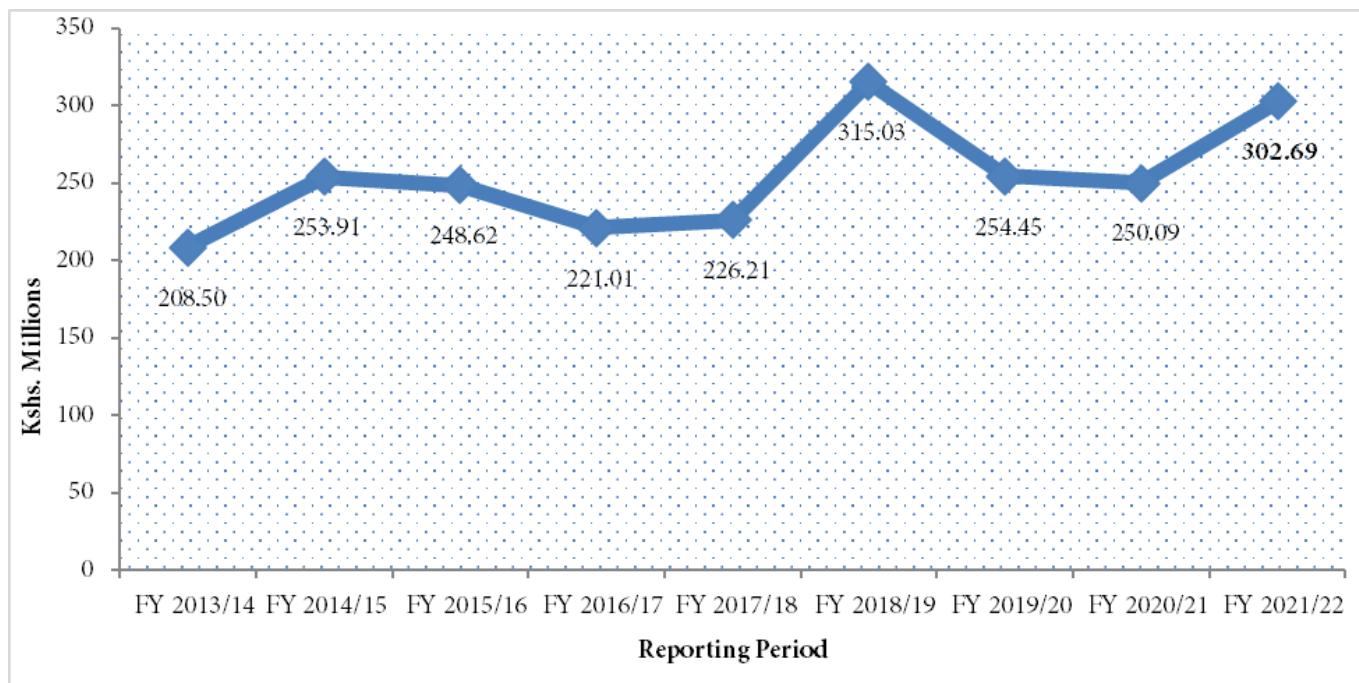
Table 3.124: Kwale County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,265,585,516.00	7,604,338,674.00	92.00
Sub Total		8,265,585,516.00	7,604,338,674.00	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	438,000,000.00	302,688,593.00	69.11
2.	Conditional Grants	1,433,046,675.00	438,504,008.65	30.60
3.	Balance b/f from FY2020/21	2,629,007,981.05	2,629,007,981.05	100.00
Sub Total		4,500,054,656.05	3,370,200,582.70	74.89
Grand Total		12,765,640,172.05	10,974,539,256.70	86.0

Source: Kwale County Treasury

Figure 3.37 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.37: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Kwale County Treasury

In FY 2021/22, the County generated a total of Kshs.302.69 million as own-source revenue. This amount represented an increase of 21 per cent compared to Kshs.250.09 million realised in FY 2020/21 and was 69.1 per cent of the annual target. The growth can be attributed to improvement in the economic condition in the County as compared to last financial year, which was affected by the Covid-19 Pandemic.

3.19.3 Exchequer Issues

The Controller of Budget approved Kshs.9.65 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.97 billion (30.8 per cent) for development programmes and Kshs.6.68 billion (69.2 per cent) for recurrent programmes, as shown in Table 3.129.

3.19.4 Overall Expenditure Review

The County spent Kshs.9.79 billion on development and recurrent programmes during the reporting period. This expenditure represented 101.4 per cent of the total funds released by the CoB and comprised of Kshs.3.18 billion and Kshs.6.60 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 55.1 per cent, while recurrent expenditure represented 94.5 per cent of the annual recurrent expenditure budget.

3.19.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.2.76 billion and comprised Kshs.2.58 billion for the County Executive and Kshs.173.28 million for the County Assembly, as shown in Table 3.125.

Table 3.125: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	2,301,455,007	173,280,662	2,474,735,668.9
Recurrent Expenditure	282,246,165		282,246,165
Total Pending Bills	2,583,701,172	173,280,662	2,756,981,833.4

Source: Kwale County Treasury

3.19.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.12 billion on employee compensation, Kshs.2.84 million on operations and maintenance, and Kshs.2.98 billion on development activities. Similarly, the County Assembly spent Kshs.297.09 million on employee compensation, Kshs.347.59 million on operations and maintenance, and Kshs.206.56 million on development activities, as shown in Table 3.126.

Table 3.126: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	6,338,278,697	648,445,792	5,958,219,171	644,683,962	94.0	99.4
Compensation to Employees	3,166,156,735	297,089,336	3,122,284,250	297,089,336	98.6	100.0
Operations and Maintenance	3,172,121,962	351,356,456	2,835,934,921	347,594,626	89.4	98.9
Development Expenditure	6,338,278,696	379,840,821	2,977,786,723	206,560,159	47.0	54.4
Total	12,676,557,393	1,028,286,613	8,936,005,894	851,244,121	70.5	82.8

Source: Kwale County Treasury

3.19.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 31.2 per cent of the annual realised revenue of Kshs.10.97 billion.

The wage bill of Kshs.3.42 billion includes Kshs.1.68 million, attributable to the health sector, which translates to 49.2 per cent of the total wage bill in the reporting period.

3.19.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.528.5 million to county-established funds in FY 2021/22, constituting 4.8 per cent of the County's overall budget for the year. Table 3.127 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.127: County Established Fund performance as of 30th June 2022

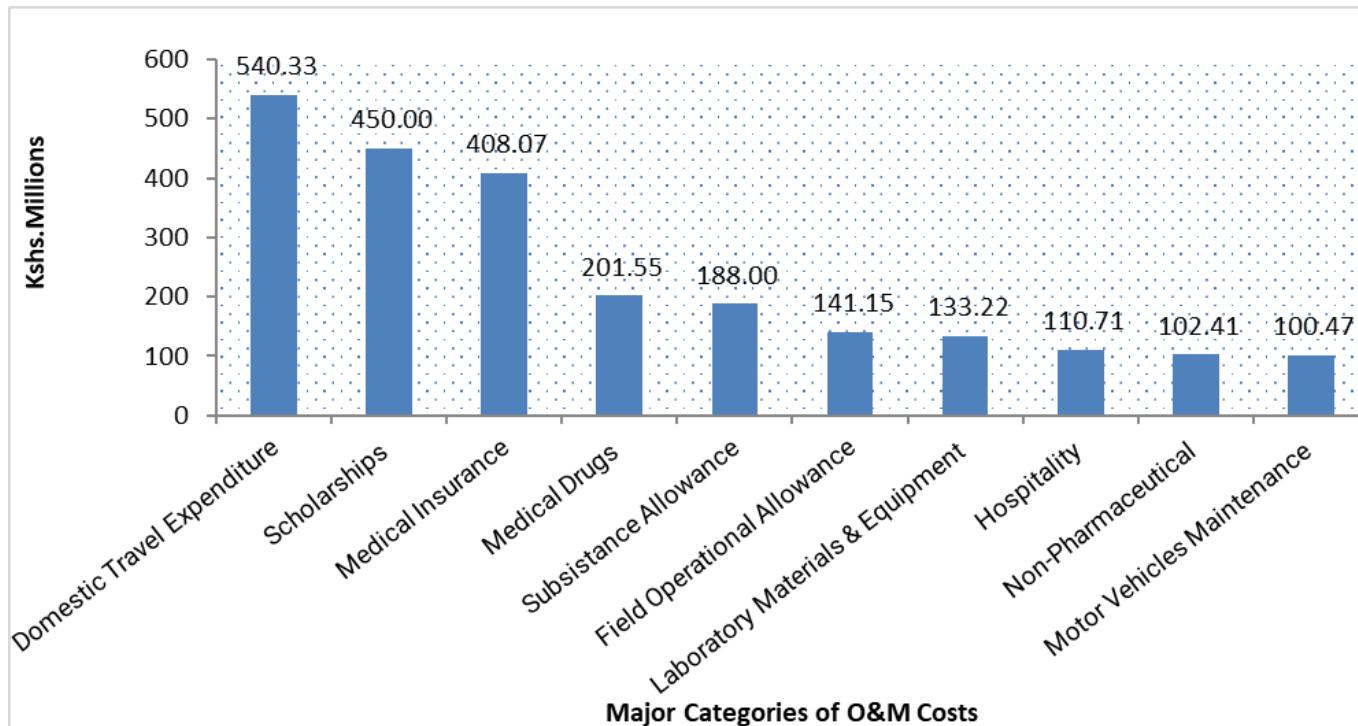
S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)
		A	B	C
1.	Kwale County Disaster Management Fund	5,000,000	994,600	No.
2.	Kwale County Youth, Women & PWDs Fund	43,500,000	-	No
3.	Kwale County Bursary Fund	450,000,000	450,000,000	No.
4.	Kwale County Assembly Car loan and Mortgage	30,000,000	-	No.
Total		528,500,000	450,994,600	

Source: Kwale County Treasury

3.19.9 Expenditure on Operations and Maintenance

Figure 3.38 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.38: Kwale County, Operations and Maintenance Expenditure by Major Categories



Source: Kwale County Treasury

The County Assembly spent Kshs.42 million on committee sitting allowances for the 30 MCAs and the Speaker against the annual budget allocation of Kshs.42 million. The average monthly sitting allowance was Kshs.112,908 per MCA. The County Assembly has established 24 Committees.

During the period, expenditure on domestic travel amounted to Kshs.540.33 million and comprised of Kshs.137.25 million spent by the County Assembly and Kshs.403.08 million by the County Executive. Expenditure on foreign travel amounted to Kshs.50.89 million and comprised of Kshs.50.46 million by the County Assembly and Kshs.0.43 million by the County Executive.

3.19.10 Development Expenditure

The County incurred Kshs.3.18 billion on development programmes, representing a decrease of 13.2 per cent compared to FY 2020/21 when the County spent Kshs. 3.67 billion. Table 3.128 summarises development projects with the highest expenditure in the reporting period.

Table 3.128: Kwale County, List of Development Projects with the Highest Expenditure

Project Name	Department	(Location of the Project)	Contract Sum (Kshs.)	Annual Budget Allocation FY 2021/22 (Kshs.)	Actual Expenditure to date (Kshs.)	Absorption (%)	Implementation Status
Construction of County Headquarters	Executive Services	Kwale Town	462,376,631	2,279,600	461,504,423	99.8	In Use
Water and Sanitation Project	Water Services	Kwale HQ	600,000,000	600,000,000	211,388,777	35.2	Kshs 211,288,777 disbursed and transferred to KWAWS-CO.
Assembly Chambers Fixtures & Fittings	County Assembly	Kwale	136,525,897	137,000,000	136,525,896	100	Completed

Project Name	Department	(Location of the Project)	Contract Sum (Kshs.)	Annual Budget Allocation FY 2021/22 (Kshs.)	Actual Expenditure to date (Kshs.)	Absorption (%)	Implementation Status
Construction of a Fresh produce Wholesale market at Kombani	Trade, Investment and Co-operative Development	Waa/Ngombe-ni ward	118,634,482	27,170,714	106,840,083	90	Cold storage installation remaining
Construction of Governor's Residence	Executive Services	Golini	183,403,077	32,892,195	105,125,727	57.3	Projects are not in progress as there is a circular capping on the cost of construction of the governor's residence in the Country.
Maintenance of Community Water Projects (Pumps/motors, Dam embankment/spillway, pipes & pipe fittings/ accessories), Power bills and water Treatment chemicals for Community Managed Schemes	Water Services	All wards	77,716,917	77,716,917	75,182,621	96.7	Projects tendered and awarded. All completed and operational
Expansion of the new COVID-19 unit	Medical and Public Health Services	Ramisi Ward	57,966,321	57,966,321	48,199,029	83.2	Finishing level
Construction of Fruit Processing plant at Shimba Hills - Phase II	Trade, Investment and Co-operative Development	Kubo South Ward	61,562,268	15,030,033	43,462,580	70.6	Office block complete; ripening shed at the finishing stage.
Construction of the Kwale Stadium	Community Development	Matuga	102,429,001	102,429,001	43,437,386	42.4	Ongoing
Kwale Teachers Training College Phase III	Education	Puma Ward	63,249,798	63,000,000	43,315,426	68.5	Ongoing

Source: Kwale County Treasury

3.19.11 Budget Performance by Department

Table 3.129 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.129: Kwale County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Finance and Economic Planning	1,223.51	37.58	1,171.75	16.77	1,126.16	16.77	96.1	100.0	92.0	44.6
Agriculture, Livestock and Fisheries	195.13	633.30	192.79	331.41	185.52	249.01	96.2	75.1	95.1	39.3

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Land, Environment, Mining and natural re- sources	190.80	169.72	155.04	110.51	170.91	116.11	110.2	105.1	89.6	68.4
Medical and Public Health Services	2,563.93	1,066.99	2,421.61	468.85	2,393.84	649.67	98.9	138.6	93.4	60.9
County Assembly	648.45	379.84	618.63	258.14	644.68	206.56	104.2	80.0	99.4	54.4
Trade, Investment and Co-operative Develop- ment	77.40	193.56	75.89	117.24	73.40	131.19	96.7	111.9	94.8	67.8
Community Develop- ment	140.86	196.90	134.11	146.48	140.49	142.97	104.8	97.6	99.7	72.6
Executive Services	120.54	35.17	119.19	1.41	104.87	-	88.0	-	87.0	-
Education	1,022.68	800.51	1,021.74	398.30	1,020.66	484.17	99.9	121.6	99.8	60.5
Water Services	100.83	1,360.67	100.07	673.07	100.06	667.23	100.0	99.1	99.2	35.6
Roads and Public Works	242.40	735.76	237.31	330.80	211.80	416.76	89.3	126.0	87.4	56.6
Tourism and ICT	59.33	68.58	54.24	65.44	54.74	63.94	100.9	97.7	92.3	93.2
County Public Service Board	52.60	-	51.99	-	44.01	-	84.7	-	83.7	-
Public Service & Ad- ministration	341.93	45.51	318.26	44.50	326.13	30.97	102.5	69.6	95.4	99.5
Kwale Municipality	2.23	31.12	2.05	-	2.73	-	133.4	-	122.7	-
Diani Municipality	4.11	23.68	2.84	9.00	2.89	9.00	101.8	100.0	70.4	-
TOTAL	6,986.72	5,778.92	6,677.51	2,971.92	6,602.90	3,184.35	98.9	107.1	94.5	55.1

Source: Kwale County Treasury

Analysis of expenditure by department shows that the Department of Public Service and Administration recorded the highest absorption rate of development budget at 99.5 per cent, followed by the Department of Tourism and ICT at 93.2 per cent. The Kwale Municipality had the highest percentage of recurrent expenditure to budget at 122.7 per cent, while the Department of Diani Municipality had the lowest at 70.4 per cent. An absorption rate above 100 per cent is irregular and indicates diversion of funds.

3.19.12 Budget Execution by Programmes and Sub-Programmes

Table 3.130 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.130: Kwale County, Budget Execution by Programmes and Sub-programmes

Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Finance & Economic Planning				
Budget formulation, coordination and management	216,983,511	216,759,921	223,590	99.90
Audit Services	271,044,476	255,614,336	15,430,140	94.31
General Administration	640,327,306	559,788,188	80,539,118	87.42
Revenue Collection Management	94,399,740	76,513,758	17,885,982	81.05
Public Finance and Accounting Services	17,263,209	17,230,103	33,106	99.81
Procurement Services	10,267,000	6,867,668	3,399,332	66.89
Risk Assurance Services				

Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Subtotal	1,250,285,242	1,132,773,974	117,511,268	90.60
Agriculture, Livestock and Fisheries				
General administration and support services	234,500,815	188,385,377	46,115,438	80.33
Personnel Services	148,745,355	148,115,468	629,887	99.58
Crop Production and Food Security	338,994,708	7,613,966	331,380,742	2.25
Agricultural Extension, Research and Training	5,641,244	5,296,134	345,110	93.88
Farm Land Utilisation, Mechanisation and Crop Storage	37,544,590	33,486,876	4,057,714	89.19
Dairy and Meat Production	2,204,736	876,086	1,328,650	39.74
Value Addition of Livestock and Livestock Products	24,101,305	19,897,867	4,203,438	82.56
Livestock Disease Control	21,463,214	19,099,617	2,363,597	88.99
Fish production Management	2,069,096	1,514,098	554,998	73.18
Value Addition and Marketing	13,169,000	10,241,039	2,927,961	77.77
Subtotal	828,434,063	434,526,528	393,907,535	52.45
Land, Environment, Mining and natural resources				
General administration and support services	176,881,031	127,985,184	48,895,847	72.36
Personnel Services	29,109,681	28,962,844	146,837	99.50
Urban Development Support Services	35,272,295	18,262,165	17,010,130	51.77
Physical development plans	21,289,161	26,520,107	(5,230,946)	124.57
Establishment of squatter settlement schemes	66,117,400	65,474,360	643,040	99.03
County Environmental Awareness Initiative	31,552,666	19,530,832	12,021,834	61.90
Empowering communities in the extractive industry	300,000	291,100	8,900	97.03
Subtotal	360,522,234	287,026,592	73,495,642	79.61
Medical and Public Health Services				
Maternal newborn and child health	116,947,169	29,702,211	87,244,958	25.40
Public health Hygiene	2,495,000	2,379,783	115,217	95.38
Medical Health Drugs	425,110,750	425,085,369	25,381	99.99
General Administration	789,924,540	632,910,219	157,014,321	80.12
Personnel Services	1,697,432,139	1,681,343,137	16,089,002	99.05
Msambweni hospital	78,107,710	64,427,784	13,679,926	82.49
Kinango Hospital	38,100,000	37,183,464	916,536	97.59
Kwale Hospital	37,160,000	23,777,061	13,382,939	63.99
Tiwi Rural Health Facility	16,753,554	8,236,167	8,517,387	49.16
Samburu Hospital	30,138,000	11,201,630	18,936,370	37.17
Lunga Lunga Hospital	30,035,694	19,238,465	10,797,229	64.05
Rural Health facilities	366,132,900	105,738,337	260,394,563	28.88
Diani Health Centre	2,590,000	2,280,750	309,250	88.06
Subtotal	3,630,927,456	3,043,504,377	587,423,079	83.82
County Assembly				
Audit Services	297,089,336	297,089,336	-	100.00
General Administration	555,937,666	380,944,541	174,993,125	68.52
Oversight and legislation of county affairs	175,259,611	173,210,244	2,049,367	98.83
Subtotal	1,028,286,613	851,244,121	177,042,492	82.78
Trade, Investment and Co-operative Development				
Building capacity of traders for better market access	9,442,500	8,726,930	715,570	92.42
Enforcement of Weights & Measures Act	6,470,000	6,265,355	204,645	96.84
Investment publicity and promotion	12,108,666	10,990,709	1,117,957	90.77
Personnel Services	38,914,187	38,515,305	398,882	98.97
Administration Services	92,855,762	73,480,578	19,375,184	79.13
Rehabilitation of Existing Markets	5,590,000	4,588,257	1,001,743	82.08
Construction of New Markets	58,599,795	45,218,698	13,381,097	77.17

Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Investment Promotion Services	46,987,038	16,795,712	30,191,326	35.75
Subtotal	270,967,948	204,581,544	66,386,404	75.50
Community Development				
Social services	32,349,702	21,602,988	10,746,714	66.78
Community development	15,909,464	15,886,580	22,884	99.86
Drug and substance abuse management	6,430,000	6,424,446	5,554	99.91
Protection and promotion of positive culture and heritage	22,125,966	22,125,687	279	100.00
Youth sporting talent search and development	4,810,000	4,718,192	91,808	98.09
Sports development program	61,442,368	52,758,113	8,684,255	85.87
Youth empowerment program	39,117,000	39,114,115	2,885	99.99
Personnel Services	36,599,694	36,571,118	28,576	99.92
Administration Services	118,978,462	84,267,210	34,711,252	70.83
Subtotal	337,762,656	283,468,449	54,294,207	83.93
Executive Services				
Audit Services	63,667,334	62,975,189	692,145	98.91
General Administration	83,910,770	35,510,122	48,400,648	42.32
Legal Advisory Services	1,631,600	1,306,522	325,078	80.08
Media and Communication Services	6,499,393	5,076,684	1,422,709	78.11
Subtotal	155,709,097	104,868,517	50,840,580	67.35
Education				
Early childhood and development	48,453,856	47,987,396	466,460	99.04
Infrastructure Development	378,323,222	225,928,199	152,395,023	59.72
Administration Planning and support services	358,421,587	261,364,631	97,056,956	72.92
Personnel Services	498,231,871	498,231,169	702	100.00
Administration	10,633,300	10,037,095	596,205	94.39
Infrastructure Development	79,128,116	11,280,479	67,847,637	14.26
Scholarship and Bursary	450,000,000	450,000,000	-	100.00
Subtotal	1,823,191,952	1,504,828,969	318,362,983	82.54
Water Services				
Construction and maintenance of water pipeline supply systems	96,440,569	63,552,165	32,888,404	65.90
Development of Borehole water supply systems	132,697,137	82,304,864	50,392,273	62.02
Development/Construction of Surface water supply systems	144,747,984	82,783,627	61,964,357	57.19
Community Water Project	77,716,917	57,125,752	20,591,165	73.50
Personnel Services	31,125,222	30,935,977	189,245	99.39
Administration Services	978,767,166	450,584,409	528,182,757	46.04
Subtotal	1,461,494,995	767,286,794	694,208,201	52.50
Roads and Public Works				
Rehabilitation of Roads, Drainage and Bridges	454,630,726	193,829,295	260,801,431	42.63
Installation of Street Lighting Facilities	55,093,646	42,621,227	12,472,419	77.36
Personnel Services	63,396,057	61,046,318	2,349,739	96.29
Administration Services	405,039,363	331,061,267	73,978,096	81.74
Subtotal	978,159,792	628,558,107	349,601,685	64.26
Tourism and ICT				
Tourism promotion	32,646,902	28,994,221	3,652,681	88.81
Personnel Services	24,653,766	22,762,872	1,890,894	92.33
Administration Services	43,897,757	41,120,799	2,776,958	93.67
Local Area Network Installation/ICT Support	26,712,782	25,809,574	903,208	96.62
Subtotal	127,911,207	118,687,466	9,223,741	92.79
County Public Service Board				
Human Resource Planning	15,377,376	11,126,212	4,251,164	72.35
Transformation of service delivery in the public service	3,735,500	3,716,772	18,728	99.50
Compensation to employees	27,287,043	23,083,792	4,203,251	84.60

Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Human Resource Planning	2,695,250	2,651,450	43,800	98.37
Staff Rationalisation	3,500,000	3,433,800	66,200	98.11
Subtotal	52,595,169	44,012,026	8,583,143	83.68
Public Service & Administration				
Audit Services	233,761,910	232,060,724	1,701,186	99.27
General Administration	77,492,076	59,463,900	18,028,176	76.74
County compliance and enforcement	12,932,500	12,745,495	187,005	98.55
Sub County Admin Msambweni	6,768,000	7,549,178	(781,178)	111.54
Sub County Admin Lunga Lunga	11,744,443	9,144,643	2,599,800	77.86
Sub County Admin Matuga	13,382,650	12,118,764	1,263,886	90.56
Sub County Admin Kinango	12,471,031	8,750,814	3,720,217	70.17
County garbage and Cleaning Services	11,989,134	12,419,011	(429,877)	103.59
	6,898,158	2,846,573	4,051,585	41.27
Subtotal	387,439,902	357,099,102	30,340,800	92.17
Kwale Municipality				
Personnel Services	33,347,055	2,732,493	30,614,562	8.19
Subtotal	33,347,055	2,732,493	30,614,562	8.19
Diani Municipality				
Personnel Services	400,000	-	400,000	-
	27,394,004	11,894,900	15,499,104	43.42
Subtotal	27,794,004	11,894,900	15,899,104	42.80
Grand Total	12,754,829,385	9,777,093,959	2,977,735,426	76.65

Source: Kwale County Treasury

Programmes with high levels of implementation based on absorption rates were: Sub-County Administration Msambweni at 111.5 per cent, County Garbage and cleaning services at 103.6 per cent, in the department of Public Service & Administration. Bursary & Scholarship at 100.0 per cent, personnel services at 100.0 per cent in the Department of Education.

3.19.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. The underperformance of own-source revenue at Kshs.302.69 million against an annual projection of Kshs. 438 million, representing 69.1 per cent of the annual target.
2. High level of pending bills which amounted to Kshs.2.76 billion as of 30th June 2022.
3. Weak budgeting practice as shown in Table 3.129, where the County incurred expenditure over approved exchequer issues and above approved budget allocation. This is an indication of the diversion of funds.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The annual financial statements for the Kwale County Disaster Management Fund, Kwale County Youth, Women & PWDs Fund, Kwale County Bursary Fund, Kwale County Assembly Car loan and Mortgage Funds were not submitted to the Controller of Budget.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 30th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should address its revenue performance to ensure the approved budget is fully financed.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the*

PFM Act, 2012.

5. The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.

3.20 County Government of Laikipia

3.20.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.8.88 billion, comprising Kshs.3.91 billion (44.1 per cent) and Kshs.4.97 billion (55.9 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County was expected to receive Kshs.5.14 billion (57.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.31 billion (14.8 per cent) from its sources of revenue, and use a cash balance of Kshs.432.75 million (4.9 per cent) from FY 2020/21. The County also expected to raise Kshs.1.25 billion (14.1 per cent) through the issuance of an Infrastructure Bond and receive Kshs.748.11 million (8.4 per cent) as conditional grants, which consisted of Kenya Devolution Support Programme, DANIDA grant, EU-IDEAS and Kenya Climate Smart.

3.20.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.73 billion as the equitable share of the revenue raised nationally, raised Kshs.894.88 million as own-source revenue, Kshs.163.38 million as conditional grants, and had a cash balance of Kshs.432.75 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.6.22 billion, as shown in Table 3.131.

Table 3.131: Laikipia County, Revenue Performance in FY 2021/22

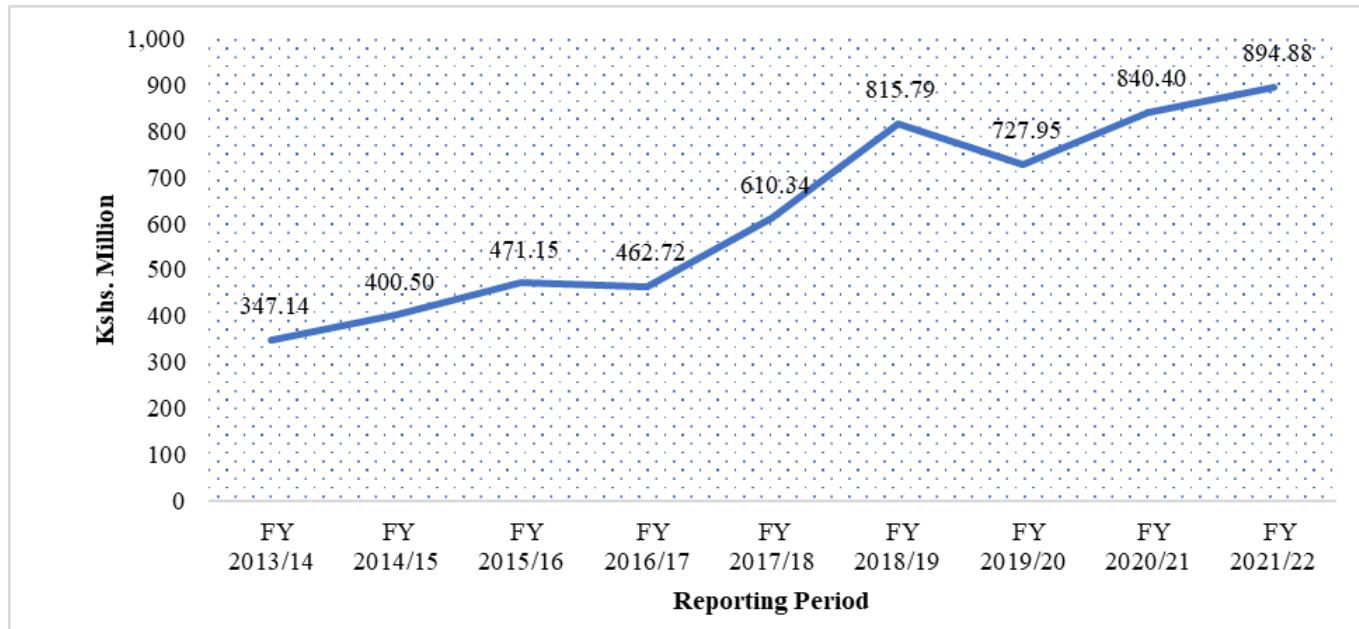
S/No.	Revenue Category	Annual Budget Allocation (Kshs.)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,136,265,679	4,725,364,426	92
	Sub Total	5,136,265,679	4,725,364,426	92
B	Other Sources of Revenue			
1.	Own Source Revenue	1,313,813,276	894,884,655	68
2.	Conditional Grants	748,106,376	163,382,387	22
3.	Balance b/f from FY 2020/21	432,747,990	432,747,990	100
4.	Other Revenues (Infrastructure Bond)	1,247,627,355	-	-
	Sub Total	3,742,294,997	1,491,015,032	39.8
	Grand Total	8,878,560,676	6,216,379,458	70

Source: Laikipia County Treasury

During the period under review, the Cabinet granted its seal of approval to the application by the Laikipia County Government to borrow Kshs.1.25 billion through the issuance of a domestic infrastructure bond. The objective of the infrastructure bond was to finance the implementation of projects, including the provision of water for agricultural production and improvement of the business environment by upgrading markets and town infrastructure, which will provide additional jobs to the residents of Laikipia and improve their household income and livelihoods. The County Government did not float the bond during FY 2021/22 despite the Cabinet's green light.

Figure 3.39 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.39: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Laikipia County Treasury

In FY 2021/22, the County generated a total of Kshs.894.88 million as own-source revenue. This amount represented an increase of 6.5 per cent compared to Kshs.840.39 million realised in FY 2020/21 and was 68.1 per cent of the annual target. The County Treasury revised its OSR projection from Kshs.1.01 billion in the original budget to Kshs.1.31 billion in the supplementary, representing an increase of Kshs.307.81 million.

3.20.3 Exchequer Issues

The Controller of Budget approved Kshs.5.81 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.43 billion (24.6 per cent) for development programmes and Kshs.4.38 billion (75.4 per cent) for recurrent programmes.

3.20.4 Overall Expenditure Review

The County spent Kshs.6.22 billion on development and recurrent programmes during the reporting period. This expenditure represented 107 per cent of the total funds released by the CoB and comprised of Kshs.1.86 billion and Kshs.4.36 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 47.6 per cent, while recurrent expenditure represented 87.7 per cent of the annual recurrent expenditure budget.

3.20.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.949.12 million and comprised Kshs.753.49 million for recurrent expenditure and Kshs.195.630 million for development expenditure. During the period under review, pending bills amounting to Kshs.639.98 million were settled, consisting of Kshs.53.49 million for recurrent expenditure and Kshs.586.49 million for development programmes, as shown in Table 3.132.

Table 3.132: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
A	B	C=A-B	D	E=C+D	
Recurrent Expenditure	195,630,561	53,486,218	142,144,343	156,319,078	298,463,421
Development Expenditure	753,490,719	586,494,215	166,996,504	389,658,360	556,654,864
Total	949,121,280	639,980,433	309,140,847	545,977,438	855,118,285

Source: Laikipia County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.855.12 million, including the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.446.08 million, out of which the County has settled bills amounting to Kshs.256.4 million, leaving a balance of Kshs.267.69 as of 30th June 2022.

3.20.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.57 billion on employee compensation, Kshs.1.29 billion on operations and maintenance, and Kshs.1.82 billion on development activities. Similarly, the County Assembly spent Kshs.247.48 million on employee compensation, Kshs.246.9 million on operations and maintenance, and Kshs.43.27 million on development activities, as shown in Table 3.133.

Table 3.133: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,472,237,791	494,589,219	3,860,737,209	494,474,867	86.3	100.0
Compensation to Employees	2,887,925,632	247,481,707	2,567,488,767	247,480,817	88.9	100.0
Operations and Maintenance	1,584,312,159	247,107,512	1,293,248,442	246,994,050	81.6	100.0
Development Expenditure	3,868,465,619	43,268,047	1,818,863,658	43,265,974	47.0	100.0
Total	8,340,703,410	537,857,266	5,679,600,867	537,740,841	68.1	100.0

Source: Laikipia County Treasury

3.20.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 45.3 per cent of the annual realised revenue of Kshs.6.22 billion.

Personnel emoluments amounting to Kshs.2.17 million were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs.646.68 million was paid through manual payrolls. The manual payroll accounted for 23 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.81 billion includes Kshs.1.36 billion attributable to the health sector, which translates to 48.2 per cent of the total wage bill in the reporting period.

3.20.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.480.06 million to county-established funds in FY 2021/22, which constituted 5.4 per cent of the County's overall budget for the year. Table 3.134 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.134: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)				Actual Expenditure as of 30 th June 2022 (Kshs.)				Submission of annual financial statements as of 30 th June 2022	
		County Executive	County Assembly	As-	County Executive	County Assembly	As-	Yes	No		
1.	Leasing Fund	357,064,848			357,064,848		-	Yes			
2.	Co-operative Fund	10,000,000				-	-		No		
3	Enterprise Fund	29,100,000			10,000,000		-	Yes			
4	Emergency Fund	33,892,400			14,543,732		-	Yes			
5	Bursary Fund	50,000,000			50,000,000		-	Yes			
6.	Laikipia County Executive Car & Mortgage		-			-			No.		
7	Laikipia County Assembly Staff Car & Mortgage Fund		-		16,760,883		-	16,760,883			Yes
		480,057,248			16,760,883		431,608,580		16,760,883		

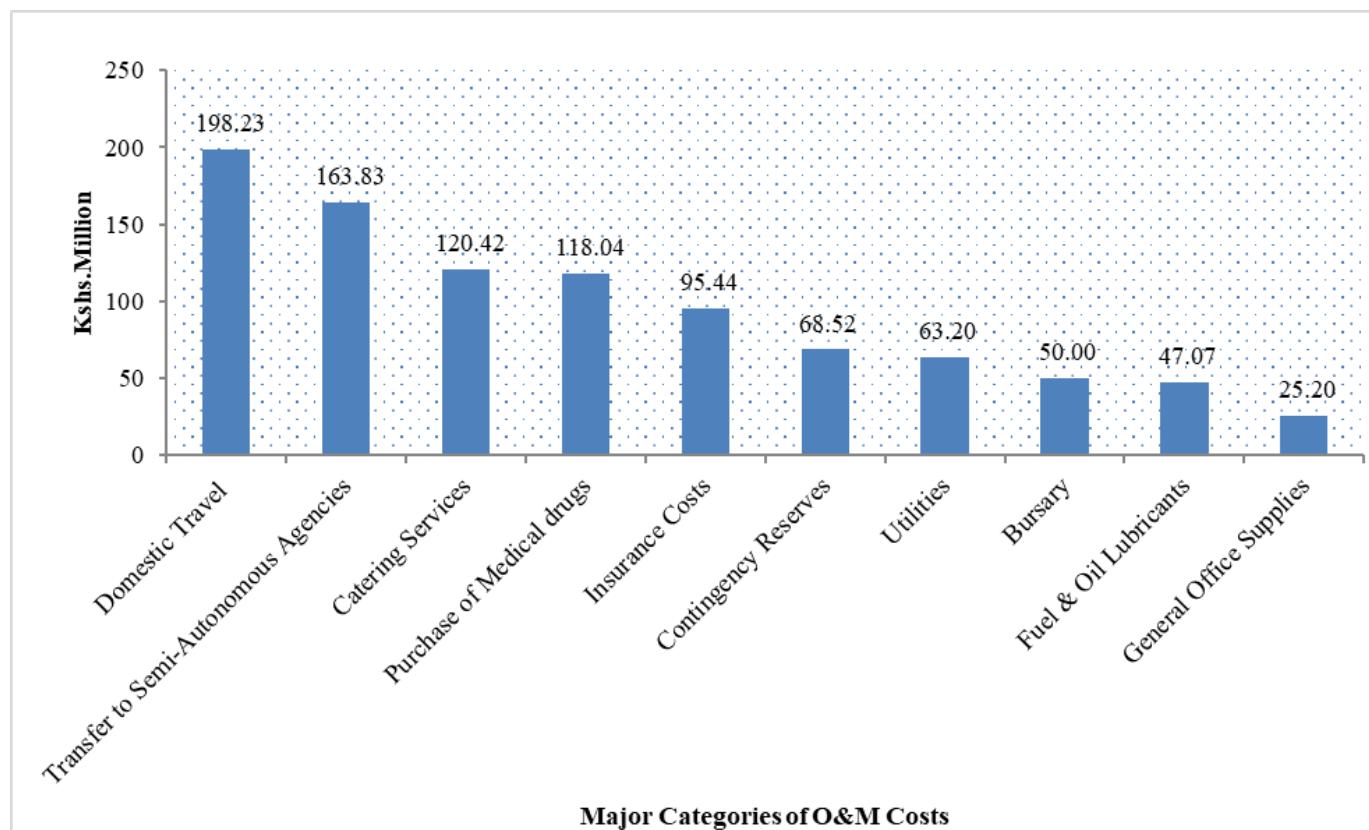
Source: Laikipia County Treasury

The OCoB received quarterly financial returns from administrators of 5 funds, as indicated in Table 3.134

3.20.9 Expenditure on Operations and Maintenance

Figure 3.40 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.40: Laikipia County, Operations and Maintenance Expenditure by Major Categories



Source: Laikipia County Treasury

The County Assembly spent Kshs.16.76 million on committee sitting allowances for the 25 MCAs and the Speaker against the annual budget allocation of Kshs.32.57 million. The average monthly sitting allowance was Kshs.55,857 per MCA. The County Assembly has established 10 standing committees and 8 sectoral committees.

During the period, expenditure on domestic travel amounted to Kshs.198.23 million and comprised of Kshs.56.14 million spent by the County Assembly and Kshs.142.09 million by the County Executive. Expenditure on foreign travel amounted to Kshs.30.03 million and comprised of Kshs.26.6 million by the County Assembly and Kshs.3.43 million by the County Executive.

3.20.10 Development Expenditure

The County incurred Kshs.1.86 billion on development programmes, representing an increase of 22.1 per cent compared to FY 2020/21 when the County spent Kshs.1.45 billion. Table 3.135 summarises development projects with the highest expenditure in the reporting period.

Table 3.135: Laikipia County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)
Infrastructure	Improvement works on county roads in Oljabet	Marmonet	113,126,378	114,243,760	113,126,378	None	100	GoK
Infrastructure	Improvement of county roads in Nyahururu	Igwamiti	123,315,093	123,315,093	123,315,093	None	100	GoK
Water	Construction of Makurian-Osirua water project	Mukogondo East	86,271,263	97,548,443	86,271,263	None	100	GoK
Water	Rehabilitation & drainage work on Kimathi, Rumuruti & Chief's camp roads	Nanyuki	31,676,688	31,676,688	31,676,688	None	100	GoK
Agriculture	Construction of Kariunga-Mutirthia-Naibor integrated irrigation project	Segera	29,988,401	29,988,401	29,988,401	None	100	GoK
Land & Energy	Consultancy for preparation of GIS Spatial Plan for Laikipia County 2021-2031	Headquarters	14,708,800	14,708,800	14,708,800	None	100	GoK
Water	Kamangura drilling, equipping and reticulation	Thigithi	9,014,978	9,014,978	9,014,978	None	100	GoK
Water	Pipeline extension of Nganoini water project	Salama	3,997,325	3,997,325	3,997,325	None	100	GoK
Trade & Industry	Renovation at the old market at Thingithu ward	Thingithu	3,499,366	3,499,366	3,499,366	None	100	GoK
Trade & Industry	Proposed Trade Kiosks at Ndikiri In Segera Ward	Segera	3,404,739	3,404,739	3,404,739	None	100	GoK

Source: Laikipia County Treasury

3.20.11 Budget Performance by Department

Table 3.136 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.136: Laikipia County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues		Absorption Rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Administration Services	3,442.63	284.97	3,031.89	49.28	3,050.37	254.50	100.61	516.50	88.6	89.3
Finance & Economic Planning	256.13	1,437.40	244.63	85.05	240.20	123.06	98.19	144.68	93.8	8.6
Health & Sanitation	550.59	248.54	424.62	230.54	393.53	162.01	92.68	70.27	71.5	65.2
Agriculture, Livestock & Fisheries	28.94	774.95	19.59	157.38	20.66	307.64	105.48	195.48	71.4	39.7
Infrastructure & Public Works	23.54	757.93	19.25	629.69	11.28	688.86	58.60	109.40	47.9	90.9
Education, Youth & Sports	117.68	128.90	98.88	82.72	101.14	97.08	102.29	117.36	85.9	75.3
Trade, Tourism & Enterprise Development	16.22	57.80	16.02	31.43	15.85	31.35	98.96	99.75	97.8	54.2
Water Services	26.02	134.02	22.56	105.24	22.71	110.39	100.64	104.89	87.3	82.4
Rumuruti Municipality	10.50	43.96	10.50	16.00	5.00	43.96	47.62	274.72	47.6	100.0
County Assembly	494.59	43.27	494.48	43.27	494.47	43.27	100.00	100.00	100.0	100.0
	4,966.83	3,911.73	4,382.42	1,430.60	4,355.21	1,862.13	99.38	130.16	87.7	47.6

Source: Laikipia County Treasury

As shown in Table 3.136, departments incurred expenditure on development activities way above exchequer issues. This could be attributed to poor budgetary controls.

3.20.12 Budget Execution by Programmes and Sub-Programmes

Table 3.137 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.137: Laikipia County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Education					
General Administration & Planning services	Personnel services	71,265,456	56,321,856	14,943,600	79.0
	Administration Services	12,269,490	10,311,836	1,957,654	84.0
Vocational Training Institutes.	Vocational Training Institutes.	44,782,318	31,158,263	13,624,055	69.6
Collaboration with Stakeholders	Collaboration with Stakeholders.	4,000,000	3,746,894	253,106	93.7
Gender Culture and Social Services.	Gender Culture and Social Services.	26,390,485	20,631,949	5,758,536	78.2
Youth and Sports.	Youth & Sports	16,704,700	12,722,360	3,982,340	76.2
Education & Library Services	Education and Library Services.	65,684,875	59,354,449	6,330,426	90.4
Talent Development Services	Talent Development	5,484,112	3,976,349	1,507,763	72.5
Sub-total		246,581,436	198,223,957	48,357,480	80.4

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	A b s o r p - tion (%)	
County Assembly						
General Administration & Planning Services	Administration services	296,753,531	296,684,920	296,753,531	100.0	
Legislative & Oversight	Legislation & Oversight Services	197,835,688	197,789,947	197,835,688	100.0	
Infrastructure improvement services	County Assembly Infrastructure improvement	43,268,047	43,265,974	43,268,047	100.0	
Sub-total		537,857,266	537,740,841	537,857,266	100.0	
County Health Services						
Curative & Rehabilitative Health	Health Infrastructure Development	46,179,859	23,176,668	23,003,190.80	50.19	
	Health Products & Technologies Support	274,436,312	182,667,726	91,768,586.00	66.56	
	Emergency Referral & Rehabilitative Service	99,548,177	61,478,640	38,069,537.25	61.76	
General Administration & Planning Services	Essential Health Institutions & Services	126,629,882	90,952,514	35,677,368.00	71.83	
	Administrative, Project Planning & Implementation Services	137,877,133	102,999,920	34,877,212.85	74.70	
	Human Resource Development	1,578,203	1,555,803	22,400.00	98.58	
	Health Policy, Governance, Planning & Financing	21,424,203	19,756,410	1,667,793.00	92.22	
	Health Information Standards & Quality Assurance	1,500,000	359,990	1,140,010.00	24.00	
	Community Health Strategy, Advocacy & Surveillance	43,441,900	8,846,000	34,595,900.00	20.36	
Preventive Health Services	Family Planning, Maternal & Child Health Services	3,598,100	1,731,700	1,866,400.00	48.13	
	Non-Communicable Diseases Control & Prevention	2,800,000	1,400,000	1,400,000.00	50.00	
	Public Health Promotion & Nutrition Services	7,935,123	9,316,273	- 1,381,150.00	117.41	
	Social Health Insurance scheme	32,178,971	51,296,942	- 19,117,970.70	159.41	
Sub-total		799,127,863	555,538,586	243,589,277.20	69.52	
Infrastructure, Physical Planning & Lands						
General Administration and Planning Services	Administration Services	15,071,584	4,425,083	10,646,501	29.4	
	Planning and Financial Management	2,843,600	2,288,500	555,100	80.5	
Financial Services	County Treasury administrative services	272,090,282	255,426,864	16,663,418	93.9	
Land and Housing Management	Housing Policy Development	2,742,666	2,486,116	256,550	90.6	
Public Works Service Delivery	County Building Construction Standard	2,342,150	1,658,550	683,600	70.8	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	A b s o r p - tion (%)	
Renewable /Green Energy Services	County renewable/green energy services	11,604,211	4,072,930	7,531,281	35.1	
Roads Network Improvement Housing and Urban Development	Road Network improvement	151,500,000	150,000,000	1,500,000	99.0	
	Road network maintenance	55,007,257	55,007,257	0	100.0	
	Heavy equipment Maintenance	1,470,490	1,470,490	0	100.0	
	Urban Development	3,500,000	601,116	2,898,884	17.2	
Critical Infrastructure rehabilitation and Construction	Inter ward bridge construction program	13,529,510	1,133,139	12,396,371	8.4	
Administration and Support Services	Managed Specialised equipment and Vehicles	220,000,000	220,000,000	0	100.0	
Physical Planning and Survey	Survey and Planning services	19,760,000	1,304,900	18,455,100	6.6	
	Land Management services	10,000,000	267,300	9,732,700	2.7	
Sub-total		781,461,750	700,142,245	81,319,505	89.6	
Trade, Tourism & Cooperatives						
General Administration & Planning services	Administration Services	6,000,000	5,713,590	286,410	95.2	
	Personnel Services	1,215,450	444,500	770,950	36.6	
	Policy Development	1,000,000	645,030	354,970	64.5	
Co-operative Development and promotion	Co-operative Development and promotion	2,000,000	1,806,051	193,949	90.3	
	Research & Development	500,000	136,000	364,000	27.2	
	Revolving Fund	11,000,000	1,000,000	10,000,000	9.1	
Trade & Investments	Market Infrastructure Development/Trade Promotion Services	500,000	162,179	337,821	32.4	
	Market Infrastructure Development	37,763,180	29,915,452	7,847,728	79.2	
	Metrological Lab-weights and measures	1,000,000	1,000,000	-	100.0	
Tourism Development & Promotion	Tourism Promotion and Marketing	3,000,000	1,375,860	1,624,140	45.9	
	Tourism Infrastructural Development	10,036,820	5,007,516.00	5,029,304	49.9	
Sub-total		74,015,450	47,206,178	26,809,272	63.8	
County Administration Services						
Human Capital Management & Development	Compensation to employees	3,092,925,632	2,737,556,366	355,369,266	88.5	
	County Public Service Board	18,500,000	16,981,371	1,518,629	91.8	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	A b s o r p - tion (%)	
County Administration Services	Headquarter Administration Services	36,096,931	28,151,564	7,945,367	78.0	
	ICT Infrastructure & Connectivity	10,000,000	8,255,100	1,744,900	82.6	
	County Administration Services	16,800,000	14,951,981	1,848,019	89.0	
	County services delivery and result reporting	5,500,000	4,982,241	517,759	90.6	
	Car & Mortgage	-	-	0	0.0	
	Decentralised Services	51,342,860	40,937,065	10,405,795	79.7	
	Executive Support Service	75,000,000	71,237,460	3,762,540	95.0	
	Grants & Transfers	251,028,342	225,747,584	25,280,758	89.9	
	Urban Facilities Management	25,000,000	24,398,906	601,094	97.6	
	Legal Services	46,900,000	42,192,469	4,707,531	90.0	
Security & Policing Services	Disaster Reduction Management	8,100,000	8,100,000	0	100.0	
	Enforcement And Disaster Management	12,850,000	9,656,137	3,193,863	75.1	
	Alcohol Control Committee	7,500,000	7,321,450	178,550	97.6	
	Intergovernmental & Donor Relations	27,000,000	22,873,131	4,126,869	84.7	
	Fire Services	7,050,000	5,767,508	1,282,492	81.8	
Public Participation & Civic Education	Public participation	36,000,000	35,763,297	236,703	99.3	
Sub-total		3,727,593,765	3,304,873,630	422,720,136	88.7	
Water, Environment & Natural Resources						
Water Development	Rural water supply and sanitation	102,892,936	98,893,970	3,998,966	96.1	
General Administration & Support Services	Administrative and Planning Services	12,019,589	11,746,633	272,956	97.7	
	Motor vehicle maintenance and fuel provision	14,000,000	10,961,208	3,038,792	78.3	
	Development of water management policies	8,999,999	1,245,600	7,754,399	13.8	
Environment & Natural Resources	Solid Waste Management	12,000,000	7,135,295	4,864,705	59.5	
	Human-Wildlife Conflict Prevention	1,500,000		1,500,000	-	
	Natural Resources Management	3,000,000	0	3,000,000	-	
	Climate Change Adaptation & Mitigation	3,000,000	1,617,000	1,383,000	53.9	
	Integrated land rehabilitation	2,631,320	1,496,244	1,135,076	56.9	
Sub-total		160,043,844	133,095,950	26,947,894	83.2	
Agriculture, Livestock & Veterinary						
Headquarter Services	Headquarter Administration Services	81,418,816	39,952,574	41,466,242	49.1	
	Agriculture Sector Extension Management	34,065,351	13,646,909	20,418,442	40.1	

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)	
Livestock Production	Livestock Resource Development and Management	3,000,000	1,481,200.00	1,518,800	49.4	
	Livestock Marketing and Value Addition	200,000	199,995.00	5	100.0	
Crop Production & Horticulture	Land and Crop Productivity Enhancement and Management	7,000,000	3,275,050	3,724,950	46.8	
	Strategic Food Security Service	99,053,704	36,996,858	62,056,846	37.4	
	Agribusiness and Information Management	55,000	0	55,000	-	
	Standards and Quality Assurance	600,000	500,000	100,000	83.3	
	Climate Change Adaptation & Mitigation	571,396,177	228,340,830.00	343,055,347	40.0	
Veterinary Services	Animal Health and Disease Management	4,200,000	3,135,660.00	1,064,340	74.7	
Fisheries Services	Fisheries Development and Management	2,900,000	778,287.80	2,121,712	26.8	
Sub-total		803,889,048	328,307,364	475,581,684	40.8	
Finance & Economic Planning						
General Administration & Planning Services	Headquarter administration services	11,400,000	11,400,000	0	100.0	
Administration, Planning & Support Services	Personnel Services	1,941,131	1,441,131	500,000	74.2	
	General Administration Services	158,588,334	134,353,709	24,234,625	84.7	
	Infrastructural Services	1,247,627,355	0	1,247,627,355	0.0	
Public Finance Management Services	Internal Audit Services	7,939,000	7,939,000	0	100.0	
	County Treasury Administrative Services	78,357,625	55,634,896	22,722,729	71.0	
	Revenue collection services	41,998,000	41,998,000	0	100.0	
	Laikipia County Development Authority	25,500,000	25,500,000	0	100.0	
	Supply chain management services	13,500,000	12,883,435	616,565	95.4	
Development Planning Services	Monitoring and Evaluation Services	5,860,000	5,860,000	0	100.0	
	Strategic Partnership & Collaboration	26,800,000	26,423,732	376,268	98.6	
	Research, Statistics & Documentation	68,523,132	34,323,378	34,199,754	50.1	
	Participatory Budgeting	5,500,000	5,500,000	0	100.0	
Sub-total		1,693,534,577	363,257,281	1,330,277,296	21.4	
Rumuruti Municipality						
General Administration and Planning Services	Administration Services	10,500,000	5,000,000	5,500,000	47.6	
Roads Network Improvement	Road Network improvement	43,955,676	43,955,676	-	100.0	
Housing and Urban Development						
Sub-Total		54,455,676	48,955,676	5,500,000	89.9	
GRAND TOTAL		8,878,560,675	6,217,341,707	2,661,218,969	70.0	

Source: Laikipia County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: County assembly's administration services, legislation & oversight services and County assembly infrastructure improvement services at 100 per cent. Land management services and survey & planning in the department of Infrastructure & Lands had the lowest absorption rates at 2.7 per cent and 6.6 per cent, respectively.

3.20.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.86 billion in FY 2021/22 from the annual development budget allocation of Kshs.3.91 billion. The development expenditure represented 47.6 per cent of the annual development budget.
2. A high wage bill, which accounted for 45.3 per cent of the annual realised revenue of Kshs.6.22 billion in FY 2021/22, thus constraining funding to other programmes. Expenditure on compensation to employees was 45.3 per cent of the annual realised revenue of Kshs.6.22 billion.
3. The underperformance of own-source revenue at Kshs.894.8 million against an annual projection of Kshs.1.31 billion, representing 68.1 per cent of the annual target.
4. A hidden budget deficit was created by the mid-year upward revision of the County's Own Source Revenue from Kshs.1.01 billion to Kshs.1.31 billion. The County Revenue Board collected Kshs.894.88 million in FY 2021/22, resulting in a financing shortfall of Kshs.415.12 million.
5. High level of pending bills which amounted to Kshs.855.12 million as of 30th June 2022.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.646.68 million were processed through the manual payroll and accounted for 23 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
7. Weak budgeting practice as shown in Table 3.136, where the County incurred expenditure over approved exchequer issues.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County should closely monitor OSR performance trends and set realistic targets to avoid hidden budget deficits, which tend to exacerbate the already dire county pending bills situation.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved exchequer issues.*

3.21 County Government of Lamu

3.21.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget II for FY 2021/22 was Kshs.5 billion, comprising Kshs.1.88 billion (37.7 per cent) and Kshs.3.12 billion (62.3 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.3.11 billion (62.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.120 million (2.4 per cent) from its sources of revenue and a cash

balance of Kshs.1 billion (20 per cent) from FY 2020/21. The County also expected to receive Kshs.771.38 million (15.4 per cent) as conditional grants, which consisted of Supplement for Construction of county HQs Kshs.38 million, UDG Grant Kshs.76.99 million, UIG GRANT KUSP Kshs.41.78 million, Kenya Devolution Support Programme Kshs.76.53 million, Fuel levy Kshs.8.63 million, COVID 19 grant Kshs.2.84 million, IDA (World bank/Transforming Health System For Universal Care Project Kshs.154.82 million, Sweden Agricultural Sector Development Support Programme(ASDSP II) Kshs.51.49 million. IDA (World bank/Kenya Climate Smart Agriculture Projects Kshs.300.10 million, DANIDA Grant Primary Health Care in Devolved Context Kshs.7.75 million, UNFPA Kshs.4.43 million and WORLD BANK-Kenya Informal Settlement Improvement Project (KISIP II) Kshs.10 million.

3.21.2 Revenue Performance

In FY 2021/22, the County received Kshs.2.86 billion as the equitable share of the revenue raised nationally, raised Kshs.127 million as own-source revenue, Kshs.40.08 million as conditional grants, and had a cash balance of Kshs.1 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.4.02 billion, as shown in Table 3.138

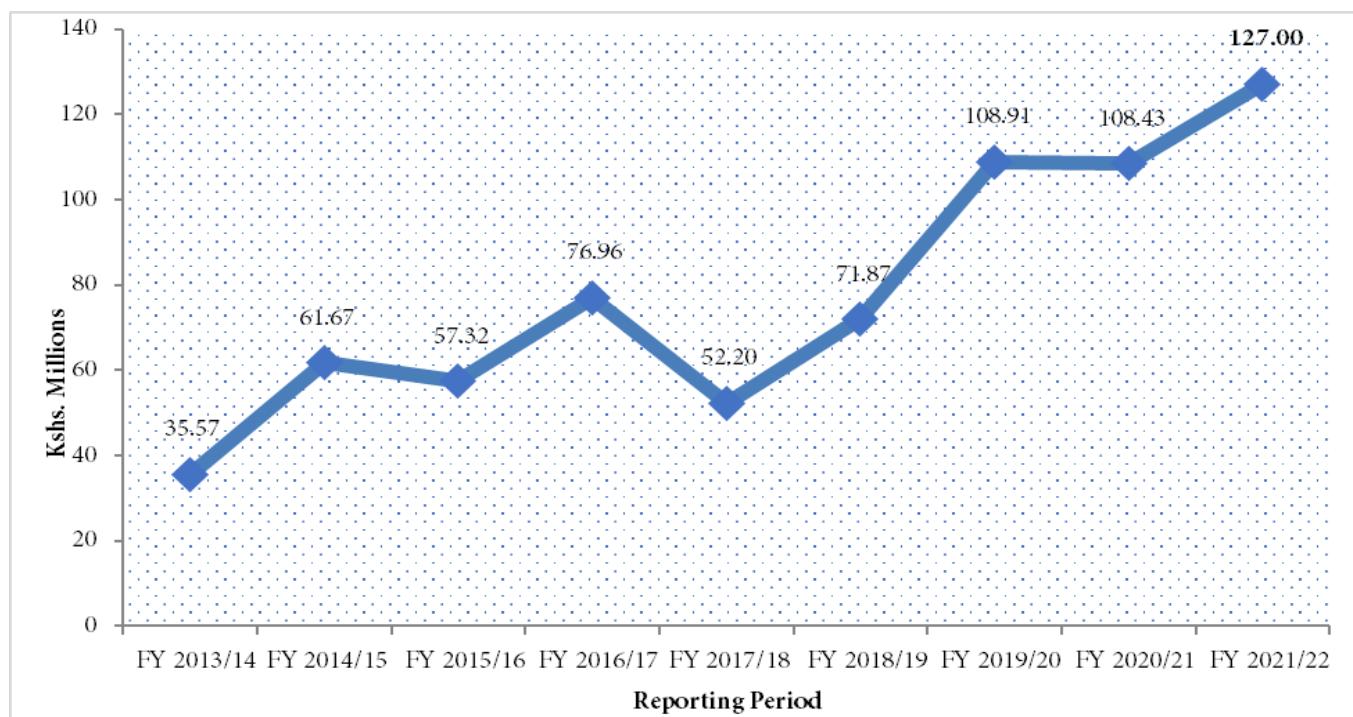
Table 3.138: Lamu County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	3,105,649,643	2,857,197,673	92
	Sub Total	3,105,649,643	2,857,197,673	92
B	Other Sources of Revenue			
1.	Own Source Revenue	120,000,000	126,995,226	105.8
2.	Conditional Grants	771,378,597	40,082,157	5.2
3.	Balance b/f from FY 2020/21	1,000,348,097	1,000,348,097	100
	Grand Total	4,997,376,336	4,024,623,153	80.5

Source: Lamu County Treasury

Figure 3.41 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.41: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Lamu County Treasury

In FY 2021/22, the County generated a total of Kshs.127 million as own-source revenue. This amount represented an increase of 17.1 per cent compared to Kshs.108.43 million realised in FY 2020/21 and was 105.8 per cent of the annual target.

3.21.3 Exchequer Issues

The Controller of Budget approved Kshs.3.49 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.858.72 million (24.6 per cent) for development programmes and Kshs.2.63 billion (75.4 per cent) for recurrent programmes, as shown in Table 3.143 .

3.21.4 Overall Expenditure Review

The County spent Kshs.3.74 billion on development and recurrent programmes during the reporting period. This expenditure represented 107.1 per cent of the total funds released by the CoB and comprised of Kshs.1.04 billion and Kshs.2.7 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 55.2 per cent, while recurrent expenditure represented 86.5 per cent of the annual recurrent expenditure budget.

3.21.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.233.4 million and comprised of Kshs.50 million for recurrent expenditure, Kshs.21.64 million for development expenditure and Kshs.161.76 million as reported by the Office of the Auditor General in the Special Report on Pending Bills. During the period under review, pending bills amounting to Kshs.227.39 million were settled, as shown in Table 3.139

Table 3.139: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	49,997,590	46,092,606	3,904,984	56,147,457	60,052,442
Development Expenditure	21,645,128	20,091,676	1,553,452	11,471,352	13,024,804
Special Audit Report Eligible	161,757,261	161,200,767	556,494	556,494	556,494
Total	233,399,979.65	227,385,048.75	6,014,930.90	68,175,303	73,633,740

Source: Lamu County Treasury

3.21.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.1.36 billion on employee compensation, Kshs.1 billion on operations and maintenance, and Kshs.1.03 billion on development activities. Similarly, the County Assembly spent Kshs.164.93 million on employee compensation, Kshs.166.43 million on operations and maintenance, and Kshs.15.07 million on development activities, as shown in Table 3.140.

Table 3.140: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	Executive	Assembly
Total Recurrent Expenditure	2,607,128,626	418,000,000	2,364,083,025	331,352,874	90.7	79.3
Compensation to Employees	1,465,723,883	196,731,710	1,363,911,480	164,926,616	93.1	83.8
Operations and Maintenance	1,141,404,743	221,268,290	1,000,171,544	166,426,258	87.6	75.2
Development Expenditure	1,812,247,711	160,000,000	1,027,842,407	15,073,820	56.7	9.4
Total	4,419,376,337	578,000,000	3,391,925,432	346,426,694	76.8	59.9

Source: Lamu County Treasury

3.21.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 38 per cent of the annual realised revenue of Kshs.4.02 billion.

Personnel emoluments amounting to Kshs.1.3 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.227.81 million was paid through a manual payroll. The manual payroll accounted for 14.9 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.1.53 billion includes Kshs.825 million attributable to the health sector, which translates to 54 per cent of the total wage bill in the reporting period.

3.21.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.218 million to county-established funds in FY 2021/22, which constituted 4.4 per cent of the County's overall budget for the year. Table 3.141 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.141: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
					B/A*100
1.	Lamu County Bursary Fund	168,000,000	168,000,000	Yes	100
2.	Lamu County Emergency Fund	7,000,000	7,000,000	Yes	100
3.	Lamu County Persons with Disabilities Fund	2,000,000	2,000,000	Yes	100
4.	Lamu County Gender and Social Development Fund	2,000,000	2,000,000	Yes	100
5.	Lamu County Youth Development Fund	2,000,000	2,000,000	Yes	100
6.	County Grant to TVET	37,000,000	37,000,000	Yes	100
	Total	218,000,000	218,000,000		

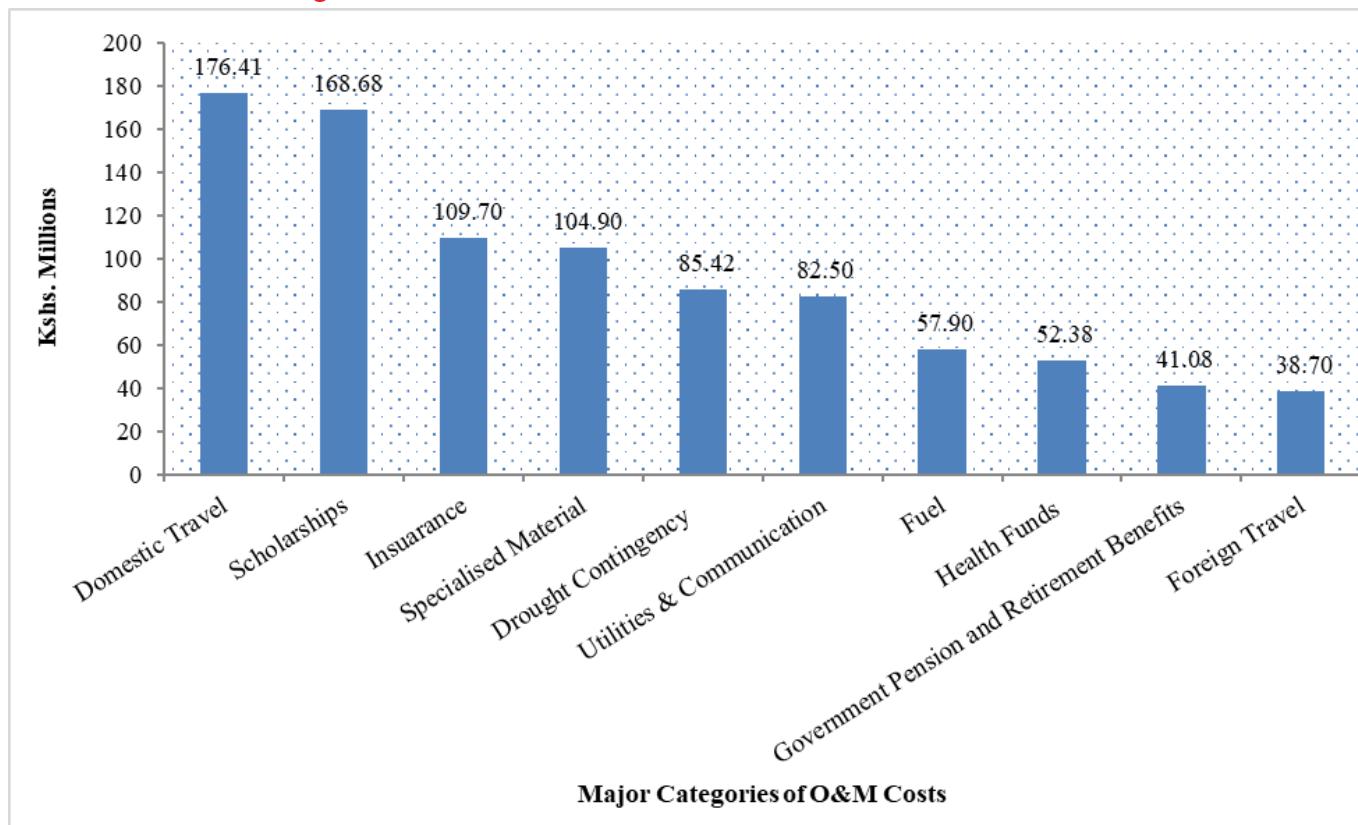
Source: Lamu County Treasury

The OCoB received quarterly financial returns from the Fund Administrators of all six funds, as indicated in Table 3.141

3.21.9 Expenditure on Operations and Maintenance

Figure 3.42 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.42: Lamu County, Operations and Maintenance Expenditure by Major Categories



Source: Lamu County Treasury

The County Assembly spent Kshs.13.59 million on committee sitting allowances for the 18 MCAs and the Speaker against the annual budget allocation of Kshs.20.95 million. The average monthly sitting allowance was Kshs.59,599 per MCA against the SRC's recommended monthly ceiling of Kshs.124,800. The County Assembly has established 15 Committees.

During the period, expenditure on domestic travel amounted to Kshs.176.41 million and comprised Kshs.55.07 million spent by the County Assembly and Kshs.121.34 million by the County Executive. Expenditure on foreign travel amounted to Kshs.38.70 million and comprised of Kshs.37.43 million by the County Assembly and Kshs.1.27 million by the County Executive.

3.21.10 Development Expenditure

The County incurred Kshs.1.04 billion on development programmes, representing an increase of 21.6 per cent compared to FY 2020/21 when the County spent Kshs. 854.12 million. Table 3.142 summarises development projects with the highest expenditure in the reporting period.

Table 3.142: Lamu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Medical Services	Lamu County sponsored NHIF cover	Countywide	120,000,000	120,000,000	120,000,000	100	The project is complete and in use.
Municipality	Construction of Mokowe Market	Mokowe	43,340,111	43,340,111	43,340,111	100	The project is complete and in use.

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Agriculture & Irrigation	Purchase of Certified Seeds and Seedlings - maize, cotton, green grams and sorghum.	Countywide	36,844,543	37,000,000	36,844,543	100	The project is complete and in use.
Agriculture & Irrigation	Purchase of 10 Tractors	Countywide	35,000,000	35,000,000	35,000,000	100	The project is complete and in use.
Trade	Construction of Open-Air Market	Mpeketoni	30,000,000	30,000,000	26,131,200	87.1	The project is almost complete
Medical Services	Completion of Mpeketoni SCH Maternity Unit	Mpeketoni	22,878,000	22,878,000	20,465,351	89.5	The project is almost complete
Infrastructure	Faza Hospital Bridge	Faza	18,997,132	19,000,000	18,997,132	100	The project is almost complete
Land	Tilting of Hindi Magogoni Scheme	Hindi	18,500,000	18,500,000	18,375,200	99.3	Waiting to be commissioned
Water Management	Faza Desalination Plant	Faza	20,000,000	20,000,000	16,439,585	82.2	Almost done
Lands	Tilting of Hindi Magogoni Scheme	Magogomi	18,375,200	18,500,000	18,375,200	99.3	The project is complete and in use.

Source: Lamu County Treasury

3.21.11 Budget Performance by Department

Table 3.143 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.143: Lamu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	418.00	160.00	331.82	15.07	331.35	15.07	99.9	100	79.3	9.4
County Executive & PSM	492.76	47.75	478.34	7.70	476.86	7.70	99.7	100	96.8	16.1
Finance	192.66	0.00	110.12	0.00	113.31	0.00	102.9	-	58.8	-
Agriculture & Irrigation	120.80	379.72	69.84	98.92	95.42	268.69	136.6	271.6	79.0	70.8
Land, Physical Planning	35.96	102.54	22.35	56.31	25.08	56.31	112.2	100	69.7	54.9
Education, Gender, Sports, Youth, Culture & Social Services	255.83	134.80	251.30	95.29	249.47	95.20	99.3	99.9	97.5	70.6
Medical Services	1143.28	284.50	969.60	188.9	992.71	188.40	102.4	99.7	86.8	66.2
Trade, Tourism & Investment Development	25.17	62.13	22.86	42.95	21.84	17.56	95.5	40.87	86.8	28.3
Livestock, Veterinary & Cooperative Development	39.01	30.62	38.17	13.50	37.92	13.50	99.3	100	97.2	44.1
Public Service Board	55.86	0.00	55.85	0.00	52.35	0.00	93.7	-	93.7	-
Water Management & Conservation	75.48	239.12	74.10	47.14	72.35	48.79	97.6	103.5	95.9	20.4
Gender, Sports, Youth, Culture & Social Services	16.10	91.84	12.97	48.37	13.30	48.37	102.5	100	82.6	52.7
Public Health Sanitation and Environment	68.60	24.68	66.80	22.48	65.27	22.48	97.7	100	95.1	91.1
Fisheries	30.83	12.83	29.12	12.82	28.93	12.82	99.4	100	93.9	99.9

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Budget & Economic Planning	23.67	0.00	21.83	0.00	21.38	0.00	97.9	-	90.4	-
Infrastructure and Energy	40.82	215.62	36.11	191.49	36.02	181.95	99.7	95.0	88.3	84.4
Lamu Municipality	80.89	95.50	35.77	17.78	61.87	61.38	173.0	345.2	76.5	64.3
	3,115.71	1,881.67	2,626.97	858.72	2,695.44	1,038.21	102.6	120.9	86.5	55.2

Source: Lamu County Treasury

Analysis of expenditure by department shows that the Department of Fisheries recorded the highest absorption rate of the development budget at 99.9 per cent, while the County Assembly had the lowest absorption at 9.4 per cent. The Department of Education, Gender, Sports, Youth, Culture & Social services had the highest recurrent expenditure to budget at 97.5 per cent, while the Department of Finance had the lowest at 58.8 per cent.

3.21.12 Budget Execution by Programmes and Sub-Programmes

Table 3.144 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.144: Lamu County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
County Assembly		578,000,000.00	346,426,694.20	231,573,305.80	59.9
P.1 Administration, planning and support services.	SP1.1: Administration, planning and support services.	388,207,120.00	186,096,532.70	202,110,587.30	47.94
P.2 Legislation and Oversight	SP2.1	189,792,880.00	160,330,161.50	29,462,718.50	84.48
County Assembly Total		578,000,000.00	346,426,694.20	231,573,305.80	59.94
County Executive		540,502,971.00	484,559,253.85	55,943,717.15	89.65
P1. Administration Services	SP1.1 Headquarters	463,820,364.00	450,201,669.10	13,618,694.90	97.06
	SP2.1: Office of the Governor & Deputy Governor	37,682,607.00	34,357,584.75	3,325,022.25	91.18
	Disaster Management Headquarters	1,000,000.00	-	1,000,000.00	-
	Fire Fighting Headquarters	38,000,000.00	-	38,000,000.00	-
Programme 1. Administration Services Total		540,502,971.00	484,559,253.85	55,943,717.15	89.65
Finance, Economy and Strategic Planning		192,405,262.00	113,305,692.75	79,099,569.25	58.89
P2: Public Finance & Accounting	SP2.2: Accounting, Standards & Reporting	6,940,015.00	6,096,697.45	843,317.55	87.85
	SP2.3: Procurement & Supply Chain management	4,074,209.00	3,218,568.45	855,640.55	79.00
	SP2.4: Resource mobilisation	4,244,409.00	3,811,332.10	433,076.90	89.80
	SP2.5: Internal Audit	3,558,909.00	2,959,124.90	599,784.10	83.15
	SP2.6: Internal Audit-KDSP Headquarters	76,534,906.00	3,474,600.00	73,060,306.00	4.54
P2: Public Finance & Accounting Total		93,352,448.00	19,560,322.90	73,792,125.10	20.95
P.1. Administration Services	SP1.1 Headquarters	99,052,814.00	93,745,369.85	5,307,444.15	94.64
Programme 1. Administration Services Total		99,052,814.00	93,745,369.85	5,307,444.15	94.64
Agriculture and Irrigation		500,518,785.00	364,106,325.55	136,412,459.45	72.75

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
P2: Promotion of Agro-Processing & Value addition Technologies	Agricultural Technology Devp Centres (ATDC)	35,000,000.00	35,000,000.00	-	100.00
	SP2.1: Plant disease control Headquarters - 3214000901 Conditional Grants (KCSAP & ASDSP)	247,733,640.00	191,353,750.00	56,379,890.00	77.24
	SP2.1: Plant disease control Headquarters - 3214000901 Conditional Grants (KCSAP & ASDSP)	52,368,686.00	33,535,218.90	18,833,467.10	64.04
	P2: Total	335,102,326.00	259,888,968.90	75,213,357.10	77.56
P 1. Administration Services	SP1.1 Directorate of Agriculture & Extension Services	50,780,716.00	44,320,974.00	6,459,742.00	87.28
	SP1.7 Crop Management Headquarters	114,635,743.00	59,896,382.65	54,739,360.35	52.25
Programme 1. Administration Services Total		165,416,459.00	104,217,356.65	61,199,102.35	63.00
Land, Physical Planning		138,504,927.00	81,391,673.40	57,113,253.60	58.76
P.2. Land Management	SP2: Survey & Planning	102,542,909.00	56,308,814.10	46,234,094.90	54.91
P2 Land Management Total		102,542,909.00	56,308,814.10	46,234,094.90	54.91
P 1: Administration Services	SP1.1 Headquarters	35,962,018.00	25,082,859.30	10,879,158.70	69.75
P 1: Administration Services Total		35,962,018.00	25,082,859.30	10,879,158.70	69.75
Education		390,628,894.00	344,669,696.60	45,959,197.40	88.23
P2. Education and Training Programme	SP2.4: County TVT Grant	37,000,000.00	36,999,999.95	0.05	100.00
	SP2.3: Promotion of ECD	96,115,894.00	57,904,488.15	38,211,405.85	60.24
	SP2.2: Village Polytechnics	1,681,000.00	291,380.40	1,389,619.60	17.33
	SP2.1: Scholarship	168,681,442.00	168,680,000.00	1,442.00	100.00
P2. Education and Training Programme Total		303,478,336.00	263,875,868.50	39,602,467.50	86.95
P 1: Administration Services	SP1.1 Headquarters	87,150,558.00	80,793,828.10	6,356,729.90	92.71
P 1: Administration Services Total		87,150,558.00	80,793,828.10	6,356,729.90	92.71
Medical Services		1,427,780,347.00	1,181,105,700.20	246,674,646.80	82.72
P:2 Primary health services	SP:2.1 Curative & Rehabilitative	409,167,970.00	291,017,783.20	118,150,186.80	71.12
P:2 Primary health services Total		409,167,970.00	291,017,783.20	118,150,186.80	71.12
P1. General Administration, Planning, Monitoring and Support Services	SP:1.1 human resource management and development	823,614,856.00	813,101,095.15	10,513,760.85	98.72
	SP4 Preventive and Promotive Services	1,800,000.00	639,000.00	1,161,000.00	35.50
	SP4 Preventive and Promotive Services	21,021,358.00	18,646,220.90	2,375,137.10	88.70
P1. General Administration, Planning, Monitoring and Support Services Total		846,436,214.00	832,386,316.05	14,049,897.95	98.34

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
P3: Preventive & Promotive Health Dept	SP4 Preventive and Promotive Services	172,176,163.00	57,701,600.95	114,474,562.05	33.51
P3: Preventive & Promotive Health Dept Total		172,176,163.00	57,701,600.95	114,474,562.05	33.51
Trade		87,298,305.00	39,394,384.75	47,903,920.25	45.13
P3: Trade Promotion	SP3.1 Trade & Investment	64,037,772.00	19,131,532.20	44,906,239.80	29.88
P3: Trade Promotion Total		64,037,772.00	19,131,532.20	44,906,239.80	29.88
P 1: Administration Services	SP1.1 Headquarters	20,206,668.00	17,786,287.55	2,420,380.45	88.02
P 1: Administration Services Total		20,206,668.00	17,786,287.55	2,420,380.45	88.02
P2: Promotion & Marketing	SP2.1 Tourism	3,053,865.00	2,476,565.00	577,300.00	81.10
P2: Promotion & Marketing Total		3,053,865.00	2,476,565.00	577,300.00	81.10
Livestock		69,630,528.00	51,418,795.75	18,211,732.25	73.85
P 1: Administration Services	SP1.1 Headquarters	35,911,698.00	35,024,541.40	887,156.60	97.53
P 1: Administration Services Total		35,911,698.00	35,024,541.40	887,156.60	97.53
P3: Livestock Extension Services	SP2.1 Livestock Production	976,764.00	918,044.30	58,719.70	93.99
P3: Livestock Extension Services Total		2,446,878.00	918,044.30	1,528,833.70	37.52
P4: Veterinary Service Management	Veterinary Service	30,666,474.00	14,940,116.90	15,726,357.10	48.72
P4: Veterinary Service Management Total		30,666,474.00	14,940,116.90	15,726,357.10	48.72
P5: Cooperative Development	SP5.1: Cooperative Management	605,478.00	536,093.15	69,384.85	88.54
P5: Cooperative Development Total		605,478.00	536,093.15	69,384.85	88.54
County Public Service Board		55,863,246.00	52,347,428.60	3,515,817.40	93.71
P 1: Administration Services	SP1.1 Headquarters	44,331,946.00	41,195,322.60	3,136,623.40	92.92
P 1: Administration Services Total		44,331,946.00	41,195,322.60	3,136,623.40	92.92
P2 Human Resource Management & Development	SP2.1 Headquarters	11,531,300.00	11,152,106.00	379,194.00	96.71
P2 Human Resource Management & Development Total		11,531,300.00	11,152,106.00	379,194.00	96.71
Water		314,599,579.00	121,135,990.20	193,463,588.80	38.50
P3: Water Supply distribution	SP1.2: Water Management, Conservation & Provision	239,116,916.00	48,785,734.25	190,331,181.75	20.40
P3: Water Supply distribution Total		239,116,916.00	48,785,734.25	190,331,181.75	20.40
P 1: Administration Services	SP1.1 Headquarters	23,432,663.00	21,953,830.85	1,478,832.15	93.69
	SP1.2: Water Management, Conservation & Provision	52,050,000.00	50,396,425.10	1,653,574.90	96.82
P 1: Administration Services Total		75,482,663.00	72,350,255.95	3,132,407.05	95.85
Gender, Sports, Youth, Culture & Social Services		107,947,968.00	61,674,338.05	46,273,629.95	57.13

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
P 3: Youth & Sports Development	SP 2.2 Sport Development	43,122,071.00	22,381,344.20	20,740,726.80	51.90
	SP1.1 Headquarters	22,041,149.00	6,973,351.60	15,067,797.40	31.64
P 3: Youth & Sports Development Total		65,163,220.00	29,354,695.80	35,808,524.20	45.05
P4: Social Services	SP1.1 Headquarters	5,409,384.00	5,036,047.00	373,337.00	93.10
	SP3.1 Social Development	21,271,476.00	13,983,529.40	7,287,946.60	65.74
P4: Social Services Total		26,680,860.00	19,019,576.40	7,661,283.60	71.29
P 1: Administration Services	SP1.1 Headquarters	16,103,888.00	13,300,065.85	2,803,822.15	82.59
P 1: Administration Services Total		16,103,888.00	13,300,065.85	2,803,822.15	82.59
Public Health Environment and Sanitation		93,284,483.00	87,752,929.00	5,531,554.00	94.07
201 Public Health and Sanitation	SP1.2: Public Health and Sanitation	1,865,000.00	1,809,760.00	55,240.00	97.04
201 Public Health and Sanitation Total		1,865,000.00	1,809,760.00	55,240.00	97.04
P 1: Administration Services	SP1.1 Headquarters	63,990,912.00	61,484,995.40	2,505,916.60	96.08
	SP1.2: Public Health and Sanitation	2,745,000.00	1,973,765.00	771,235.00	71.90
P 1: Administration Services Total		66,735,912.00	63,458,760.40	3,277,151.60	95.09
P3: Waste management	Sp2.4: Sanitation and Hygiene	24,683,571.00	22,484,408.60	2,199,162.40	91.09
P3: Waste management Total		24,683,571.00	22,484,408.60	2,199,162.40	91.09
Fisheries		43,658,704.00	41,748,429.60	1,910,274.40	95.62
P2. Fish farming	SP 2.1: Infrastructure development	12,833,424.00	12,818,390.70	15,033.30	99.88
	SP 2.2: Fisheries production and productivity	-	-	-	-
P2. Fish farming Total		12,833,424.00	12,818,390.70	15,033.30	99.88
P 1: Administration Services	SP1.1 Headquarters	30,825,280.00	28,930,038.90	1,895,241.10	93.85
P 1: Administration Services Total		30,825,280.00	28,930,038.90	1,895,241.10	93.85
Budget & Economic Planning		23,665,999.00	21,382,760.05	2,283,238.95	90.35
P 1: Administration Services	SP1.1 Headquarters	15,435,455.00	14,358,125.05	1,077,329.95	93.02
P 1: Administration Services Total		15,435,455.00	14,358,125.05	1,077,329.95	93.02
P2: Economic Planning Services	SP2.1: Headquarters	8,230,544.00	7,024,635.00	1,205,909.00	85.35
P2: Economic Planning Services Total		8,230,544.00	7,024,635.00	1,205,909.00	85.35
Infrastructure		256,438,600.00	217,972,789.65	38,465,810.35	85.00
P4 Infrastructure Development	Infrastructure	210,621,993.00	181,950,504.20	28,671,488.80	86.39
	Street Lights	5,000,000.00	-	5,000,000.00	-
P4 Infrastructure Development Total		215,621,993.00	181,950,504.20	33,671,488.80	84.38
P1: General Administration	SP1.1 Headquarters	40,816,607.00	36,022,285.45	4,794,321.55	88.25

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
P1: General Administration Total		40,816,607.00	36,022,285.45	4,794,321.55	88.25
Lamu -Municipality		176,397,739.00	123,251,932.55	53,145,806.45	69.87
P1: General Administration	SP1.1 Headquarters	51,114,290.00	35,114,052.60	16,000,237.40	68.70
	SP1.2: Kenya Urban Support Programme	41,779,689.00	28,760,864.80	13,018,824.20	68.84
P1: General Administration Total		92,893,979.00	63,874,917.40	29,019,061.60	68.76
P2: Infrastructure Development	Kenya Urban Support Programme	83,503,760.00	59,377,015.15	24,126,744.85	71.11
Infrastructure Development Total		83,503,760.00	59,377,015.15	24,126,744.85	71.11
Grand Total		4,997,126,337.00	3,738,352,125.75	1,258,774,211.25	74.81

Source: Lamu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Agricultural Technology Development Centres (ATDC) in the Department of Agriculture & Irrigation at 100 per cent, SP2.1: Scholarship and SP2.4: County TTV Grant, both in the Department of Education each had 100 per cent, Infrastructure development in the Department of Fisheries at 99.8 per cent and SP:1.1 human resource management and development in the Department of Medical Services at 98.7 per cent of budget allocation.

3.21.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 38 per cent of the annual realised revenue of Kshs.4.02 billion in FY 2021/22, thus constraining funding to other programmes.
2. Weak budgeting practice as shown in Table 3, where the County incurred expenditure over approved exchequer issues.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.227.81 million were processed through the manual payroll and accounted for 14.9 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.22 County Government of Machakos

3.22.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.13.09 billion, comprising Kshs.4.04 billion (30.9 per cent) and Kshs.9.05 billion (69.1 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.9.16 billion (70 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.68 billion (12.9 per cent) from its sources of revenue, and use a cash balance of Kshs.659.27 million (5 per cent) from FY 2020/21. The County was also expected to receive Kshs.1.59 billion (12.1 per cent) as conditional grants, which consisted of Kshs.673.5 million for Kenya Urban Support World Bank Project, Kshs.426.65 million for Kenya Climate Smart World Bank Agricultural Project; Kshs.227.99 million for Kenya Devolution Support Project from World Bank; Kshs.153.29 million for Leasing of Medical Equipment; Kshs.32.05 million for Transforming Health Systems for Universal Care Project from World Bank; Kshs.28.38 million for Emergency Locust Response World Bank Project; Kshs.25.49 million for Agriculture Sector Development Support Program; Kshs.17.18 million for Universal Healthcare in Devolved System DANIDA Project, and Kshs.703,210 for Level Five Hospital.

3.22.2 Revenue Performance

In FY 2021/22, the County received Kshs.8.43 billion as the equitable share of the revenue raised nationally, raised Kshs.1.12 billion as own-source revenue, Kshs.135.66 million as conditional grants, and had a cash balance of Kshs.659.27 million from FY 2020/21. The Total funds available for budget implementation during the period amounted to Kshs.10.34 billion, as shown in Table 3.145.

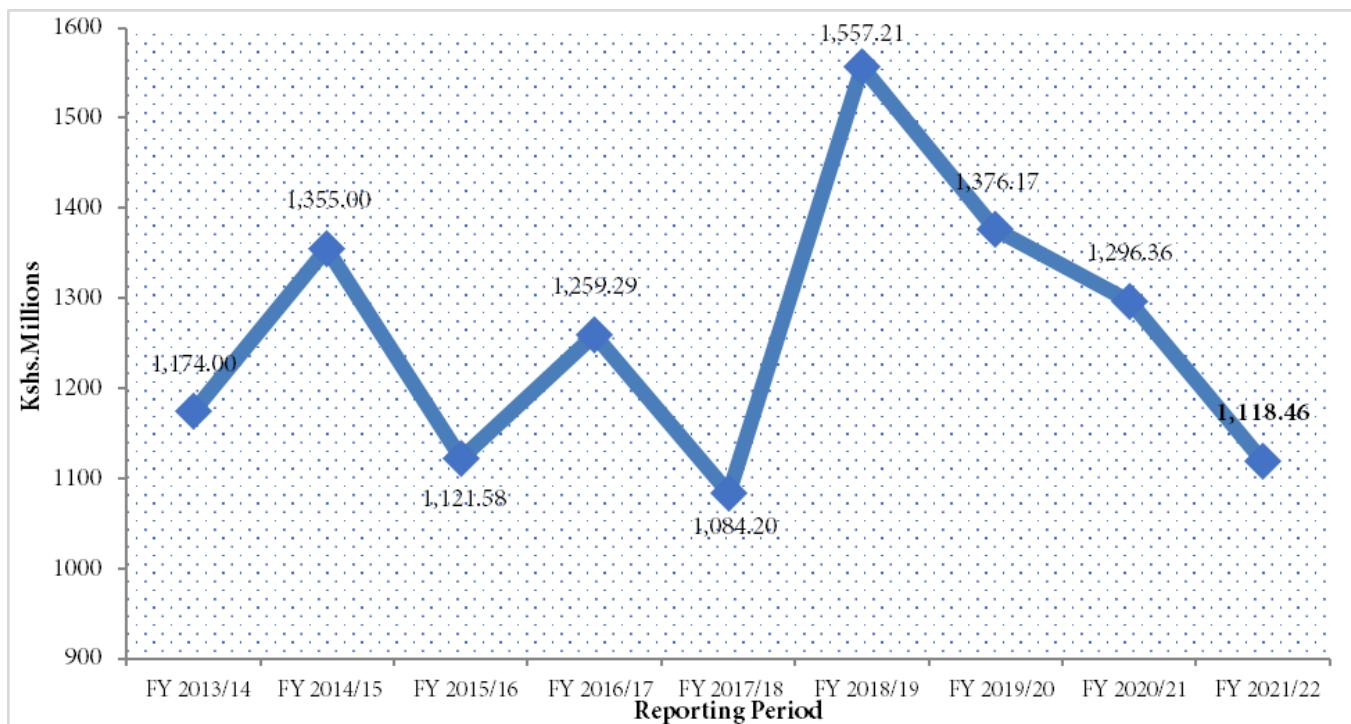
Table 3.145: Machakos County, Revenue Performance in FY 2021/22

No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	9,162,304,232	8,429,319,897	92
Sub Total		9,162,304,232	8,429,319,897	92
B	Other Sources of Revenue			
1.	Own Source Revenue	1,682,894,197	1,118,461,753	66.5
2.	Conditional Grants	1,585,251,867	135,656,077	8.56
3.	Balance B/F from FY2020/21	659,266,584	659,266,584	100
Sub Total		3,927,412,648	1,913,384,414	48.7
Grand Total		13,089,716,880	10,342,704,311	79.0

Source: Machakos County Treasury

Figure 3.43 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.43: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Machakos County Treasury

In FY 2021/22, the County generated a total of Kshs.1.12 billion as own-source revenue. This amount represented a decrease of 13.7 per cent compared to Kshs.1.30 billion realised in FY 2020/21 and was 66.5 per cent of the annual target. The County has implemented an automated revenue management system called Machakos County Integrated Financial Operations Management System (CIFOMS).

3.22.3 Exchequer Issues

The Controller of Budget approved Kshs.10.35 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.40 billion (13.6 per cent) for development programmes and Kshs.8.94 billion (86.4 per cent) for recurrent programmes, as shown in Table 3.149.

3.22.4 Overall Expenditure Review

The County spent Kshs.10 billion on development and recurrent programmes during the reporting period. This expenditure represented 96.5 per cent of the Total funds released by the CoB and comprised of Kshs.1.32 billion and Kshs.8.67 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 32.6 per cent, while recurrent expenditure represented 95.8 per cent of the annual recurrent expenditure budget.

3.22.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.809.52 million and comprised Kshs.488.18 million for recurrent expenditure and Kshs.321.34 million for development expenditure. The County Treasury failed to provide a report showing the amount of settled pending bills during the financial year accrued in FY 2021/22.

3.22.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.5.91 billion on employee compensation, Kshs.1.84 billion on operations and maintenance, and Kshs.1.22 billion on development activities. Similarly, the County Assembly spent Kshs.492.63 million on employee compensation, Kshs.432.53 million on operations and maintenance, and Kshs.95.71 million on development activities, as shown in Table 3.146.

Table 3.146: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	8,006,148,498	1,043,185,491	7,748,160,422	925,157,135	1.0	0.9
Compensation to Employees	6,206,663,229	499,150,087	5,907,546,748	492,631,839	95.2	98.7
Operations and Maintenance	1,799,485,268	544,035,404	1,840,613,674	432,525,296	102.3	79.5
Development Expenditure	3,693,670,680	346,712,213	1,221,811,885	95,705,266	33.1	27.6
Total	11,699,819,177	1,389,897,704	8,969,972,307	1,020,862,401	76.7	0.7

Source: Machakos County Treasury

3.22.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's Total revenue. Expenditure on compensation to employees was 61.9 per cent of the annual realised revenue of Kshs.10.34 billion.

The wage bill of Kshs.6.40 billion, including Kshs.3.41 billion attributable to the health sector, which translates to 53.3 per cent of the Total wage bill in the reporting period.

3.22.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.170.34 million to county-established funds in FY 2021/22, constituting 0.3 per cent of the County's overall budget for the year. Table 3.147 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.147: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	
				A	B
1.	Staff Car loans	5,000,000	Not Provided		No
2.	MCA Car loans	50,000,000	Not Provided		No
3.	Staff Mortgages	35,000,000	Not Provided		No
4.	Emergency Fund	0	Not Provided		No
5.	Bursary Fund	80,389,996	40,224,007		Yes
	Total	170,389,996	40,224,007		

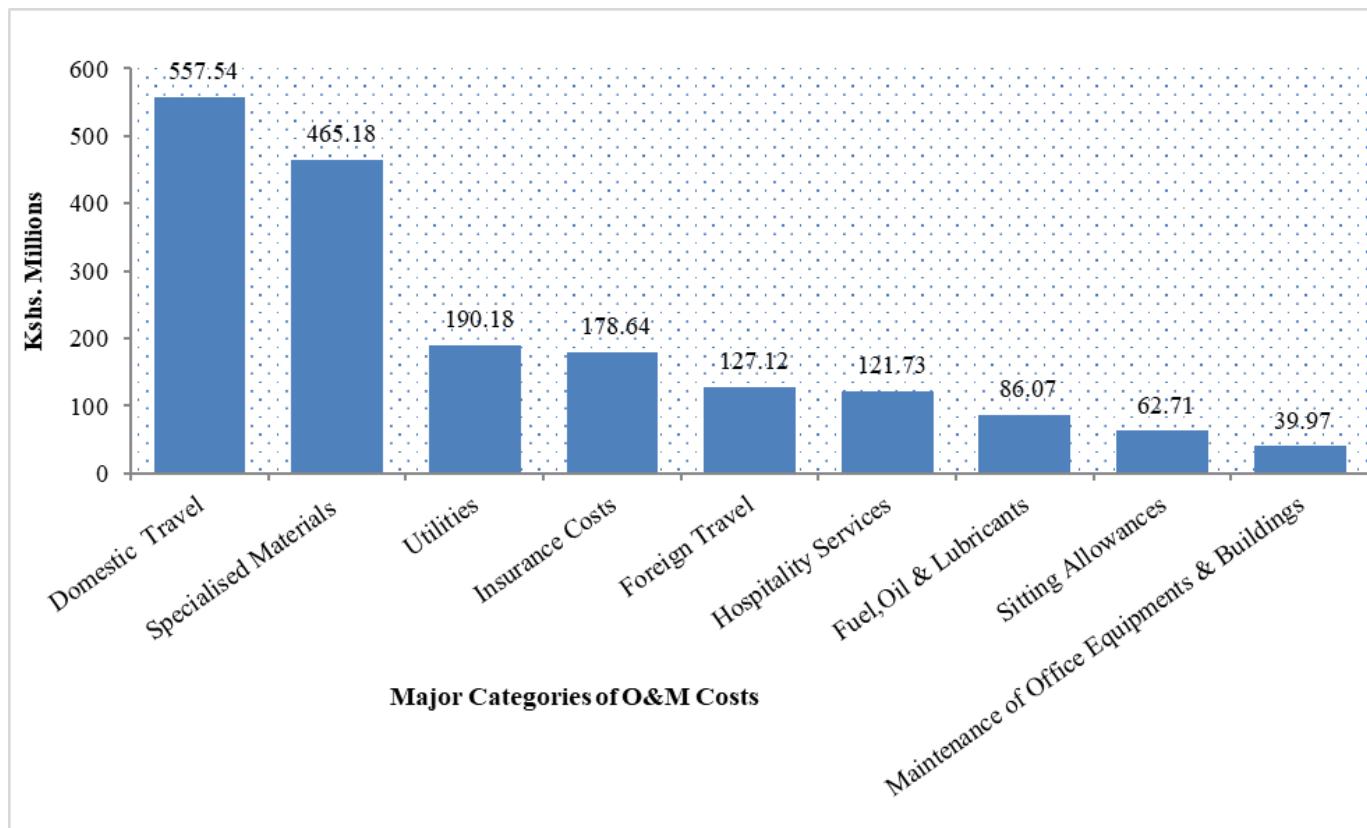
Source: Machakos County Treasury

The OCoB did not receive quarterly financial returns from Fund Administrators of four established funds, as indicated in Table 3.147.

3.22.9 Expenditure on Operations and Maintenance

Figure 3.44 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.44: Machakos County, Operations and Maintenance Expenditure by Major Categories



Source: Machakos County Treasury

The County Assembly spent Kshs.62.71 million on committee sitting allowances for the 61 MCAs and the Speaker against the annual budget allocation of Kshs.56.64 million. The average monthly sitting allowance was Kshs.85,674 per MCA. The County Assembly has established 26 Committees.

During the period, expenditure on domestic travel amounted to Kshs.557.54 million and comprised Kshs.228.38 million spent by the County Assembly and Kshs.329.16 million by the County Executive. Expenditure on foreign travel amounted to Kshs.127.12 million and comprised of Kshs.71.40 million by the County Assembly and Kshs.55.72 million by the County Executive.

3.22.10 Development Expenditure

The County incurred Kshs.1.32 billion on development programmes, representing a decrease of 50.8 per cent compared to FY 2020/21, when the County spent Kshs. 2.68 billion. Table 3.148 summarises development projects with the highest expenditure in the reporting period.

Table 3.148: Machakos County, List of Development Projects with the Highest Expenditure

No.	Project Name	Department	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Upgrading of roads	Transport	Sub counties	362,013,396	274,505,687	75.8
2	Equipping and reticulation of Kyua borehole in Katangi ward, Koma bus park borehole in Matungulu West and Lita catholic borehole in Kathiani central.	Water	Sub counties	91,147,878	50,193,554	55.1
3	Construction of Buildings -New Chamber	Assembly	Machakos	201,385,357	33,248,186	16.5

No.	Project Name	Department	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
4	Renovation of health facilities	Health	Various sub-coun-ties	31,885,921	25,231,778	79.1
5	Construction of weirs and sand dams	Water	Various sub-coun-ties	45,422,284	24,828,750	54.7
6	Construction of Buildings -Speaker's Residence	Assembly	Machakos	35,000,000	23,702,775	67.7
7	Construction of Buildings (Ward offices)	Assembly	Machakos	76,326,856	18,780,553	24.6
8	Purchase of Communication Equipment ;(Installation Of Hansard Equipment in Committee Rooms)	Assembly	Machakos	14,000,000	12,152,470	86.8
9	Purchase of Household & Institutional Appliances-Water Treatment System	Assembly	Machakos	5,000,000	4,556,929	91.1
10	Construction of Boda boda sheds	Trade	Machakos	17,000,000	4,282,720	25.2
11	Purchase of Household & Institutional Equipment-Gym Equipment	Assembly	Machakos	18,000,000	3,264,353	18.1
12	Construction of ECDE classes at Kikuyuni, Kamale, Iyutu & Mwaani	Education	Kangundo	103,297,706	2,814,000	2.7

Source: Machakos County Treasury

3.22.11 Budget Performance by Department

Table 3.149 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.149: Machakos County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of the Governor	562.1	5.1	559.1	-	505.6	-	90.4	-	89.9	-
County Public Service Board	39.8	10	39.8	-	34.1	-	85.9	-	85.9	-
Roads, Transport and Public Works	199.3	880.8	199.2	589.4	195.8	581.6	98.3	98.7	98.3	66
Health Services and Emergency Services	4,086.2	372.8	4,082.2	126.3	4,066.2	103.8	99.6	82.2	99.5	27.8
Water, Irrigation, Environment and Natural Resources	106.1	329.3	106.0	173.2	103.5	186.4	97.7	107.6	97.6	56.6
Agriculture, Food Security and Co-operative Development.	418.4	501.4	380.6	68.0	405.9	7.7	106.6	11.3	97	1.5
Finance and Economic Planning.	563.0	239.5	559.3	16.2	543.6	11.2	97.2	68.9	96.6	4.7
Public Service, Quality Management and ICT	775.5	9.3	773.8	-	676.8	1.1	87.5	-	87.3	12.3
Tourism, Youth, Sports and Culture.	114.4	91	112.3	47.0	102.2	40.1	91	85.4	89.4	44.1
Trade, Industrialisation and Innovation.	127.6	274.9	140.2	213.8	101.3	222.1	72.2	103.9	79.3	80.8
Education, Skills Training and Social Welfare	399.0	182.1	398.6	26.3	389.4	22.6	97.7	86	97.6	12.4
Energy, Lands, Housing and Urban Development.	123.7	780.5	123.3	26.4	106.9	36.7	86.7	139	86.5	4.7
County Administration and Decentralised Units	518.5	14.9	517.0	4.9	517.1	8.6	100.0	175.4	99.7	57.7

Department		Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Ex- chequer Issues (%)		Absorption rate (%)	
		Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly		1,017.8	346.7	981.3	112.2	924.0	95.7	94.2	85.3	90.8	27.6
TOTAL		9,051	4,038	8,973	1,404	8,672	1,318	96.7	93.9	95.8	32.6

Source: Machakos County Treasury

Analysis of expenditure by department shows that the Department of Trade, Industrialization and Innovation recorded the highest absorption rate of development budget at 80.8 per cent, followed by the Department of Roads, Transport and Public Works at 66.0 per cent. The Department of County Administration and Decentralised Units had the highest percentage of recurrent expenditure to budget at 99.7 per cent, while the Department of Trade, Industrialization and Innovation had the lowest at 79.3 per cent.

3.22.12 Budget Execution by Programmes and Sub-Programmes

The County Treasury submitted the Budget Execution by Programmes and Sub-programmes report for only the development expenditure budget. The report excluded programmes undertaken by the County Assembly. Table 3.150 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.150: Machakos County, Budget Execution by Programmes and Sub-programmes for the Development Budget

Programme	Sub- Programme	Approved Bud- get (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Office of the Governor					
Sub-programme 1	Co-ordination and Supervisory Services	5,080,367	-	5,080,367	-
Total		5,080,367	-	5,080,367	-
County Public Service Board					
Sub-programme 1	Human Resource and Administration	10,000,000	-	10,000,000	-
Total		10,000,000	-	10,000,000	-
Roads, Transport and Public Works					
Sub-programme 1	General Administration and support services	80,862,352	61,995,310	18,867,042	76.7
Sub-programme 2	Road Development and Management	565,191,951	421,467,257	143,724,694	74.6
Sub-programme 3	County Government Buildings Services	117,761,524	77,509,340	40,252,184	65.8
Sub-programme 4	County Fleet Management	55,000,000	20,589,322	34,410,678	37.4
Total		818,815,827	581,561,229	237,254,598	71
Health and Emergency Services					
Sub-programme 1	General Administration and Planning	210,493,741	840,414	209,653,327	0.4
Sub-programme 2	Machakos Level 5	38,730,720	24,132,409	14,598,311	62.3
Sub-programme 3	Kangundo Level 4	13,750,518	7,278,666	6,471,852	52.9
Sub-programme 4	Matuu Level 4	14,734,478	12,528,016	2,206,462	85
Sub-programme 5	Kathiani Level 4	3,271,062	-	3,271,062	-
Sub-programme 6	Mwala Level 4	1,120,000	-	1,120,000	-
Sub-programme 7	Kimiti Level 4	369,073	-	369,073	-
Sub-programme 13	Public Health and Community Outreach	85,219,634	58,539,759	26,679,875	68.7
Sub-programme 14	Emergency Services	5,131,533	484,000	4,647,533	9.4
Total		372,820,759	103,803,264	269,017,495	27.8
Water, Irrigation, Environment and Natural Resources					
Sub-programme 1	Water Supply and Sewerage	189,252,259	110,972,718	78,279,541	58.6
Sub-programme 2	Water Resources Management and Storage	10,000,000	5,000,000	5,000,000	50

Programme	Sub- Programme	Approved Bud- get (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Sub-programme 3	Irrigation Schemes Development and Promotion	51,482,486	25,082,999	26,399,487	48.7
Sub-programme 4	General Administration and support services	2,859,436	1,031,504	1,827,932	36.1
Sub-programme 5	Environment and natural resources	75,660,446	44,266,997	31,393,449	58.5
Total		329,254,627	186,354,218	142,900,409	56.6
Agriculture, Food Security and Co-Operative Development					
Sub-programme 1	General Administration and support services	395,834,435	-	395,834,435	-
Sub-programme 2	Crop Development and Management	46,000,000	3,741,379	42,258,621	8.1
Sub-programme 3	Livestock Resources Management and Development	8,500,000	3,248,730	5,251,270	38.2
Sub-programme 4	Fisheries Development	3,000,000	-	3,000,000	-
Sub-programme 5	Veterinary Services	9,119,264	683,704	8,435,560	7.5
Sub-programme 6	Agriculture Training Centre	2,000,000	-	2,000,000	-
Sub-programme 7	Co-operative Development	204,000	-	204,000	-
Sub-programme 8	Promotion of corporative marketing and value chain	35,869,000	-	35,869,000	-
Sub-programme 9	Promotion and growth of corporative societies	918,000		918,000	-
Total		501,444,699	7,673,813	493,770,886	1.5
Finance and Revenue Management					
Sub-programme 1	Resource Management	11,782,500	8,956,300	2,826,200	76.0
Sub-programme 2	Budget Formulation, Co-ordination and implementation	31,082,500	-	31,082,500	-
Sub-programme 3	Audit Section	2,004,779	1,214,702	790,077	60.6
Sub-programme 4	Supply Chain Management Section	1,000,000	800,000	200,000	80
Sub-programme 5	Accounts Services	182,817,541	218,138	182,599,403	0.1
Sub-programme 6	Economic Planning & Statistical Services	10,800,000	-	10,800,000	-
Total		239,487,320	11,189,140	228,298,180	4.7
Public Service, Quality Management and ICT					
Sub-programme 1	General Administration and support services	2,450,000	1,148,960	1,301,040	46.9
Sub-programme 3	Closed Circuit Television	6,879,343	-	6,879,343	-
Total		9,329,343	1,148,960	8,180,383	12.3
Tourism, Youth, Sports and Culture					
Sub-programme 1	Tourism Development and Marketing	6,714,630	4,342,239	2,372,391	64.7
Sub-programme 2	Management of Recreational Facilities	878,750	-	878,750	-
Sub-programme 3	Machawood	370,000	-	370,000	-
Sub-programme 4	County Image	370,000	-	370,000	-
Sub-programme 5	Stadium Management	71,657,079	29,048,229	42,608,850	40.5
Sub-programme 6	Sports	6,000,000	4,020,674	1,979,326	67
Sub-programme 7	Youth Empowerment	5,000,000	2,700,000	2,300,000	54
Total		90,990,459	40,111,142	50,879,317	44.1
Trade, Economic Planning and Industrialization					
Sub-programme 1	Trade Development	227,543,727	204,422,631	23,121,096	89.8
Sub-programme 2	Business and enterprise development	12,000,000	1,745,165	10,254,835	14.5
Sub-programme 4	Industrial Development	35,362,745	15,901,795	19,460,950	45
Total		274,906,472	222,069,591	52,836,881	80.8

Programme	Sub- Programme	Approved Bud- get (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Education, Skills, Training & Social Welfare					
Sub-programme 1	HQ General Administration and support services	114,775,228	22,593,487	92,181,741	19.7
Sub-programme 2	Basic Education	7,000,000	-	7,000,000	-
Sub-programme 3	Youth Development Services	56,327,605	-	56,327,605	-
Sub-programme 4	Gender and Social Services	4,000,000	-	4,000,000	-
Total		182,102,833	22,593,487	159,509,346	12.4
Energy, Lands, Housing and Urban Development					
Sub-programme 1	County Electrification	69,502,191	28,801,379	40,700,812	41.4
Sub-programme 2	Lands and Physical Planning	10,000,000	-	10,000,000	-
Sub-programme 3	Housing and Urban Development	701,000,000	7,888,236	693,111,764	1.1
Total		780,502,191	36,689,615	743,812,576	4.7
County Administration and Decentralized Units					
Sub-programme 1	General Administration and support services	9,354,561	5,689,276	3,665,285	60.8
Sub-programme 2	Solid Waste Management	5,586,000	2,928,150	2,657,850	52.4
Total		14,940,561	8,617,426	6,323,135	57.7
Grand Total		3,629,675,458	1,221,811,885	2,407,863,573	33.7

Source: Machakos County Treasury

Development Sub-programmes with high levels of implementation based on absorption rates were: Trade development in the Department of Trade, Economic Planning and Industrialization at 89.8 per cent, Matuu Level 4 in the Department of Health and emergency services at 85 per cent, Supply Chain Management Section in the Department of Finance and revenue management at 80 per cent, and General Administration and support services at 76.7 per cent of budget allocation.

3.22.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.36 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.04 billion. The development expenditure represented 13.2 per cent of the annual development budget.
2. A high wage bill, which accounted was 61.9 per cent of the annual realised revenue of Kshs.10.34 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.1.12 billion against an annual projection of Kshs. 1.68 billion, representing 66.5 per cent of the annual target.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Staff Car loans, MCA Car loans, Staff Mortgages and Emergency Fund were not submitted to the Controller of Budget.
5. High level of pending bills which amounted to Kshs.809.52 million as of 30th June 2022.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. Further, the submitted report was incomplete as it excluded a report on Budget Execution by Programmes and Sub-programmes for recurrent expenditure. The report was submitted on 29th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel*

emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.

3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012. The County Treasury should ensure that complete reports are submitted in line with recommended templates.*

3.23 County Government of Makueni

3.23.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.11.54 billion, comprising Kshs.4.27 billion (37 per cent) and Kshs.7.27 billion (63.0 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.8.13 billion (70.4 per cent) as the equitable share of revenue raised nationally, generate Kshs.906.31 million (7.9 per cent) from its sources of revenue, and use a cash balance of Kshs.1.50 billion (13 per cent) from FY 2020/21. The County also expected to receive Kshs.1 billion (8.7 per cent) as conditional grants, which consisted of the Kenya Urban Support Project (level 1 grant) Kshs.36.06 million, Universal Health Care registration Kshs.35 million, Makueni Fruit Processing Plant AIA Kshs.150 million, Transforming Health Systems for Universal Care Project Kshs.87.59 million, National Agriculture and Rural Inclusive Growth Project Kshs.284.35 million, DANIDA Grant Primary Health Care Kshs.16.41 million, Kenya Devolution Support Program ("level 2" grant) Kshs.184.80 million, Instruments for Devolution Advice and Support Kshs.11 million, Agriculture Sector Development Support Programme Kshs.35.57 million Conditional Allocation for Leasing of Medical Equipment Kshs.153.30 million and Nutrition International Donor funding Kshs.10 million.

3.23.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.84 billion as the equitable share of the revenue raised nationally, raised Kshs.749.41 million as own-source revenue, Kshs.273.52 million as conditional grants, and had a cash balance of Kshs.1.50 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.10.01 billion, as shown in Table 3.151.

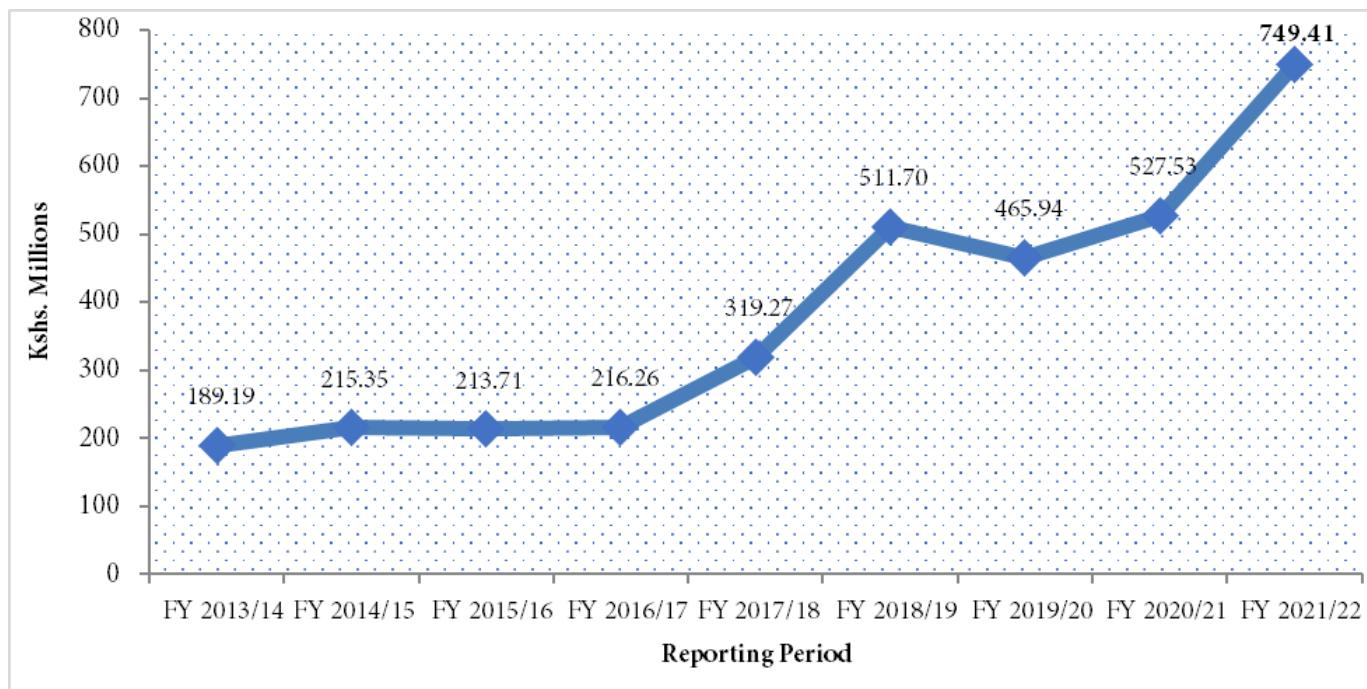
Table 3.151: Makueni County, Revenue Performance in FY 2021/22

No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,132,783,562	7,482,160,879	92
	Sub-Total	8,132,783,562	7,482,160,879	92
B	Other Sources of Revenue			
1.	Own Source Revenue	906,306,710	749,406,507	82.7
2.	Conditional Grants	1,004,073,194	273,519,615	27.2
3.	Balance B/F from FY2020/21	1,501,673,251	1,501,673,251	100.0
	Sub Total	3,412,053,155	2,524,599,374	74
	Grand Total	11,544,836,717	10,006,760,253	86.7

Source: Makueni County Treasury

Figure 3.45 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.45: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Makueni County Treasury

In FY 2021/22, the County generated a total of Kshs.749.41 million as own-source revenue. This amount represented an increase of 42.1 per cent compared to Kshs.527.53 million realised in FY 2020/21 and was 82.7 per cent of the annual target. This significant improvement is attributable to community engagement through market champions in various markets and improved internal controls. The County has implemented an automated OSR collection system called Zizi County Revenue Collection System.

3.23.3 Exchequer Issues

The Controller of Budget approved Kshs.8.56 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.53 billion (29.6 per cent) for development programmes and Kshs6.03 billion (70.4 per cent) for recurrent programmes, as shown in Table 3.156.

3.23.4 Overall Expenditure Review

The County spent Kshs.8.45 billion on development and recurrent programmes during the reporting period. This expenditure represented 98.7 per cent of the total funds released by the CoB and comprised of Kshs.2.57 billion and Kshs.5.88 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 60.0 per cent, while recurrent expenditure represented 80.9 per cent of the annual recurrent expenditure budget.

3.23.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.58.14 million and comprised of Kshs.42.89 million for recurrent expenditure and Kshs.15.25 million for development expenditure. During the period under review, pending bills amounting to Kshs.55.68 million were settled, as shown in Table 3.152.

Table 3.152: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	42,892,865	42,383,125	509,740	299,280,821	299,790,561
Development Expenditure	15,251,220	13,295,460	1,955,760	356,012,828	357,968,588
Total	58,144,085	55,678,585	2,465,500	655,293,649	657,759,149

Source: Makueni County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.657.76 million comprised Kshs.299.79 million and Kshs.357.97 million as recurrent and development pending bills, respectively.

3.23.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.35 billion on employee compensation, Kshs.1.89 billion on operations and maintenance, and Kshs.2.55 billion on development activities. Similarly, the County Assembly spent Kshs.195.41 million on employee compensation, Kshs.445.20 million on operations and maintenance, and Kshs.13.73 million on development activities, as shown in Table 3.153.

Table 3.153: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	6,553,742,594	756,641,539	5,237,568,267	640,617,941	0.8	0.8
Compensation to Employees	3,993,532,191	363,744,904	3,351,965,535	195,414,342	83.9	53.7
Operations and Maintenance	2,560,210,402	392,896,635	1,885,602,732	445,203,599	73.7	113.3
Development Expenditure	4,203,982,443	30,470,142	2,555,957,345	13,728,676	60.8	45.1
Total	10,757,725,037	787,111,681	7,793,525,612	654,346,617	72.4	0.8

Source: Makueni County Treasury

3.23.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 35.4 per cent of the annual realised revenue of Kshs.10.01 billion.

Personnel emoluments amounting to Kshs.3.30 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.446.50 million was paid through manual payrolls. The manual payroll accounted for 12.6 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.55 billion includes Kshs.2.03 billion attributable to the health sector, which translates to 57.3 per cent of the total wage bill in the reporting period.

3.23.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.214.21 million to county-established funds in FY 2021/22, constituting 1.9 per cent of the County's overall budget for the year. Table 3.154 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.154: County Established Fund performance as of 30th June 2022

No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/ No.)	Absorption (%)
		A	B	C	B/A*100
1.	Makueni Emergency Fund	50,970,037	35,041,025.10	No	68.7
2.	Makueni County Bursary Fund	113,243,011	45,074,052	No	39.8
3.	Makueni County State and Public officers Car loan and Mortgages Fund	20,000,000	9,700,000	No	48.5
4.	Makueni County Youth, Women, PWDs and Table banking Fund	No Budget	46,654,945	No	N/A
5.	Makueni County Assembly MCAs and Public officers Car loan and Mortgages Fund	30,000,000	30,000,000	No	100.0
Total		30,000,000	132,976,808		

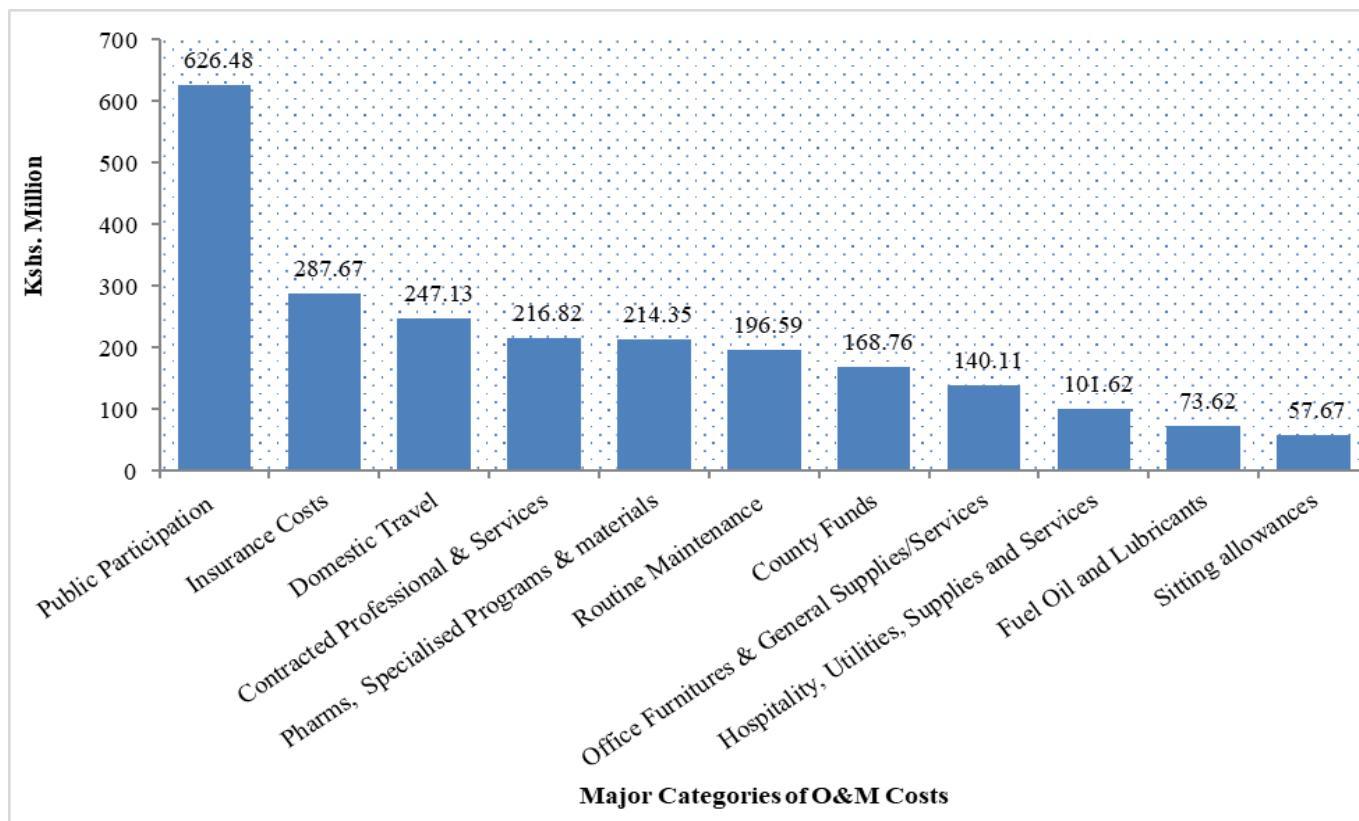
Source: Makueni County Treasury

As indicated in Table, the OCoB had not received quarterly financial returns from Fund Administrators.

3.23.9 Expenditure on Operations and Maintenance

Figure 3.46 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.46: Makueni County, Operations and Maintenance Expenditure by Major Categories



Source: Makueni County Treasury

The County Assembly spent Kshs.57.67 million on committee sitting allowances for the 39 MCAs and the Speaker against the annual budget allocation of Kshs.78.55 million. The average monthly sitting allowance was Kshs.123,235 per MCA. The County Assembly has established 22 Committees.

During the period, expenditure on domestic travel amounted to Kshs.247.13 million and comprised Kshs.141.05 million spent by the County Assembly and Kshs.106.08 million by the County Executive. Expenditure on foreign travel amounted to Kshs.374,000 by the County Executive.

3.23.10 Development Expenditure

The County incurred Kshs.2.57 billion on development programmes, representing a decrease of 28.8 per cent compared to FY 2020/21, when the County spent Kshs.3.31 billion. Table 3.155 summarises development projects with the highest expenditure in the reporting period.

Table 3.155: Makueni County, List of Development Projects with the Highest Expenditure

No	Project Name	Department	Location	Budget	Expenditure	Absorption Rate	Source of Funding (GoK/donor)
1	Other Operating Expenses - Universal Health Care	Health Services	Countywide	270,290,975	265,355,914	98.2	Makueni County
2	Kenya Urban Support Project (KUSP)	Lands, Urban Development, Environment and Climate change	Countywide	165,216,924	98,105,955	59.4	Conditional Grant-KUSP
3	National Agricultural and Rural Inclusive Growth Project (NARIGP)	Agriculture, Irrigation, Livestock & Fisheries Development	Countywide	284,347,300	70,787,249	24.9	Conditional Grant-NAGRIP

No	Project Name	Department	Location	Budget	Expenditure	Absorption Rate	Source of Funding (GoK/donor)
4	Makueni County Fruit Processing Plant Development and Marketing Authority - AIA	Agriculture, Irrigation, Livestock & Fisheries Development	Nzaui Kilili Kalamba	60,000,000	60,000,000	100.0	Makueni County
5	Conditional Grant for COVID 19 Emergency Response	Health Services	Countywide	80,219,797	52,962,184	66.0	Conditional Grant-COVID 19
6	Transforming Health Systems for Universal Care Project	Health Services	Countywide	142,427,633	51,779,243	36.4	Makueni County
7	Construction of Thwake bridge	Transport, Roads, Public Works and Energy	Kalawa	-	42,993,991	N/A	Makueni County and National Govt
8	Makueni Integrated Grain Value Chain Development Project	Agriculture, Irrigation, Livestock & Fisheries Development	Makindu	60,000,000	41,389,215	69.0	Makueni County
9	CTTI Capitation	Education, Sports and ICT	Countywide	40,000,000	39,710,226	99.3	Conditional Grant-Polytechnic
10	Electrical Fencing - Tsavo East and West	Transport, Roads, Public Works and Energy	Kibwezi	75,000,000	38,440,739	51.3	Makueni County
11	Community Economic Empowerment- 30 wards Agricultural extension service for increased production and productivity	Agriculture, Irrigation, Livestock & Fisheries Development	All	38,356,336	38,111,622	99.4	Makueni County
12	Rural Electrification Programme - REREC Matching grant	Transport, Roads, Public Works and Energy	Countywide	30,000,000	30,000,000	100.0	Conditional Grant-REREC Grant

Source: Makueni County Treasury

3.23.11 Budget Performance by Department

Table 3.156 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.156: Makueni County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Attorney's Office	33.44	-	11.30	-	27.70	-	245.2	-	82.8	-
County Public Service Board	55.89	1.83	48.15	3.15	43.52	1.74	90.4	55.3	77.9	95.2
Lands, Urban Development, Environment and Climate Change	164.22	263.27	159.31	52.32	134.75	153.79	84.6	294.0	82.1	58.4
Governorship- Office of Governor and Deputy Governor	225.34	-	192.52	-	191.23	-	99.3	-	84.9	-

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Trade, Industry, Marketing, Tourism & Cooperatives Development	59.69	43.42	47.77	23.14	45.20	30.36	94.6	131.2	75.7	69.9
Gender, Children, Culture and Social Services	100.93	54.17	84.80	47.58	88.50	50.00	104.4	105.1	87.7	92.3
Office of the County Secretary	467.15	-	448.60	-	441.58	-	98.4	-	94.5	-
Finance & Socio-Economic Planning	601.90	374.03	494.17	173.91	524.43	95.04	106.1	54.6	87.1	25.4
Education, Sports & ICT	486.85	317.77	469.90	255.12	461.63	233.70	98.2	91.6	94.8	73.5
Transport, Roads, Public Works and Energy	192.90	879.90	168.48	590.30	159.98	722.71	95.0	122.4	82.9	82.1
Agriculture, Livestock & Fisheries development	272.52	743.21	266.08	386.12	237.47	308.99	89.2	80.0	87.1	41.6
Water and Irrigation Services (Includes Sand Authority)	220.43	532.03	164.88	441.54	143.90	329.04	87.3	74.5	65.3	61.8
Department of Health Services	3,253.96	955.09	2,425.11	492.19	2,460.7	560.31	101.5	113.8	75.6	58.7
Devolution, County Administration, Participatory Development, Youth & Public Service	378.03	79.74	316.71	50.20	280.31	66.90	88.5	133.3	74.2	83.9
County Assembly	756.64	30.47	730.58	15.24	640.62	13.73	87.7	90.1	84.7	45.1
Total	7,269.9	4,275	6,028.3	2,530.8	5,881.6	2,566.3	97.6	101.4	80.9	60.0

Source: Makueni County Treasury

Analysis of expenditure by department shows that the County Public Service Board recorded the highest absorption rate of development budget at 95.2 per cent, followed by the Department of Gender, Children, Culture and Social Services at 92.3 per cent. The Department of Education, Sports & ICT had the highest percentage of recurrent expenditure to budget at 94.8 per cent, while the Department of Devolution, County Administration, Participatory Development, Youth & Public Service had the lowest at 74.2 per cent.

3.23.12 Budget Execution by Programmes and Sub-Programmes

Table 3.157 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.157: Makueni County, Budget Execution by Programmes and Sub-programmes

Department	Programme/ Sub Programme	FY 2021/22 Budget	FY 2021/22 Expenditure	Absorption	Variance (Kshs.)
Agriculture, Livestock & Fisheries	Programme 1: General administration & planning				
	SP1.1: General administration & planning	642,410,018	368,656,801	57	273,753,217
	Programme 2: Land, Crop development & productivity				
	SP2.1: Land, Crop development & productivity	84,040,433	30,309,834	36	53,730,598

Department	Programme/ Sub Programme	FY 2021/22 Budget	FY 2021/22 Expenditure	Absorption	Variance (Kshs.)
	Programme 3: Agribusiness and information management				
	SP3.1: Agribusiness and information management	226,234,168	125,733,598	56	100,500,570
	Programme 4: Livestock Production, Management and Development				
	SP4.1: Livestock Production, Management and Development	63,048,271	27,132,620	43	35,915,651
	Total Budget	1,015,732,890	551,832,853	54	463,900,037
Transport & Infrastructure	Programme 1: General administration & planning				
	SP1.1: General administration & planning	140,610,589	122,919,928	87	17,690,662
	Programme 2: Road transport				
	SP2.1: Road transport	733,163,986	626,647,155	85	106,516,832
	Programme 3: Infrastructure development				
	SP3.1: Infrastructure development	33,459,460	22,445,369	67	11,014,091
	Programme 4: Energy Infrastructure & development				
	SP4.1: Energy Infrastructure & development	165,566,153	110,589,602	67	54,976,551
	Total Budget	1,072,800,188	882,602,053	82	190,198,136
Trade, Industry & Cooperatives	Programme 1: General administration & planning				
	SP1.1: General administration & planning	45,877,893	35,588,772	78	10,289,121
	Programme 2: Trade development & promotion				
	SP2.4: Trade marketing & promotion	38,670,181	28,770,446	74	9,899,736
	Programme 3: Industrial development and promotion				
	SP3.1: Industrial development and promotion	4,237,700	2,838,713	67	1,398,987
	Programme 4: Tourism development & promotion				
	SP4.1: Tourism development & promotion	5,365,500	3,437,960	64	1,927,540
	Programme 5: Cooperative development and management				
Land, Physical Planning & Mining	SP5.1: Cooperative development and management	8,965,000	7,694,490	86	1,270,510
	Total Budget	103,116,274	78,330,380	76	24,785,894
	Programme 1: General administration & planning				
	SP1.1: General administration & planning	64,218,560	57,330,478	89	6,888,082
	Programme 2: Land Survey & Mapping				
	SP2.1:: Land Survey & Mapping	42,087,710	25,307,865	60	16,779,846
	Programme 3: Urban planning				
	SP3.1: Urban planning	200,850,178	115,898,294	58%	84,951,884
	Programme 4: Mining mapping & development				
Water, Irrigation & Environment	SP4.1: Mining mapping & development	3,300,000	2,620,447	79	679,553
	Programme 5: Environment management and protection				
	SP5.1: Environment management and protection	117,036,829	87,385,641	75	29,651,188
	Total Budget	427,493,277	288,542,725	67	138,950,552
	Programme 1: General administration & planning				
	SP1.1 General administration & planning	142,104,202	109,347,950	77	32,756,251
	Programme 2: Water Infrastructure Development				
	SP 2.1: Water harvesting and storage	113,659,566	87,140,061	77	26,519,505
	SP 2.2: Piped water supply infrastructure	245,295,550	165,480,125	67	79,815,426
Sand Authority	SP 2.3: Groundwater development	167,572,682	94,836,727	57	72,735,955
	Total Budget	668,632,000	456,804,863	68	211,827,136
	Programme 1: General administration & planning				
Sand Authority	SP1.1: General administration & planning	83,828,840	19,625,278	23	64,203,562
	Total Budget	83,828,840	19,625,278	23	64,203,562

Department	Programme/ Sub Programme	FY 2021/22 Budget	FY 2021/22 Expenditure	Absorption	Variance (Kshs.)
Education & ICT	Programme 1: General administration & planning				
	SP1.1: General administration & planning	348,954,834	338,675,968	97	10,278,866
	Programme 2: Early childhood education				
	SP2.1: Early childhood education	147,627,930	128,253,082	87	19,374,848
	Programme 3: Technical training & non-formal education				
	SP3.1: Technical training & non-formal education	76,808,762	59,776,557	78	17,032,205
	Programme 4: Support for education				
	SP4.1: Support for education	119,920,486	104,885,511	87	15,034,975
	Programme 5: ICT Infrastructure & Systems Development				
	SP5.1: ICT Infrastructure & Systems Development	41,455,005	25,112,906	61	16,342,099
Health	Programme 6: Sports Development				
	SP6.1: Sports Development	69,852,152	39,544,200	57	30,307,952
	Total Budget	804,619,170	696,248,224	87	108,370,945
	Programme 1: General administration & planning				
	SP1.1: General administration & planning	3,034,827,249	2,324,807,916	77	710,019,333
Youth, Gender & Social Services	Programme 2: Curative health care services				
	SP2.1: Curative health care services	850,095,305	434,965,582	51	415,129,723
	Programme 3: Preventive and promotive health care services				
	SP3.1: Preventive and promotive health care services	324,128,357	261,487,886	81	62,640,470
	Total Budget	4,209,050,911	3,021,261,384	72	1,187,789,527
County Attorney	Programme 1: General administration & planning				
	SP1.1: General administration & planning	80,141,925	67,947,369	85	12,194,556
	Programme 2: Gender & Social Development				
	SP2.1: Gender & Social Development	74,959,321	69,370,443	93	5,588,878
County Secretary	Total Budget	155,101,246	137,317,812	89	17,783,434
	Programme 1: Legal & advisory services				
	SP1.1: Legal & advisory services	33,440,152	27,704,600	83	5,735,553
Governorship	Total Budget	33,440,152	27,704,600	83	5,735,553
	Programme 1: Leadership and coordination of departments.				
	SP1.1: Leadership and coordination of departments.	467,152,607	441,580,785	95	25,571,822
Devolution & Public Service	Total Budget	467,152,607	441,580,785	95	25,571,822
	Programme 1: General administration & planning				
	SP1.1: General administration & planning	225,337,337	191,229,833	85	34,107,504
	Total Budget	225,337,337	191,229,833	85	34,107,504
	Programme 1: General administration & planning				
	SP1.1: General administration & planning	295,015,452	237,911,396	81	57,104,056
	Programme 2: Public Participation & Civic Education				
	SP2.1: Public Participation & Civic Education	58,052,534	50,580,474	87	7,472,060
	Programme 3: Information and communication				

Department	Programme/ Sub Programme	FY 2021/22 Budget	FY 2021/22 Expenditure	Absorption	Variance (Kshs.)
County Public Service Board	SP3.1: Information and communication	8,150,000	6,817,909	84	1,332,091
	Programme 4: Enforcement and compliance				
	SP4.1: Enforcement and compliance	54,550,000	52,270,538	96	2,279,462
	Programme 5: Youth Development Support & Empowerment				
	SP5.1: Youth Development	42,003,049	37,172,646	88	4,830,403
	Total Budget	457,771,035	384,752,962	84	73,018,073
	Programme 1: General Administration and Planning				
Finance & Socio-Economic Planning	SP1.1: General Administration and Planning	57,722,843	45,263,611	78	12,459,232
	Total Budget	57,722,843	45,263,611	78	12,459,232
	Programme 1: General administration & planning				
	SP1.1: General administration & planning	719,626,268	399,955,893	56	319,670,375
	Programme 2: Public financial management				
	SP2.1 Accounting services	16,965,000	15,881,879	94	1,083,121
	SP2.2: Budget formulation, coordination and management	79,715,000	79,070,231	99	644,769
County Assembly	SP2.3: Internal audit services	8,165,000	7,391,129	91	773,871
	SP2.4: Resource mobilisation	86,125,000	78,550,180	91	7,574,820
County Assembly	SP2.5: Supply chain management services	9,165,000	8,830,000	96	335,000
	SP2.6: Economic planning	56,165,000	48,621,317	87	7,543,683
	Total Budget	975,926,268	638,300,628	65	337,625,640
	Legislation & Oversight	787,111,681	745,814,187	95	41,297,493
	TOTAL COUNTY BUDGET	11,544,836,717	8,607,212,178	75	2,937,624,539

Source: Makueni County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Budget formulation, coordination and management in the Department of Finance and Socio-Economic planning at 99 per cent, General administration & planning in the Department of Education and ICT at 97 per cent, Budget formulation, coordination and management in the Department of Devolution and Public Service at 96 per cent, and Legislation & Oversight in the County assembly at 95 per cent of budget allocation.

3.23.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 41.4 per cent of the total expenditure in FY 2021/22, thus constraining funding to other programmes.
2. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Makueni Emergency Fund, Makueni County Bursary Fund, Makueni County State and Public officers Car loan and Mortgages Fund, Makueni County Youth, Women, PWDs and Table banking Fund, Makueni County Assembly MCAs and Public officers Car loan and Mortgages Fund were not submitted to the Controller of Budget.
3. High level of pending bills which amounted to Kshs.657.56 million as of 30th June 2022.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.446.50 million were processed through the manual payroll and accounted for 12.6 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel*

emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.

2. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
5. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.24 County Government of Mandera

3.24.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.13.28 billion, comprising Kshs.5.44 billion (41 per cent) and Kshs.7.84 billion (59 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.11.19 billion (84.2 per cent) as the equitable share of revenue raised nationally, generate Kshs.200.04 million (1.5 per cent) from its sources of revenue, and use a cash balance of Kshs.1.11 billion (8.4 per cent) from FY 2020/21. The County also expected to receive Kshs.779.10 million (5.9 per cent) as conditional grants, which consisted of Kshs.298.88 million from the Kenya Climate-Smart Agriculture Project (NEDI), Kshs. 141.84 million from Kenya Devolution Support Program Allocation for 2021/2022, and Kshs.52.93 million from the World Bank Emergency locust response Project (ENRP).

3.24.2 Revenue Performance

During the financial year, the County received Kshs.10.30 billion as the equitable share of the revenue raised nationally, raised Kshs.132.90 million as own-source revenue, received Kshs.393.20 million as conditional grants, and had a cash balance of Kshs.846.01 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.11.67 billion, as shown in Table 3.158.

Table 3.158: Mandera County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	11,190,382,598	10,295,151,990	92.0
	Sub Total			
B	Other Sources of Revenue			
1.	Own Source Revenue	200,037,792	132,899,851	66.4
2.	Conditional Grants	779,103,352.25	393,201,576	50.5
3.	Balance b/f from FY 2020/21	1,114,145,470	846,010,972	75.9
	Sub Total	2,093,286,615	1,372,112,399	65.5
	Grand Total	13,283,669,213	11,667,264,389	87.8

Source: Mandera County Treasury

Figure 3.47 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.47: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Mandera County Treasury

In FY 2021/22, the County generated a total of Kshs.132.90 million as own-source revenue. This amount represented a decrease of 7.3 per cent compared to Kshs.143.31 million realised in FY 2020/21 and was 66.4 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.67.14 million.

3.24.3 Exchequer Issues

The Controller of Budget approved Kshs.11.52 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.4.03 billion (34.9 per cent) for development programmes and Kshs.7.50 billion (65.1 per cent) for recurrent programmes, as shown in Table 3.161.

3.24.4 Overall Expenditure Review

The County spent Kshs.11.60 billion on development and recurrent programmes during the reporting period. This expenditure represented 100.6 per cent of the total funds released by the CoB and comprised of Kshs.4.03 billion and Kshs.7.57 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 74 per cent. In comparison, recurrent expenditure represented 96.5 per cent of the annual budget.

3.24.5 Settlement of Pending Bills

The County Executive did not submit a report on the status of pending bills during the reporting period. The County Assembly reported pending bills of Kshs.5.05 million as of 30th June 2022.

3.24.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs. 2.90 billion on employee compensation, Kshs.3.87 billion on operations and maintenance, and Kshs. 3.99 billion on development activities. Similarly, the County Assembly spent Kshs.400.09 million on employee compensation, Kshs.407.10 million on operations and maintenance, and Kshs.41.98 million on development activities, as shown in Table 3.159.

Table 3.159: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Recurrent Expenditure	6,929,769,093	911,048,184	6,761,217,943	807,193,568	97.6	88.6
Compensation to Employees	2,982,180,687	483,481,819	2,895,049,931	400,090,558	97.1	82.8
Operations and Maintenance	3,947,588,406	427,566,365	3,866,168,012	407,103,010	97.9	95.2
Development Expenditure	5,270,598,380	172,253,555	3,985,501,082	41,978,279	75.6	24.4
Total	12,200,367,473	1,083,301,739	10,746,719,025	849,171,847	88.1	78.4

Source: Mandera County Treasury

3.24.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 33.1 per cent of the annual realised revenue of Kshs.11.67 billion.

Personnel emoluments amounting to Kshs.2.74 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.385.35 million was processed on manual payrolls, accounting for 11.1 per cent of the total P.E costs. Government policy requires all Government entities to process salaries through the IPPD system.

Given that the County cited the lack of Personal Numbers for failing to process salaries in the IPPD system, the County is advised to fast-track the acquisition of the Personal Numbers.

The wage bill of Kshs.3.30 billion includes Kshs.1.17 billion attributable to the health sector, which translates to 35.6 per cent of the total wage bill in the reporting period.

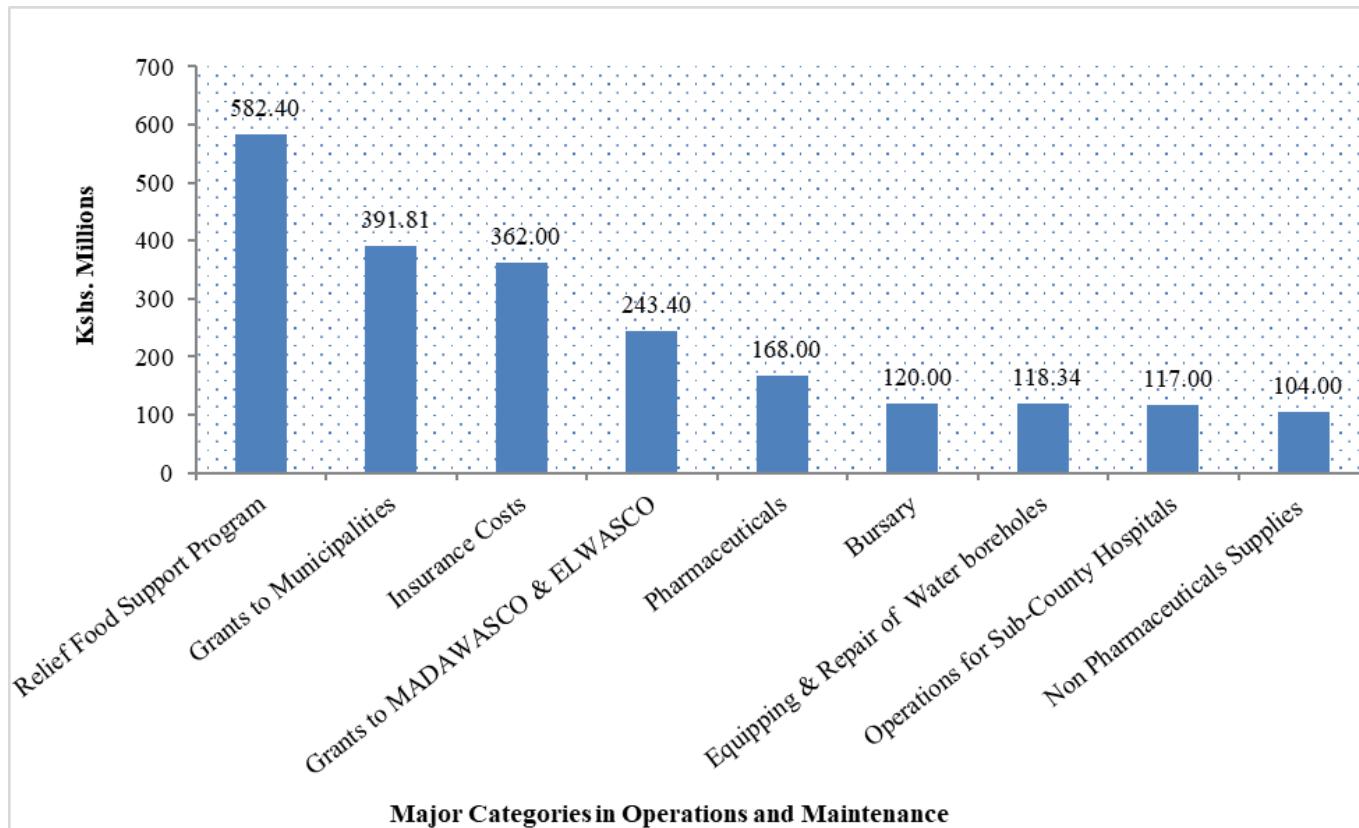
3.24.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.120 million to the Bursary Program in FY 2021/22, which constituted 0.9 per cent of the County's overall budget for the year. The OCoB received quarterly financial returns from the Administrator of the Bursary program, which showed the program utilised the entire amount.

3.24.9 Expenditure on Operations and Maintenance

Figure 3.48 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.48: Madera County, Operations and Maintenance Expenditure by Major Categories



Source: Madera County Treasury

The County Assembly spent Kshs.15.77 million on committee sitting allowances for the 49 MCAs and the Speaker against the annual budget allocation of Kshs.25.00 million. The average monthly sitting allowance was Kshs.26,818 per MCA. The County Assembly has established 23 Committees.

During the period, expenditure on domestic travel amounted to Kshs.95.61 million and comprised of Kshs.64.91 million spent by the County Assembly and Kshs.26.75 million by the County Executive. The cost of foreign travel amounted to Kshs.23.50 million and comprised Kshs.22 million by the County Assembly and Kshs.1.50 million by the County Executive.

3.24.10 Development Expenditure

The County incurred Kshs.4.03 billion on development programmes, representing a decrease of 9.1 per cent compared to FY 2020/21 when the County spent Kshs. 4.43 billion. Table 3.160 summarises development projects with the highest expenditure in the reporting period.

Table 3.160: Madera County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Water, Energy, Environment and Natural Resources	Desilting of various dams countywide	All wards	205,000,000	205,000,000	205,000,000	100	Project complete
Public Works Roads and Transport	Construction of Dandu - Ires Teno - Gagaba - Sake - RMLF	Mandera west	100,000,000	100,000,000	100,000,000	100	Project complete

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Lands, Housing Developments and Physical Planning	Completion of County Headquarter	Mandera East	69,045,841	69,045,841	69,045,841	100	Project complete
Public Works Roads and Transport	Construction and Opening up of Awacho Sambur - Kilwehiri Road	Mandera West	63,500,000	63,500,000	63,500,000	100	Project complete
County Public Service Board	Construction of County Public Service Board Offices	Mandera East	60,000,000	60,000,000	60,000,000	100	Project complete
Public Works Roads and Transport	Opening Up Access Roads to KMTC and MTTC Area	Mandera East	59,000,000	59,000,000	59,000,000	100	Project complete
Public Works Roads and Transport	Opening up and light grading of Mandera bypass road	Mandera East	57,000,000	57,000,000	57,000,000	100	Project complete
Trade, Investments, Industrialisation, and Cooperative Development	Expansion and reconstruction of Slaughter House in Elwak	Elwak	55,000,000	55,000,000	55,000,000	100	Project complete
Lands, Housing Developments and Physical Planning	Construction of Rhamu Sub-County Headquarters	Mandera north sub-county	78,993,535	78,993,535	50,000,000	63.3	Ongoing
Public Works Roads and Transport	Low Volume seal tarmac road to Malka Punda and Parking at River Access Point (KUSP)	Mandera East	102,000,000	102,000,000	50,000,000	49.0	Ongoing

Source: Mandera County Treasury

3.24.11 Budget Performance by Department

Table 3.161 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.161: Mandera County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	911.05	172.25	807.19	41.98	807.19	41.98	100.0	100.0	88.6	24.4
Agriculture and livestock	217.54	915.40	182.92	450.07	182.92	450.07	100.0	100.0	84.1	49.2
Education, Culture and Sports	447.23	315.89	439.66	183.30	439.66	183.30	100.0	100.0	98.3	58.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Genders, Social Services and Youth Affairs	66.22	108.00	66.20	105.37	66.20	105.37	100.0	100.0	100	97.6
Finance and Economic Planning and ICT	956.72	430.30	956.72	326.41	956.72	326.41	100.0	100.0	100	75.9
Health Services	1,860.68	667.43	1,746.55	455.94	1,818.48	455.94	104.1	100.0	97.7	68.3
Trade, Investments, Industrialisation, and Co-operative Development	63.94	92.29	62.50	59.34	62.50	59.34	100.0	100.0	97.8	64.3
Lands, Housing Developments and Physical Planning	469.68	24.41	465.17	15.00	465.17	15.00	100.0	100.0	99.0	61.4
Office of the Governor and Deputy Governor	484.38	-	478.84	-	478.84	-	100.0	-	98.9	-
County Public Service Board	78.28	62.00	76.90	62.00	76.90	62.00	100.0	100.0	98.2	100
Public Service Management and Devolved Units	1,365.22	103.19	1,301.42	93.09	1,301.42	93.09	100.0	100.0	95.3	90.2
Public Works Roads and Transport	125.70	1,101.56	123.33	841.36	123.33	841.36	100.0	100.0	98.1	76.4
Water, Energy, Environment and Natural Resources	794.18	1,450.12	789.08	1,393.61	789.08	1,393.61	100.0	100.0	99.4	96.1
Total	7,840.82	5,442.85	7,496.48	4,027.48	7,568.41	4,027.48	101.0	100.0	96.5	74.0

Source: Mandera County Treasury

Analysis of expenditure by the departments shows that the Department of County Public Service Board recorded the highest absorption rate of development budget at 100 per cent, followed by the Department of Genders, Social Services and Youth Affairs at 97.6 per cent. The Department of Genders, Social Services and Youth Affairs, and the Department of Finance and Economic Planning and ICT had the highest recurrent expenditure to budget at 100 per cent, respectively. In comparison, the Department of Agriculture and livestock had the lowest at 84.1 per cent.

3.24.12 Budget Execution by Programmes and Sub-Programmes

Table 3.162 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.162: Mandera County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Agricultural and Livestock Sector Support	Food security Initiatives	772,331,827	401,828,545	270,503,282	52.0
	Sub Total	772,331,827	401,828,545	270,503,282	52.0
	Livestock Production	253,854,158	152,701,708	53,643,610	60.2
	Sub Total	253,854,158	152,701,708	53,643,610	60.2
General Administration & Support Services	Administration & Support Services	702,129,906	631,666,110	10,463,796	90.0
		2,307,913,251	2,066,685,017	41,228,234	89.5
	Sub Total	3,010,043,157	2,698,351,128	51,692,029	89.6
Administration Services	Administration and Compensation	2,806,319,287	2,736,030,600	70,288,687	97.5
		206,504,275	197,998,871	8,505,404	95.9
	Sub Total	3,012,823,562	2,934,029,471	78,794,091	97.4

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Trade, Cooperatives and Investment Sector Support	Co-operative Development	6,450,000	6,012,800	437,200	93.2
	Sub Total	6,450,000	6,012,800	437,200	93.2
	Trade Development and Promotion	149,781,948	116,033,239	33,748,709	77.5
	Sub Total	149,781,948	116,033,239	33,748,709	77.5
Youth Rehabilitation and Development	Youth Affairs	108,000,000	106,367,530	1,632,470	98.5
	Sub Total	108,000,000	106,367,530	1,632,470	98.5
Physical Infrastructure Development	Infrastructure Development	1,101,559,021	776,871,162	124,687,859	70.5
	Land Survey	24,410,211	18,193,136	6,217,075	74.5
	Health care Infrastructure	667,433,394	393,720,475	180,802,499	59.0
	Physical Infrastructure	103,193,187	50,000,000	-	48.5
	Sub Total	1,896,595,813	1,238,784,773	311,707,433	65.3
ECDE and Sports Development Services	Early Childhood Development Education (ECDE)	315,892,015	196,755,112	119,136,903	62.3
	Sub Total	315,892,015	196,755,112	119,136,903	62.3
Public Finance Management	Financial and Procurement Services	430,300,000	294,598,670	101,701,330	68.5
	Sub Total	430,300,000	294,598,670	101,701,330	68.5
Water Provision Services	Water Supply	1,346,418,191	1,036,656,529	149,761,662	77.0
		769,951,579	621,353,709	8,597,870	80.7
	Sub Total	2,116,369,770	1,658,010,238	158,359,532	78.3
Solar Energy and Environmental Services	Solar Energy Services	103,701,231	103,701,231	-	100.0
	Environmental Management Services	24,223,992	22,153,992	2,070,000	91.5
	Sub Total	127,925,223	125,855,223	2,070,000	98.4
Legislation and Oversight Services	County Assembly Oversight Services	1,083,301,740	817,390,589	205,911,151	75.5
	Sub Total	1,083,301,740	817,390,589	205,911,151	75.5
	Grand Total	13,283,669,213	10,746,719,025	1,389,337,740	80.9

Source: Mandera County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Solar Energy Services in the Department of Water, Energy, Environment and Natural Resources at 100 per cent, Youth Affairs in the Department of Genders, Social Services and Youth Affairs at 98.5 per cent, and Administration and Compensation in the Department of Finance and Economic Planning and ICT at 97.5 per cent.

3.24.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. The underperformance of own-source revenue at Kshs.132.90 million against an annual projection of Kshs.200.04 million, representing 66.4 per cent of the annual target.
2. Use of manual payroll. Personnel emoluments amounting to Kshs.385.35 million were processed through the manual payroll and accounted for 11.1 per cent of the total payroll cost.
3. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. Further, the County Treasury failed to provide a

report on the status of pending bills as of 30th June 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should address its revenue performance to ensure the approved budget is fully financed.*
2. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
3. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.25 County Government of Marsabit

3.25.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.9.33 billion, comprising Kshs.4.59 billion (49.1 per cent) and Kshs.4.74 billion (50.9 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.28 billion (78 per cent) as the equitable share of revenue raised nationally, generate Kshs.170 million (1.8 per cent) from its sources of revenue, and use a cash balance of Kshs.576.38 million (6.2 per cent) from FY 2020/21. The County also expected to receive Kshs.1.31 billion (14 per cent) as conditional grants, which consisted of Roads Maintenance Fuel Levy Fund Kshs.204 million (15.6 per cent), Kenya Climate Smart Agriculture Project Kshs. 306.9 million(23.5 per cent), Drought Resilience Programme in Northern Kenya Kshs.170 million(13 per cent), Kenya Devolution Support Programme Kshs.116.52 (8.9 per cent), IDA (World Bank) credit: Kenya Urban Support Project (KUSP)- Urban Institutional Grants (UIG)- Unspent balance Kshs.18.63 million, Conditional Grant - IDA (World Bank) - Kenya Climate Smart Agriculture Project (KCSAP) unspent balance Ksh.59.52 million, Conditional Grant - IDA (World Bank) Credit - (Transforming Health Systems for Universal Care Project) unspent balance Kshs.47.1 million, Emergency Locust Response Project Kshs.84.5 million, Conditional Grant - Compensation for User Fee Foregone - Unspent balance Kshs.6.64 million.

3.25.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.69 billion as the equitable share of the revenue raised nationally, raised Kshs.99.56 million as own-source revenue, Kshs.143.4 million as conditional grants, and had a cash balance of Kshs.576.38 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.51 billion, as shown in Table 3.163.

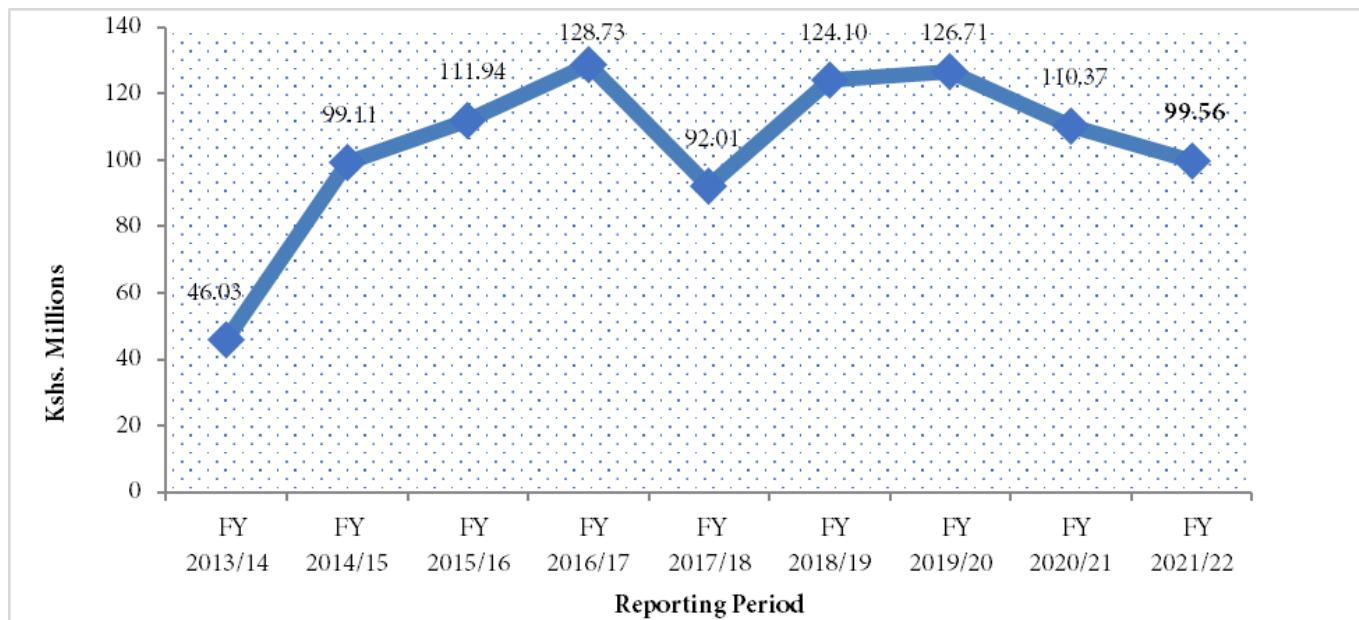
Table 3.163: Marsabit County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,277,004,032	6,694,843,713	92.0
	Sub Total	7,277,004,032	6,694,843,713	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	170,000,000	99,563,452	58.6
2.	Conditional Grants	1,308,160,502	143,396,198	10.9
3.	Balance b/f from FY 2020/21	576,376,950	576,376,950	100.0
	Sub Total	2,054,537,452	819,336,600	39.9
	Grand Total	9,331,541,484	7,514,180,313	80.5

Source: Marsabit County Treasury

Figure 3.49 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.49: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Marsabit County Treasury

In FY 2021/22, the County generated a total of Kshs.99.56 million as own-source revenue. This amount represented a decrease of 9.8 per cent compared to Kshs.110.37 million realised in FY 2020/21 and was 58.6 per cent of the annual target. The County has partially implemented an automated OSR collection system called Sense Networks Revenue Automation System for the unstructured revenue streams.

3.25.3 Exchequer Issues

The Controller of Budget approved Kshs.7.45 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.77 billion (37.1 per cent) for development programmes and Kshs.4.69 billion (62.9 per cent) for recurrent programmes.

3.25.4 Overall Expenditure Review

The County spent Kshs.7.76 billion on development and recurrent programmes during the reporting period. This expenditure represented 104.1 per cent of the total funds released by the CoB and comprised of Kshs.3.25 billion and Kshs.4.51 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 70.8 per cent. In comparison, recurrent expenditure represented 95.1 per cent of the annual budget.

3.25.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.1.72 billion for development expenditure. During the period under review, pending bills amounting to Kshs.837.36 million were settled, as shown in Table 3.164.

Table 3.164: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
Recurrent Expenditure	-	-	-
Development Expenditure	1,717,614,853.77	961,851,726.33	755,763,127.44
Total	1,717,614,853.77	961,851,726.33	755,763,127.44

Source: Marsabit County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.755.76 million include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 was Kshs.372.75 million, out of which the County has settled bills amounting to Kshs.206.14 million, leaving a balance of Kshs.166.62 million as of 30th June, 2022.

3.25.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.59 billion on employee compensation, Kshs.1.16 billion on operations and maintenance, and Kshs.3.23 billion on development activities. Similarly, the County Assembly spent Kshs.204.45 million on employee compensation, Kshs.554.71 million on operations and maintenance, and Kshs.19.37 million on development activities, as shown in Table 3.165.

Table 3.165: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,946,376,036	799,162,996	3,755,660,513	759,162,996	95.2	95.0
Compensation to Employees	2,597,312,582	204,454,199	2,597,157,347	204,454,199	100.0	100.0
Operations and Maintenance	1,349,063,454	594,708,797	1,158,503,166	554,708,797	85.9	93.3
Development Expenditure	4,312,229,581	273,772,871	3,225,826,582	19,371,467	74.8	7.1
Total	8,258,605,617	1,072,935,867	6,981,487,095	778,534,463	84.5	72.6

Source: Marsabit County Treasury

3.25.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 37.3 per cent of the annual realised revenue of Kshs.7.51 billion.

Personnel emoluments amounting to Kshs.2.64 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs.161.61 million was paid through manual payrolls. The manual payroll accounted for 5.8 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.8 billion includes Kshs.1.32 billion attributable to the health sector, which translates to 47.2 per cent of the total wage bill in the reporting period.

3.25.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.273.16 million to county-established funds in FY 2021/22, constituting 2.5 per cent of the County's overall budget for the year. Table 3.166 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.166: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	
				A	B
1.	County Assembly Staff Car Loan and Mortgage Fund	44,162,996	-		NO
2.	Emergency Fund	130,000,000	-		NO
3.	Scholarship	99,000,000	-		NO
	Total	273,162,996			

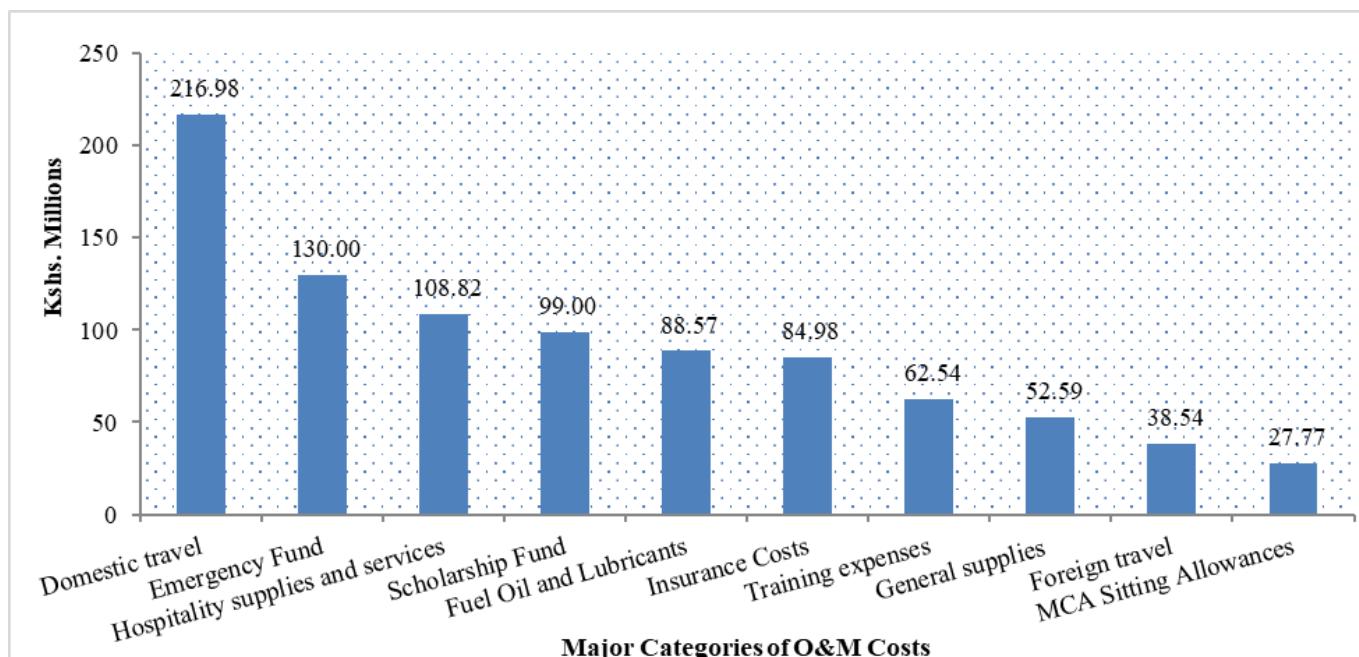
Source: Marsabit County Treasury

The OCoB has not received quarterly financial returns from administrators of funds, as indicated in Table 3.166.

3.25.9 Expenditure on Operations and Maintenance

Figure 3.50 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.50: Marsabit County, Operations and Maintenance Expenditure by Major Categories



Source: Marsabit County Treasury

The County Assembly spent Kshs.27.77 million on committee sitting allowances for the 31 MCAs and the Speaker against the annual budget allocation of Kshs.35 million. The average monthly sitting allowance was Kshs.74,663 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.216.98 million and comprised Kshs.86.26 million spent by the County Assembly and Kshs.130.72 million by the County Executive. Expenditure on foreign travel amounted to Kshs.38.54 million and comprised of Kshs.27 million by the County Assembly and Kshs.11.54 million by the County Executive.

3.25.10 Development Expenditure

The County incurred Kshs.3.25 billion on development programmes, representing a decrease of 19.6 per cent compared to FY 2020/21 when the County spent Kshs. 3.44 billion. Table 3.167 summarises development projects with the highest expenditure in the reporting period.

Table 3.167: Marsabit County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
			(Kshs)	(Kshs)					
Tourism and Culture	Construction and completion of a fish factory - phase II	Loiyangalani	15,000,000	15,000,000	12,121,216	None	80.8	GoK	The project is on going

Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)	Remarks
			(Kshs)	(Kshs)					
Health Services	Erection and completion of Sololo Level IV Hospital	Sololo	133,150,000	133,150,000	102,433,281	None	76.9	GoK	The project is on going
Public Works, Roads	Upgrading of Moyale Town Roads to Bitumen Standard	Moyale	130,000,000	130,000,000	60,000,000	None	46.2	GoK	The project is on going
Health Services	Supply of Medical Equipment	All Wards	90,000,000	90,000,000	29,795,700	None	100	GoK	Completed
Health Services	Construction and completion of KMTC	Marsabit	71,000,000	71,000,000	17,496,435	None	50	GoK	The project is on going

Source: Marsabit County Treasury

3.25.11 Budget Performance by Department

Table 3.168 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.168: Marsabit County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	799.16	273.77	759.16	19.37	759.16	19.37	100.	100.0	95.0	7.1
County Executive Services	535.00	850.00	533.56	844.45	521.58	842.05	97.8	99.7	97.5	99.1
Finance Management Services	622.32	1,675.99	622.83	968.12	598.85	1,438.42	96.2	148.6	96.2	85.8
Agriculture, Livestock, Fisheries	209.14	135.96	207.39	61.56	199.25	85.63	96.1	139.1	95.3	63.0
County Public Service	95.87	7.00	94.50	-	90.06	-	95.3	0.0	93.9	0.0
Education Youth Affairs	373.71	133.65	372.19	91.74	351.13	77.10	94.3	84.0	94.0	57.7
County Health Services	1,355.47	496.33	1,354.71	303.07	1,348.47	308.15	99.5	101.7	99.5	62.1
Administration and ICT	263.90	44.00	262.48	-	221.25	36.20	84.3	-	83.8	82.3
Physical Planning and Development, Energy, Lands, Municipality	122.64	148.41	120.13	130.45	119.98	101.02	99.9	77.4	97.8	68.1
Public Works, Roads	89.39	480.79	86.47	159.71	71.11	161.65	82.2	101.2	79.5	33.6
Water, Environment	134.32	308.10	132.30	186.99	119.92	145.75	90.6	77.9	89.3	47.3
Trade and Industry	81.85	10.00	80.76	-	60.57	8.66	75.0	-	74.0	86.6
Tourism, Culture and Social Services	62.77	22.00	60.01	-	53.47	21.20	89.1	-	85.2	96.4
TOTAL	4,745.54	4,586.0	4,686.5	2,765.47	4,514.82	3,245.20	96.3	117.3	95.1	70.8

Source: Marsabit County Treasury

Analysis of expenditure by department shows that the County Executive Services recorded the highest absorption rate of development budget at 99.1 per cent, followed by the Department of Tourism, Culture and Social Services at 96.4 per cent. The Department of Health had the highest percentage of recurrent expenditure to budget at 99.5 per cent, while the Department of Trade had the lowest at 74 per cent.

3.25.12 Budget Execution by Programmes and Sub-Programmes

Table 3.169 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.169: Marsabit County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
		A	B	C=A-B	D=B/A*100
A.. COUNTY ASSEMBLY					
1: General Administration Support Services	SP 1.1 salaries and allowances for employees and M.C.As	204,454,199	204,454,199.0	-	-
	SP 1.2 Hospitality, Catering services, donations and gifts, boards, committees, conferences and seminars	47,674,469	47,674,469.00	-	-
Total Expenditure for Programme 1		252,128,668	252,128,668	-	-
Programme 2: Legislature and Oversight	SP 2.1 Domestic and foreign accommodation, air travel and daily subsistence allowance	113,257,457	113,257,457.00	-	-
	SP 2.2 ICT, Hansard and Communication equipment	11,500,000	11,500,000.00	-	-
	SP 2.3 Mortgage & Car Loans and tax	86,987,786	46,987,786.00	40,000,000.00	46.0
	SP 2.4 Staff Trainings and Development and Tuitions	37,907,263	37,907,263.00	-	-
	SP 2.5 Public Participation	-	-	-	-

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
		A	B	C=A-B	D=B/A*100
Total Expenditure for Programme 2 Programme 3: County Assembly infrastructure improvement		249,652,506	209,652,506.0	40,000,000.00	
	SP 3.11 Equipping of library	-	-	-	-
	SP 3.12 Maintenance of motor vehicle	12,750,000	12,750,000.00	-	-
	SP 3.13 Purchase of furniture and general equipment	7,366,678	7,366,678.00	-	-
	SP 3.14 Construction of County Assembly Headquarters and modern chambers, purchase of land for the speaker's residence, construction and equipping of ward offices	273,772,871	19,371,467.09	254,401,403.91	92.9
	SP 3.15 Improvement of ICT services	-	-	-	-
	SP 3.16 Maintenance of plants, machinery & other assets	10,016,760	10,016,760.00	-	-
	SP 3.17 Electricity, water and sewerage and other utility charges	17,428,878	17,428,878.00	-	-
	SP 3.18 Printing, advertisement and information supplies and services	46,321,371	46,321,371.00	-	-
	SP 3.19 Rental of approved assets and hire of motor vehicles	12,200,000	12,200,000.00	-	-
	SP 3.20 Insurance cost for group personal, building, motor vehicle and medical cover	27,980,382	27,980,382.00	-	-

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
		A	B	C=A-B	D=B/A*100
PROGRAMME 3: GENERAL ADMINISTRATION, PLANNING AND SUPPORT SERVICES	SP 3.21 Purchase of computers, printers and general office supplies and accessories and sanitary cleaning materials	45,020,000	45,020,000.00	-	-
	SP 3.22 Fuel, oil, lubricants and tyres	10,000,000	10,000,000.00	-	-
	SP 3.23 Bank service commission and charges, legal fees, management fees and contracted professional charges and other operating expenses	25,730,000	25,730,000.00	-	-
	SP 3.24 Ward office	28,400,000	28,400,000.00	-	-
	SP 3.25 Uniform, Specialized materials and supplies	13,000,000	13,000,000.00	-	-
	-SP 3.26 Membership fees and dues and subscription to international organisations	750,000	750,000.00	-	-
	SP 3.28 Refurbishment of buildings	8,000,000	8,000,000.00	-	-
	SP 3.29 Gratuity/pension	32,417,163	32,417,163.00	-	-
	SP 3.30 Purchase of motor vehicle	0	-	-	#DIV/0!
	SP 3.31 Research, Feasibility Studies, Project and Preparation and Design, Projects	-	-	-	-
	Total expenditure for Programme 3	571,154,103.0	316,752,699.1	254,401,403.9	
		1,072,935,277.0	778,533,873.09	294,401,403.9	
COUNTY EXECUTIVE SERVICES PHYSICAL PLANNING AND DEVELOPMENT					
	Urban Development Services	71,912,795.00	51,558,906.00	20,353,889.00	71.7
	Lands and Physical Planning Services	76,500,000.00	49,462,426.00	27,037,574.00	64.7
	General administration planning and Support Services	122,637,768.00	119,984,367.00	2,653,401.00	97.8
	Sub total	271,050,563.00	221,005,699.00	50,044,864.00	81.5
EDUCATION	General Administration, Planning and Support Services	373,713,480.00	351,132,290.00	22,581,190.00	94.0
	Pre – Primary Education	48,449,946.00	12,309,700.00	36,140,246.00	25.4
	Youth Development	61,200,000.00	54,829,400.00	6,370,600.00	89.6
	Vocational Education and Training	7,000,000.00	1,891,800.00	5,108,200.00	27.0
	Sports	17,000,000.00	8,071,900.00	8,928,100.00	47.5
	Sub total	507,363,426.00	428,235,090.00	79,128,336.00	84.4
EXECUTIVE SERVICES	General Administration, Planning and Support Services	1,385,000,000.00	1,363,631,737.00	21,368,263.00	98.5
	Management of County Affairs	-	-	-	-
	Public Sector Advisory Services	-	-	-	-
	Inter/Intra Governmental	-	-	-	-
	County Legal Services	-	-	-	-
	Sub total	1,385,000,000.00	1,363,631,737.00	21,368,263.00	98.5

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget	Actual Payments	Variance	Absorption
		(Kshs)	(Kshs)	(Kshs.)	(%)
ADMINISTRATION AND ICT	General administration planning and Support Services	307,900,000.00	257,450,330.00	50,449,670.00	83.6
	ICT Infrastructure	-	-	-	-
	Coordination of functions of devolved Units	-	-	-	-
	Public Participation and Civic Education	-	-	-	-
	Sub total	307,900,000.00	257,450,330.00	50,449,670.00	83.6
AGRICULTURE AND LIVESTOCK DEVELOPMENT	General Administration, Planning and Support Services	101,831,802.00	110,107,586.00	(8,275,784.00)	108.1
	Livestock Resources Management and Development	97,197,918.00	77,662,842.00	19,535,076.00	79.9
	Fisheries Development and Management	46,713,971.00	19,479,766.00	27,234,205.00	41.7
	Crop Development and Management	99,357,722.00	77,630,558.00	21,727,164.00	78.1
	Sub total	345,101,413.00	284,880,752.00	60,220,661.00	82.5
HEALTH SERVICES	Curative Health Services	180,815,000.00	135,929,945.00	44,885,055.00	75.2
	General Administration, Planning and Support Services	1,660,983,678.00	1,510,685,552.00	150,298,126.00	91.0
	Maternal and child health	10,000,000.00	10,000,000.00	-	100.0
	Sub total	1,851,798,678.00	1,656,615,497.00	195,183,181.00	89.5
COUNTY PUBLIC SERVICE BOARD	General administration planning and Support Services	95,868,568.00	90,064,739.00	5,803,829.00	93.9
	Human Resource Management and Development	7,000,000.00	-	7,000,000.00	-
	Sub total	102,868,568.00	90,064,739.00	12,803,829.00	87.6
CULTURE AND SOCIAL SERVICES	Youth Development	-	-	-	-
	Culture Services	18,500,000.00	18,121,100.00	378,900.00	98.0
	Social Services	3,500,000.00	3,083,200.00	416,800.00	88.1
	General administration, planning and support services	62,770,872.00	53,468,984.00	9,301,888.00	85.2
	Sub total	84,770,872.00	74,673,284.00	10,097,588.00	88.1
FINANCE AND ECONOMIC PLANNING	General administration planning and Support Services	2,265,008,750.00	2,009,448,732.00	255,560,018.00	88.7
	Public Finance Management	19,300,000.00	13,857,200.00	5,442,800.00	71.8
	Economic and financial policy Formulation	14,000,000.00	13,965,500.00	34,500.00	99.8
	Sub total	2,298,308,750.00	2,037,271,432.00	261,037,318.00	88.6
ROADS, HOUSING AND PUBLIC WORKS	Road Transport Infrastructure Development	480,786,567.00	161,652,433.00	319,134,134.00	33.6
	Housing Development	42,900,760.00	37,990,106.00	4,910,654.00	88.6
	General administration planning and Support Services	46,489,581.00	33,119,724.00	13,369,857.00	71.2
	Sub total	570,176,908.00	232,762,263.00	337,414,645.00	40.8
TRADE, INDUSTRY & ENTERPRISE DEVELOPMENT	General administration planning and Support Services	89,850,000.00	67,528,613.00	22,321,387.00	75.2
	Trade and Industrial Development	-	-	-	-
	Enterprise Development	2,000,000.00	1,700,000.00	300,000.00	85.0

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
		A	B	C=A-B	D=B/A*100
	Sub total	91,850,000.00	69,228,613.00	22,621,387.00	75.4
WATER	Water Resources Management	288,100,000.00	130,446,275.00	54,624,098.60	45.3
	General administration planning and Support Services	93,147,470.00	79,708,273.00	209,600.00	85.6
	Natural Resources Conservation and Management	61,169,560.00	55,513,111.00	475,900.00	90.8
	Sub total	442,417,030.00	265,667,659.00	55,309,598.60	60.0
	Grand Total	9,331,541,485	7,760,020,968	1,155,679,341	83.2

Source: Marsabit County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Maternal Health in the Department of Health at 100 per cent, all programmes in the County Assembly at 100 per cent, Economic Policy Formulation in the Department of Finance at 99.8 per cent, and Culture Services at 98 per cent of budget allocation.

3.25.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 37.3 per cent of the annual realised revenue of Kshs.7.51 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.99.56 million against an annual projection of Kshs.170 million, representing 58.6 per cent of the annual target.
3. Weak budgeting practice as shown in Table 3.161, where the County incurred expenditure over approved exchequer issues.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Scholarship Fund, Emergency Fund and County Assembly Staff Mortgage Fund were not submitted to the Controller of Budget.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.161.61 million were processed through the manual payroll and accounted for 5.8 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
6. High level of pending bills, which amounted to Kshs.755.76 million as of 30th June 2022.
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 5th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved exchequer issues.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*

7. The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.

3.26 County Government of Meru

3.26.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.12.54 billion, comprising Kshs.4.15 billion (33.1 per cent) and Kshs.8.39 billion (66.9 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expects to receive Kshs.8.79 billion (70.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.689.06 million (5.5 per cent) from its own sources of revenue, and use a cash balance of Kshs.1.13 billion (9.6 per cent) from FY 2020/21. The County also expects to receive Kshs.1.66 billion (13.3 per cent) as conditional grants and Kshs.270 million (2.2 per cent) as Appropriations in Aid (AIA).

3.26.2 Revenue Performance

In FY 2021/22, the County received Kshs.8.03 billion as the equitable share of the revenue raised nationally, raised Kshs.385.39 million as own-source revenue, Kshs.511.51 million as conditional grants, and had a cash balance of Kshs.1.13 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.10.06 billion, as shown in Table 3.170.

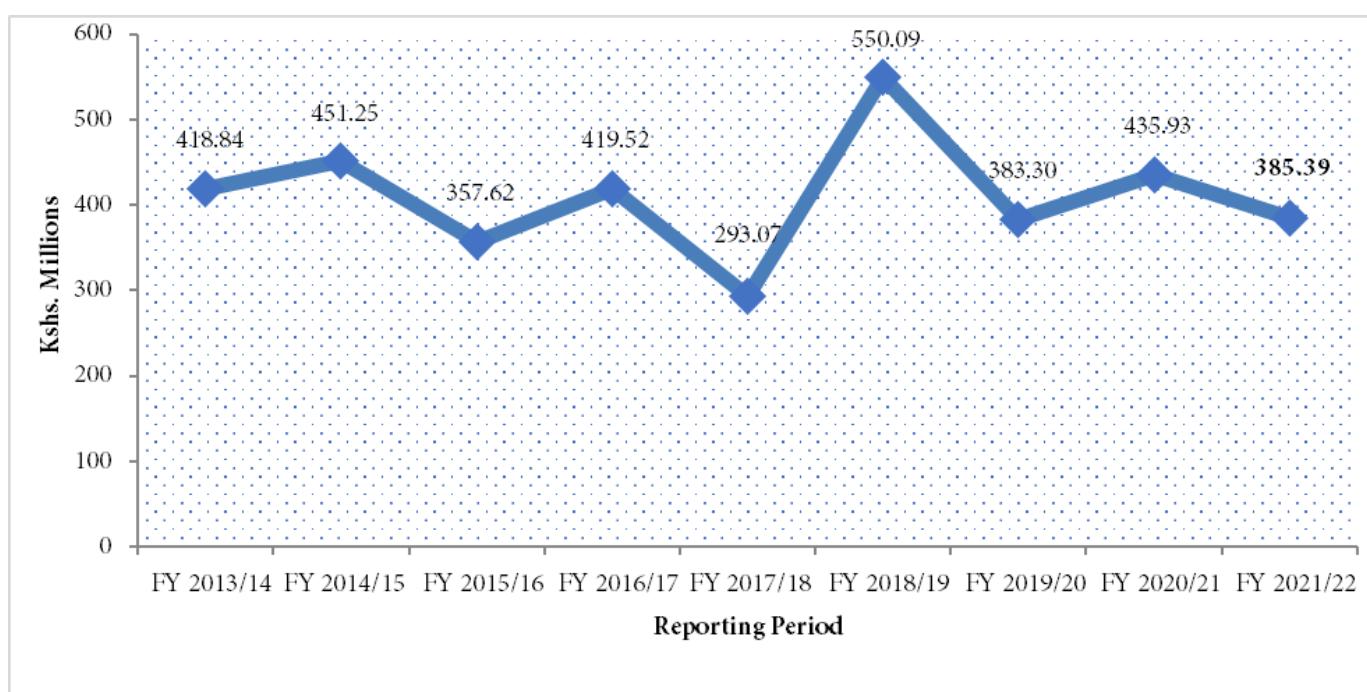
Table 3.170 : Meru County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,788,594,074	8,029,085,488	91.36
	Sub Total	8,788,594,074	8,029,085,488	91.4
B Other Sources of Revenue				
1.	Own Source Revenue	689,061,600	385,391,541	55.9
2.	Conditional Grants	1,662,489,483	511,513,800	30.8
3.	Balance b/f from FY2020/21	1,131,009,431	1,131,009,431	100
4.	AIA	270,000,000	-	-
	Sub Total	3,752,560,514	2,027,914,772	54.0
	Grand Total	12,541,154,588	10,057,000,260	80.2

Source: Meru County Treasury

Figure 3.51 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.51: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Meru County Treasury

In FY 2021/22, the County generated a total of Kshs.385.39 million as own-source revenue. This amount represented a decrease of 11.6 per cent compared to Kshs.435.93 million realised during a similar period in FY 2020/21 and was 55.9 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.324,450. The County has implemented an automated OSR collection system called Jambo pay.

3.26.3 Exchequer Issues

The Controller of Budget approved Kshs.10.02 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.60 billion (25.9 per cent) for development programmes and Kshs.7.42 billion (74.1 per cent) for recurrent programmes, as shown in Table 3.175.

3.26.4 Overall Expenditure Review

The County spent Kshs.10 billion on development and recurrent programmes during the reporting period. This expenditure represented 99.9 per cent of the total funds released by the CoB and comprised of Kshs.2.58 billion and Kshs.7.42 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 62.3 per cent, while recurrent expenditure represented 88.5 per cent of the annual recurrent expenditure budget.

3.26.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.971.66 million and comprised Kshs.211.94 million for recurrent expenditure and Kshs.759.72 million for development expenditure. During the period under review, pending bills amounting to Kshs. 808.24 million were settled, consisting of Kshs.133.87 million for recurrent expenditure and Kshs.674.37 million for development programmes, as shown in Table 3.171.

Table 3.171: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)
	A	B	C=A-B
Development Expenditure	759,717,496.85	674,369,663.18	85,347,833.67
Recurrent Expenditure	211,942,143.15	133,870,579.81	78,071,563.34
Total	971,659,640.00	808,240,242.99	163,419,397.01

Source: Meru County Treasury

3.26.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs. 4.58 billion on employee compensation, Kshs.1.88 billion on operations and maintenance, and Kshs.2.59billion on development activities. Similarly, the County Assembly spent Kshs. 501.14million on employee compensation, Kshs.459.93 million on operations and maintenance, and Kshs.0.0 million on development activities, as shown in Table 3.172.

Table 3.172: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	7,379,031,810	1,008,660,369	6,460,927,964	961,074,283	87.6	95.3
Compensation to Employees	4,579,078,502	521,143,139	4,579,078,502	501,143,139	100.0	96.2
Operations and Maintenance	2,799,953,308	487,517,230	1,881,849,463	459,931,144	67.2	94.3
Development Expenditure	4,085,462,410	68,000,000	2,585,918,790	-	63.3	0.0
Total	11,464,494,220	1,076,660,369	9,046,846,754	961,074,283	78.9	89.3

Source: Meru County Treasury

3.26.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 50.5 per cent of the annual realised revenue of Kshs.10.06 billion.

Personnel emoluments amounting to Kshs.4.22 million were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs. 360.07 million was paid through manual payrolls. The manual payroll accounted for 7.8 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.5.08 billion includes Kshs.3.01 billion attributable to the health sector, which translates to 59.0 per cent of the total wage bill in the reporting period.

3.26.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.308.92 million to county-established funds in FY 2021/22, constituting 2.5 per cent of the County's overall budget for the year. e during the reporting period.

Table 3.173 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.173: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Meru Micro-Finance	81,230,864	81,230,864	Yes	100
2.	Meru Investment and Development Corporation	54,803,972	54,803,972	No	100
3.	Scholarship/Bursary	128,894,362	128,850,000	Yes	100
4.	Meru Youth Service	44,000,000	40,000,000	No	90.9
	Total	308,929,198	249,951,239		80.9

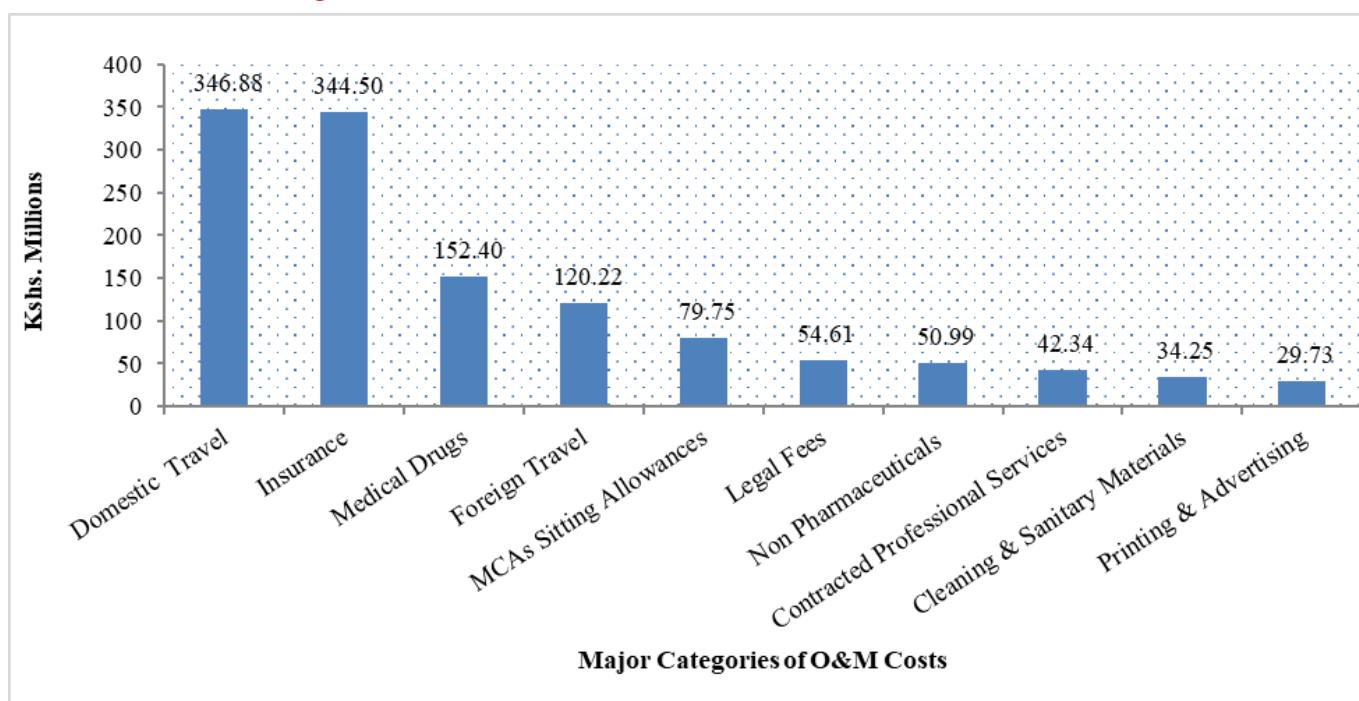
Source: Meru County Treasury

The OCoB received quarterly financial returns from the Fund Administrators of two established county funds, as indicated in Table 3.173.

3.26.9 Expenditure on Operations and Maintenance

Figure 3.20 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.52: Meru County, Operations and Maintenance Expenditure by Major Categories



Source: Meru County Treasury

The County Assembly spent Kshs.79.75million on committee sitting allowances for the 69 MCAs and the Speaker against the annual budget allocation of Kshs.104.47 million. The average monthly sitting allowance was Kshs.96,320.13 per MCA. The County Assembly has established 27 Committees.

During the period, expenditure on domestic travel amounted to Kshs.346.88 million and comprised of Kshs. 207.17 million spent by the County Assembly and Kshs.139.71 million by the County Executive. Expenditure on foreign travel amounted to Kshs.120.22 million and comprised of Kshs. 117.70 million by the County Assembly and Kshs.2.52 million by the County Executive.

3.26.10 Development Expenditure

The County incurred Kshs.2.58 billion on development programmes, representing a decrease of 4.0 per cent compared to a similar period in FY 2020/21 when the County spent Kshs.2.63 billion. Table 3.174 summarises development projects with the highest expenditure in the reporting period.

Table 3.174: Meru County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implemen-tation status (%)	Source of Funding (GoK/do-nor)	Remarks
Health	Proposed Construction of KMTC	Kangeta	5,455,460.30	5,455,460.30	5,455,460.30	None	100	GoK	The project is complete and in use.
Health	Refurbish-ment of Cancer Centre	Meru Teach-ing Referral Hospital	5,090,982.71	5,090,982.71	5,090,982.71	None	100	GoK	Complete and in use
Roads	Opening, Grading and Gravelling works	Abothugu-chi Central Ward	4,082,500	4,082,500	4,082,500	None	100	GoK	Complete and in use
Roads	Road Mainte-nance	Buuri	3,795,000	3,795,000	3,795,000	None	100	GoK	Complete and in Use
Roads	Road Mainte-nance	Ntima west	4,132,200	4,132,200	4,132,000	None	100	GoK	Complete and in use
Land	Construction of Modern Commercial Stalls	Municipality	9,365,726	9,365,726	9,365,726	None	100	GoK	Complete and in use
Education	Supply of VTC equip-ment	Various	8,351,000	8,351,000	8,351,000	None	100	GoK	Complete and in use
Environment	Installation of flood light	Various	13,322,727	13,322,727	13,322,727	None	100	GoK	Complete and in use

Source: Meru County Treasury

3.26.11 Budget Performance by Department

Table 3.175 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.175: Meru County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	1,008.66	68.00	961.07	-	961.07	-	100	0.0	95.3	0.0
Office of the Governor	368.05	-	299.00	-	298.88	-	100	0.0	81.2	0.0
Finance, Economic Planning and ICT	996.45	26.0	845.63	26.55	863.22	25.55	102.1	96.2	86.6	98.3
Agriculture, Livestock and Fisheries Development	324.89	635.20	274.16	257.16	278.22	246.16	101.5	95.7	85.6	38.8
Water Service and Irrigation	124.52	520.31	118.48	496.95	118.42	496.95	100	100	95.1	95.5
Education, Technology, Gender and Social Development	853.11	200.30	792.12	87.28	792.12	87.28	100	100	92.9	43.6
Health Service	3,154.72	379.98	2,873.92	152.98	2,873.9	152.99	100	100	91.1	40.3
Lands, Physical Planning, Urban Development and Public Works	172.97	562.99	137.19	104.02	137.16	104.03	100.	100	79.3	18.5
Public Service Administration and Legal Affairs	809.01	141.84	659.30	141.84	658.70	141.84	99.9	100	81.4	100
Road, Transport and Energy	134.77	1,422.83	125.49	1,232.48	99.93	1,231.9	79.6	100	74.2	86.6
Trade, Investment, Industrialization, Tourism and Cooperative Development	142.0	149.621	109.69	72.73	10.69	7273	100	100	77	48.6
Youth Affairs and Sport	183.75	34.81	136.06	24.82	136.06	2.82	100	100	74	71.3
County Public Service Board	45.19	-	37.83	-	38.39	-	101.5	0.0	84.9	0.0
Environment, Wildlife and Natural Resources	69.59	11.56	52.43	1.69	56.22	1.69	107.2	100	80.8	14.7
TOTAL	8,387.69	4,153.5	7,422.38	2,598.5	7,422	2,585.9	100	99.5	88.5	62.3

Source: Meru County Treasury

Analysis of expenditure by department shows that the Department of Public Service recorded the highest absorption rate of development budget at 100 per cent, followed by the Department of Finance at 98.3 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 95.3 per cent, while the Department of Youth Affairs had the lowest at 74 per cent.

3.26.12 Budget Execution by Programmes and Sub-Programmes

Table 3.176 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.176: Meru County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
COUNTY ASSEMBLY					
Legislation and Representation	Legislation and Representation	501,410,701.06	491,482,940.27	9,927,760.79	98.02
Legislative Oversight	Legislative Oversight	225,571,489.34	218,852,839.04	6,718,650.30	97.02
General Admin, Planning & Support	General Admin, Planning & Support	349,678,178.60	250,738,503.69	98,939,674.91	71.71
		1,076,660,369.00	961,074,283.00	115,586,086	89.26
DEPARTMENT: OFFICE OF THE GOVERNOR					
General Administration	General Administration	260,520,561.00	224,865,341.10	35,655,219.90	86.31

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Governor Press/Communication and Events	Governor Press/Communication and Events	29,620,000.00	25,843,910.00	3,776,090.00	87.25
Efficiency Monitoring	Efficiency Monitoring	13,376,180.00	11,113,588.00	2,262,592.00	83.08
Research and Strategy	Research and Strategy	13,850,000.00	7,569,150.00	6,280,850.00	54.65
Disaster Management, Rescue & Emergency Services	Disaster Management, Rescue & Emergency Services	13,118,766.00	5,779,200.00	7,339,566.00	44.05
External Linkages & Partnership	External Linkages & Partnership	18,700,000.00	14,956,004.00	3,743,996.00	79.98
'County Secretary	County Secretary	18,866,780.00	8,755,590.00	10,111,190.00	46.41
Total		368,052,287.00	298,882,783.10	69,169,503.90	81.21
General Administration	Administration	169,703,336.00	160,589,522.72	9,113,813.28	94.63
Deputy Governor's Office	Office Affairs	28,290,200.00	25,803,955.00	2,486,245.00	91.21
Procurement	Procurement	11,651,412.00	11,254,373.00	397,039.00	96.59
Internal Audit	Internal Audit	9,656,600.00	8,372,845.00	1,283,755.00	86.71
Budget and Policy	Budget and Policy	31,052,108.00	28,645,297.00	2,406,811.00	92.25
Accounts	Accounts	86,908,681.00	71,879,016.20	15,029,664.80	82.71
Semi - Autonomous Agencies: Investment Corporation	Meru Investment Corporation	54,803,972.00	52,101,239.25	2,702,732.75	95.07
Microfinance Corporation	Meru Microfinance Corporation	81,230,864.00	74,000,000.00	7,230,864.00	91.10
Revenue Board	Meru Revenue Board	332,144,000.00	330,665,076.51	1,478,923.49	99.55
ICT Development	ICT Development	36,720,000.00	34,941,894.60	1,778,105.40	95.16
Economic Planning and Coordination Services	Economic Planning and Coordination Services	10,490,800.00	9,122,980.00	1,367,820.00	86.96
Fleet Management	Fleet Management	169,804,174.00	81,400,713.43	88,403,460.57	47.94
Total		1,022,456,147.00	888,776,912.71	133,679,234.29	86.93
General Administration	General Administra-tion	854,589,953.00	479,116,357.00	375,473,596.00	56.06
Livestock	Livestock	24,151,342.00	6,535,200.00	17,616,142.00	27.06
Fisheries	Fisheries	6,592,500.00	2,577,940.00	4,014,560.00	39.10
Agricultural Services	Agricultural Services	27,604,485.25	7,618,980.00	19,985,505.25	27.60
Animal Disease Management	Animal Disease Management	3,204,500.00	901,450.00	2,303,050.00	28.13
Agricultural Training Centre (ATC) & AMS	Agricultural Training Centre (ATC)	43,948,486.00	27,629,776.00	16,318,710.00	62.87
Total		960,091,266.25	524,379,703.00	435,711,563.25	54.62
DEPARTMENT: WATER & IRRIGATION					
General Administration	Administration Ser-vices	644,832,711.00	615,366,550.10	29,466,160.90	95.43
Total		644,832,711.00	615,366,550.10	29,466,160.90	95.43
DEPARTMENT: EDUCATION, TECHNOLOGY, GENDER & SOCIAL DEVELOPMENT					
General Administration	General Administra-tion	741,325,548.00	723,266,543.30	18,059,004.70	97.56
Early Childhood Development Education(EC-DE)	Early Childhood Development Educa-tion(ECDE)	188,171,921.00	104,379,558.20	83,792,362.80	55.47
"Technical and Vocation Education	"Technical and Vocation Education	61,887,374.00	31,025,519.00	30,861,855.00	50.13

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
'Gender Mainstreaming and Social Services	'Gender Mainstreaming and Social Services	57,531,600.00	16,259,800.00	41,271,800.00	28.26
PWD Empowerment	PWD Empowerment	4,500,000.00	4,466,300.00	33,700.00	99.25
Total		1,053,416,443.00	879,397,720.50	174,018,722.50	83.48
D E P A R T M E N T : HEALTH SERVICES					
General Administration	General Administration	2,585,182,239.00	2,580,582,234.67	4,600,004.33	99.82
Curative Health	Curative Health	741,964,134.00	368,466,163.37	373,497,970.63	49.66
Preventive and Promotive Health	Preventive and Promotive Health	207,546,020.00	77,859,091.28	129,686,928.72	37.51
Total		3,534,692,393.00	3,026,907,489.32	507,784,903.68	85.63
DEPARTMENT: LANDS, PHYSICAL PLANNING, URBAN DEVELOPMENT & PUBLIC WORKS					
General Administration	General Administration	64,718,847.00	64,718,845.55	1.45	100.00
Lands & Public Works	Lands & Public Works	40,204,541.00	31,610,757.00	8,593,784.00	78.62
Physical Planning, House & Urban Development	Physical Planning, House & Urban Development	443,577,842.00	117,602,265.49	325,975,576.51	26.51
Meru Municipality	Meru Municipality	187,459,311.00	27,252,674.00	160,206,637.00	14.54
Total		735,960,541.00	241,184,542.04	494,775,998.96	32.77
DEPARTMENT: PUBLIC SERVICE ADMINISTRATION & LEGAL AFFAIRS					
General Administration	General Administration	20,940,335.00	16,771,099.15	4,169,235.85	80.09
Coordination of County Government Functions Sub County	Coordination of County Government Functions Sub County	21,299,314.00	15,397,300.00	5,902,014.00	72.29
County Office Accommodation and Enforcement Services	County Office Accommodation and Enforcement Services	82,089,327.00	27,325,371.00	54,763,956.00	33.29
Human Resource	Human Resource	749,366,236.00	674,337,116.55	75,029,119.45	89.99
Office of the County Attorney	Office of the County Attorney	73,891,658.00	64,949,437.55	8,942,220.45	87.90
Towns Management & Administration	Towns Management & Administration	3,269,855.00	1,762,125.00	1,507,730.00	53.89
Total		950,856,725.00	800,542,449.25	150,314,275.75	84.19
DEPARTMENT: ROADS, TRANSPORT & ENERGY					
General Administration-Roads	General Administration-Roads	1,401,524,308.00	1,214,426,003.32	187,098,304.68	86.65
Energy	Energy	156,074,345.00	117,374,595.70	38,699,749.30	75.20
Total		1,557,598,653.00	1,331,800,599.02	225,798,053.98	85.50
DEPARTMENT: TRADE, TOURISM & COOPERATIVES DEVELOPMENT					
Headquarters	Headquarters	62,893,762.00	62,893,760.85	1.15	100.00
Co-operatives Development	Co-operatives Development	40,800,000.00	31,948,003.00	8,851,997.00	78.30
Tourism Development	Tourism Development	45,393,836.00	8,435,856.00	36,957,980.00	18.58
Trade Development	Trade Development	142,542,787.00	79,145,916.94	63,396,870.06	55.52
Total		291,630,385.00	182,423,536.79	109,206,848.21	62.55
DEPARTMENT: YOUTH AFFAIRS & SPORTS					
General Administration	General Administration	37,869,071.00	37,869,070.95	0.05	100.00

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)	
Youth Affairs	Youth Affairs	101,265,086.00	64,980,133.30	36,284,952.70	64.17	
Sports Development	Sports Development	53,287,299.00	45,605,566.80	7,681,732.20	85.58	
Arts and Culture Development	Arts and Culture Development	26,139,990.00	12,425,280.80	13,714,709.20	47.53	
Total		218,561,446.00	160,880,051.85	57,681,394.15	73.61	
DEPARTMENT: COUNTY PUBLIC SERVICE BOARD						
Human Resource Management	Human Resource Management	45,198,022.00	38,385,002.97	6,813,019.03	84.93	
Total		45,198,022.00	38,385,002.97	6,813,019.03	84.93	
DEPARTMENT: ENVIRONMENT, NATURAL RESOURCES & CLIMATE CHANGE						
General Administration	General Administration	69,591,450.75	56,220,413.47	13,371,037.28	80.79	
Environmental Management and climate change mitigation plans	Environmental Management and climate change mitigation plans	11,555,750.00	1,699,000.00	9,856,750.00	14.70	
Total		81,147,200.75	57,919,413.47	23,227,787.28	71.38	
GRAND TOTAL		12,541,154,589.00	10,007,921,037.12	2,533,233,551.88	79.80	

Source: Meru County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: General administration in the Department of Public service at 100 per cent, Revenue Board in the Department of Finance at 99.5 per cent, Legislation and representation in the County Assembly at 98 per cent, and Lowest absorption by Meru Municipality at 14.5 per cent of budget allocation.

3.26.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 50.5 per cent of the annual realised revenue of Kshs.10.06 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.385.39 million against an annual projection of Kshs.689.06 million, representing 55.9 per cent of the annual target.
3. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Meru Investment and Development Fund and Meru Youth Fund reports were not submitted to the Controller of Budget.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.360.07 million were processed through the manual payroll and accounted for 7.8 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 29th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed and reduce the occurrence and accumulation of pending bills.*
3. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*

4. The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.
5. The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.

3.27 County Government of Migori

3.27.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs10.44 billion, comprising Kshs.3.75 billion (35.9 per cent) and Kshs.6.69 billion (64.1 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.8 billion (76.6 per cent) as the equitable share of revenue raised nationally, generate Kshs.350 million (3.4 per cent) from its own sources of revenue, and use a cash balance of Kshs.1.18 billion (11.4 per cent) from FY 2020/21. The County was also expected to receive Kshs.899.64 million (8.6 per cent) as conditional grants, which consisted of Kshs.153.29 million for Leasing Medical Equipment, Kshs.15.01 million for DANIDA, Kshs.276.07 million for IDA National Agricultural and Rural Inclusive Growth Project, Kshs.15.62 million for Instrument for Devolution Advice and support, Kshs.48.94 million for Transforming Health Systems for Universal Care Project, Kshs.4.4 million for UNFPA-9th country programme implementation, Kshs.31.01 million for Agricultural Sector Development Support Programme (ASDSP II) and Kshs.283.42 million for Kenya Urban Support Programme.

3.27.2 Revenue Performance

In FY 2021/22, the County received Kshs.7.36 billion as the equitable share of the revenue raised nationally, raised Kshs.386.87 million as own-source revenue, Kshs.271.80 million as conditional grants, and had a cash balance of Kshs.1.18 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.9.21. billion, as shown in Table 3.177.

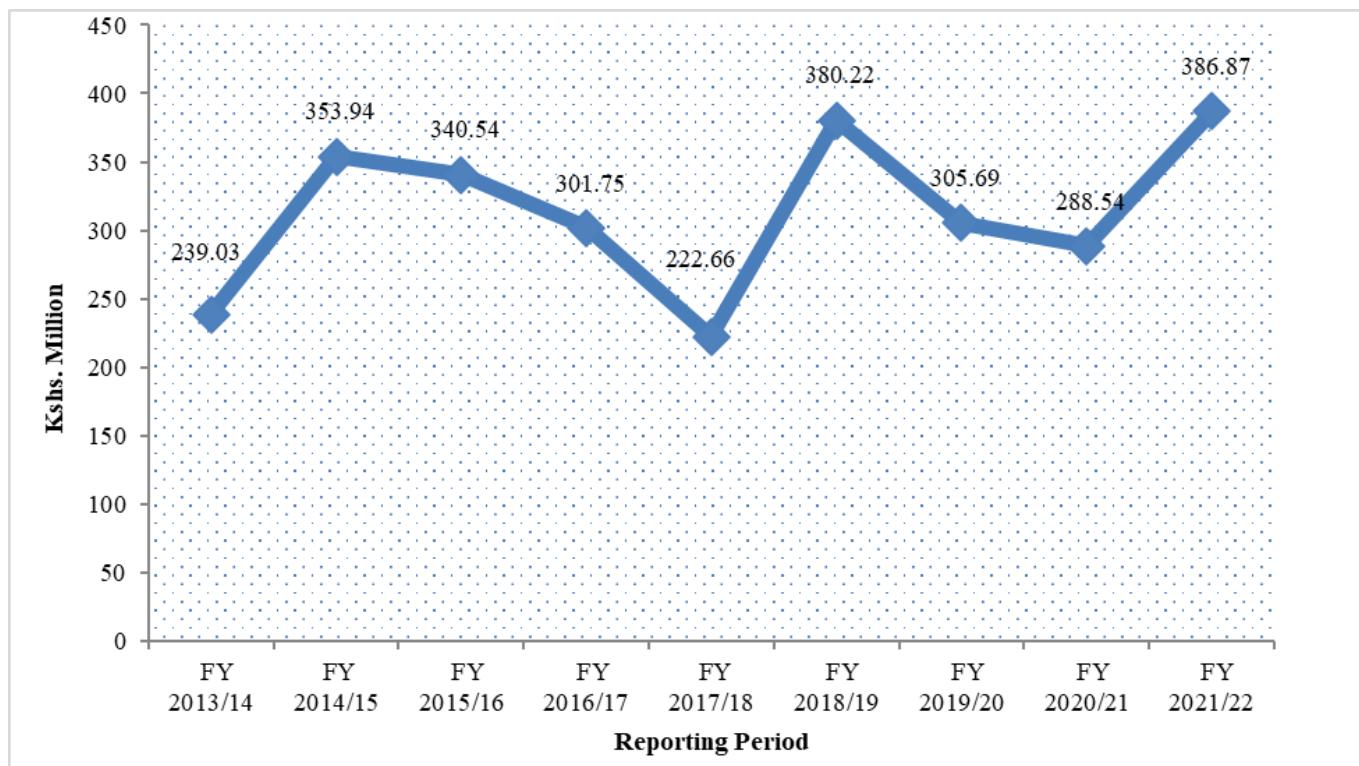
Table 3.177: Migori County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,005,020,448	7,364,618,812	92
	Sub Total	8,005,020,448	7,364,618,812	92
B	Other Sources of Revenue			
1.	Own Source Revenue	350,000,000	386,872,945	110.5
2.	Conditional Grants	899,644,834	271,806,088	30.2
3.	Balance b/f from FY 2020/21	1,189,351,530	1,189,351,530	100
	Sub Total	2,438,996,364	1,848,030,563	76
	Grand Total	10,444,016,812	9,212,649,375	88.2

Source: Migori County Treasury

Figure 3.53 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.53: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Migori County Treasury

In FY 2021/22, the County generated a total of Kshs.386.87 million as own-source revenue. This amount represented an increase of 34 per cent compared to Kshs.288.54 million realised in FY 2020/21 and was 110.5 per cent of the annual target. The County has implemented an automated OSR collection system called the County Integrated Financial Operation Management System.

3.27.3 Exchequer Issues

The Controller of Budget approved Kshs.8.88 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.26 billion (25.4 per cent) for development programmes and Kshs.6.62 billion (74.6 per cent) for recurrent programmes.

3.27.4 Overall Expenditure Review

The County spent Kshs.8.74 billion on development and recurrent programmes during the reporting period. This expenditure represented 98.4 per cent of the total funds released by the CoB and comprised of Kshs.2.12 billion and Kshs.6.62 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 56.4 per cent, while recurrent expenditure represented 99 per cent of the annual recurrent expenditure budget.

3.27.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.601.89 million and comprised Kshs.350.47 million for recurrent expenditure and Kshs.251.43 million for development expenditure. At the beginning of FY 2021/22, the County prepared a payment plan to settle the entire bills in the financial year.

During the period under review, pending bills amounting to Kshs.573.19 million were settled, consisting of Kshs.336.55 million for recurrent expenditure and Kshs.236.64 million for development programmes, as shown in Table 3.178.

Table 3.178: Progress on Settlement of Pending Bills as of 30th June 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	350,469,966	336,551,073	13,918,893	385,046,882	398,965,775
Development Expenditure	251,423,606	236,637,647	14,785,959	234,602,585.60	249,388,544
Total	601,893,572	573,188,720	28,704,852	619,649,467.60	648,354,319

Source: Migori County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.648.35 million include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.601.89 million, out of which the County has settled bills amounting to Kshs. 573.18 million, leaving a balance of Kshs.28.71 million as of 30th June 2022.

3.27.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs2.77 billion on employee compensation, Kshs2.99 billion on operations and maintenance, and Kshs.2.11 billion on development activities. Similarly, the County Assembly spent Kshs.484.63 million on employee compensation and Kshs.378.85 million on operations and maintenance, as shown in Table 3.179.

Table 3.179: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)			Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly	
Total Recurrent Expenditure	5,826,978,547	863,510,576	5,760,018,134	863,485,932	98.9	100	
Compensation to Employees	2,664,754,324	484,659,178	2,770,015,276	484,634,537	104	100	
Operations and Maintenance	3,162,224,223	378,851,398	2,990,002,858	378,851,394	94.6	100	
Development Expenditure	3,671,890,435	81,637,254	2,115,152,376		57.6		-
Total	9,498,868,982	945,147,830	7,875,170,509	863,485,932	83	91	

Source: Migori County Treasury

3.27.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Spending on compensation to employees was 35.3 per cent of the annual realised revenue of Kshs.9.21 billion.

Personnel emoluments amounting to Kshs.3.12 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.129.69 million was paid through manual payrolls. The manual payroll accounted for 4 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.25 billion includes Kshs.1.19 billion attributable to the health sector, which translates to 36.7per cent of the total wage bill in the reporting period.

3.27.8 County Established Funds

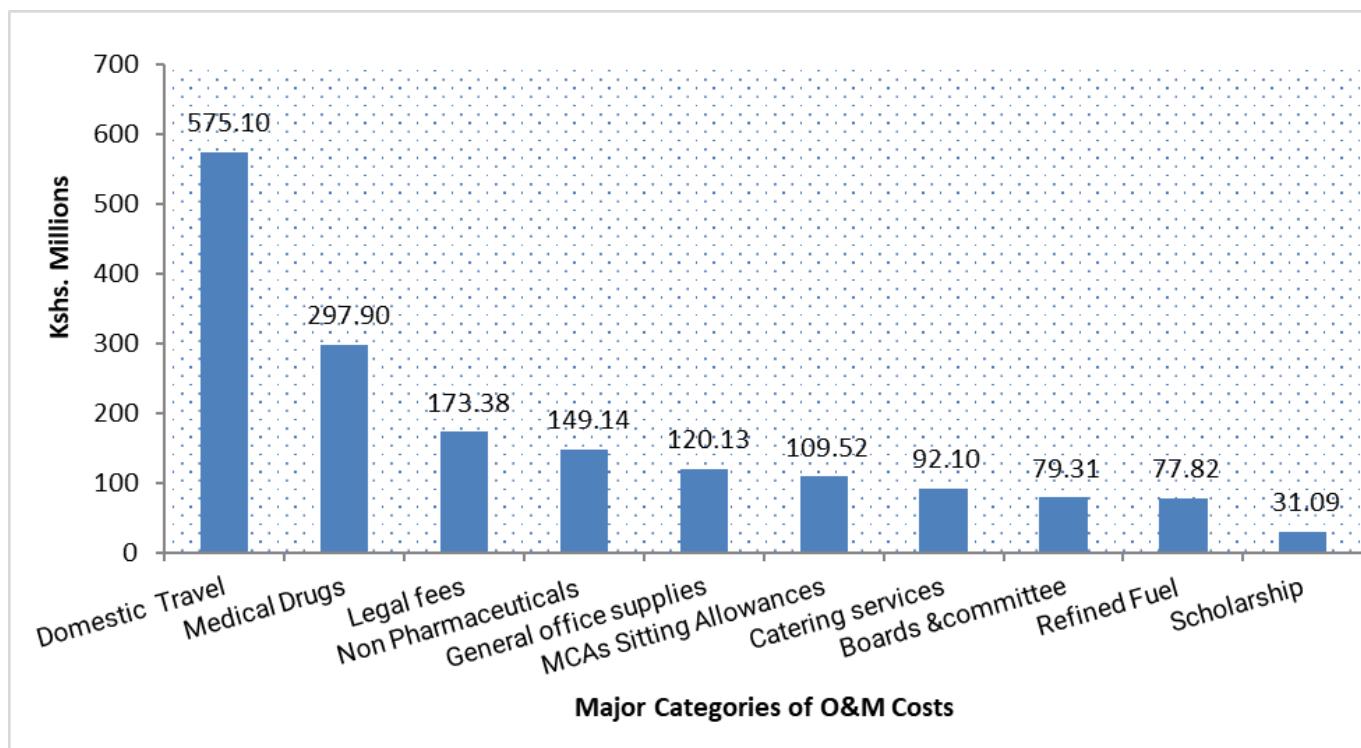
Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County did not allocate funds county-established

funds in FY 2021/22. Further, there was the failure by the Fund Administrators of the Migori County Executive Car and mortgage Loan Fund, Migori County Alcoholic Drink Fund, and Migori car Loan and Mortgage Fund to submit quarterly financial and non-financial reports in line with section 168 of the PFM Act 2012.

3.27.9 Expenditure on Operations and Maintenance

Figure 3.54 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.54: Migori County, Operations and Maintenance Expenditure by Major Categories



Source: Migori County Treasury

The County Assembly spent Kshs.109.52 million on committee sitting allowances for the 57 MCAs and the Speaker against the annual budget allocation of Kshs.109.52 million. The average monthly sitting allowance was Kshs.160,112 per MCA. The County Assembly has established 25 Committees.

During the period, expenditure on domestic travel amounted to Kshs.575.09 million and comprised Kshs.185.31 million spent by the County Assembly and Kshs.389.78 million by the County Executive. Expenditure on foreign travel amounted to Kshs.7.4 million and consisted of Kshs.6.2 million by the County Assembly and Kshs.1.2 million by the County Executive.

3.27.10 Development Expenditure

The County incurred Kshs.2.12 billion on development programmes, representing a decrease of 2.6 per cent compared to FY 2020/21 when the County spent Kshs. 2.19 billion. Table 3.180 summarises development projects with the highest expenditure in the reporting period.

Table 3.180: Migori County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Medical services	Completion of ICU / Casualty Unit (Phase 3)	Suna Central	66,516,986	67,700,000	40,591,169	None	59.96	GoK	The project is complete and in use
Lands, Housing, Physical Planning and Survey	Purchase of land for a solid waste disposal site for Migori town	Suna Central	19,820,000	19,820,000	19,820,000	None	100	GoK	The project is complete and in use
Roads, Public Works Transport	Opening of bohorera_masaba dam road, kombe maranatha_chonjo chinjo	Masaba	17,500,000	17,500,000	17,500,000	None	100	GoK	Project is complete and in use.
Roads, Public Works Transport	Proposed Access Road to Ondoche	Kaler	16,975,631	16,975,631	16,975,631	None	100	GoK	The project is complete and in use
Medical services	Completion of Internal Access roads and patient walkways at MCRH	Suna Central	16,813,446	17,000,000	16,813,446	None	98.9	GoK	The project is complete and in use
Education, Youth Sports, Culture and Social Development	Construction of story workshops and administration block at Uriri VETC – Phase I	Central Kanyamugago		19,966,906	16,741,672	None	84	GoK	Project incomplete
Roads, Public Works Transport	Opening/ Spot Improvement Of Othoro-Kamboro-Andinggo Junction-Oriama Bridge-Hon Omamba-Masoge-Obama Primary-Nyangweso-Achama Road	North Kanyamugago	13,999,173	13,999,173	13,999,173	None	100	GoK	The project is complete and in use

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Water and Energy	Construction of Bongu Raga water supply	Kachieng		13,850,000	13,850,000	None	100	GoK	The project is complete and in use
Roads, Public Works Transport	Opening of new road from Magoto - Wadh Agago - Kit Bul - Sagero - Sinyanga	Wasweta II	12,000,000	12,000,000	12,000,000	None	100	GoK	The project is complete and in use

Source: Migori County Treasury

3.27.11 Budget Performance by Department

Table 3.181 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.181: Migori County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture, Livestock Production, Fisheries, Veterinary Services and Water	280.18	419.02	279.26	270.31	277.35	260.04	99.3	96.2	99	62.1
County Assembly	863.51	81.64	863.48	-	863.48	-	100	-	100	-
County Attorney	217.15	-	211.43	-	197.35	-	93.3	-	91	-
County Executive	210.03	108.40	209.41	23.8	210.02	4.9	100.3	21	100	4.6
Education, Youth Sports, Culture and Social Development	344.06	373.69	343.26	209.01	344.03	122.34	100.2	58.5	100	32.7
Environment and Disaster Management	122.04	30.66	120.57	26.65	121.02	29.96	100.4	112.4	99	98
Finance and Economic Planning	899.79	7	897.68	3.19	890.15	3.19	99.2	100	99	45.5
Medical Services	1,775.36	207.10	1,762.78	115.73	1,774.23	71.07	100.6	61.4	100	34.3
Public Health	420.45	397.27	390.34	169.73	419.45	180.58	108	106.4	99.8	45.5
Lands, Housing, Physical Planning and Survey	136.42	370.09	135.16	296.73	130.33	287.10	96.4	96.8	95.5	77.6
Public Service Management	970.13	101.07	969.23	92.68	969.13	66.79	100.	67.8	99.9	66.1
Roads, Public Works Transport	250.53	1,085.27	248.20	761.65	241.36	866.52	97.2	113.8	96.3	79.8
Trade Development and Regulation	94.01	174.35	90.29	114.20	91.11	74.45	100	65.2	96.9	42.7
Water and Energy	106.81	397.94	102.46	176.59	94.45	148.07	92.2	83.9	88.4	37.2

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Mil- lion)		Expenditure to Exchequer Is- sues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Totals	6,690.48	3,753.52	6,623.58	2,260.33	6,623.50	2,115.15	100	93.6	99	56.4

Source: Migori County Treasury.

Analysis of expenditure by the departments shows that the Department of Environment and Disaster Management recorded the highest absorption rate of development budget at 98 per cent, followed by the Department of Roads, Public Works Transport at 79.8 per cent. The Department of County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of County Attorney had the lowest at 91 per cent.

3.27.12 Budget Execution by Programmes and Sub-Programmes

Table 3.182 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.182: Migori County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Agriculture, Livestock Development and Fisheries Development					
Agriculture Mechanization Services	Agriculture Mechanization Services	1,700,000	1,700,000	0	100
Crop Development	Crop Development	3,820,400	3,820,000	400	100
	Crop Development	49,420,000	49,420,000	0	100
Fisheries Development	Fisheries Development	1,860,000	1,860,000	0	100
	Fisheries Development and Management	6,212,000	6,100,000	112,000	98
	Aquaculture Development and Extension Services	22,714,000	3,628,080	19,085,920	16
General administration, planning & support service	General administration	151,011,774	106,862,774	44,149,000	71
	capacity building and training	2,419,790	2,400,000	19,790	99
	Field Extension Services and Support Programme	9,947,800	8,826,084	1,121,716	89
	Field Extension Services and Support Programme	9,691,300	1,196,840	8,494,460	12
	Field Extension Services and Support Programme	9,243,150	1,366,000	7,877,150	15
	Field Extension Services and Support Programme	9,296,044	424,491	8,871,553	5
	Field Extension Services and Support Programme	320,000	0	320,000	0
	Field Extension Services and Support Programme	500,000	0	500,000	0
	Donor Fund	342,397,464	225,846,073	116,551,391	66
	Donor Fund	2,596,660	2,590,000	6,660	100

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Livestock Resources Management and Development	Disease control	1,750,000	0	1,750,000	0
	Feed & livestock products safety, equipment and laboratory services	4,390,000	4,390,000	0	100
	Livestock Breeds Improvement & Upgrading	50,747,989	50,147,000	600,989	99
Veterinary services	Veterinary Public Health Management	1,186,000	631,551	554,449	53
	Livestock Breeding and Livestock Products	5,378,500	5,300,000	78,500	99
	Livestock Disease Control and Management	8,600,000	8,600,000	0	100
	Veterinary Public Health Management	4,000,000	4,000,000	0	100
	Subtotal	699,202,871	489,108,893	210,093,978	70
County Assembly					
General administration and support services	General Administration & supportive services	701,155,331	619,493,599	81,661,732	88
Oversight management services	Committee management services	50,738,280	50,738,280	0	100
Legislative services	legislation development & approval services	193,254,219	193,254,219	0	100
	Sub Total	945,147,830	863,486,098	81,661,732	91
County Attorney					
Management and administration	General administration	217,151,962	212,945,893	4,206,069	98
	Total	217,151,962	212,945,893	4,206,069	98
County Executive					
Governance and Executive Management	Citizen Delivery Services	137,400,000	97,852,978	39,547,022	71
	Peace Building Initiatives	3,216,000	0	3,216,000	0
	Governance and Executive management	97,999,345	68,260,079	29,739,266	70
	Strategy and advisory	58,826,999	14,718,495	44,108,504	25
General Administration (Deputy Governors)	General Administration (Deputy Governors)	20,984,000	20,924,680	59,320	100
	Subtotal	318,426,344	201,756,232	116,670,112	63
Education, Gender, Sports, Youth Development and Culture					
General administration	Donor Fund	34,727,623	34,298,723	428,900	99
	General administration	364,569,462	274,697,701	89,871,761	75
	Vocational Training Services	21,000,000	5,999,600	15,000,400	29
	Child Care Services	97,079,239	75,061,342	22,017,897	77

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Sports and Talent Development	Sports Development	132,661,725	68,024,960	64,636,765	51
	Construction of Cultural Central and Cultural Activities	2,500,000	2,500,000	0	100
	Child Care Services	0	0	0	0
	Culture and Heritage Conservation	400,000	397,400	2,600	99
Education Support Services	Bursaries	57,000,000	21,212,498	35,787,502	37
Gender and Equality Services	Women Empowerment	1,320,000	0	1,320,000	0
Sports and Talent Development	Vocational Training Services	5,000,000	4,971,947	28,053	99
	Enterprise Development Services	1,500,000	997,000	503,000	66
	sub Total	717,758,049	488,161,171	229,596,878	68
Environment, Natural Resource and Disaster Management					
Solid Waste Management	Solid Waste Management	25,340,864	25,049,409	291,455	99
Forestry Conservation and Development	Forestry Conservation and Development	28,796,400	28,795,637	763	100
Disaster Management Services	Disaster Management Services	22,881,326	22,881,326	0	100
General Administration Support Services	General Administration Support Services	75,681,181	75,680,183	998	100
	Grand Total	152,699,771	152,406,555	293,216	100
Finance and Economic Planning					
General Administration (Planning)	General Administration (Planning)	430,651,045	430,651,045	0	100
Financial management services	Resource mobilisation	137,454,024	137,454,020	4	100
	Accounting Services	244,717,909	244,717,895	14	100
	Procurement Services	10,907,570	10,907,182	388	100
	Audit Services	26,440,000	26,439,593	407	100
Economic policy and county planning	Budget Coordination and Management	4,450,000	4,156,964	293,036	93
	Policy and Plans Developments	46,235,000	46,105,609	129,391	100
	Community Development	5,936,705	1,723,957	4,212,748	29
	Sub Total	906,792,253	902,156,265	4,635,988	99
Health-Medical services					
General administration	General administration	1,539,552,795	1,567,808,351	-28,255,556	102
	Infrastructure and Health facility management	184,790,610	184,790,609	1	100
Preventive, promotive Health services and Disease Control	Purchase of Non-pharmaceuticals	226,057,461	226,056,481	980	100

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Curative, Rehabilitative and Referral services	Hospital Services	32,070,725	32,070,697	28	100
	Sub Total	1,982,471,591	2,010,726,138	(28,254,547)	101
Health - Public health					
Planning and administrative support services	Administrative and support services	571,229,447	365,583,294	205,646,152	64
Preventive and promotive health services	Community health services	70,960,000	20,084,900	50,875,100	28
Curative, rehabilitative and referral services	Pharmaceutical and non-pharmaceutical commodities	115,840,164	115,000,000	840,164	99
External funding	Donor funds	59,698,750	48,000,000	11,698,750	80
	Total	817,728,361	548,668,194	269,060,167	67
Lands, Housing and Physical Planning					
Land development services	Survey Services	68,626,600	31,938,900	36,687,700	47
General administration	General administration	437,892,652	389,335,131	48,557,522	89
	Grand Total	506,519,252	421,274,031	85,245,222	83
Public Service Management					
General administration (PSM)	General administration (PSM)	987,988,430	924,960,318	63,028,112	94
ICT Infrastructure	ICT Infrastructure	36,460,000	16,107,540	20,352,460	44
	Technical Support	10,900,000	7,396,150	3,503,850	68
Sub County Administration Services	Devolved Units Development Services	14,332,716	5,462,507	8,870,209	38
Personnel management	Human Resource Management	13,400,000	12,975,495	424,505	97
	Budget Formulation coordination and Management	16,606,706	16,590,780	15,926	100
	sub Total	1,071,211,852	983,492,790	87,719,062	92
Roads, Transport and Public Works					
Road management services	Road management services	1,215,441,341	933,023,221	282,418,120	77
General administration	General administration	120,365,434	99,239,655	21,125,779	82
	Sub Total	1,335,806,775	1,032,262,876	303,543,899	77
Trade Tourism and Cooperative Development					
General administration	General administration	158,317,594	98,762,534	59,555,060	62
Trade Development and Promotion SME	Trade Development and Promotion SME	110,030,020	85,839,383	24,190,637	78
	Sub Total	268,347,614	184,601,918	83,745,696	69
	Water and Energy				

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Water Supply and Management Services	Rural Water Services	245,730,488	97,365,134	148,365,355	40
	Urban Water Services	125,611,327	61,727,290	63,884,037	49
Alternative Energy Technologies	Alternative Energy Technologies	133,410,472	88,517,132	44,893,340	66
	Sub Total	504,752,287	247,609,555	257,142,732	49
Grand Total		10,444,016,812	8,738,656,608	1,705,360,204	84

Source: Migori County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Agriculture Mechanization Services in the Department of Agriculture, Livestock Development and Fisheries Development at 100 per cent, Oversight management services in the Department of County Assembly at 100 per cent, Preventive, promotive Health services and Disease Control in the Department of Health-Medical services at 100 per cent, and General Administration Planning at 100 per cent of budget allocation.

3.27.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Migori county executive car and mortgage loan Fund, Migori County Alcoholic Drink Fund and Migori Car Loan and Mortgage Fund were not submitted to the Controller of Budget.
2. High level of pending bills which amounted to Kshs.479.83 million as of 30th June 2022.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.129.69 million were processed through the manual payroll and accounted for 4 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 3rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.28 County Government of Mombasa

3.28.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.14.6 billion, comprising Kshs.4.43 billion (30.4 per cent) and Kshs.10.17 billion (69.6 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.57 billion (51.8 per cent) as the equitable share of revenue raised nationally, generate Kshs.4.96 billion (34.0 per cent) from its own sources of revenue, and

use a cash balance of Kshs.265.66 million (1.8 per cent) from FY 2020/21. The County also expected to receive Kshs.1.81 billion (12.4 per cent) as conditional grants, which consisted of Kshs.221.68 million from the Fuel Levy Fund, Kshs.23.50 for Agriculture Sector Support Program II, Kshs.18.91 million for Conditional Allocation for development of Youth Polytechnics, Kshs. 23.38 for CA-User Fees Forgone, Kshs.388.44 for Level 5 Hospital, Kshs.15.64 million for DANIDA grant, Kshs. 18.13 million for Transforming Health Systems for Universal Care Project (World Bank-IDA), Kshs.300 million for World Bank - Kenya Informal Settlement Improvement Project (KISIP) and Kshs.800 million for World Bank - Water and Sanitation Development Project

3.28.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.96 billion as the equitable share of the revenue raised nationally, raised Kshs.3.61 billion as own-source revenue, Kshs.479.79 million as conditional grants, and had a cash balance of Kshs.265.66 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.11.32 billion, as shown in Table 3.183.

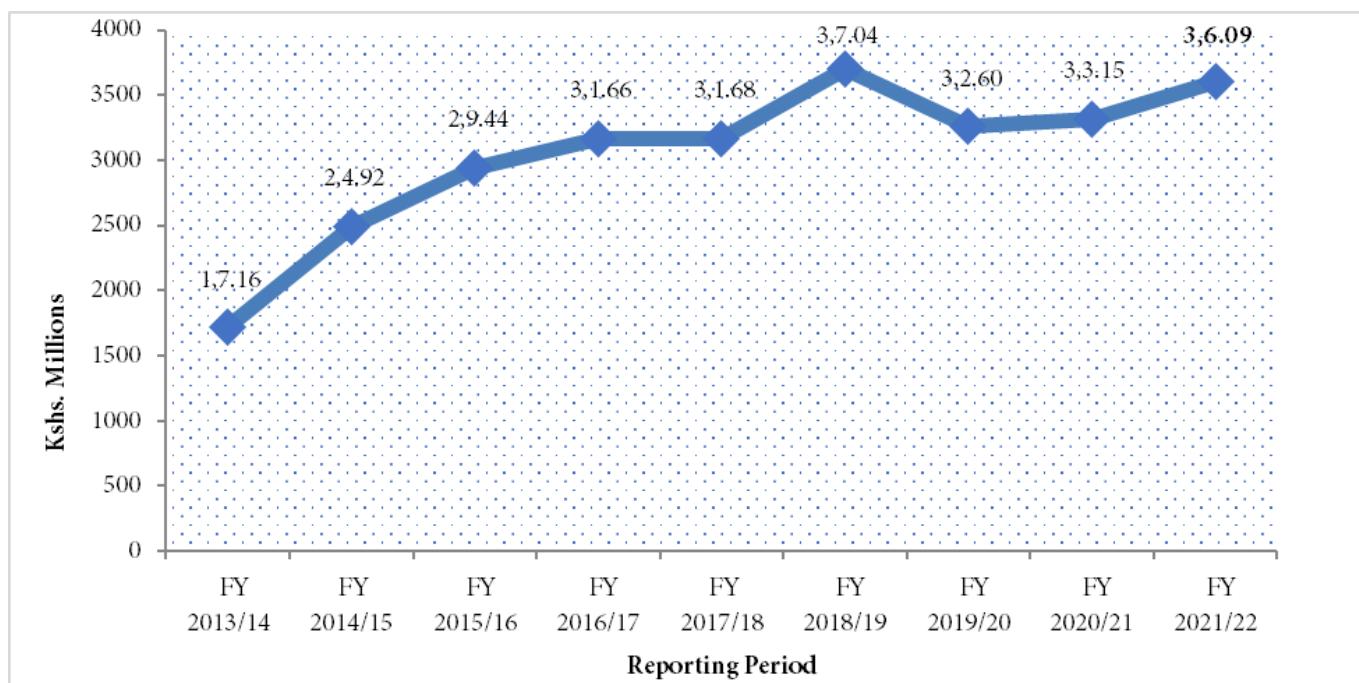
Table 3.183 : Mombasa County, Revenue Performance in FY 2021/22

S/No	Revenue Category	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,567,354,061	6,961,965,735	92.0
Sub Total		7,567,354,061	6,961,965,735	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	4,957,305,414	3,608,672,111	72.8
2.	Conditional Grants	1,809,680,204	479,786,359	26.5
3.	Balance b/f from FY2020/21	265,660,321	265,660,321	100.0
Sub Total		7,032,645,939	4,354,118,791	61.9
Grand Total		14,600,000,000	11,316,084,526	77.5

Source: Mombasa County Treasury

Figure 3.55 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.55: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Mombasa County Treasury

In FY 2021/22, the County generated a total of Kshs.3.61 billion as own-source revenue. This amount represented an increase of 8.9 per cent compared to Kshs.3.31 billion realised in FY 2020/21 and was 72.8 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.1.14 million. The County has implemented an automated OSR collection system called Mombasa County e-Services System.

3.28.3 Exchequer Issues

The Controller of Budget approved Kshs.9.91 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.35 billion (13.6 per cent) for development programmes and Kshs.8.56 billion (86.4 per cent) for recurrent programmes, as shown in Table 3.188.

3.28.4 Overall Expenditure Review

The County spent Kshs.10.51 billion on development and recurrent programmes during the reporting period. This expenditure represented 106.0 per cent of the total funds released by the CoB and comprised of Kshs.3.47 billion and Kshs.7.03 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 78.4 per cent, while recurrent expenditure represented 69.2 per cent of the annual recurrent expenditure budget.

3.28.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.4.46 billion and comprised of Kshs.2.66 billion for recurrent expenditure and Kshs.1.88 billion for development expenditure. During the period under review, pending bills amounting to Kshs.2.08 billion were settled, consisting of Kshs.1.04 billion for recurrent expenditure and Kshs.1.03 billion for development programmes, as shown in Table 3.184.

Table 3.184: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30th June 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	1,800,758,325	1,043,118,383.0	757,639,942	4,786,869,245	4,029,229,303
Development Expenditure	2,664,513,991	1,034,662,180.0	1,629,851,811	2,378,331,475	1,195,792,355
Total	4,465,272,316	2,077,780,563.0	2,387,491,753	7,165,200,720	5,225,021,658

Source: Mombasa County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.5.23 billion include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.1.61 billion, out of which the County has settled bills amounting to Kshs.60.0 million, leaving a balance of Kshs.1.55 billion as of 30th June 2022.

3.28.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.5.21 billion on employee compensation, Kshs.1.20 billion on operations and maintenance, and Kshs.3.47 billion on development activities. Similarly, the County Assembly spent Kshs.349.73 million on employee compensation, Kshs.272.0 million on operations and maintenance, and no development activities, as shown in Table 3.185.

Table 3.185: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs.)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	9,388,896,436	779,254,392	6,413,161,483	621,723,011	68.3	79.8
Compensation to Employees	5,600,203,873	354,754,584	5,211,798,278	349,732,935	93.1	98.6
Operations and Maintenance	3,788,692,563	424,499,808	1,201,363,205	271,990,076	31.7	64.1
Development Expenditure	4,231,849,172	200,000,000	3,474,451,994	-	82.1	-
Total	13,620,745,608	979,254,392	9,887,613,477	621,723,011	72.6	63.5

Source: Mombasa County Treasury

3.28.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 49.1 per cent of the annual realised revenue of Kshs.11.32 billion.

Personnel emoluments amounting to Kshs.5.17 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.37.2 million was processed through manual payrolls. The manual payroll accounted for 0.7 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.5.21 billion includes Kshs.2.53 billion, attributable to the health sector, which translates to 48.5 per cent of the total wage bill in the reporting period.

3.28.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.262.11 million to county-established funds in FY 2021/22, constituting 1.8 per cent of the County's overall budget for the year. Table 3.186 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.186: County Established Fund performance as of 30th June 2022

S>No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)		Actual Expenditure as of 30 th June 2022(Kshs)		Submission of quarterly financial statements
		County Executive	County Assembly	County Executive	County Assembly	
1.	Mombasa County Scholarship	162,114,800	-	-	-	No.
2.	Mombasa County Assembly Members & Staff Car Loan & Mortgage Fund	-	100,000,000	-	-	No.
Total		162,114,800	100,000,000			

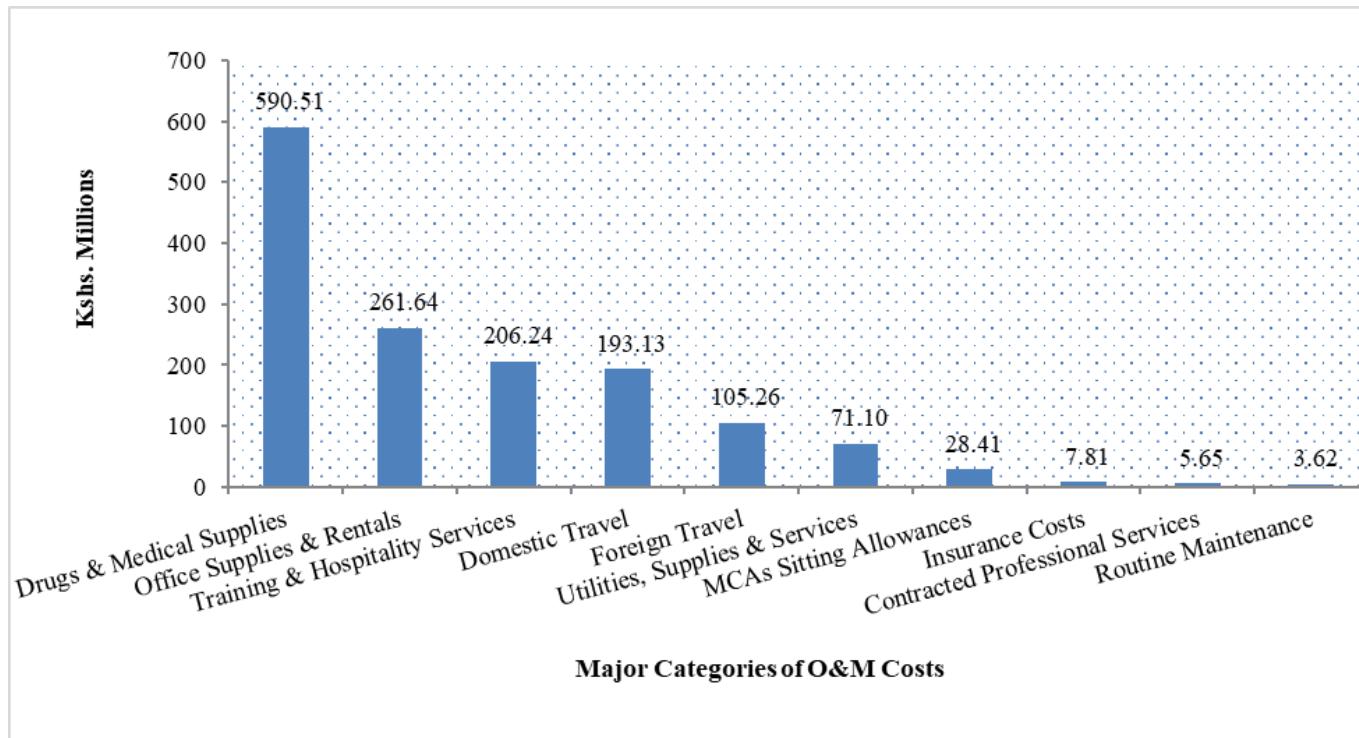
Source: Mombasa County Treasury

The OCoB did not receive quarterly financial returns from the Fund Administrators of the Mombasa County Scholarship Fund and the County Assembly Staff Car Loan & Mortgage Fund, as indicated in Table 3.186

3.28.9 Expenditure on Operations and Maintenance

Figure 3.56 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.56: Mombasa County, Operations and Maintenance Expenditure by Major Categories



Source: Mombasa County Treasury

The County Assembly spent Kshs.28.41 million on committee sitting allowances for the 43 MCAs and the Speaker against the annual budget allocation of Kshs.40.00 million. The average monthly sitting allowance was Kshs. 55,052 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.193.13 million and comprised of Kshs.77.61million spent by the County Assembly and Kshs.115.52 million by the County Executive. Expenditure on foreign travel amounted to Kshs.105.26 million and comprised of Kshs.82.35 million by the County Assembly and Kshs.22.91 million by the County Executive.

3.28.10 Development Expenditure

The County incurred Kshs.3.47 billion on development programmes, representing a decrease of 26.9 per cent compared to FY 2020/21 when the County spent Kshs. 4.75 billion. Table 3.187 summarises development projects with the highest expenditure in the reporting period.

Table 3.187: Mombasa County, List of Development Projects with the Highest Expenditure

S/No	Project Name/Description	Project Location	Project Budget/Contract Price (Kshs.)	Project Actual Expenditure (Kshs.)	Absorption %	Project Status
1	Development of Mombasa Stadium	Tudor	1,768,183,999.45	279,424,402.00	15.8	On Going
2	IDA (WB) Credit: Water & Sanitation	Across The County	1,100,000,000.00	217,684,297.00	82.9	On Going
3	Purchase of High-Density Fibre Fishing Boat With Accessories	Across The County	196,000,000.00	152,456,217.60	77.8	28 Boats Delivered
4	Re-carpeting Emergency Works Periodic Maintenance Of Chief Naaman Mikanjuni & Denan Kimathi Roads	Jomvu	31,388,308.60	23,829,941.25	75.9	On Going

S/No	Project Name/Description	Project Location	Project Budget/Contract Price (Kshs.)	Project Actual Expenditure (Kshs.)	Absorption %	Project Status
5	Construction To Closed Culverts Storm Water Drainage From Uwanja Wa Bofu Jamvi La Wageni Mweza Greek	Likoni	60,156,187.20	17,282,483.80	28.7	On Going
6	Improvement of Access Road Levelling & Graveling of Proposed Kiembeni Fire Station & Drainage Works	Kisauni	24,822,937.06	14,995,566.95	60.4	On Going
7	The Construction of Cathlab At Coast General Teaching & Referral Hospital	Bondeni	25,000,000.00	8,037,855.00	32.2	On Going
8	Periodic Maintenance of Mbuyuni Mwamba Avenue Oceanic & Mikindani Roads	Mikindani	35,137,107.50	7,504,742.35	21.4	On Going
9	Refurbishment of Classes And Construction of Toilets - Mtopanga ECD	Mtopanga	7,525,650.00	6,321,356.00	84	Complete
10	Proposed Refurbishment of Likoni Shika Adabu Market	Shika Adabu	3,484,883.40	3,484,883.40	100	Currently In Use

Source: Mombasa County Treasury

3.28.11 Budget Performance by Department

Table 3.188 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.188 : Mombasa County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executive	280.46	-	279.40	-	122.94	1.93	44.0	-	43.8	-
Public Service Board	87.90	-	87.36	-	73.09	1.86	83.7	-	83.1	-
Finance & Economic Planning	1,333.47	638.07	828.73	314.50	828.73	1,458.48	100.0	463.7	62.1	228.6
Environment, Waste Management and Energy	715.47	168.65	708.90	120.37	443.20	94.62	62.5	78.6	61.9	56.1
Education, Information Technology & MV 2035	370.91	141.57	369.92	34.32	289.50	5.26	78.3	15.3	78.1	3.7
Health Services	2,869.48	358.98	2,687.61	25.55	2,958.30	709.68	110.1	2,777.9	103.1	197.7
Water, Sanitation & Natural Resources	51.49	919.00	34.11	267.68	34.11	252.75	100.0	94.4	66.3	27.5
Youth, Gender, Sports and Cultural Affairs	352.22	241.87	337.32	165.78	226.90	112.76	67.3	68.0	64.4	46.6
Trade, Tourism & Investment	493.23	7.88	460.29	40.99	304.14	5.28	66.1	12.9	61.7	67.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Land, Planning, Housing and Urban Renewal	404.53	420.97	279.11	24.87	123.97	60.29	44.4	242.4	30.6	14.3
Transport, Infrastructure & Public Works	510.87	1,272.92	346.03	346.77	257.77	762.81	74.5	220.0	50.5	59.9
Agriculture, Fisheries, Livestock and Co-operatives	177.88	48.43	168.76	8.64	161.18	6.61	95.5	76.4	90.6	13.6
Devolution & Public Service Administration	1,740.99	13.51	1,351.33	-	589.33	2.13	43.6	-	33.9	15.8
County Assembly	779.25	200.00	624.18	-	621.72	-	99.6	-	79.8	-
TOTAL	10,168.15	4,431.85	8,563.03	1,349.48	7,034.88	3,474.45	82.2	257.5	69.2	78.4

Source: Mombasa County Treasury

Analysis of expenditure by department shows that the Department of Finance and Economic Planning recorded the highest absorption rate of development budget at 228.6 per cent, followed by the Department of Health Services at 197.7 per cent. The Department of Finance and Economic Planning had the highest percentage of recurrent expenditure to budget at 103.1 per cent, while the Department of Land, Planning, Housing and Urban Development had the lowest at 30.6 per cent. The absorption rate above 100 per cent is irregular. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.28.12 Budget Execution by Programmes and Sub-Programmes

Table 3.189 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.189: Mombasa County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
3011 The Executive	Governor's Affairs & Advisory Services	116,594,492	39,067,389	77,527,103	33.5
	Deputy Governor's Affairs & External Relations	51,274,828	13,619,254	37,655,574	26.6
	Cabinet Affairs, Policy Research and Legal Services	57,875,327	61,616,509	(3,741,182)	106.5
	MV 2035 & E-Government	37,000,000	1,980,711	35,019,289	5.4
	Strategic Delivery Unit	17,716,961	8,584,497	9,132,464	48.5
3013 County Public Service Board	Administration Unit	87,901,639	74,947,546	12,954,093	85.3
3014 Finance and Economic Planning	Administration Unit	1,860,879,147	2,189,166,173	(328,287,026)	117.6
	Accounting Unit	52,650,000	54,303,626	(1,653,626)	103.1
	Planning and Monitoring Unit	58,010,653	43,736,418	14,274,235	75.4
3015 Energy, Environment & Waste Management	Administration, Planning and Support Services	533,352,194	439,137,240	94,214,954	82.3
	Waste Management	93,327,252	33,858,999	59,468,253	36.3
	Environmental Compliance and Monitoring	126,960,000	62,526,436	64,433,564	49.2
	Climate Change	55,239,000	2,294,000	52,945,000	4.2
	Energy	75,239,000	0	75,239,000	0.0

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
3016 Education, Information Technology & MV 2035	General Administration, Planning and Support Services	234,218,416	289,986,399	-55,767,983	123.8
	Education headquarters	59,211,170	0	59,211,170	0.0
	Childcare	8,500,000	0	8,500,000	0.0
	Elimu Fund	161,890,000	0	161,890,000	0.0
3017 Health Services	Information Technology Headquarters	48,659,356	4,771,293	43,888,063	9.8
	Administration Unit	2,900,061,316	3,515,102,557	(615,041,241)	121.2
	Curative/Clinical Health Services	58,249,239	0	58,249,239	0.0
	Preventive and Promotive Services Unit	222,031,161	152,638,047	69,393,114	68.7
3018 Water, Sanitation & Natural Resources	Special Programs	48,123,140	215,578	47,907,562	0.4
	Administration unit	852,059,919	34,112,268	817,947,651	4.0
	Sanitation/Sewerage Services Headquarters	37,750,000	0	37,750,000	0.0
	Water Supply Headquarters	30,450,000	252,746,881	(222,296,881)	830.0
3019 Youth, Gender, Sports and Cultural Affairs	Natural Resources	50,230,000	0	50,230,000	0.0
	Administration Unit	322,701,716	278,749,051	43,952,665	86.4
	Youth Empowerment	95,480,000	11,581,644	83,898,356	12.1
	Gender Affairs and Disability Mainstreaming	35,000,000	13,156,356	21,843,644	37.6
3020 Trade, Tourism & Investment	Sports development	-	-	-	-
	Cultural Affairs	110,000,000	25,095,479	84,904,521	22.8
	Public Recreation and Entertainment	30,900,000	11,076,574	19,823,426	35.8
	Administration Unit	321,970,982	251,176,905	70,794,078	78.0
	Trade Development	100,787,810	19,675,215	81,112,595	19.5
	Development of Tourism	10,159,449	6,780,486	3,378,963	66.7
	Investment Promotion and Products Headquarters	33,080,000	20,678,635	12,401,365	62.5
	Development of County Industrial Parks	12,000,000	11,108,103	891,897	92.6
3021 Lands, Housing and Physical Planning	Ease of Doing Business-Headquarters	23,105,082		23,105,082	0.0
	Administration Unit	219,083,825	107,337,211	111,746,614	49.0
	Physical planning	130,000,000	23,335,974	106,664,026	18.0
	Land Management Unit	63,566,175	43,782,227	19,783,948	68.9
3022 Transport, Infrastructure & Public Works	Housing Development Unit	380,501,378	8,974,661	371,526,717	2.4
	Urban Renewal	32,350,000	831,414	31,518,586	2.6
	Administration Unit	741,284,162	427,245,800	314,038,363	57.6
	Road and Transport Unit	776,400,000	591,567,728	184,832,271	76.2

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	Works Unit	40,780,299	663,969	40,116,330	1.6
	Transport Planning, Management and Safety	19,750,000	100,000	19,650,000	0.5
	Mechanical Services	69,375,000	910,579	68,464,421	1.3
	Safety, Risk Management and Rescue Services	136,200,000	100,000	136,100,000	0.1
3023 Agriculture, Fisheries, Livestock and Co-operatives	Administration Unit-Headquarters	109,219,199	161,032,481	(51,813,282)	147.4
	Crop Management Unit	15,398,491	6,359,327	9,039,164	41.3
	Livestock Unit	22,556,206	0	22,556,206	0.0
	Fisheries Unit-Headquarters	43,599,045	398,071	43,200,974	0.9
	Veterinary Services	19,431,413	0	19,431,413	0.0
	Cooperatives	16,112,093	0	16,112,093	0.0
3026 Devolution & Public Service Administration	Administration	1,330,005,214	489,503,503	840,501,711	36.8
	Devolution and public service administration	223,909,196	86,501,785	137,407,411	38.6
	Public Service Reforms and Delivery	103,911,867	6,502,586	97,409,281	6.3
	Compliance and Enforcement	68,600,000	1,668,555	66,931,445	2.4
	County Administration and decentralised services	28,072,796	7,287,336	20,785,460	26.0
3012 County Assembly	Human Resources Management	849,584,071	492,100,398	357,483,673	57.9
	Legal Services	129,670,321	129,642,613	27,708	100.0
Grand Total		14,600,000,000	10,509,336,488	4,090,663,512	72.0

Source: Mombasa County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Water Supply Headquarters in the Department of Water, Sanitation and Natural Resources at 830.0 per cent, Administration Unit-Headquarters in the Department of Agriculture, Fisheries, Livestock and Co-operatives at 147.4 per cent, General administration in the Department of Education and Information Technology at 123.8 per cent, General Administration in the Department of Health Services 121.2 per cent of budget allocation. Absorption rate above 100 per cent is irregular and indicates diversion of funds.

3.28.13 Key Observations and Recommendations

A high wage bill, which accounted for 49.1 per cent of the total expenditure, thus constraining funding to other FY 2021/22 programmes.

1. The underperformance of own-source revenue at Kshs.3.61 billion against an annual projection of Kshs.4.96 billion, representing 72.8 per cent of the annual target.
2. High level of pending bills which amounted to Kshs.5.23 billion as of 30th June 2022.
3. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012, as shown in Table 3.186.
4. Weak budgeting practice as shown in Table 3.188, where the County incurred expenditure over approved exchequer issues and approved budget allocation. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received between 15th August 2022 and 22nd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed and reduce the accumulation of pending bills.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget and exchequer issues.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.29 County Government of Murang'a

3.29.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.10.67 billion, comprising Kshs.3.29 billion (30.9 per cent) and Kshs.7.37 billion (69.1per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expects to receive Kshs.7.18 billion (67.3 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.58 billion (14.8 per cent) from its sources of revenue, and use a cash balance of Kshs.1.04 billion (9.7 per cent) from FY 2020/21. The County also expects to receive Kshs.869.19 million (8.1 per cent) as conditional grants, which consists of Kshs.335.68 million for the National Agricultural and Rural Inclusive Growth Project (NAGRIP), DANIDA grant amounting to Kshs.13.95 million, Transforming Health Systems for Universal care grant amounting to Kshs.81.80 million, Kenya Urban Support Project (KUSP) –Urban Development Grant (UDG) amounting to Kshs.62.44 million, Agricultural Sector Deepening Support Program amounting to Kshs.23.49 million, Kshs.153.29 million for Leasing of Medical Equipment's, Kenya Devolution Support Program - Level 1 Grant amounting to Kshs.60 million.

3.29.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.61 billion as the equitable share of the revenue raised nationally, raised Kshs.520.32 million as own-source revenue, Kshs.192.33 million as conditional grants, and had a cash balance of Kshs.1.04 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.36 billion, as shown in Table 3.190.

Table 3.190: Murang'a County, Revenue Performance in FY 2021/22

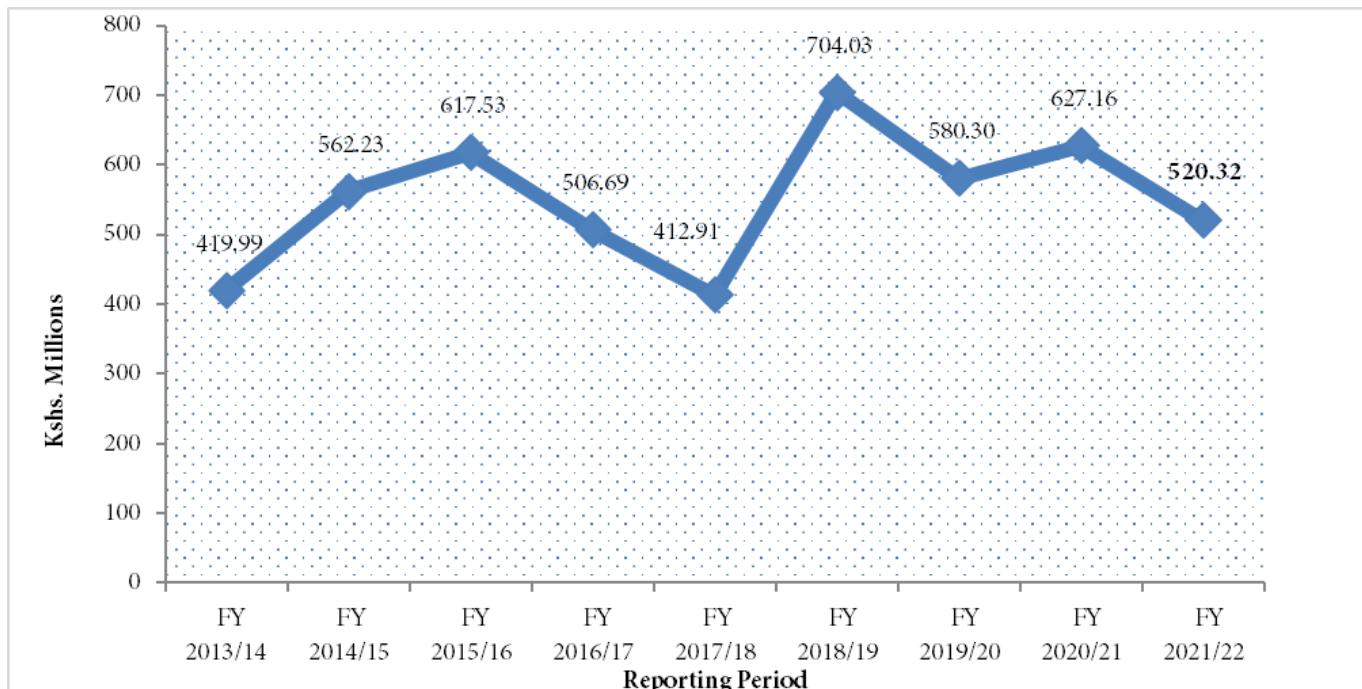
S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,180,155,855	6,605,743,388	92.0
Sub Total		7,180,155,855	6,605,743,388	92.0
B	Other Sources of Revenue			
	Own Source Revenue	1,580,000,000	520,317,425	32.9

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
1.	Conditional Grants	608,227,154	192,325,614	31.6
2.	Balance b/f from FY 2020/21	1,039,222,750	1,039,222,750	100.0
3.	Other Revenues	260,958,511	-	-
	Sub Total	3,488,408,415	1,751,865,789	50.2
	Grand Total	10,668,564,270	8,357,609,177	78.3

Source: Murang'a County Treasury

Figure 3.57 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.57: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Murang'a County Treasury

In FY 2021/22, the County generated a total of Kshs.520.32 million as own-source revenue. This amount represented a decrease of 17.0 per cent compared to Kshs.627.16 million realised during a similar period in FY 2020/21 and was 32.9 per cent of the annual target. The County has not automated OSR collection.

3.29.3 Exchequer Issues

The Controller of Budget approved Kshs.8.08 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.39 billion (17.3 per cent) for development programmes and Kshs.6.69 billion (82.7 per cent) for recurrent programmes, as shown in Table 3.195 .

3.29.4 Overall Expenditure Review

The County spent Kshs.8.06 billion on development and recurrent programmes during the reporting period. This expenditure represented 99.8 per cent of the total funds released by the CoB and comprised of Kshs.1.37 billion and Kshs.6.69 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 41.7 per cent, while recurrent expenditure represented 90.7 per cent of the annual recurrent expenditure budget.

3.29.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.1.91 billion and comprised Kshs.521.05 million for recurrent expenditure and Kshs.1.39 billion for development expenditure. During the period under review, pending bills amounting to Kshs.1.09 billion were settled, consisting of Kshs.280.36 million for recurrent expenditure and Kshs.814.11 million for development programmes, as shown in Table 3.191.

Table 3.191: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	521,047,849	280,355,446	240,692,403	1,160,978,559	1,401,670,962
Development Expenditure	1,387,584,163	814,111,946	573,472,217	69,267,046	642,739,263
Total	1,908,632,012	1,094,467,392	814,164,620	1,230,245,605	2,044,410,225

Source: Murang'a County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.2.04 billion, include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.525.74 million, out of which the County has settled bills amounting to Kshs.510.15 million, leaving a balance of Kshs.15.59 million as of 30th June 2022.

3.29.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.14 billion on employee compensation, Kshs.1.77 billion on operations and maintenance, and Kshs.1.36 billion on development activities. Similarly, the County Assembly spent Kshs.219.46 million on employee compensation, Kshs.555.67 million on operations and maintenance, and Kshs.10.93 million on development activities, as shown in Table 3.192.

Table 3.192: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	6,431,628,021	940,743,240	5,910,773,463	775,134,353	91.9	82.4
Compensation to Employees	4,275,170,330	277,782,000	4,142,548,613	219,460,849	96.9	79.0
Operations and Maintenance	2,156,457,691	662,961,240	1,768,224,850	555,673,504	82.0	83.8
Development Expenditure	3,265,629,235	30,563,774	1,363,479,076	10,927,170	41.8	35.8
Total	9,697,257,256	971,307,014	7,274,252,539	786,061,523	75.0	80.9

Source: Murang'a County Treasury

3.29.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 40.9 per cent of the annual realised revenue of Kshs.8.35 billion.

Personnel emoluments amounting to Kshs.3.85 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.504.12 million was processed through manual payrolls. The manual payroll amounted to 11.6 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.4.36 billion includes Kshs.2.67billion attributable to the health sector, which translates to 61.2 per cent of the total wage bill in the reporting period.

3.29.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.445.54 million to county-established funds in FY 2021/22, constituting 4.2 per cent of the County's overall budget for the year. e during the reporting period.

Table 3.193 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.193: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Bud- get Allocation in FY 2021/22 (Kshs.)	Actual Expendi- ture as of 30 th June 2022 (Kshs.)	Submission of Annual Finan- cial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Murang'a County Assembly Car Loan and Mortgage Scheme Fund	101,540,000	37,175,000	Yes	36.6
2.	Murang'a County Education Scholarship Fund - Bursary	244,000,000	219,952,260	Yes	90.1
3.	Small Traders Empowerment Program	100,000,000	20,010,150	Yes	20.0
Total		445,540,000	277,137,410		62.2

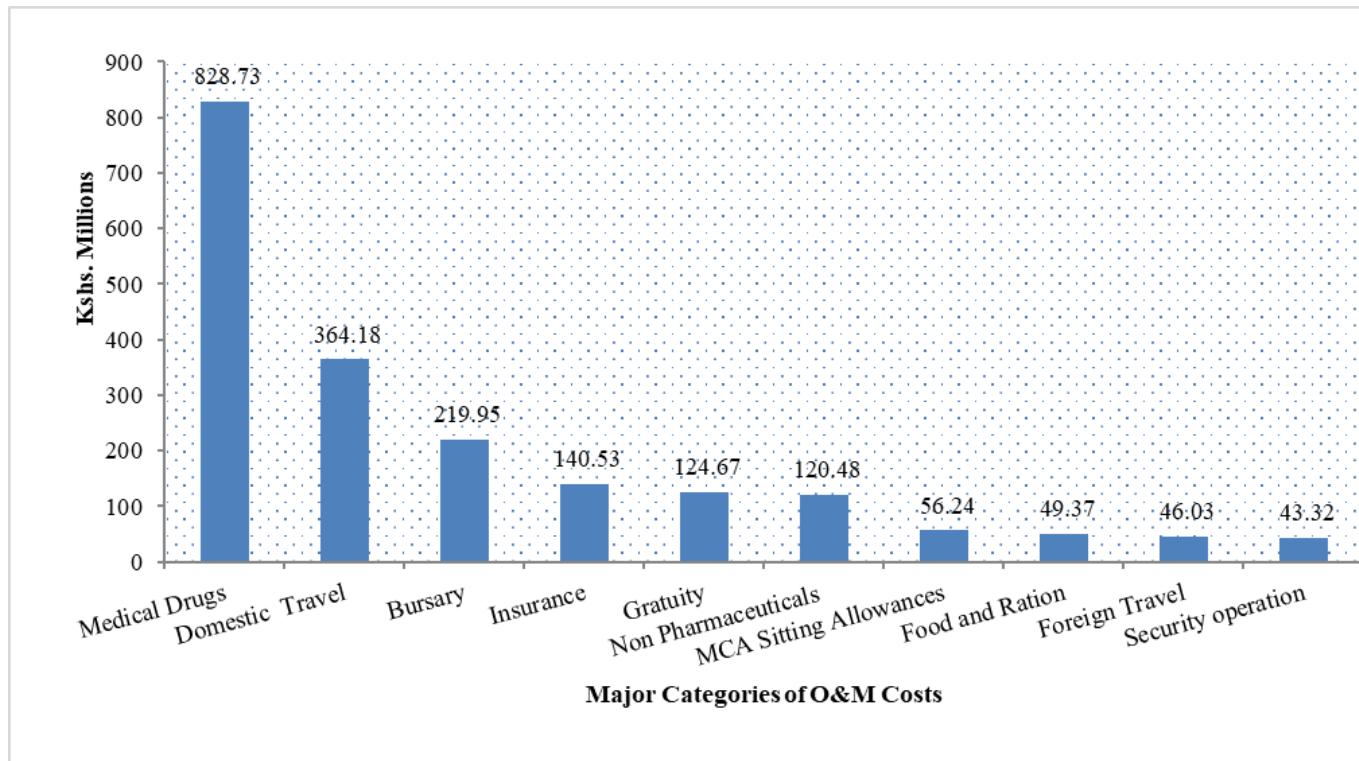
Source: Murang'a County Treasury

The OCoB received quarterly financial returns from administrators of all the funds, as indicated in Table 3.193.

3.29.9 Expenditure on Operations and Maintenance

Figure 3.58 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.58: Murang'a County, Operations and Maintenance Expenditure by Major Categories



Source: Murang'a County Treasury

The County Assembly spent Kshs.56.24 million on committee sitting allowances for the 54 MCAs and the Speaker against the annual budget allocation of Kshs.68 million. The average monthly sitting allowance was Kshs.86,788 per MCA. The County Assembly has established 20 Committees.

During the period, expenditure on domestic travel amounted to Kshs.364.18 million and comprised Kshs.276.63 million spent by the County Assembly and Kshs.87.54 million by the County Executive. Expenditure on foreign travel amounted to Kshs.46.03 million and comprised of Kshs.43.32 million by the County Assembly and Kshs.2.71 million by the County Executive.

3.29.10 Development Expenditure

The County incurred Kshs.1.37 billion on development programmes, representing a decrease of 45.9 per cent compared to a similar period in FY 2020/21 when the County spent Kshs. 2.54 billion. Table 3.194 summarises development projects with the highest expenditure in the reporting period.

Table 3.194: Murang'a County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Agriculture	Supply of Maize Seeds	countywide	101,828,379	130,000,000	101,828,379.00	Nil	78.3	GoK	Ongoing
Health	Supply of ICU Equipment	countywide	58,158,015	97,793,792	58,158,015	Nil	60	GoK	Ongoing
Agriculture	Supply of Fertiliser	countywide	45,509,392	75,000,000	45,509,392	Nil	61	GoK	Complete and in use
Agriculture	Supply of HASS Avocados	countywide	29,375,128	29,375,128	29,375,128	Nil	100.0	GoK	Complete and in use

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Municipality	Kenya Urban Support Programme (KUSP)	Murang'a	25,498,484	25,498,484	25,498,484	Nil	100	Donor	Complete and in use
Health	Supply of Renal Equipment	countywide	15,766,400	15,766,400	15,766,400	Nil	100.0	GOK	Ongoing
Agri/livestock production	Construction of A Go Down At Animal Feeds Factory	Maragua	9,145,729	9,145,729	9,145,729	Nil	100.0	GOK	Complete and in use
Health	Installation of Generator At Kigumo Sub County Hospital	Kigumo sub-county hospital	4,137,568	4,137,568	4,137,568	Nil	100.0	GOK	Complete and in use
Roads	Grading Works of Mbaire - Kiharo Ha Gaitho Access Road - Ruchu Ward	Mbaire-Kiharo-Ruchu Ward	3,931,240	3,931,240	3,931,240	Nil	100.0	GOK	Complete and in use
Roads	Grading Works of Muruthi - Kwa Mburu Access Road - Ichagaki Ward	Muruthi-Kwa-Ichagaki Ward	3,930,080	3,930,080	3,930,080	Nil	100.0	GOK	Complete and in use

Source: Murang'a County Treasury

3.29.11 Budget Performance by Department

Table 3.195 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.195: Murang'a County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Governorship, County Coordination and Administration	322.26	1.00	248.87	-	258.00		103.7	0.0	80.1	0.0
Finance, Information Technology and Economic Plan.	451.23	7.34	320.85	-	320.84		100.0	0.0	71.1	0.0
Agriculture, Livestock and Fisheries	268.39	918.94	255.51	410.73	254.40	410.73	99.6	100.0	94.8	44.7
Energy Transport and Roads	26.60	558.00	18.10	302.70	18.10	286.54	100.0	94.7	68.0	51.4
Commerce, Trade, Industry and Tourism	40.26	473.89	20.44	169.89	20.44	169.88	100.0	100.0	50.8	35.8
Health and Sanitation	3,734.46	860.92	3,678.60	326.68	3,678.60	326.68	100.0	100.0	98.5	37.9
Lands, Housing & Physical Planning	37.54	9.00	13.50	-	13.50	2.10	100.0	0.0	36.0	23.3
Education & Technical Training	556.51	76.00	453.79	61.89	453.79	61.89	100.0	100.0	81.5	81.4
Public Service Adm.	707.96		671.49	-	670.69		99.9	0.0	94.7	0.0
Youth, Culture, Gender, Social Services & Special Programs	111.44	75.00	101.46	20.23	101.81	16.24	100.3	80.3	91.4	21.7

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Environment & Natural Resources	18.09	26.50	8.50	10.39	5.60	2.00	65.9	19.2	30.9	7.5
County Public Service Board	43.72		26.57	-	22.57		84.9	0.0	51.6	0.0
Water & Irrigation	56.72	80.00	50.34	55.52	50.04	61.91	99.4	111.5	88.2	77.4
Murang'a Municipality	56.45	179.04	42.41	25.50	42.41	25.50	100.0	100.0	75.1	14.2
County Assembly	940.74	30.56	775.13	11.16	775.13	10.93	100.0	97.9	82.4	35.8
TOTAL	7,372.37	3,296.19	6,685.55	1,394.69	6,685.91	1,374.40	100.0	98.5	90.7	41.7

Source: Murang'a County Treasury

Analysis of expenditure by department shows that the Department of Education & Technical Training recorded the highest absorption rate of development budget at 81.4 per cent, followed by the Department of Water & Irrigation at 77.4 per cent. The Department of Health and Sanitation had the highest recurrent expenditure to the budget percentage at 98.5 per cent. The Department of Environment & Natural Resources had the lowest at 30.9 per cent.

3.29.12 Budget Execution by Programmes and Sub-Programmes

Table 3.196 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.196: Murang'a County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
GOVERNORSHIP, COUNTY CO-ORDINATION AND ADMINISTRATION					
Project Co-ordination and Monitoring	Project Co-ordination and Monitoring	4,500,000	3,448,365	1,051,635	76.6
Compliance and Enforcement	Office Administration and Support Services	9,160,000	6,295,000	2,865,000	68.7
County Executive and Co-ordination	General Administration Planning and Support Services	280,100,810	237,007,048	43,093,762	84.6
General Administration Planning and Support Services - Devt	General Administration Planning and Support Services - Devt	1,000,000	-	1,000,000	0.0
Internal Audit Program	Audit Services	9,946,700	5,480,000	4,466,700	55.1
Disaster Management	Disaster Fund Management	15,555,000	5,774,172	9,780,828	37.1
	Sub total	320,262,510	258,004,585	62,257,925	80.6
FINANCE, IT AND PLANNING					
Information Communication and Technology	Information Communication and Technology	4,500,000	338,000	4,162,000	7.5
Local Revenue Mobilisation	Local Revenue Mobilisation	26,300,000	16,564,578	9,735,422	63.0
Economic Planning	Economic Planning and CIDP Review	14,500,000	4,232,460	10,267,540	29.2
Public Participation	Public Participation	11,500,000	7,892,841	3,607,159	68.6
General Administration Planning and Support Services	General Administration Planning and Support Services	389,373,918	286,975,754	102,398,164	73.7
County Monitoring	Corporate Governance	4,300,000	2,318,054	1,981,946	53.9
Budget Planning and Implementation	Budget Implementation and Monitoring	8,100,000	2,513,825	5,586,175	31.0
	Sub total	458,573,918	320,835,512	137,738,406	70.0

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
AGRICULTURE, LIVESTOCK AND FISHERIES					
General Administration and Support	Land and Crops Development	250,136,766	248,297,466	1,839,300	99.3
Food Security	Promotion of Food Security - Dev	772,839,318	273,310,137	499,529,181	35.4
Promotion of Food Security - Rec	Promotion of Food Security - Rec	3,500,000	700,000	2,800,000	20.0
Agricultural Training Centres	Capacity development, Mechanisation and Innovation	3,500,000	2,123,800	1,376,200	60.7
Food Security	Promotion Food Security	6,000,000	1,803,680	4,196,320	30.1
Value addition and marketing of fish products	Value addition and marketing of fish products	2,700,000	2,110,000	590,000	78.1
Veterinary Program	Veterinary Services - Rec	5,000,000	1,122,000	3,878,000	22.4
Veterinary Services	Veterinary Services - Dev	142,100,000	135,618,998	4,481,002	95.4
Livestock Development	Livestock and Fisheries Development	1,550,000	50,000	1,500,000	3.2
	Sub total	1,187,326,084	665,136,081	522,190,003	56.0
ENERGY TRANSPORT AND ROADS					
General Administration and Planning	Construction of Roads and Bridges	26,599,911	18,100,331	8,499,580	68.0
Roads Development	Infrastructure Devpt	558,000,000	286,535,760	271,464,240	51.4
	Sub total	584,599,911	304,636,091	279,963,820	52.1
COMMERCE, TRADE, INDUSTRY AND TOURISM					
Trade and Industry Development	Domestic Trade Development - DEV	473,890,269	169,881,669	304,008,600	35.8
Domestic Trade Development	Domestic Trade Development - REC	39,261,000	20,443,745	18,817,255	52.1
	Sub total	513,151,269	190,325,414	322,825,855	37.1
EDUCATION & TECHNICAL TRAINING					
Administration and Support	Curriculum Implementation	8,500,000	2,099,070	6,400,930	24.7
Youth Polytechnics Program	Revitalisation of Youth Polytechnics - DEV	75,999,947	61,898,298	14,101,649	81.4
	Revitalisation of Youth Polytechnics - REC	12,250,000	1,752,000	10,498,000	14.3
Scholarships and other Interventions	Early Child Development and Education	277,756,877	255,750,793	22,006,084	92.1
Scholarships and other Interventions	Motivation of Primary and Secondary Schools	272,000,000	194,185,264	77,814,736	71.4
	Sub total	646,506,824	515,685,425	130,821,399	79.8
HEALTH AND SANITATION					
Health Administration and Planning Support	Prevention Curriculum Development	2,748,785,325	2,709,017,950	39,767,375	98.6
Preventive	Treatment Protocols and Service Provider	3,300,000	1,371,061	1,928,939	41.5
Public Health	Community Screening, Early Identification and Interventions	3,300,000	1,617,200	1,682,800	49.0
Curative Program	Free Primary HealthCare - REC	979,073,370	966,590,599	12,482,771	98.7

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	Free Primary HealthCare - DEV	860,919,759	326,678,289	534,241,470	37.9
	Sub total	4,595,378,454	4,005,275,099	590,103,355	87.2
LANDS, HOUSING & PHYSICAL PLANNING					
Administration and Support program	Land Policy and Planning	37,540,871	13,497,611	24,043,260	36.0
Land Survey Program	Digital Mapping	9,000,000	2,102,000	6,898,000	23.4
	Sub total	46,540,871	15,599,611	30,941,260	33.5
COUNTY PUBLIC SERVICE BOARD				-	-
General Administration Planning and Support Services	General Administration Planning and Support Services	35,717,945	22,565,698	13,152,247	63.2
	Sub total	35,717,945	22,565,698	13,152,247	63.2
YOUTH, CULTURE, GENDER, SOCIAL SERVICES & SPECIAL PROGRAMS					
Youth Development Program	Social Welfare and Vocational Rehabilitation	78,699,377	75,867,055	2,832,322	96.4
General Administration Planning and Support Services	Development and Promotion of Culture - Rec	32,738,652	25,944,294	6,794,358	79.2
Development And Promotion of Culture - Dev	Development and Promotion of Culture - Dev	75,000,000	16,239,023	58,760,977	21.7
	Sub total	186,438,029	118,050,372	68,387,657	63.3
ENVIRONMENT & NATURAL RESOURCES					
Environmental Leadership	Environmental Leadership and Governance	12,690,793	3,230,361	9,460,432	25.5
Waste Management Program	Hazardous Waste	5,400,000	2,364,797	3,035,203	43.8
Environmental Conservation	Environmental Management	26,500,000	1,998,999	24,501,001	7.5
	Sub total	44,590,793	7,594,157	36,996,636	17.0
PUBLIC SERVICE ADM.					
General Administration Planning and Support Services	General Administration Planning and Support Services	705,962,989	670,687,509	35,275,480	95.0
	Sub total	705,962,989	670,687,509	35,275,480	95.0
WATER & IRRIGATION					
Irrigation Development	Promotion of Irrigation and Drainage, Development and Management	1,300,000	-	1,300,000	0.0
Water Development	Water Supply Infrastructure - REC	55,418,686	50,037,334	5,381,352	90.3
	Water Supply Infrastructure - DEV	80,000,000	61,913,741	18,086,259	77.4
	Sub total	136,718,686	111,951,075	24,767,611	81.9
MURANG'A MUNICIPALITY					
Urban Development	Urban Development and Support	179,036,084	25,498,484	153,537,600	14.2
General Administration and Support	General Administration Planning and Support Services	56,452,889	42,407,428	14,045,461	75.1
	Sub total	235,488,973	67,905,912	167,583,061	28.8
COUNTY ASSEMBLY					

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Legislation and representation	Legislation and representation	366,400,000	317,127,969	49,272,031	86.6
Oversight	Oversight	294,650,000	233,883,062	60,766,938	79.4
Administration planning and support	Administration planning and support	310,257,014	235,050,490	75,206,524	75.8
	Sub total	971,307,014	786,061,521	185,245,493	80.9
Grand Total		10,668,564,270	8,060,314,062	2,608,250,208	75.6

Source: Murang'a County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Free Primary Health Care in the Department of Health and Sanitation at 98.7 per cent, Prevention Curriculum Development in the Department of Health and Sanitation at 98.6 per cent, General Administration Planning and Support Services in the Department of Public Service Administration at 95.0 per cent, and Scholarships and other Interventions in the Department of Education at 92.1 per cent of budget allocation.

3.29.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.37 billion in FY 2021/22 from the annual development budget allocation of Kshs.3.29 billion. The development expenditure represented 41.7 per cent of the annual development budget.
2. A high wage bill, which accounted for 40.9 per cent of the annual realised revenue of Kshs.8.35 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.520.32 million against an annual projection of Kshs.1.58 billion, representing 32.9 per cent of the annual target.
4. High level of pending bills which amounted to Kshs.2.04 billion as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.504.12 million were processed through the manual payroll and accounted for 11.6 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 3rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.30 County Government of Nairobi City

3.30.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.39.63 billion, comprising Kshs.10.33 billion (26.1 per cent) and Kshs.29.29 billion (73.9 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expects to receive Kshs.19.25 billion (48.6 per cent) as the equitable share of revenue raised nationally, generate Kshs.19.61 billion (49.5 per cent) from its own sources of revenue, and use a cash balance of Kshs.600 million (1.5 per cent) from FY 2020/21. The County also expected to receive Kshs.166.79 million (0.4 per cent) as conditional grants, which consisted of Kshs.87.49 million from Transforming Health systems for Universal Care Project (WB), Kshs.35.27 million from DANIDA Grant, Kshs.36.64 million from Sweden - Agricultural Sector Development Support Programme (ASDSP) II and Kshs.7.39 million from UNFPA.

3.30.2 Revenue Performance

In FY 2021/22, the County received Kshs.17.71 billion as the equitable share of the revenue raised nationally, raised Kshs.9.24 billion as own-source revenue and Kshs.265.86 million as Appropriations in Aid (AIA). The total funds available for budget implementation during the period amounted to Kshs.26.95 billion, as shown in 3.197.

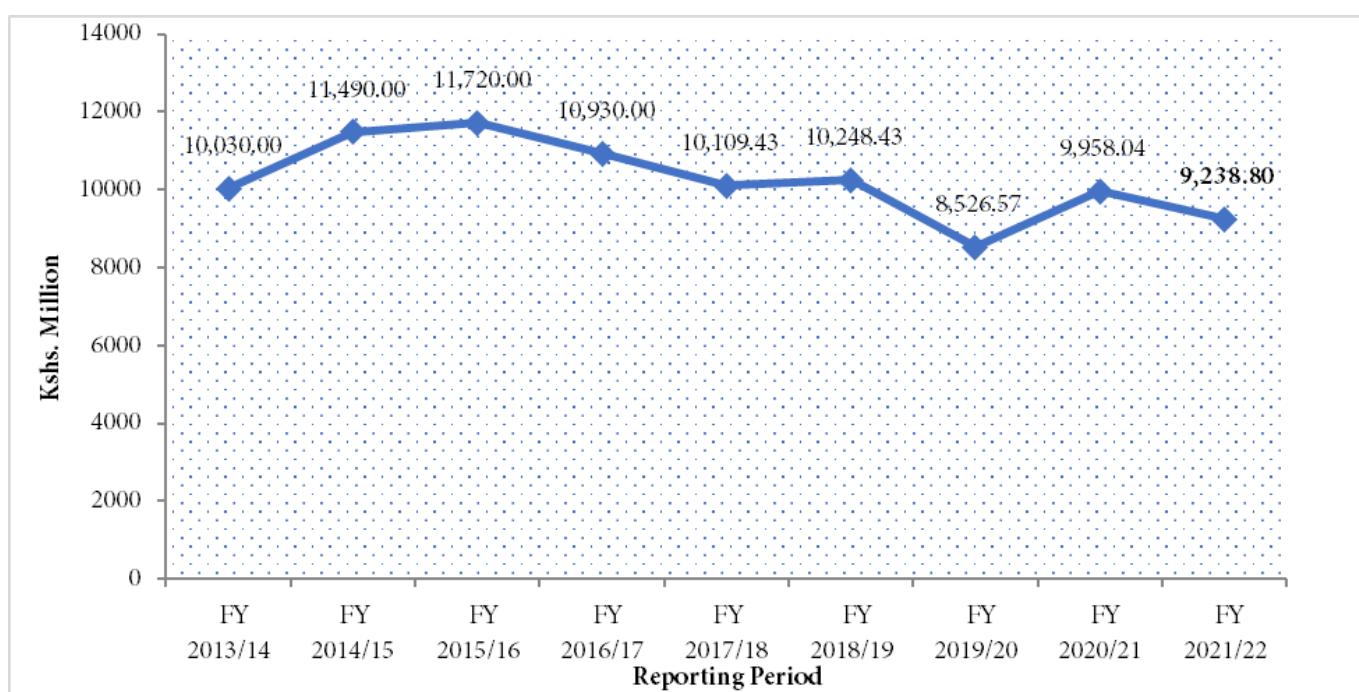
Table 3.197: Nairobi City County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	19,250,000,000	17,709,703,219	92.0
	Sub Total	19,250,000,000	17,709,703,219	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	19,360,744,671	8,972,939,992	46.3
2.	Conditional Grants	166,791,329	-	-
3.	Balance b/f from FY 2020/21	600,000,000	-	-
4.	Appropriation in Aid (AIA)	250,000,000	265,864,886	106.3
	Sub Total	20,377,536,000	9,238,804,878	45.3
	Grand Total	39,627,536,000	26,948,508,097	68.0

Source: Nairobi City County Treasury

Figure 3.59 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.59: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nairobi City County Treasury

In FY 2021/22, the County generated a total of Kshs.9.24 billion as own-source revenue. This amount represented a decrease of 7.2 per cent compared to Kshs.9.96 billion realised in FY 2020/21 and was 47.1 per cent of the annual target. The County has implemented an automated OSR collection system referred to as Revenue Sure (NS) by the National Bank of Kenya and the Nairobi Revenue System (NRS) of the Kenya Revenue Authority.

3.30.3 Exchequer Issues

The Controller of Budget approved Kshs.26.64 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.3.09 billion (11.6 per cent) for development programmes and Kshs.23.55 billion (88.4 per cent) for recurrent programmes, as shown in Table 3.200.

3.30.4 Overall Expenditure Review

The County spent Kshs.27.03 billion on development and recurrent programmes during the reporting period. This expenditure represented 101.5 per cent of the total funds released by the CoB and comprised of Kshs.3.02 billion and Kshs.24.01 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 29.3 per cent, while recurrent expenditure represented 82.0 per cent of the annual recurrent expenditure budget.

3.30.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.85.72 billion. At the beginning of FY 2021/22, the County failed to prepare a satisfactory payment plan for settling the pending bills in the current financial year. During the period under review, the County Treasury did not provide a report on the settlement of pending bills as of 30th June 2022.

3.30.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.14.02 billion on employee compensation, Kshs.9.99 billion on operations and maintenance, and Kshs.3.02 billion on development activities. Similarly, the County Assembly spent Kshs.773.94 million on employee compensation and Kshs.528.99 million on operations and maintenance, as shown in Table 3.198.

Table 3.198: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	27,747,707,880	1,545,872,087	24,006,770,074	1,302,938,136	86.5	84.3
Compensation to Employees	15,111,113,433	893,996,178	14,020,121,332	773,944,762	92.8	86.6
Operations and Maintenance	12,636,594,447	651,875,909	9,986,648,742	528,993,374	79.0	81.1
Development Expenditure	10,280,956,033	53,000,000	3,024,714,779	-	29.4	0.0
Total	38,028,663,913	1,598,872,087	27,031,484,853	1,302,938,136	71.1	81.5

Source: Nairobi City County Treasury

3.30.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 49.8 per cent of the annual realised revenue of Kshs.26.95 billion.

Personnel emoluments amounting to Kshs.14.72 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.74.89 million those paid through manual payrolls. The manual payroll accounted for 0.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.14.79 billion includes Kshs.5.6 billion attributable to the health sector, which translates to 37.9 per cent of the total wage bill in the reporting period.

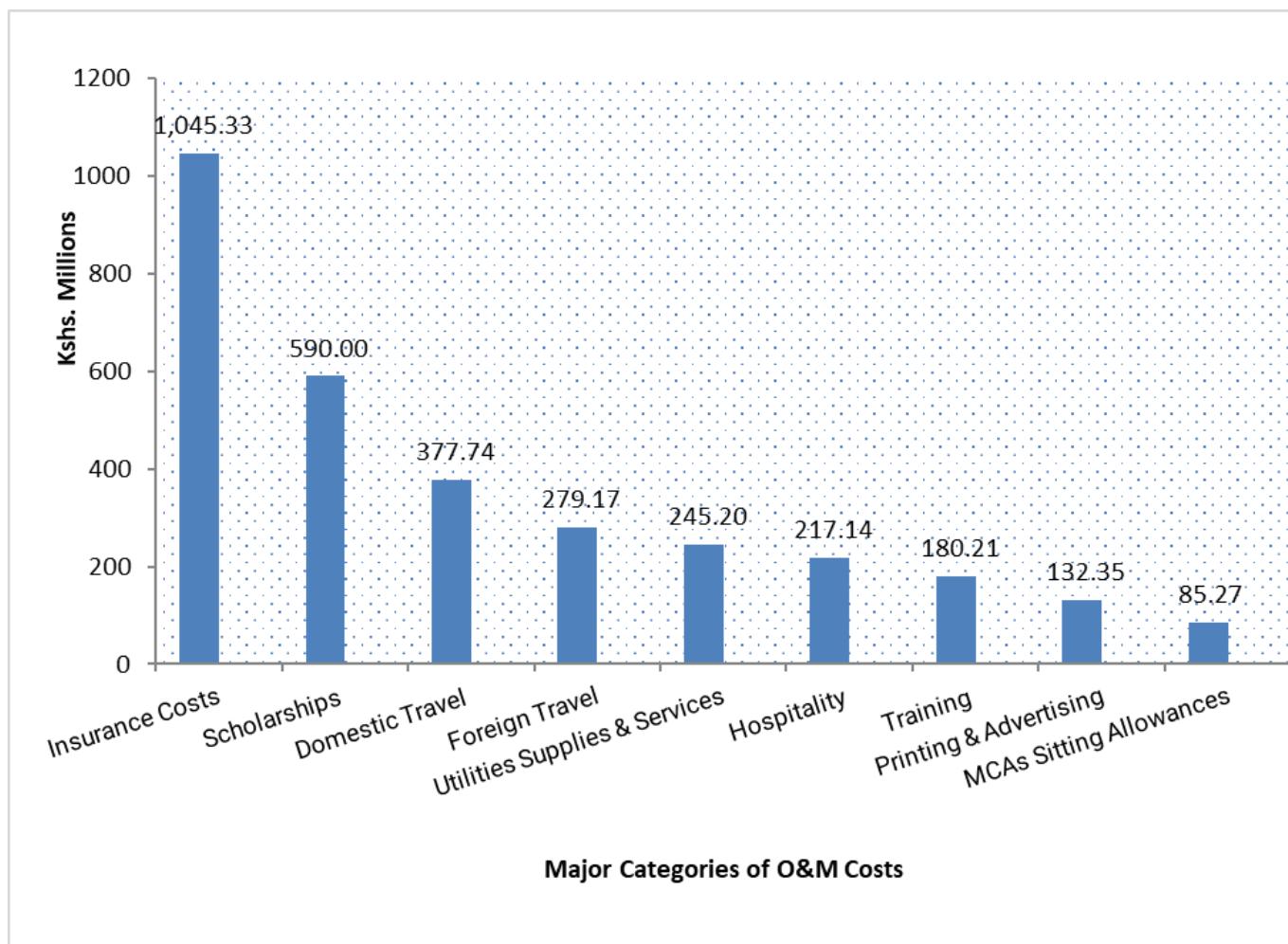
3.30.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County did not make any budgetary allocation to County established funds in FY 2021/22.

3.30.9 Expenditure on Operations and Maintenance

Figure 3.60 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.60: Nairobi City County, Operations and Maintenance Expenditure by Major Categories



Source: Nairobi City County Treasury

The County Assembly spent Kshs.85.27 million on committee sitting allowances for the 124 MCAs and the Speaker against the annual budget allocation of Kshs.85.73 million. The average monthly sitting allowance was Kshs.57,308 per MCA. The County Assembly has established 25 Committees.

During the period, expenditure on domestic travel amounted to Kshs.377.74 million and comprised Kshs.164.42 million spent by the County Assembly and Kshs.213.32 million by the County Executive. Expenditure on foreign travel amounted to Kshs.279.17 million and comprised of Kshs.60.17 million by the County Assembly and Kshs.219.01 million by the County Executive.

3.30.10 Development Expenditure

The County incurred Kshs.3.02 billion on development programmes, representing a decrease of 46.4 per cent compared to FY 2020/21, when the County spent Kshs.5.63 billion. Table 3.199 summarises development projects with the highest expenditure in the reporting period.

Table 3.199: Nairobi City County, List of Development Projects with the Highest Expenditure

S/No.	Project Name	Department	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Being payment for delivery of 5 no of vehicles	5312000101 Headquarters department	City Hall	36,000,000	36,000,000	100.0

S/No.	Project Name	Department	Location	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
2	Being payment for supply and delivery of Breathing Apparatus	5312000501 Fire Department headquarters		36,250,000	35,050,000	96.7
3	Supply, delivery and installation of apparel and garment-making equipment for Jogoo road.	5319001201 Trade Development Department headquarters	Jogoo road	35,500,000	28,357,500	79.9
4	Being payment of supply delivery installation of weights and measures equipment	5319000801 Weights & Measures Department headquarters		44,036,580	17,206,000	39.1
5	Being payment for the supply and delivery of a truck	5312000701 Decentralisation headquarters	City Hall	30,914,538	16,457,000	53.2
6	Being Payment For Proposed Completion Of Mukuru Health Centre At Kwa Njenga Ward	5314001201 Debt Management Headquarters	Kwa Njenga	441,793,416	10,035,902	2.27
7	Being Rehabilitation of Kariobangi North Carpark And Outlet Drains	5314001201 Debt Management Headquarters	Kariobangi North		7,530,720	1.7
8	Being Rehabilitation of Dandora 111 Social Hall	5314001201 Debt Management Headquarters	Dandora		19,160,000	4.3
9	Being payment for supply and delivery of Hardcore For Acces Roads To Dandora Dumpsite	5314001201 Debt Management Headquarters	Dandora		14,700,000	3.3
10	Being Payment for Supply and delivery of Hardcore for Acces Roads to Dandora Dumpsite.	5314001201 Debt Management Headquarters	Dandora		19,600,000	4.4

Source: Nairobi City County Treasury

3.30.11 Budget Performance by Department

Table 3.200 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.200: Nairobi City County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Public Service Board	89.32	44.62	52.65	5.95	52.65	5.95	100	100	58.9	13.3
Office Of Governor & Deputy Governor	5,208.44	281.15	4,306.77	146.69	4,306.77	146.69	100	100	82.7	52.2
ICT, E-Govt & Public Communications	260.97	96.50	153.80	-	153.80	-	100	-	58.9	-
Finance & Economic Planning	4,244.31	459.79	4,036.66	199.26	4,036.66	199.26	100	100	95.1	43.3
Health	245.07	-	36.78	-	80.92	-	220	-	33.0	-

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Urban Planning And Lands	51.86	-	16.93	-	16.93	-	100	-	32.6	-
Public Works, Transport & Infrastructure	74.78	454.43	24.42	100.00	24.42	247.07	100	247	32.7	54.4
Education, Youth Affairs, Sports, Culture & Social Services	1,941.70	302.14	1,606.84	125.76	1,606.84	125.76	100	100	82.8	41.6
Trade, Commerce, Tourism & Cooperatives	723.56	127.36	610.38	45.56	610.38	45.56	100	100	84.4	35.8
Public Service Management	1,628.69	21.00	1,126.24	2.30	1,126.24	2.30	100	100	69.2	11.0
Agriculture, Livestock Development, Fisheries & Forestry	336.17	45.70	166.46	-	166.46	-	1.00	-	49.5	-
County Assembly	1,545.88	53.00	1,302.94	-	1,302.94	-	100	-	84.3	-
Environment, Water, Energy & Natural Resources	52.93	-	19.24	-	19.24	-	100	-	36.3	-
Ward Development Programmes	113.21	1,492.78	16.80	264.82	16.80	264.82	100	100	14.8	17.7
Emergency Fund	470.65	-	470.65	-	470.65	-	100	-	100.0	-
Liquor Licensing Board	200.00	50.00	-	-	199.45	-	0	-	99.7	-
Nairobi Metropolitan Services	12,106.04	6,905.49	9,604.62	2,198.30	9,815.62	1,987.30	102	90	81.1	28.8
TOTAL	29,294	10,334	23,552	3,089	24,007	3,025	101.9	97.9	82.0	29.3

Source: Nairobi City County Treasury

Analysis of expenditure by department shows that the Department of Public Works, Transport & Infrastructure recorded the highest absorption rate of development budget at 54.4 per cent, followed by the Office of Governor & Deputy Governor at 52.2 per cent. The Department of Emergency had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Ward Development Programmes had the lowest at 14.8 per cent.

3.30.12 Budget Execution by Programmes and Sub-Programmes

Table 3.201 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.201: Nairobi City County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
0701000 P1 General Administration Planning and Support Services	0701010 SP.1.1 General Administration Planning and Support Services	133,932,880	58,595,970	75,336,910	43.8
	Total 5311000000 COUNTY PUBLIC SERVICE BOARD	133,932,880	58,595,970	75,336,910	43.8
0718005310 General Administrative Services	0718015310 Sp1 General Administration & Support Services	693,805,647	474,077,307	219,728,341	68.3

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	0718025310 Sp2 Sub County Administration	1,849,320,899	1,610,813,511	238,507,388	87.1
	0718075310 Sp7 County Executive	236,289,369	146,756,972	89,532,397	62.1
	0718095310 Sp9 Audit	107,501,454	66,152,925	41,348,529	61.5
0724005310 P 24 Security and Safety Management	0724055310 Inspectorate	1,181,988,402	1,002,379,657	179,608,745	84.8
	0724015310 sp 24.1 investigative Services	53,966,941	22,326,369	31,640,572	41.4
P; 0726005310: Disaster Management Coordination	072601510: Fire & Disaster Management	546,530,595	485,820,010	60,710,585	88.9
0725005310 P 25 management of legal affairs	0725015310 sp 25.1 legal services	820,191,479	545,126,119	275,065,360	66.5
	Total 5312000000 OFFICE OF GOVERNOR & DEPUTY GOVERNOR	5,489,594,786	4,353,452,868	1,136,141,918	79.3
0207000 P1: General Administration Planning and Support Services	0207010 SP 1: General Administration, Planning And Support Services	131,613,068	92,602,176	39,010,892	70.4
0208000 P2: Information And Communication Services	0208010 SP 2.1: News And Information Services	61,128,403	22,697,800	38,430,603	37.1
	0208030 SP 2.3: ICT and Media Regulatory Services	18,129,108	3,384,500	14,744,608	18.7
	0208040 SP 2.4 E-Government Services	60,944,363	8,818,400	52,125,963	14.5
0210005310 ICT Infrastructure Development	0210010 SP1: ICT Infrastructure Connectivity	69,466,288	12,400,000	57,066,288	17.9
	0210035310 sp 3:Information Security	16,185,300	13,900,000	2,285,300	85.9
	Total 5313000000 ICT, E-GOVT & PUBLIC COMMUNICATIONS	357,466,530	153,802,876	203,663,654	43.0
0701005310 Public Financial Management	0701015310 Assets Management Services	280,722,542	234,670,562	46,051,980	83.6
	0701065310 sp1.6 Accounting Services	1,702,631,217	2,023,708,998	(321,077,781)	118.9
	0701075310 sp1.7 Budget Formulation Coordination and mgt	297,195,306	206,398,080	90,797,226	69.4
	0701085310 sp1.8 Resource Mobilisation	846,883,610	664,600,944	182,282,666	78.5
	070115310 Debt Management Services	749,888,919	714,842,980	35,045,939	95.3
	0718085310 Sp8 Supply Chain Management	126,967,698	107,763,543	19,204,155	84.9

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
0718015310 Sp1 General Administration & Support Services	0718015310 Sp1 General Administration & Support Services	481,443,787	311,476,909	169,966,878	64.7
0719000 P3: Economic and Financial Policy Formulation and Management	0719010 SP 3.1 Fiscal Policy Formulation, Development and Management	113,371,579	72,458,333	40,913,246	63.9
	Total 5314000000 FINANCE & ECONOMIC PLANNING	4,599,104,658	4,335,920,349	263,184,309	94.3
5315001200 Reproductive Health, Maternal Health (RM-NCAH)		144,815,852	-	-	-
0404005310 General administration, planning and support services	0404015310 Sp4.1 Administration/Human Resource for Health	100,254,954	36,782,389	63,472,565	36.7
	Total 5315000000 HEALTH	245,070,806	36,782,389	63,472,565	15.0
0106000 P 6 General Administration Planning and Support Services	0106010 SP.6.1 Administration, Planning & Support Services	51,864,014	16,928,113	34,935,901	32.6
	Total 5316000000 URBAN PLANNING AND LANDS	51,864,014	16,928,113	34,935,901	32.6
0207000 P1: General Administration Planning and Support Services	0207010 SP 1: General Administration, Planning And Support Services	529,215,349	24,422,949	504,792,400	4.6
	Total 5317000000 PUBLIC WORKS, TRANSPORT & INFRASTRUCTURE	529,215,349	24,422,949	504,792,400	4.6
0508005310 General administration, planning and support services	0508025310 sp 8.2 General Administration & Support Services	1,572,997,092	1,411,960,454	161,036,638	89.8
0509005310 P9 Education services	0509015310 sp 9.1 Quality Assurance and Co-curriculum	1,280,951	104,000	1,176,951	8.1
	0509025310 sp 9.2 Early Childhood Development Centres	192,270,000	84,203,445	108,066,555	43.8
	0509035310 sp 9.3 Technical and Vocational Training	52,631,593	396,400	52,235,193	0.8
0902005310 2.1 Social Services	0902015310 General Administration & Support Services	181,865,713	161,563,155	20,302,558	88.8
	0902025310 Sp.2.2 Gender and Community Empowerment	82,439,373	22,391,400	60,047,973	27.2

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	0902045310 Sp2.4 Development and promotion of sports	61,030,251	7,386,925	53,643,326	12.1
	0902055310 Sp2.5 Youth Empowerment and Promotion	82,537,521	41,592,370	40,945,151	50.4
	0902065310 Sp 2.6 Social welfare and care for the Aged	7,637,182	-	7,637,182	-
	0902075310 Sp 2.7 Promotion of Library and Information Services	1,444,191	-	1,444,191	-
	0902085310 Sp.2 8 Rescue and Rehabilitation of Children Services	7,698,969	2,998,900	4,700,069	39.0
	Total 5318000000 EDUCATION, YOUTH AFFAIRS, SPORTS, CULTURE & SOCIAL SERVICES	2,243,832,836	1,732,597,050	511,235,786	77.2
0301000 P.1 General Administration Planning and Support Services	0301010 SP1 General Administration Planning and Support Services	262,219,721	241,654,972	20,564,749	92.2
0310005310 P.10 Co-operative Development and Audit Services	0310015310 sp 10.1 Cooperative Development Services	25,673,198	1,776,975	23,896,223	6.9
	0310025310 sp 10.2 Cooperative Audit Services	6,405,915	305,000	6,100,915	4.8
0311005310 P.11 Tourism Promotion and Marketing	0311015310 sp 11.1 Tourism Development	58,154,117	35,125,100	23,029,017	60.4
0312005310 P.12 Trade development and Market Services	0312015310 sp 12.1 Trade Development	322,233,032	333,897,800	(11,664,768)	103.6
	0312025310 sp 12.2 Market Services	106,369,492	20,485,100	85,884,392	19.3
	0313025310 sp 13.2 Weights & Measures Services	13,592,954	5,691,200	7,901,754	41.9
	0313035310 sp 13.3 Trade Licensing Services	23,270,850	382,400	22,888,450	1.6
	0313045310 sp 13.4 Betting & Gaming Services	32,995,661	14,027,400	18,968,261	42.5
	Total 5319000000 TRADE,COMMERCE,TOURISM & COOPERATIVES	850,914,940	653,345,947	197,568,993	76.8
0701000 P1 General Administration Planning and Support Services	0701010 SP.1.1 General Administration Planning and Support Services	566,043,571	288,149,113	277,894,458	50.9

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
0710000 P 5: Public Service Transformation	0710010 S.P.5.1 Human Resource Management	814,235,345	778,105,080	36,130,265	95.6
	0710020 S.P.5.2 Human Resource Development	244,937,827	55,599,824	189,338,003	22.7
0723005310 P 23 Performance Management and Public Service Delivery	0723015310 sp 23.1 Performance Contracting management	13,861,768	1,882,000	11,979,768	13.6
	0723025310 sp 23.2 Governance Monitoring and Evaluation	6,936,271	1,394,900	5,541,371	20.1
	0723035310 sp 23.3 Quality Management Systems and ISO certification	3,671,692	1,112,400	2,559,292	30.3
	Total 5320000000 PUBLIC SERVICE MANAGEMENT	1,649,686,474	1,126,243,317	523,443,157	68.3
0106000 P 6 General Administration, Planning and Support Services	0106010 SP.6.1 Administration, Planning & Support Services	220,217,957	150,131,816	70,086,141	68.2
P;0119005310: Urban Agriculture Promotion & Regulation	019015310: Crop Development and Management	70,165,204	11,508,360	58,656,844	16.4
	0119025310: Fisheries Development and Management	31,224,871	604,600	30,620,271	1.9
	0119035310: Livestock Resources management and development	14,881,283	1,329,800	13,551,483	8.9
0116005310 P.10:- Animal Health, Safety and Quality Assurance	0116015310 sp 10.1 Animal Research, Diseases, Pest Control & Quality Assurance	14,143,917	1,210,000	12,933,917	8.6
0117005310 P.11:A-forestation	0117015310 sp 11.1 Forestry Services	15,048,026	294,400	14,753,626	2.0
0118015310 Food Systems and Surveillance	0118015310 sp18:1 Food Systems and Surveillance Services	15,989,164	1,378,700	14,610,464	8.6
	Total 5321000000 AGRICULTURE, LIVESTOCK DEVELOPMENT, FISHERIES & FORESTRY	381,670,422	166,457,676	215,212,746	43.6
1001005310 P1 General Administration & Support Services	1001015310 Sp1 General Administration & Support Services	52,934,581	19,243,824	33,690,757	36.4
	Total 5323000000 ENVIRONMENT, WATER, ENERGY & NATURAL RESOURCES	52,934,581	19,243,824	33,690,757	36.4

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
0 2 1 4 0 0 5 3 1 0 P8:Ward Development	0214015310 sp 8.1 Ward Development & Administration	1,605,992,681	281,613,272	1,324,379,409	17.5
	Total 5325000000 WARD DEVELOPMENT FUND	1,605,992,681	281,613,272	1,324,379,409	17.5
0718005310 General Administrative Services	0718015310 Sp1 General Administration & Support Services	470,655,510	470,655,510	-	100.0
	5326000000 EMERGENCY FUND	470,655,510	470,655,510	-	100.0
0313015310 sp 13.1 Liquor Licensing & Regulation	0313015310 sp 13.1 Liquor Licensing & Regulation	250,000,000	199,453,345	50,546,655	79.8
	Total 5327000000 LIQUOR LICENSING BOARD	250,000,000	199,453,345	50,546,655	79.8
Legislation & Representation	Office of the Speaker	9,196,150	2,792,422	6,403,728	30.4
	County Legislature	736,909,687	438,068,850	298,840,837	59.4
Oversight	Committees Services	166,148,587	92,887,086	73,261,501	55.9
General Administration and Support Services	County Assembly Service Board	24,691,205	13,350,174	11,341,031	54.1
	Office of the Clerk	608,926,458	338,735,946	270,190,512	55.6
	Total COUNTY ASSEMBLY	1,545,872,087	885,834,479	660,037,608	57.3
	5328000100 Nairobi Metropolitan Services	19,011,527,000	11,802,918,463	1,337,798,135	62.1
	TOTAL NAIROBI METROPOLITAN SERVICES	19,011,527,000	11,802,918,463	1,337,798,135	62.1
Grand Total		39,627,536,000	27,031,484,853	12,596,051,147	68.2

Source: Nairobi City County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Accounting Services in the department of Finance & Economic Planning at 118.9 per cent, Trade development and Market Services in the Department of Trade, Commerce, Tourism & Cooperatives at 103.6 per cent, General Administration and Support services in the Department of Emergency Fund at 100 per cent, and Public Service Transformation in the Department of Public Service Management at 95.6 per cent of budget allocation. An absorption rate above 100 per cent is irregular and points to a weak internal control system in the County Government.

3.30.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.3.02 billion in FY 2021/22 from the annual development budget allocation of Kshs.10.33 billion. The development expenditure represented 29.3 per cent of the annual development budget.
2. A high wage bill, which accounted for 49.8 per cent of the annual realised revenue of Kshs.26.95 billion in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.9.24 billion against an annual projection of Kshs.19.36 billion, representing 47.1 per cent of the annual target.
4. High level of pending bills and failure by the County to prepare a satisfactory payment plan to settle these bills. The reported outstanding pending bills were worth Kshs.99,058,655,235 as of the end of the financial year.

5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 11th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay.*
5. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.31 County Government of Nakuru

3.31.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.23.51 billion, comprising Kshs.10.66 billion (45.3 per cent) and Kshs.12.85 billion (54.7 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.13.03 billion (55.4 per cent) as the equitable share of revenue raised nationally, generate Kshs.3.38 billion (14.4 per cent) from its own sources of revenue (inclusive of A-I-A), and a cash balance of Kshs.5.70 billion (24.2 per cent) from FY 2020/21. The County also expected to receive Kshs.1.41 billion (6 per cent) as conditional grants, which consisted of Kshs.23.21 million from DANIDA, Kshs.120.37 from Kenya Devolution Support Program (KDSP) Level II, Kshs.269.56 from World Bank National Agricultural and Rural inclusive growth Projects (NARIGP), Kshs.26.34 million from Agricultural Sector Development Support Projects (ASDSP II), Kshs.429.74 million from Kenya Urban Support Project (KUSP) - Urban Development Grant, Kshs.300 million from Kenya Informal Settlement Improvement Project II (KISIP II), Kshs.10 million from Nutrition International Grant, Kshs.153.30 million from Leasing of Medical Equipment and Kshs.79.79 from World Bank THS-UC.

3.31.2 Revenue Performance

In FY 2021/22, the County received Kshs.11.98 billion as the equitable share of the revenue raised nationally, raised Kshs.3.26 billion as own-source revenue (inclusive of A-I-A), Kshs.302.54 million as conditional grants, and had a cash balance of Kshs.5.70 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.21.24 billion, as shown in Table 3.202.

Table 3.202: Nakuru County, Revenue Performance in FY 2021/22

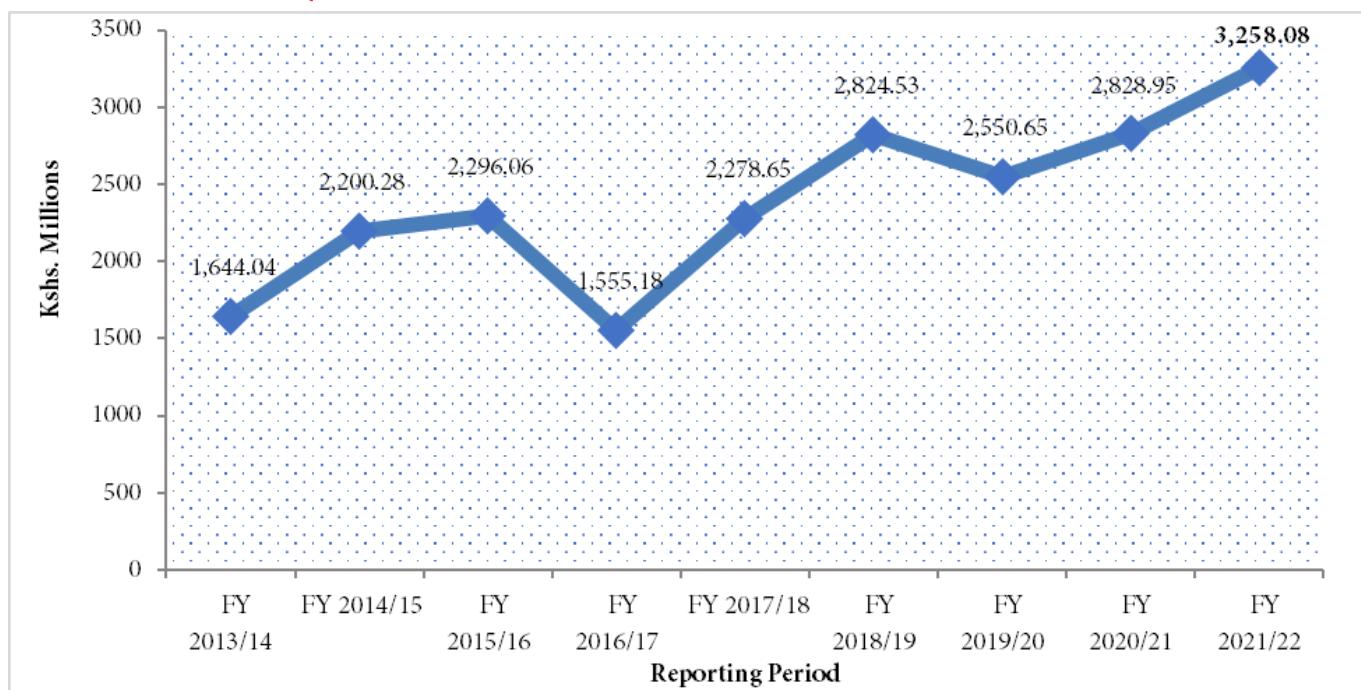
S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	13,026,116,323	11,984,027,016	92.0
	Sub Total	13,026,116,323	11,984,027,016	92.0
B	Other Sources of Revenue			
5.	Own Source Revenue	1,980,000,000	1,760,744,685	86.2
6.	Conditional Grants	1,412,322,231	302,543,216	21.4
7.	Balance b/f from FY 2020/21	5,695,548,026	5,695,548,026	100.0
8.	Other Revenues (Facility Improvement Fund)	1,400,000,000	1,550,628,478	110.8
	Sub Total	10,487,870,257	9,256,167,405	88.3
	Grand Total	23,513,986,580	21,240,194,421	90.3

Source: Nakuru County Treasury

The table above shows that the other revenues, which are entirely FIF in the Department of Health, surpassed their annual target by 10.8 per cent.

Figure 3.61 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.61: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nakuru County Treasury

In FY 2021/22, the County generated a total of Kshs.3.26 billion as own-source revenue. This amount represented an increase of 15.2 per cent compared to Kshs.2.83 billion realised in FY 2020/21 and was 86.2 per cent of the annual target. The County has implemented an automated OSR collection system called County Integrated Financial Management System (CIFOMS). The increase can be attributed to implementing additional revenue-raising strategies such as improved surveillance, mapping and automated reinforcements.

3.31.3 Exchequer Issues

The Controller of Budget approved Kshs.17.12 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.5.19 billion (30.3 per cent) for development programmes and Kshs.11.93 billion (69.7 per cent) for recurrent programmes, as shown in Table.

3.31.4 Overall Expenditure Review

The County spent Kshs.15.54 billion on development and recurrent programmes during the reporting period. This expenditure represented 90.8 per cent of the total funds released by the CoB and comprised of Kshs.5.48 billion and Kshs.10.06 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 51.6 per cent, while recurrent expenditure represented 78.3 per cent of the annual recurrent expenditure budget.

3.31.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.245.16 million. During the period under review, pending bills amounting to Kshs.169.11 million were settled.

Table 3.203: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
Recurrent Expenditure	Not Categorised	Not Categorised	Not Categorised	Not Categorised	503,575,379
Development Expenditure	Not Categorised	Not Categorised	Not Categorised	Not Categorised	302,310,929
Total	245,164,388	169,114,821	78,549,567	727,336,742	805,886,309

Source: Nakuru County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs. 805.89 million included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.245.16 million, out of which the County has settled bills amounting to Kshs.169.11 million, leaving a balance of Kshs.78.55 million as of 30th June 2022.

3.31.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.6.39 billion on employee compensation, Kshs.2.57 billion on operations and maintenance, and Kshs.5.17 billion on development activities. Similarly, the County Assembly spent Kshs.418.65 million on employee compensation, Kshs.680.73 million on operations and maintenance, and Kshs.329.76 million on development activities, as shown in Table 3.146.

Table 3.204: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	11,648,835,291	1,202,212,204	8,963,059,872	1,099,386,259	76.9	91.4
Compensation to Employees	7,030,755,182	418,753,246	6,392,497,836	418,654,509	90.9	100.0
Operations and Maintenance	4,618,080,108	783,458,958	2,570,146,523	680,731,749	55.7	86.9
Development Expenditure	10,278,543,883	384,395,202	5,170,146,523	329,763,125	50.3	85.8
Total	21,927,379,174	1,586,607,406	14,133,206,395	1,429,149,384	64.5	90.1

Source: Nakuru County Treasury

3.31.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 32.1 per cent of the annual realised revenue of Kshs.21.24 billion.

Personnel emoluments amounting to Kshs.5.75 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.1.06 billion was processed through manual payrolls. The manual payroll accounted for 15.6 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.6.81 billion includes Kshs.4.89 billion attributable to the health sector, which translates to 71.9 per cent of the total wage bill in the reporting period.

3.31.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.626.90 million to county-established funds in FY 2021/22, constituting 2.9 per cent of the County's overall budget for the year. Table 3.205 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.205: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Emergency Fund	100,500,000	84,929,862	Yes	84.5
2.	Nakuru County Persons Living with disability Fund	71,634,886	17,136,215	Yes	23.9
3.	Bursary Fund	254,763,210	254,763,210	Yes	100.0
4.	Nakuru County Assembly MCA Car and Mortgage Loan	100,000,000	50,000,000	Yes	50.0
5.	Nakuru County Executive Car and Mortgage Loan	40,000,000	40,000,000	Yes	100.0
6.	Nakuru County Enterprise Fund	60,000,000	-	Yes	-
Total		626,898,096	431,406,287		68.8

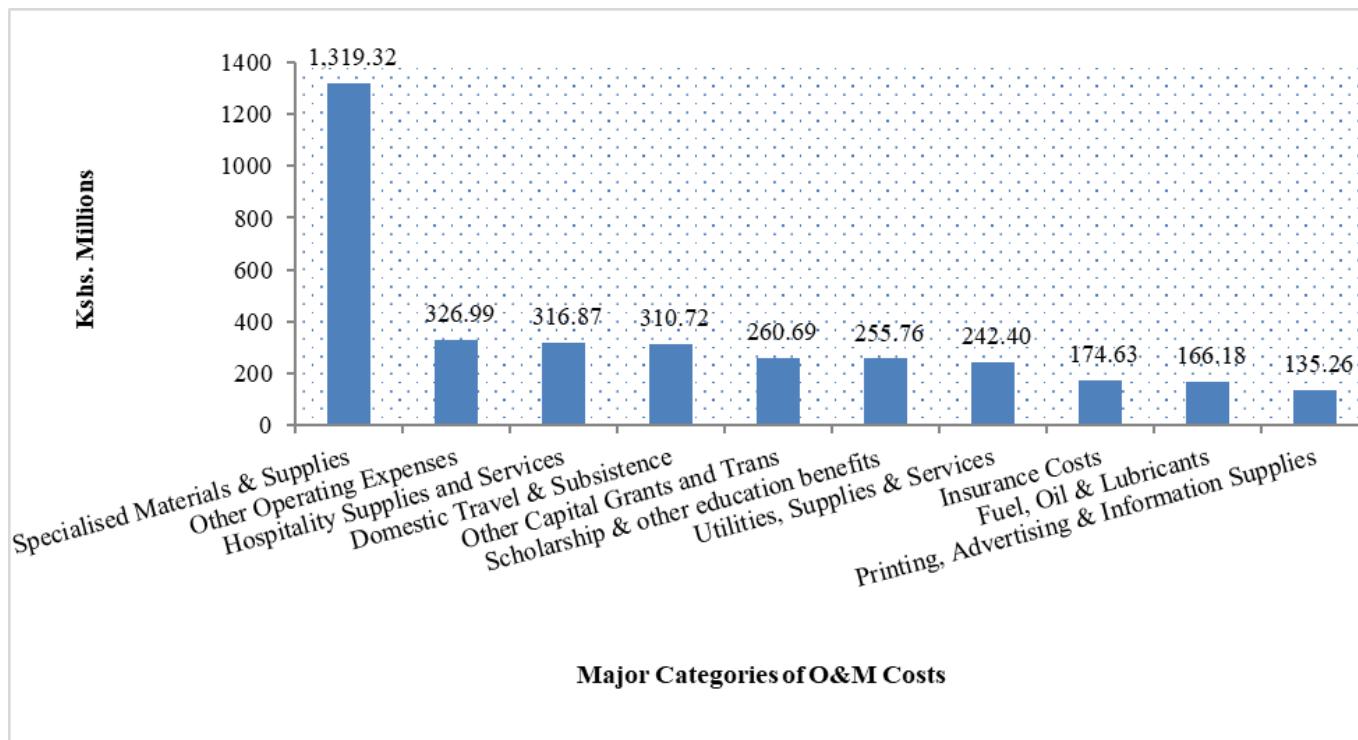
Source: Nakuru County Treasury

The OCoB received quarterly financial returns from the Fund Administrators, as indicated in Table 3.205.

3.31.9 Expenditure on Operations and Maintenance

Figure 3.62 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.62: Nakuru County, Operations and Maintenance Expenditure by Major Categories



Source: Nakuru County Treasury

The County Assembly spent Kshs.73.53 million on committee sitting allowances for the 73 MCAs and the Speaker against the annual budget allocation of Kshs.73.53 million. The average monthly sitting allowance was Kshs.83,935 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.310.72 million and comprised Kshs.111.52 million spent by the County Assembly and Kshs.199.20 million by the County Executive. Expenditure on foreign travel amounted to Kshs.114.75 million and comprised of Kshs.74.07 million by the County Assembly and Kshs.40.68 million by the County Executive.

3.31.10 Development Expenditure

The County incurred Kshs.5.48 billion on development programmes, representing an increase of 12.7 per cent compared to FY 2020/21 when the County spent Kshs. 4.88 billion. Table 3.206 summarises development projects with the highest expenditure in the reporting period.

Table 3.206: Nakuru County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Naivasha Municipality	Construction of Naivasha Market Phase 2	Naivasha	252,973,477	260,000,000	115,587,322	45.7	Project On-going
Infrastructure	Conditional Grant-Road Maintenance Levy Fund	Nakuru	Not Provided	290,544,581	164,229,860	56.5	Project On-going
County Treasury	Construction of County Treasury	County Headquarters	886,000,000	150,000,000	149,999,999	16.9	Project On-going
Nakuru Municipality	Proposed construction of Afraha Stadium Phase 1	Bahati Ward	348,000,000	219,603,423	128,396,577	36.9	Project On-going
Health Services	Acquisition, installation and commissioning of a 2000 litre/pm oxygen plant in PGH	PGH	118,813,958	119,019,995	102,757,514	86.4	Project On-going
Naivasha Municipality	Improvement of 3km roads in Lakeview ward to bitumen standards and construction of related infrastructure	Naivasha Municipality	89,133,075	89,133,075	89,133,075	Not Provided	Project On-going
Health Services	Upgrading of Molo Sub County Hospital	Molo	150,095,777	74,917,206	73,677,860	49.1	Project On-going
Health Services	Completion of Outpatients complex (PGH)	PGH	760,879,085	69,212,237	68,578,083	99.0	Project On-going
Nakuru Municipality	Proposed NMT, street lighting and drainage within Nakuru CBD	Nakuru Municipality	80,750,000	95,000,000	72,587,859	89.9	Project On-going

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Remarks
Naivasha Municipality	Completion of Construction of Naivasha Municipal park, construction of drainage and NMT facilities on adjoining Roads	Naivasha Municipality	69,229,960	69,229,960	22,207,215	32.1	Project On-going

Source: Nakuru County Treasury

3.31.11 Budget Performance by Department

Table 3.207 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.207: Nakuru County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	1,202.21	384.40	1,148.99	329.76	1,099.37	329.76	95.7	100.0	91.4	85.8
Finance and Economic Planning	1,196.36	519.40	1,137.68	410.86	622.19	363.60	54.7	88.5	52.0	70.0
Public Service Training and Devolution	839.37	71.65	818.81	35.39	317.43	19.41	38.8	54.9	37.8	27.1
Agriculture, Livestock and Fisheries	620.23	806.54	610.47	482.20	460.53	430.21	75.4	89.2	74.3	53.3
Lands, Physical Planning and Housing	163.68	1095.25	153.14	164.28	125.63	367.39	82.0	223.6	76.8	33.5
Office of the Governor and Deputy Governor	342.02	103.49	322.97	60.32	204.63	62.35	63.4	103.4	59.8	60.2
Education, ICT and E-Government	822.67	668.98	722.90	180.27	618.67	177.63	85.7	98.5	75.2	26.6
Trade, Industry Marketing and Tourism	252.68	307.55	249.06	155.90	107.59	146.26	43.2	93.8	42.6	47.6
Youth, Culture, Sports and Social Services	439.93	253.42	401.61	110.10	280.69	118.78	69.9	107.9	63.8	46.9
Infrastructure, Roads, Public Works and Transport	393.93	2407.36	391.74	1625.27	367.40	1582.06	93.8	97.3	93.3	65.7
Environment, Water, Energy and Natural Resources	356.79	1,133.33	345.35	437.90	276.33	476.77	80.0	108.9	77.5	42.1
Health Services	6,030.28	1,586.81	5,496.40	600.00	5,436.24	771.69	98.9	128.6	90.1	48.6
CPSB	98.29	11.18	81.87		79.49	-	97.1	-	80.9	-
Nakuru Municipality	54.47	840.38	28.04	409.40	27.77	260.84	99.0	63.7	51.0	31.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Ex- chequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Naivasha Municipality	38.47	473.21	26.07	187.02	38.47	393.15	147.6	210.2	100	83.1
	12,851.05	10,662.94	11,934.31	5,188.67	10,062.45	54,99.91	84.3	106.0	78.3	51.6

Source: Nakuru County Treasury

Analysis of expenditure by the departments shows that the County Assembly recorded the highest absorption rate of the development budget at 85.8 per cent, while the County Public Service Board (CPSB) did not report any expenditure on the development budget. The Naivasha Municipality had the highest percentage of recurrent expenditure to budget at 100.0 per cent, while the Department of Public Service, Training and Devolution had the lowest at 37.8 per cent.

3.31.12 Budget Execution by Programmes and Sub-Programmes

Table 3.208 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.208: Nakuru County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Department of Finance and Economic Planning					
Programme 1: Administration, Planning and Support Services	SP 1.1: Administration Services	401,194,096	386,797,200	14,396,896	96.4
	Sp 1.2: Personnel Services	552,772,189	511,654,148	41,118,041	92.6
Sub Total		953,966,285	898,451,348	55,514,937	94.2
Programme 2: Public Finance Management	SP 2.1: Budget Formulation Coordination and Management	68,407,062	67,437,481	969,581	98.6
	SP 2.2: Resource Mobilisation	83,630,120	79,009,672	4,620,448	94.5
	SP 2.3: Internal Audit	34,644,521	32,546,554	2,097,967	93.9
	SP 2.4: Procurement	18,120,293	17,175,127	945,166	94.8
	SP 2.5: Public Finance and Accounting	26,536,381	24,562,317	1,974,064	92.6
	SP 2.6: Debt Management	246,236,208	216,550,694	29,685,514	87.9
	SP 2.7: External Resource Mobilization	11,923,988	11,732,692	191,296	98.
Sub Total		489,498,573	449,014,537	40,484,036	91.7%
Programme 3: Eco- nomic and Financial Policy Formulation and Management	SP 3.1: Fiscal Planning	29,960,301	27,310,033	2,650,268	91.2
	SP 3.2: Monitoring & Evaluation / Statistical Data Management	9,626,747	8,571,196	1,055,551	89.0
	SP 3.3: KDSP Programme	232,715,207	111,558,895	121,156,312	47.9
Sub Total		272,302,255	147,440,124	124,862,131	54.1
Department of Public Service Training and Devolution					

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 1 Administration, Planning and Support service	Sub-programme 1.1(Administration service)	202,357,877	200,880,920	1,476,957	99.3
	Sub-programme 1.2(Personal Service)	543,295,896	543,038,210	257,686	100.0
	Sub-programme 1.3(Financial Service)	500,000	-	500,000	0.0
	Sub-programme 1.4(Co-ordination of Public and Special Community Programme)	3,550,000	2,777,550	772,450	78.2
	Sub-programme 1.5(Main-stream Workplace HIV/ AIDS, Alcohol & Drug Abuse Control)	2,000,000	579,600	1,420,400	29.0
	Sub-programme 1.6(Rehabilitation/Construction of Sub County Offices)	85,119,295	19,413,295	65,706,000	22.8
Sub Total		836,823,068	766,689,575	70,133,493	91.6
Programme 2:Legal Services	Sub-programme 2.1(Legal Services to County Government and Public)	10,575,000	8,097,425	2,477,575	76.6
	Sub-programme 2.2 (Co-ordination of County Compliance and enforcement services)	5,625,000	4,417,730	1,207,270	78.5
Sub Total		16,200,000	12,515,155	3,684,845	77.3
Programme 3: Human Resource Management and Development	Sub-programme 3.1 Performance Contracting	5,000,000	3,850,000	1,150,000	77.0
	Sub-programme 3.2 Performance Appraisal System	5,000,000	4,227,625	772,375	84.6
	Sub-programme 3.3 Staff development Through Capacity Building and Training	70,603,631	61,953,296	8,650,335	87.7
Sub Total		80,603,631	70,030,921	10,572,710	86.9
Programme 4: Disaster Management and Humanitarian Assistance	Sub-programme 4.1 Disaster Management and Humanitarian Assistance	5,500,000	3,314,038	2,185,962	60.3
Sub Total		5,500,000	3,314,038	2,185,962	60.3
Department of Agriculture, Livestock and Fisheries					
Programme 1: Administration, Planning and Support Services	SP 1.1: Human Resources Services	336,085,782	326,018,973	10,066,809	97.0
	SP 1.2: Administration, Planning and Support Services	378,075,953	260,514,185	117,561,768	68.9
Sub Total		714,161,735	586,533,158	127,628,577	82.1
Programme 2: Livestock Resource Management and Development	SP 2.1: Livestock Production and Management	151,346,882	74,047,465	77,299,417	48.9

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	SP 2.2: Promotion of Value Addition of Livestock and Livestock Products	29,203,118	21,509,375	7,693,743	73.7
	SP 2.3: Livestock Extension Service Delivery	29,230,295	21,059,150	8,171,145	72.0
	SP 2.4: Food Safety and Live-stock Products Development	9,050,000	6,041,000	3,009,000	66.8
	SP 2.5: Livestock Disease Man-agement and Control	50,383,413	31,873,198	18,510,215	63.3
Sub Total		269,213,708	154,530,188	114,683,520	57.4
Programme 3: Fisher-ies Development	SP 3.1: Aquaculture develop-ment	10,500,000	5,799,199	4,700,801	55.2
	SP 3.2: Development of capture fisheries resources	3,871,070	2,320,550	1,550,520	59.9
	SP 3.3: Fish quality assurance, value addition and marketing	2,562,140	1,645,290	916,850	64.2
Sub Total		16,933,210	9,765,039	7,168,171	57.7
Programme 4: Crop Development and Management	SP 4.1: Extension, Research and Training	6,308,006	3,247,875	3,060,131	51.5
	SP 4.2: Crop Production and Food Security	297,601,617	225,015,863	72,585,754	75.6
	SP 4.3: Farmland utilisation, Conservation and Mechanisa-tion	5,775,287	4,021,750	75,645,885	69.6
	SP 4.4: Agribusiness Develop-ment and Marketing	4,020,230	3,175,260	844,970	79.0
	SP 4.5: Agri-nutrition	755,057	563,750	191,307	74.7
Sub Total		314,460,197	236,024,498	152,328,047	75.1
Department of Lands, Physical Planning and Housing					
Programme 1: Administration, Plan-ning, Management and Support Services	SP 1.1 Administration and financial service	138,172,848	113,533,369	24,639,480	82.2
Sub Total		138,172,848	113,533,369	24,639,480	82.2
Programme 2: Land Use Planning and Survey	SP 2.1 Nakuru County Land use plan	1,083,412,309	358,887,695	724,524,614	33.1
	SP 2.2 Land Information Man-agement System (LIM)	3,400,000	2,235,000	1,165,000	65.7
	SP 2.3 Surveying and Mapping of county	9,357,748	2,068,946	7,288,802	22.1
	SP 2.4 Urban Plan and Devel-opment	1,925,000	1,500,000	425,000	77.9
	SP 2.5 Surveying of Urban Centres	1,348,045	1,200,000	148,045	89.0
	SP 2.6 Surveying of County Estate and facilitation of Lease processing	1,500,000	1,425,000	75,000	95.0
	SP 2.7 Establishment of a Survey Centre and Mapping Centre	1,000,000	900,000	100,000	90.0
Sub Total		1,101,943,102	368,216,641	733,726,461	33.4

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 3: Housing Development and Management	SP 3.1 Maintenance of County Houses	6,310,000	2,771,389	3,538,611	43.9
	SP 3.2 Housing Technology Establishment of five Constituency Building Technology Centres	12,500,000	8,499,313	4,000,687	68.0
	SP 3.3 Development of Housing Infrastructure	-	-	-	
Sub Total		18,810,000	11,270,702	7,539,298	59.9
Office of the Governor and Deputy Governor -					
Administration, Planning and Support	Administration and Planning	259,804,704	60,194,391	199,610,313	23.2
	Personnel Services	94,514,968	7,232,773	87,282,195	7.7
Sub Total		354,319,672	67,427,164	286,892,508	19.0
Management of County Affairs	County Executive Services	14,352,112	1,644,820	12,707,292	11.5
	Policy Direction and Co-ordination	82,176,056	53,664,930	28,511,126	65.3
	County Policing Services	4,305,633	2,123,000	2,182,633	49.3
	Leadership and Governance	2,870,422	1,200,300	1,670,122	41.8
Sub Total		103,704,223	58,633,050	45,071,173	56.5
Co-ordination and Supervisory Services	The organisation of County Business	21,528,167	10,820,000	10,708,167	50.3
	Special Programmes	7,176,056	5,400,200	1,775,856	75.3
Sub Total		28,704,223	16,220,200	12,484,023	56.5
Department of Education, ICT and E-Government					
Programme 1: Administration, Planning and Support Services	S.P. 1:1 Personnel services	374,561,593	242,649,217	131,912,376	64.8
	S.P. 1:2 Administration and Support Services	599,242,852	196,768,858	402,473,994	32.8
	S.P. 1.3: Financial services				-
-Sub Total		973,804,445	439,418,075	534,386,370	45.1
Programme 2: Promotion of Early Childhood Education and Development	S.P. 2.1: Promotion of early childhood	36,639,846	10,146,840	26,493,006	27.7
	S.P. 2.2: Bursaries	254,763,210	254,763,209	1	100.0
	S.P. 2.3: Education development	19,311,176	-	19,311,176	0.0
Sub Total		310,714,232	264,910,049	45,804,183	85.3
Programme 3: Vocational Training	S.P. 3.1: Vocational training	81,437,259	69,674,046	11,763,213	85.6
	S.P. 3.2: Revitalisation of the youth programme	77,049,914	-	77,049,914	0.0
Sub Total		158,487,173	69,674,046	88,813,127	44.0
Programme 4: Information and Communication Service	S.P. 4.1: Public Communication and Media Services	18,491,437	10,185,856	8,305,581	55.1
Sub Total		18,491,437	10,185,856	8,305,581	55.1

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 5: ICT Infrastructure Development and e-Government Services	S.P. 5.1: Network Infrastructure	6,800,000	-	6,800,000	0.0
	S.P. 5.2: Hardware and Software platforms	5,000,000	4,989,000	11,000	99.8
	S.P. 5.3: e-Government Services	18,352,000	7,119,516	11,232,484	38.8
Sub Total		30,152,000	12,108,516	18,043,484	40.2
Department of Trade, Industry Marketing and Tourism					
Programme 1: Administration, Planning and Support Services	SP 1.1: Administration, Planning and Support Services	49,252,574	44,146,195	5,106,379	89.6
	SP 1.2: Personnel Services	77,252,979	48,717,329	28,535,650	63.1
	SP 1.3: Financial Services				-
Sub Total		126,505,553	92,863,523	33,642,030	73.4
Programme 2: Cooperative Development and Management	SP 2.1: Enhance Marketing Cooperatives	24,700,000	2,949,950	21,750,050	11.9
	SP 2.2: Sacco Member Empowerment	5,646,036	4,471,114	1,174,922	79.2
	SP 2.3: Enforcement of Compliance in Cooperatives	1,863,964	1,451,000	412,964	77.8
	SP 2.4: Extension Services	2,600,000	1,933,060	666,940	74.3
Sub Total		34,810,000	10,805,124	24,004,876	31.0
Programme 3: Commerce and Enterprise	SP 3.1 Business Development Services for SMEs	10,500,000	-	10,500,000	0.0
	SP 3.2: Facilitating Producer Business Groups (PBGs)	3,840,000	3,233,723	606,277	84.2
	SP 3.3: SME Funding	52,000,000	-	52,000,000	0.0
	SP 3.4: Trade Licensing	2,800,000	2,125,275	674,725	75.9
	SP 3.5: Consumer Protection	4,455,000	3,272,900	1,182,100	73.5
Sub Total		73,595,000	8,631,898	64,963,102	11.7
Programme 4: Market Rehabilitation and Development	SP 4.1: Rehabilitation and Renovation of Existing Markets	265,354,558	137,320,753	128,033,805	51.7
	SP 4.2: Development of Retail and Wholesale Markets in Nakuru	7,500,000	5,989,050	1,510,950	79.9
	SP 4.3: Market Users Delivery Services	43,720,030	42,408,423	1,311,607	97.0
Sub Total		316,574,588	185,718,226	130,856,362	58.7
Programme 5: Promotion of Tourism and Markets	SP 5.1: Promotion of Local Tourism	4,750,000	4,549,384	200,616	95.8
	SP 5.2: Establishment and Management of County Tourism Information Centre	4,000,000		4,000,000	0.0
Sub Total		8,750,000	4,549,384	4,200,616	52.0
Department of Youth, Culture, Sports and Social Service					

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
Programme 1: Administration, Planning and Support Services	SP 1.2 Administration	154,460,078	85,571,856	68,888,222	55.4
	SP 1.3 Personnel services	114,639,196	3,765,942	110,873,254	3.3
	SP 1.4 Financial services	2,090,000	1,454,855	635,146	69.6
Sub Total		271,189,274	90,792,652	180,396,622	33.5
Programme 2: Development of Socio-Cultural Diversity, Economic Empowerment and Responsible Gaming	SP 2.2 Cultural development activities	17,241,000	4,240,390	13,000,610	24.6
	SP 2.3 Gender development activities	6,500,000	5,544,100	955,900	85.3
	SP 2.4 Promotion of responsible gaming.	1,800,000	829,142	970,858	46.1
	SP 2.5 Social Development activities	13,242,866	8,799,574	4,443,292	66.4
	SP 2.6 Social Cultural Development	14,640,737	9,224,300	5,416,437	63.0
Sub Total		53,424,603	28,637,506	24,787,097	53.6
Programme 3: Management and Development of Sports, Recreation and Sports Facilities	SP 3.2 Development of Sports Infrastructure	93,000,000	39,416,717	53,583,283	42.4
	SP 3.3 Sporting Tournament	11,030,866	9,212,642	1,818,224	83.5
	SP 3.4 Sports Funding.	70,634,886	68,895,735	1,739,151	97.5
Sub Total		174,665,752	117,525,094	57,140,658	67.3
Programme 4: Youth Empowerment and Participation	SP 4.2 Youth empowerment and participation	194,064,666	162,519,386	31,545,281	83.7
	SP 4.3 Youth development	-	-	-	-
Sub Total		194,064,666	162,519,386	31,545,281	83.7
Department of Infrastructure, Roads, Public Works and Transport					
Programme 1: Administration, Planning and Support Services	SP 1.1. Administrative services.	63,214,076	60,421,928	2,792,149	95.6
	SP 1.2: Personnel services.	146,498,933	132,859,972	13,638,961	90.7
	SP 1.3: Financial Services.	-	-	-	-
Sub Total		209,713,009	193,281,900	16,431,109	92.2
Programme 2. Infrastructure, Development & Maintenance.	S.P 2.1-Construction rehabilitation & maintenance of Roads, Drainage & Bridges.	2,463,566,719	1,639,926,393	823,640,326	66.6
	S.P 2.2-Rehabilitation & Maintenance of Transport Terminus.	3,160,000	1,690,565	1,469,435	53.5
	S.P 2.3-Construction & Maintenance of non-residential County Buildings.	13,260,000	6,603,731	6,656,269	49.8

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	S.P 2.4-Installation, Rehabilitation & Maintenance of Lighting facilities.	103,610,000	102,266,460	1,343,540	98.7
Sub Total		2,583,596,719	1,750,487,149	833,109,570	67.8
Programme 3. Fire-fighting & Disaster Management.	S.P 3.1 Firefighting and Emergency Services	7,660,000	5,689,042	1,970,958	74.3
Sub Total		7,660,000	5,689,042	1,970,958	74.3
Department of Environment, Water, Energy and Natural Resource					
Programme 1: Administration	S.P 1.1: Administrative services	33,035,288	16,355,656	16,679,632	49.5
	S.P 1.2: Human Resource	236,363,541	180,375,678	55,987,863	76.3
Sub Total		269,398,829	196,731,334	72,667,495	73.0
Programme 2: Water and Sewerage management	SP 2.1 Provision of Water	8,750,000	4,541,137	4,208,863	51.9
	S.P 2.2 Provision of sewerage	1,416,880,597	450,580,536	966,300,061	31.8
Sub Total		1,425,630,597	455,121,673	970,508,924	31.9
Programme 3: Environmental Management	S.P 3:1 Pollution control	101,891,276	86,364,078	15,527,198	84.8
	S.P 3:3 Greening and Beautification	119,081,446	29,781,371	89,300,075	25.0
Sub Total		220,972,722	116,145,449	104,827,273	52.6
Department of Health Service					
Programme 1: Administration and Planning	SP 1.1: Health Information System	111,970,436	17,292,206	94,678,230	15.4
	SP 1.2: Governance and Leadership	425,760,541	404,892,223	20,868,318	95.1
	SP 1.3: Human Resource Management	194,729,016	194,729,016	-	100.0
	SP 1.4: Research and Development	2,500,000	1,348,900	1,151,100	54.0
	SP 1.5: Health Infrastructure and Development	29,400,000	8,744,530	20,655,470	29.7
Sub Total		764,359,993	627,006,875	137,353,118	82.0
Programme 2: Health Preventive and Promotive Services	SP 2:1: Primary Health Care	477,563,074	224,793,486	252,769,588	47.1
	SP 2.2: Environmental Health and Sanitation	3,150,000	2,599,399	550,601	82.5
	SP 2:3: Human Resource	1,510,739,524	1,457,565,355	53,174,169	96.5
	SP 2.4: Disease Surveillance and Emergency Response	1,997,550	1,381,276	616,274	69.1
	SP 2.5: Health Promotive	1,740,000	1,006,000	734,000	57.8
	SP 2:6: HIV Programme	2,300,000	1,904,625	395,375	82.8
	SP 2:7: Nutrition	20,000,000	6,973,544	13,026,456	34.9
	SP 2:8 Reproductive Health	1,750,000	1,357,005	392,995	77.5
	SP 2:9 Immunisation	2,500,000	2,397,719	102,281	95.9
Sub Total		2,021,740,148	1,699,978,409	321,761,739	84.1
Programme 3: Health Curative and Rehabilitative Services	SP 3:1: Provision of Essential Health Services at all levels	2,222,537,135	1,572,612,259	649,924,876	70.8

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	SP 3.2: Elimination of communicable and non-communicable diseases	2,200,000	1,981,050	218,950	90.0
	SP 3.3: Human Resource	2,573,622,163	2,306,357,108	267,265,055	89.6
Sub Total		4,798,359,298	3,880,950,417	917,408,881	80.9
County Public Service Board					
Programme: Administration and Human Resource Planning	SP1.1 Administration services	100,471,261	74,550,850	25,920,411	74.2
	SP1.2 Financial services	2,000,000	1,140,683	859,317	57.0
	SP1.3 Human Resource Planning	4,000,000	2,500,000	1,500,000	62.5
	SP 1.4 Provision of Human Resource Planning	3,000,000	1,300,000	1,700,000	43.3
Sub Total		109,471,261	79,491,533	29,979,728	72.6
Nakuru Municipality					
Programme 1: Administration and Planning	SP 1.1 Administration and Planning	23,381,482	22,647,016	734,466	96.9
	SP 1.2 Personnel Services	16,668,432	11,998,031	4,670,401	72.0
	SP 1.3 Financial Services	600,000	300,000	300,000	50.0
Sub Total		40,649,914	34,945,047	5,704,867	86.0
Programme 2: Nakuru Municipality Urban Planning and Development	SP 2.1 Infrastructure Development and Urban Planning	841,805,592	257,577,635	584,227,957	30.6
	SP 2.2 Nakuru Municipality Environmental Management	1,500,000	1,000,000	500,000	66.7
	SP 2.3 Trade Markets and Investments	2,000,000	1,500,000	500,000	75.0
	SP 2.4 Nakuru Municipality Social Services	3,688,664	2,000,000	1,688,664	54.2
Sub Total		848,994,256	262,077,635	586,916,621	30.9
Naivasha Municipality					
Programme 1: Administration, Planning and Support Services	S.P 1.1 Administration and Planning	29,432,526	17,166,098	12,266,428	58.3
	S.P 1.2: Personnel Services	8,433,360	216,564	8,216,796	2.6
	S.P 1.3: Financial services	600,000	-	600,000	0.0
Sub Total		38,465,886	17,382,662	21,083,224	45.2
Programme 2: Naivasha Municipal Services	S.P 2.1 Planning and Infrastructure	474,615,032	-	474,615,032	0.0
	S.P 2.2 Environmental Management and Sanitation	900,000	-	900,000	0.0
	S.P 2.3 Naivasha Social Services	400,000	-	400,000	0.0
	S.P 2.4 Tourism, Investment and Trade	1,000,000	-	1,000,000	0.0
Sub Total		476,915,032	-	476,915,032	0.0
County Assembly					
Procedures and Committee Services	Procedures and Committee Services	782,537,383	781,540,526	996,857	99.9

Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
	Administration	419,674,821	417,803,435	1,871,386	99.6
Sub Total		1,202,212,204	1,199,343,960	2,868,244	99.8
Grand Total		23,513,986,580	15,562,355,779	7,951,630,801	66.2

Source: Nakuru County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Bursaries in the Department of Education, ICT and E-Government at 100.0 per cent and Human Resource Management in the Department of Health Services at 100.0 per cent of annual budget allocation.

3.31.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.5.48 billion in the First nine months of FY 2021/22 from the annual development budget allocation of Kshs.10.66 billion. The development expenditure represented 51.6 per cent of the annual development budget.
2. High level of pending bills which amounted to Kshs.805.87 million as of 30th June 2022.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.1.06 billion were processed through the manual payroll and accounted for 15.6 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The complete report was submitted on 19th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.32 County Government of Nandi

3.32.1 Overview of FY 2021/22 Budget

The County's approved Supplementary Budget for FY 2021/22 was Kshs.8.97 billion, comprising Kshs.2.95 billion (32.9 per cent) and Kshs.6.02 billion (67.1 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.99 billion (78 per cent) as the equitable share of revenue raised nationally, generate Kshs.387.11 million (4.3 per cent) from its own sources of revenue, and use a cash balance of Kshs.989.36 million (11 per cent) from FY 2020/21. The County was also expected to receive Kshs.598.21 million (6.7 per cent) as conditional grants, which consisted of DANIDA Kshs.11.85 million, Kenya Development Support Program (KDSP) Kshs.82.68 million, Transforming Health Systems for Universal Care Project (WB) Kshs.118.90 million, National Agricultural and Rural Inclusive Growth Project (NAGRIP) Kshs.297.11 million, Kenya Informal Settlement Improvement Fund (KISIP) Kshs.50 million Agricultural Sector Development Support Programme (ASDSP) kshs.23.68 million and Kshs.14 million from other loans and grants.

3.32.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.43 billion as the equitable share of the revenue raised nationally, raised Kshs.275.66 million as own-source revenue, Kshs.237.63 million as conditional grants, and had a cash balance of Kshs.327.65 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.27 billion, as shown in Table 3.209.

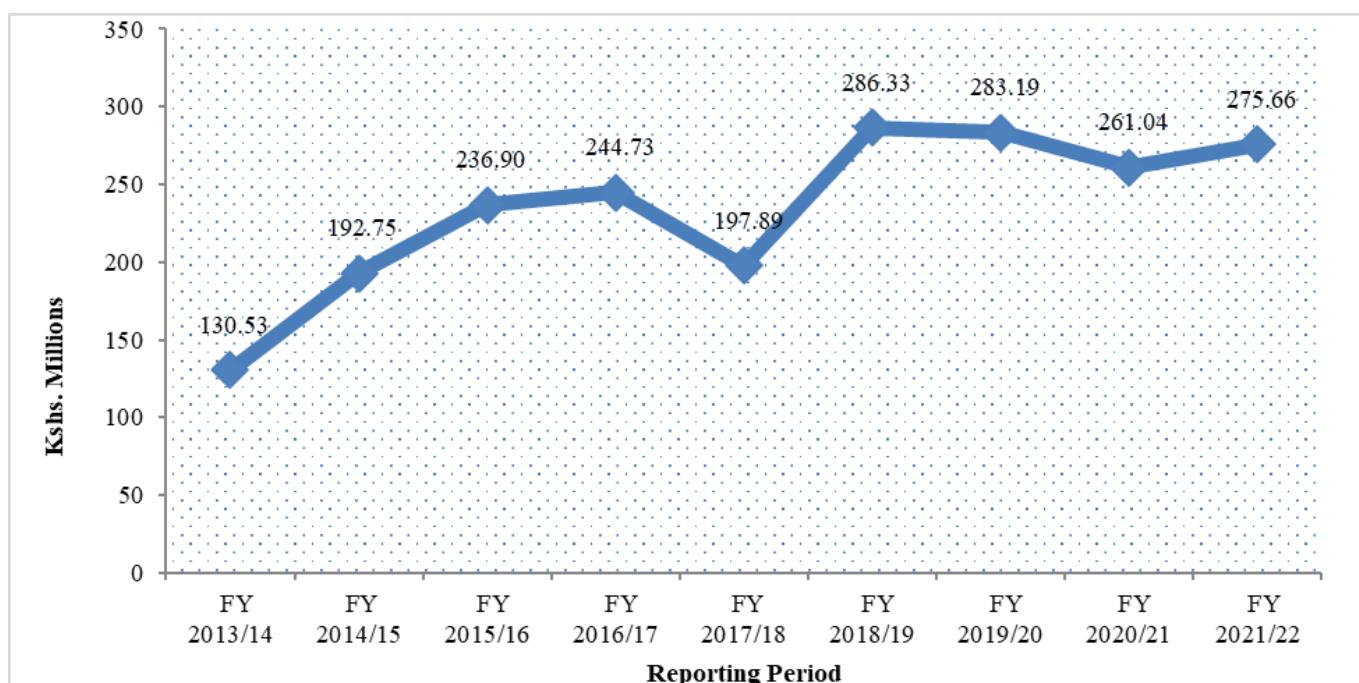
Table 3.209: Nandi County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,990,869,041	6,413,599,515	92.0
Sub Total				
B	Other Sources of Revenue			
1.	Own Source Revenue	387,106,430	275,658,466	71.2
2.	Conditional Grants	598,211,166	237,630,384	39.7
3.	Balance b/f from FY 2020/21	989,363,172	327,650,621	33.1
Sub Total		1,974,680,768	840,939,471	42.6
Grand Total		8,965,549,809	7,272,538,986	81.1

Source: Nandi County Treasury

Figure 3.63 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.63: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nandi County Treasury

In FY 2021/22, the County generated a total of Kshs.275.66 million as own-source revenue. This amount represented an increase of 5.6 per cent compared to Kshs.261.04 million realised in FY 2020/21 and was 71.2 per cent of the annual target.

3.32.3 Exchequer Issues

The Controller of Budget approved Kshs.7.31 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.44 billion (19.7 per cent) for development programmes and Kshs.5.87 billion (80.3 per cent) for recurrent programmes, as shown in Table 3.213.

3.32.4 Overall Expenditure Review

The County spent Kshs.7.61 billion on development and recurrent programmes during the reporting period. This expenditure represented 104.1 per cent of the total funds released by the CoB and comprised of Kshs.1.81 billion and Kshs.5.80 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 61.4 per cent, while recurrent expenditure represented 96.4 per cent of the annual recurrent expenditure budget.

3.32.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.794.31 million and comprised Kshs.254.75 million for recurrent expenditure and Kshs.539.56 million for development expenditure. During the period under review, pending bills amounting to Kshs.711.27 million were settled, consisting of Kshs.226.75 million for recurrent expenditure and Kshs.484.52 million for development programmes, as shown in Table 3.210.

Table 3.210: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)
	A	B	C=A-B
Recurrent Expenditure	254,753,024	226,743,342	28,009,682
Development Expenditure	539,561,672	484,522,534	55,039,138
Total	794,314,696	711,265,876	83,048,820

Source: Nandi County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.83.05 million included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.957.49 million, out of which the County has settled bills amounting to Kshs.874.44 million, leaving a balance of Kshs.83.05 million as of 30th June 2022. The County Treasury did not report pending bills accrued in FY 2021/22.

3.32.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicated that the County Executive spent Kshs.3.48 billion on employee compensation, Kshs.1.67 billion on operations and maintenance, and Kshs.1.7 billion on development activities. Similarly, the County Assembly spent Kshs.374.28 million on employee compensation, Kshs.280.56 million on operations and maintenance, and Kshs.55.05 million on development activities, as shown in Table 3.211

Table 3.211: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	5,350,346,659	669,452,972	5,146,094,861	654,835,132	96.2	97.8
Compensation to Employees	3,474,491,256	361,928,343	3,475,208,516	374,277,496	100.0	103.4
Operations and Maintenance	1,875,855,403	307,524,629	1,670,886,345	280,557,636	89.1	91.2
Development Expenditure	2,880,750,178	65,000,000	1,754,129,202	55,053,721	60.9	84.7
Total	8,231,096,837	734,452,972	6,900,224,063	709,888,853	83.8	96.7

Source: Nandi County Treasury

3.32.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on employee compensation was 52.9 per cent of the annual realised revenue of Kshs.7.27 billion.

Personnel emoluments amounting to Kshs.3.53 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.207.6 million was processed through manual payroll. The manual payroll accounted for 6.8 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.78 billion includes Kshs.2 billion attributable to the health sector, which translates to 52.9 per cent of the total wage bill in the reporting period.

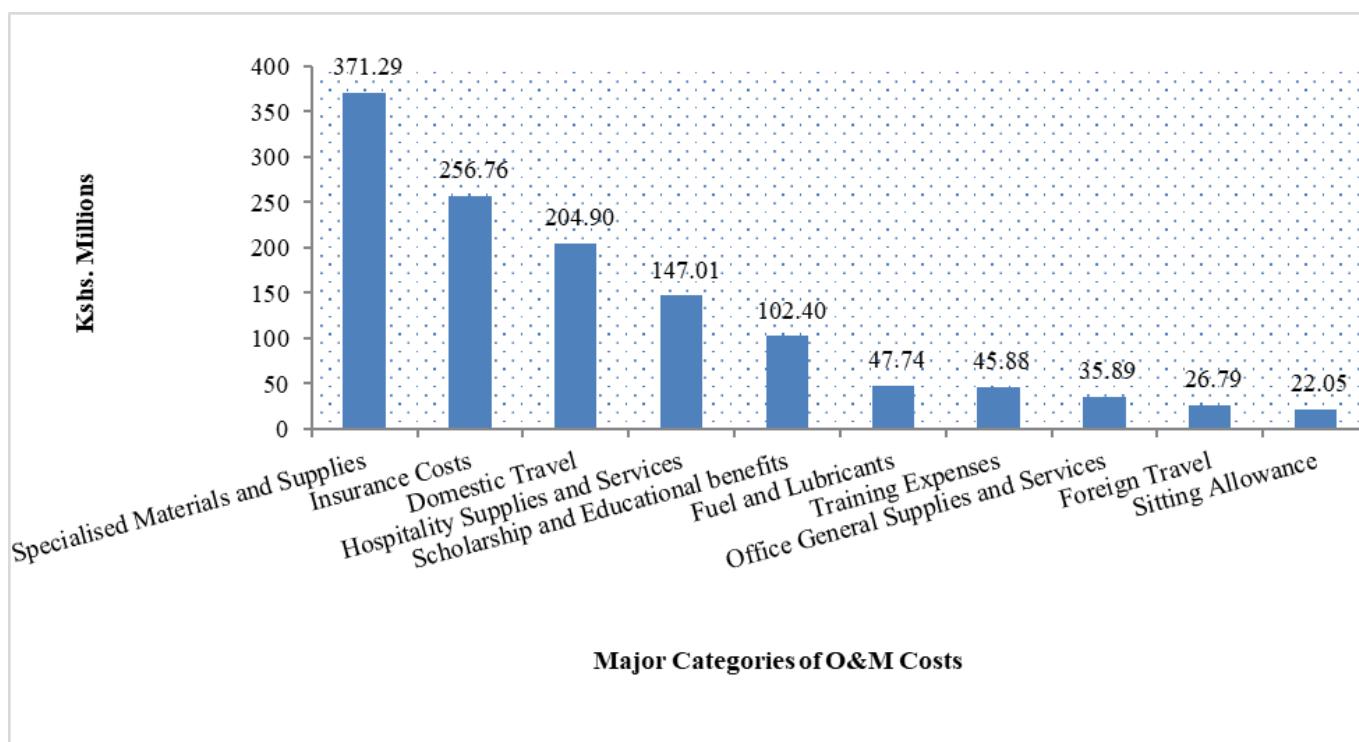
3.32.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.116.5 million to the Nandi County Education Fund in FY 2021/22, constituting 1.3 per cent of the County's overall budget for the year. The Fund Administrator of the County Education Fund reported an expenditure of Kshs.107 million as of 30th June 2022.

3.32.9 Expenditure on Operations and Maintenance

Figure 3.64 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.64: Nandi County, Operations and Maintenance Expenditure by Major Categories



Source: Nandi County Treasury

The County Assembly spent Kshs.22.05 million on committee sitting allowances for the 40 MCAs and the Speaker against the annual budget allocation of Kshs.53.56 million. The average monthly sitting allowance was Kshs.45,940 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.204.90 million and comprised of Kshs.96.67 million spent by the County Assembly and Kshs.108.31 million by the County Executive. Expenditure on foreign travel amounted to Kshs.26.79 million and comprised of Kshs.17.58 million by the County Assembly and Kshs.9.20 million by the County Executive.

3.32.10 Development Expenditure

The County incurred Kshs.1.81 billion on development programmes, representing a decrease of 5.7 per cent compared to FY 2020/21 when the County spent Kshs.1.92 billion. Table 3.212 summarises development projects with the highest expenditure in the reporting period.

Table 3.212: Nandi County, List of Development Projects with the Highest Expenditure

S/No.	Project Name/Description	Project Location	Contract Sum (Kshs.)	Payments to Date (Kshs.)	Absorption Rate (%)
1.	Hire and Lease of Equipment and Machinery	Countywide	242,345,041	231,513,875	95.5
2.	Spot Improvement of Roads	Countywide	36,700,000	34,907,776	95.1
3.	Supply of Fuel for Road works	Countywide	60,000,000	54,955,252	91.6
4.	Supply of Vaccines and Semen	Countywide	74,292,900	62,308,351	83.9
5.	Renovation of Dispensaries	Countywide	108,239,995	67,957,645	62.8
6.	Construction of Kapsabet County Referral Hospital	Kapsabet	72,996,289	39,703,407	54.4
7.	Construction of Culverts	Countywide	35,000,000	16,064,881	45.9
8.	Construction of Water Projects	Countywide	206,847,634	73,247,044	35.4
9.	Construction of ECD Classrooms	Countywide	128,903,082	42,201,307	32.7
10.	Construction of Nandi Cooperative Creameries	Kabiyet	72,650,000	21,843,879	30.1

Source: Nandi County Treasury

3.32.11 Budget Performance by Department

Table 3.213 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.213: Nandi County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executive	638.35	58.36	637.81	1.21	613.11	1.49	96.1	122.9	96.0	2.5
Finance and Economic Planning	604.89	-	573.38	-	593.25	1.83	103.5	-	98.1	-
Devolved Units and Special Programmes	80.17	539.45	74.73	151.43	64.15	116.87	85.8	77.2	80.0	59.4
Health and Sanitation	2,863.68	720.65	2,810.43	278.23	2,814.54	344.33	100.1	123.8	98.3	63.8
Agriculture, Livestock and Fisheries	272.30	37.30	258.26	216.58	257.06	327.72	99.5	151.3	94.4	45.5
Tourism, Culture and Co-operative Development	50.25	117.90	48.19	4.29	41.98	5.20	87.1	121.3	83.5	13.9
Youth, Gender and Social Services	115.28	216.88	108.68	48.29	116.10	68.43	106.8	141.7	100.7	58.0
Education Research and Vocational Training	376.03	364.45	372.89	102.65	349.87	156.50	93.8	152.5	93.0	72.2
Lands, Environment and Natural Resources	99.47	574.05	98.35	224.62	92.52	213.90	94.1	95.2	93.0	58.7
Roads, Transport and Public Works	154.38	574.05	154.18	368.61	121.99	511.86	79.1	138.9	79.0	89.2
Trade and Industrial Development	52.94	54.97	52.54	2.53	44.14	6.00	84.0	236.9	83.4	10.9

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Public Service and Labour	42.62	-	27.16	-	37.39	-	137.7	-	87.7	-
County Assembly	669.45	65.00	651.34	44.67	654.84	55.05	100.5	123.3	97.8	84.7
Total	6,019.80	2,945.75	5,867.93	1,443.10	5,800.93	1,809.18	98.9	125.4	96.4	61.4

Source: Nandi County Treasury

Analysis of expenditure by department showed that the Department of Roads, Transport and Public Works recorded the highest absorption rate of development budget at 89.2 per cent, followed by the County Assembly at 84.7 per cent. The Department of Youth, Gender and Social Services had the highest percentage of recurrent expenditure to budget at 100.7 per cent, while the Department of Roads, Transport and Public Works had the lowest at 79.0 per cent.

3.32.12 Budget Execution by Programmes and Sub-Programmes

Table 3.214 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.214: Nandi County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Ksh)	Actual Payments (Ksh)	Variance	Absorption (%)
County Executive					
General Administration and Planning	General Administration and Support services	638,347,158	613,107,223	25,239,935	96.0
	Sub total	638,347,158	613,107,223	25,239,935	96.0
Physical Infrastructure	Physical Infrastructure	58,300,000	1,485,178	56,814,822	2.5
	Sub total	58,300,000	1,485,178	56,814,822	2.5
Finance and Economic Planning					
Finance and Accounting	General Administration and Support services	604,888,378	593,248,751	11,639	98.1
	Sub total	604,888,378	593,248,751	11,639	98.1
Revenue	Revenue Collection and Management	-	1,833,493	(1,833,493)	-
	Sub total	-	1,833,493	(1,833,493)	-
Devolved Units and Special Programmes					
Sub-County Administration	Administrative & Support of Human Resources	80,165,685	64,146,540	16,019,145	80.0
	Sub total	80,165,685	64,146,540	16,019,145	80.0
Town Administration Section	Administration and Support of Human Services	196,821,516	116,872,449	79,949,067	59.4
	Sub total	196,821,516	116,872,449	79,949,067	59.4
Health and Sanitation					
Public Health and Sanitation	Health Service Delivery Administration Services	2,863,677,844	2,814,543,357	49,134,517	98.3
	Sub total	2,863,677,844	2,814,543,357	49,134,517	98.3
Curative Health Services	Physical Planning	539,446,273	344,328,695	195,117,578	63.8
	Sub total	539,446,273	344,328,695	195,117,578	63.8
Agriculture, Livestock and Fisheries					

Programme	Sub- Programme	Approved Budget (Ksh)	Actual Payments (Ksh)	Variance	Absorption (%)
Agriculture and Crop Production	Administration and General Support services	272,298,844	257,064,395	15,234,449	94.4
	Sub total	272,298,844	257,064,395	15,234,449	94.4
Livestock and Veterinary	Livestock Resources Management	720,645,039	327,716,864	392,928,175	45.5
	Sub total	720,645,039	327,716,864	392,928,175	45.5
Tourism, Culture and Cooperative Development					
Tourism	General Administration and Support Services	50,844,650	41,977,827	8,266,823	83.5
	Sub total	50,844,650	41,977,827	8,266,823	83.5
Culture	Development and Promotion of Culture	37,299,290	5,202,196	32,097,094	123.9
	Sub total	37,299,290	5,202,196	32,097,094	123.9
Youth, Gender and Social Services					
Youth Affairs	General Administration and Support Services	115,279,747	116,095,461	(815,714)	100.7
	Sub total	115,279,747	116,095,461	(815,714)	100.7
Sports	Sports Development	117,897,558	68,429,888	49,467,670	58.0
	Sub total	117,897,558	68,429,888	49,467,670	58.0
Education, Research and Vocational Training					
Pre-education and Care Services	General Administration and Support Services	376,032,223	349,869,941	26,162,282	93.0
	Education	216,878,974	156,504,115	60,374,859	72.2
	Sub total	592,911,197	506,374,056	86,537,141	85.4
Lands, Environment and Natural Resources					
Natural Resources and Mining	General Administration and Support Services	99,469,652	92,516,313	6,953,339	93.0
	Sub total	99,469,652	92,516,313	6,953,339	93.0
Lands	Lands Adjudication	2,600,000	-	2,600,000	0.0
	Sub total	2,600,000	-	2,600,000	0.0
Water	Water Supply	364,447,634	213,899,234	150,548,400	58.7
	Sub total	364,447,634	213,899,234	150,548,400	58.7
Roads, Transport and Public Works					
Public Works	General Administration and Support Services	154,379,793	121,989,885	32,389,908	79.0
	Sub total	154,379,793	121,989,885	32,389,908	79.0
Roads and Infrastructure	Roads Transport	574,045,041	511,855,338	62,189,703	89.2
	Sub total	574,045,041	511,855,338	62,189,703	89.2
Trade and Industrial Development					
Markets	General Administration and Support Services	52,941,161	44,142,668	8,798,493	83.4
	Sub total	52,941,161	44,142,668	8,798,493	83.4
Industrial, SME Development	Trade Development	54,968,853	6,001,752	48,967,101	10.9
	Sub total	54,968,853	6,001,752	48,967,101	10.9
Public Service and Labour					
General Administration and Planning	Administration and Support of Human Resources	42,421,494	37,392,500	5,228,994	87.7
	Sub total	42,421,494	37,392,500	5,228,994	87.7

Programme	Sub- Programme	Approved Budget (Ksh)	Actual Payments (Ksh)	Variance	Absorption (%)
County Assembly					
Administrative Section	Administration and Support Services	65,000,000	55,053,722	9,946,278	84.7
	Sub total	65,000,000	55,053,722	9,946,278	84.7
County Assembly Service Board	County Assembly Service Board	669,452,972	654,835,131	14,617,841	97.8
	Sub total	669,452,972	654,835,131	14,617,841	97.8
Grand Total		8,965,549,809	7,610,112,916	1,357,270,386	84.9

Source: Nandi County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Health Service Delivery Administration Services in the Department of Health and Sanitation at 98.3 per cent, General Administration and Support Services in the Department of Finance and Economic Planning at 98.1 per cent, General Administration and Support Services in the Department of County Executive at 96.0 per cent, and Administration and General Support Services at 94.4 per cent of budget allocation.

3.32.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 52.9 per cent of the annual realised revenue of Kshs.7.27 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.275.66 million against an annual projection of Kshs.387.11 million, representing 71.2 per cent of the annual target.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.207.6 million were processed through the manual payroll and accounted for 6.8 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 2nd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.33 County Government of Narok

3.33.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.13.35 billion, comprising Kshs.4.01 billion (30 per cent) and Kshs.9.34 billion (70 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.8.84 billion (66.2 per cent) as the equitable share of revenue raised nationally, generate Kshs.2.34 billion (17.6 per cent) from its sources of revenue, and use a cash balance of Kshs.1.35 billion (10.1 per cent) from FY 2020/21. The County also expected to receive Kshs.799.26 million (6 per cent) as conditional grants. The conditional grants consisted of Sweden - Agricultural Sector Development

Support Programme (ASDSP) II of Kshs.30.98 million, KDSP level 2 of 141.85million, DANIDA grant for PHC of Kshs.17.81 million, IDA (WB) Credit (National Agricultural and Rural Inclusive Growth Project NAGRIP) Kshs.398.15 million, Transforming Health systems for Universal care Project (WB) Kshs.49.79 million UNFPA-9th County Programme Implementation Kshs.7.39 million and Leasing of Medical Equipment Kshs.153.3 million.

3.33.2 Revenue Performance

In FY 2021/22, the County received Kshs.8.14 billion as the equitable share of the revenue raised nationally, raised Kshs.1.33 billion as own-source revenue, Kshs.477.62 million as conditional grants, which consist of world bank THS loan 49.398 million, NARIG 201.029 million, PHC of 8.906 million, ASDSP 18.291 million and 200million infrastructure support from the Ministry of Health and had a cash balance of Kshs.1.35 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.11.30 billion, as shown in Table 3.215.

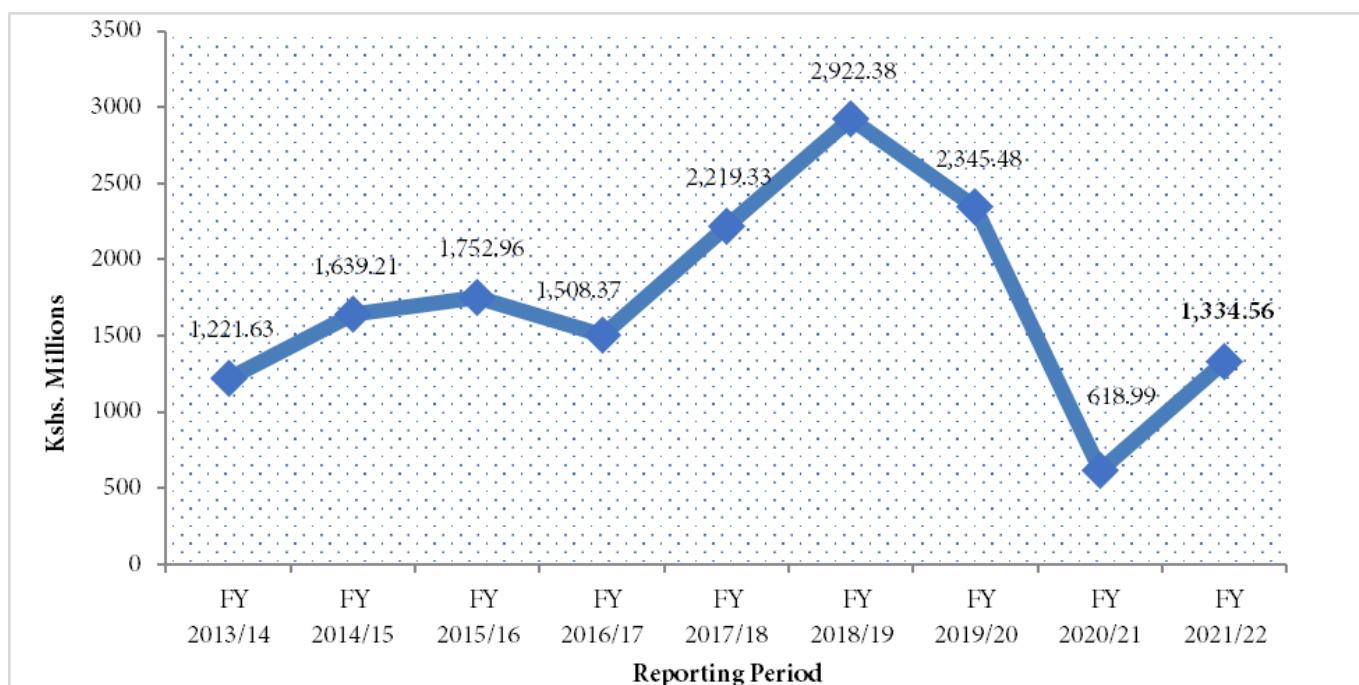
Table 3.215: Narok County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,844,790,000	8,137,206,302	92.0
	Sub Total	8,844,790,000	8,137,206,302	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	2,354,426,170	1,334,563,665	56.7
2.	Conditional Grants	799,261,732	477,623,922	59.7
3.	Balance b/f from FY2020/21	1,353,634,985	1,353,634,985	100.0
	Sub Total	4,507,322,888	3,165,822,574	70.2
	Grand Total	13,352,112,888	11,303,028,876	84.7

Source: Narok County Treasury

Figure 3.65 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.65: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Narok County Treasury

In FY 2021/22, the County generated a total of Kshs.1.33 billion as own-source revenue. This amount represented an increase of 116 per cent compared to Kshs.618.99 million realised in FY 2020/21 and was 56.7 per cent of the annual target.

3.33.3 Exchequer Issues

The Controller of Budget approved Kshs.10.64 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.35 billion (12.7 per cent) for development programmes and Kshs.9.29 billion (87.3 per cent) for recurrent programmes, as shown in Table 3.220.

3.33.4 Overall Expenditure Review

The County spent Kshs.10.61 billion on development and recurrent programmes during the reporting period. This expenditure represented 99.8 per cent of the total funds released by the CoB and comprised of Kshs.1.34 billion and Kshs.9.27 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 33.4 per cent, while recurrent expenditure represented 99.3 per cent of the annual recurrent expenditure budget.

3.33.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.894.84 million for both recurrent expenditure and development expenditure. During the period under review, pending bills amounting to Kshs.594.83 million were settled, leaving a balance of Kshs.300.01 million, as shown in Table 3.216.

Table 3.216: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent and Development Expenditure	894,837,549	594,826,800	300,010,649	115,293,401	415,304,050
Total	894,837,549	594,826,800	300,010,649	115,293,401	415,304,050

Source: Narok County Treasury

3.33.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.77 billion on employee compensation, Kshs.4.71 billion on operations and maintenance, and Kshs.1.33 billion on development activities. Similarly, the County Assembly spent Kshs.495.37 million on employee compensation, Kshs.298 million on operations and maintenance, and Kshs.10 million on development activities, as shown in Table 3.217.

Table 3.217: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	8,493,765,497	851,002,608	8,481,390,816	793,370,658	99.9	93.2
Compensation to Employees	3,781,842,712	505,370,987	3,769,468,031	495,370,987	99.7	98.0
Operations and Maintenance	4,711,922,785	345,631,620	4,711,922,785	297,999,671	100.0	86.2
Development Expenditure	3,974,651,301	32,693,482	1,328,292,141	10,000,000	33.4	30.6
Total	12,468,416,797	883,696,090	9,809,682,957	803,370,658	78.7	90.9

Source: Narok County Treasury

3.33.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 37.7 per cent of the annual realised revenue of Kshs.11.30 billion.

Personnel emoluments amounting to Kshs.3.46 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.301.33 million was processed through manual payrolls. The manual payroll accounted for 8.0 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The total IPPD wage bill of Kshs. 3.76 billion includes Kshs.1.26 billion, attributable to the health sector, which translates to 33.7 per cent of the total wage bill in the reporting period.

3.33.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.480.88 million to county-established funds in FY 2021/22, which constituted 3.6 per cent of the County's overall budget for the year. Table 3.218 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.218: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Bud-	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		get Allocation in FY 2021/22 (Kshs.)		A	B
1.	Bursary Fund	260,094,929	199,494,100	yes	76.71
2.	Maasai Mara Support Fund	220,489,047	45,000,000	yes	20.41
3.	House loans to members of parliament and their staff	300,000	-	No	0.00
	Total	480,883,976	244,494,100		50.8

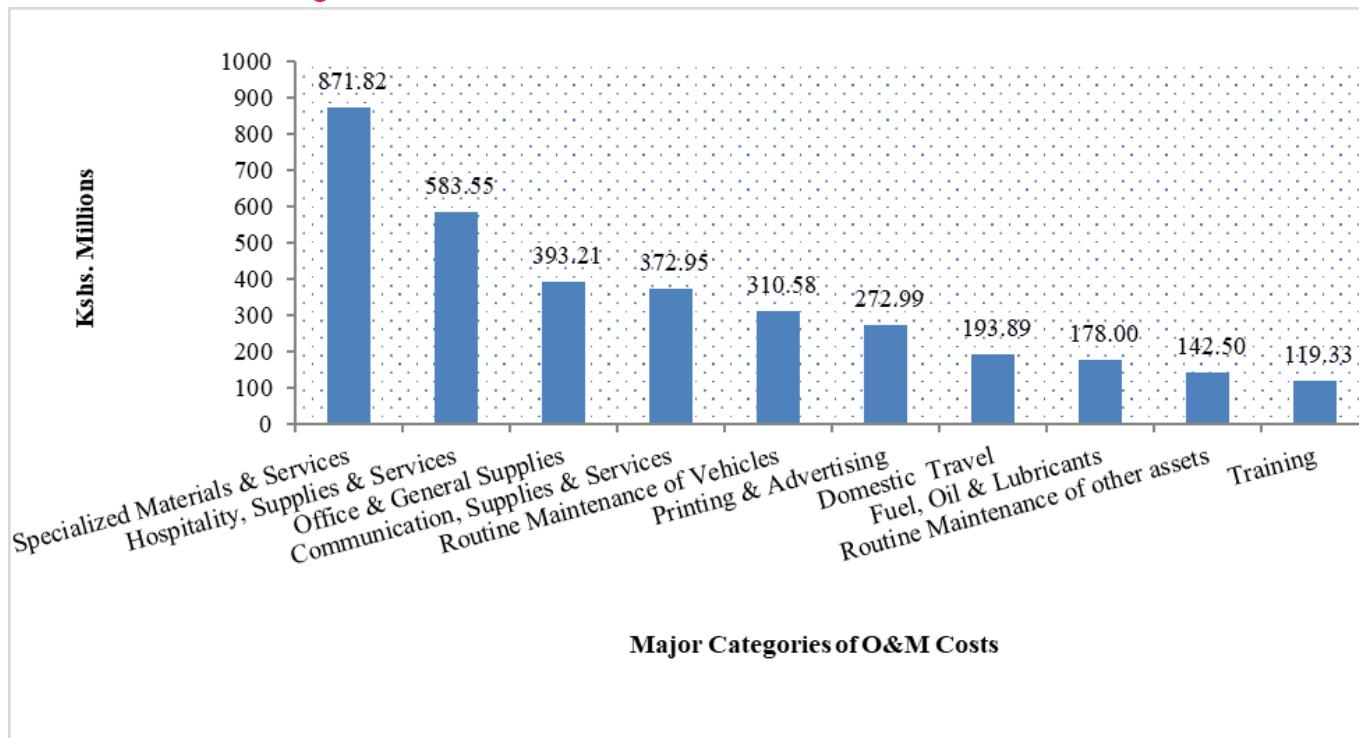
Source: Narok County Treasury

The OCoB received quarterly financial returns from the Maasai Mara Support Fund administrators and the Bursary Fund, as indicated in Table 3.218.

3.33.9 Expenditure on Operations and Maintenance

Figure 3.66 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.66: Narok County, Operations and Maintenance Expenditure by Major Categories



Source: Narok County Treasury

The County Assembly spent Kshs.34.58 million on committee sitting allowances for the 48 MCAs and the Speaker against the annual budget allocation of Kshs.57.61 million. The average monthly sitting allowance was Kshs. 60,037 per MCA. The County Assembly has established 17 Committees.

During the period, expenditure on domestic travel amounted to Kshs.193.89 million and comprised of Kshs.67 million spent by the County Assembly and Kshs.123.89 million by the County Executive. Expenditure on foreign travel amounted to Kshs.5.36 million by the County Executive.

3.33.10 Development Expenditure

The County incurred Kshs.1.34 billion on development programmes, representing an increase of 15.5 per cent compared to FY 2020/21 when the County spent Kshs. 1.16 billion. Table 3.219 summarises development projects with the highest expenditure in the reporting period.

Table 3.219: Narok County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract Sum (Kshs)	Budget (Kshs)	Amount Paid To Date (Kshs)	Contract Variation (Kshs)	Implementation Status (%)	Source Of Funding (Gok/Do-nor)	Re-marks
Health and sanitation	New Narok county refer-ral hospital	Narok town ward	558,795,432	558,795,432	497,871,926	None	89	GOK-KDSP	Ongoing
Health and sanitation	Construction of new Narok medical school	Narok town ward	288,850,043	288,850,043	235,273,801	None	85	GOK	Ongoing
Health and sanitation	Mechanical, electrical engineering and associated works at ncrh	Narok town ward	469,614,655	469,614,655	245,000,000	None	52	GOK	Ongoing

Sector	Project Name	Project Location	Contract Sum (Kshs)	Budget (Kshs)	Amount Paid To Date (Kshs)	Contract Variation (Kshs)	Implementation Status (%)	Source Of Funding (Gok/Donor)	Re-marks
Lands, physical planning and housing	Construction of new Narok bus terminus	Narok town ward	131,431,939.5	131,431,939.5	126,096,062.6	None	95	GOK- KUSP -NCG	Ongoing
Trade and cooperatives	Construction of Nairegies enkare market	Keekon-yokie ward	42,624,000	42,624,000	42,624,000	None	100	GOK	Completed
Trade and cooperatives	Construction of Lolgorian market	Lolgorian ward	39,859,850	39,859,850	39,859,850	None	100	GOK	Completed
Health and sanitation	Expansion works at Nairegies enkare hospital	Keekon-yokie ward	105,406,405	105,406,405	10,000,000	None	10	GOK	Ongoing
Health and sanitation	Expansion of Dikirr hospital	Mogondo ward	44,300,238	44,300,238	17,447,996	None	45	GOK	Ongoing
Public service management	Construction of sub-county offices at nairagie	Keekon-yokie ward	19,933,760	19,933,760	12,262,528	None	62	GOK	Ongoing
Health & Sanitation	Removal of asbestos &tilling	Narok town ward	27,990,220	27,990,220	27,990,220	None	100	GOK	Completed

Source: Narok County Treasury

3.33.11 Budget Performance by Department

Table 3.220 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.220: Narok County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	851.00	32.69	793.37	10.00	793.37	10.00	100.0	100.0	93.2	30.6
Office of the Governor and Deputy Governor	139.37	-	139.37	-	139.32	-	100.0	-	100.0	-
Treasury, Economic Planning &ICT	769.27	235.53	769.27	-	769.21	-	100.0	-	100.0	-
Roads, County Transport Public Works and Infrastructure	652.01	533.65	652.01	116.70	651.93	115.94	100.0	99.4	100.0	21.7
Education, Youth affairs, Sports Culture and social services	1,295.51	151.65	1,295.51	-	1,295.24	-	100.0	-	100.0	-
Environment & Natural resources	250.50	140.74	250.50	-	250.45	-	100.0	-	100.0	-

County public service Board	75.31	-	75.31	-	75.31	-	100.0	-	100.0	-
Agriculture, Livestock and Fisheries	253.36	465.67	253.36	421.66	253.36	421.66	100.0	100.0	100.0	90.6
County Health and sanitation	2,630.07	2,019.55	2,630.07	711.29	2,621.10	711.29	99.7	100.0	99.7	35.2
Lands, Housing, Physical Planning & Urban Development	325.19	192.73	325.19	33.44	325.19	31.37	100.0	93.8	100.0	16.3
Tourism & Wildlife	384.76	52.50	384.76	-	384.75	-	100.0	-	100.0	-
County administrative and Public Service Management	1,615.11	122.08	1,615.11	5.46	1,612.21	5.46	99.8	100.0	99.8	4.5
Trade & Industrialization	103.31	60.55	103.31	52.44	103.31	42.57	100.0	81.2	100.0	70.3
Total	9,344.77	4,007.34	9,287.14	1,351.00	9,274.76	1,338.29	99.9	99.1	99.3	33.4

Source: Narok County Treasury

Analysis of expenditure by department shows that the Department of Agriculture, Livestock and Fisheries recorded the highest absorption rate of development budget at 90.6 per cent, followed by the Department of Trade and Industrialization at 70.3 per cent. For the recurrent budget, the County Assembly had the lowest at 93.2 per cent, followed by the Department of Health and Sanitation and County Administrative and Public Service at 99.7 and 99.8 per cent, respectively.

3.33.12 Budget Execution by Programmes and Sub-Programmes

Table 3.221 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.221: Narok County, Budget Execution by Programmes and Sub-programmes

Program	Sub Program	Description	Approved Bud- get(Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorp- tion (%)
4610		Default - Non-Programmatic	-	-	-	0
	0	Default - Non-Programmatic	-	-	-	0
101000000		Land Policy and Planning	-	-	-	0
	101029999	Land Information Management	-	-	-	0
102000000		Housing Development and Human Settlement	-	-	-	0
	102019999	Housing Development	-	-	-	0
102004610		Crop Development and Management	601,988,764	63,939,234	538,049,530	11
	102024610	Crop Productivity Improvement	601,988,764	63,939,234	538,049,530	11
103004610		Livestock Resources management and development	132,347,982	-	132,347,982	0
	103014610	Livestock Pests & Disease Management & Control	61,596,366	-	61,596,366	0
	103074610	Livestock Information Management	70,751,616	-	70,751,616	0
104004610		Fisheries development and Management	29,678,706	-	29,678,706	0
	104014610	Fish Products Production	29,678,706	-	29,678,706	0
105000000		Urban and Metropolitan Development	-	-	-	0
	105029999	Metropolitan Planning & Infrastructure Development	-	-	-	0

Program	Sub Program	Description	Approved Bud- get(Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorp- tion (%)
105004610		Land Policy and Planning	173,262,143	165,000,000	8,262,143	95
	105014610	Development Planning and Land Reforms	173,262,143	165,000,000	8,262,143	95
	105024610		-	-	-	0
106004610		Housing Development and Human Settlement	192,067,540	-	192,067,540	0
	106014610	Housing Development	192,067,540	-	192,067,540	0
107004610		Urban Mobility and Transport	260,671,166	5,000,000	255,671,166	2
	107014610	Metropolitan Planning & Infrastructure Development	260,671,166	5,000,000	255,671,166	2
108000000		Crop Development and Management	-	-	-	0
	108029999	Food Security Initiatives	-	-	-	0
111000000		Fisheries Development and Management	-	-	-	0
	111029999	Aquaculture Development Marketing & Research	-	-	-	0
112000000		Livestock Resources Management and Development	-	-	-	0
	112029999	Livestock Production and Management	-	-	-	0
201004610		Roads Transport and Public Works	1,357,651,132	454,768,087	902,883,045	33
	201014610	General Administration, Planning and Support Services	182,703,471	16,181	182,687,290	0
	201024610	Construction of Roads and Bridges	956,554,174	244,358,420	712,195,754	26
	201034610	Maintenance of Roads	218,393,487	210,393,486	8,000,001	96
202000000		Road Transport	-	-	-	0
	202019999	Construction of Roads and Bridges	-	-	-	0
	202039999	Maintenance of Roads	-	-	-	0
202004610		ICT Services	47,923,165	42,488,363	5,434,802	89
	202014610	ICT Infrastructure Development	47,923,165	42,488,363	5,434,802	89
210000000		ICT Infrastructure Development	-	-	-	0
	210019999	ICT Infrastructure Connectivity	-	-	-	0
301004610		General Administration and Support Services	179,962,356	167,373,581	12,588,775	93
	301014610	Administrative Services	7,588,775	-	7,588,775	0
	301024610	Cooperative Development & Management	23,446,192	21,446,192	2,000,000	91
	301034610	Trade Development and Promotion	148,927,389	145,927,389	3,000,000	98
302000000		Industrial Development and Investments	-	-	-	0
	302019999	Promotion of Industrial Development and Investments	-	-	-	0
303004610		Tourism Development and Promotion	443,107,293	433,107,293	10,000,000	98
	303014610	Tourism Promotion and Marketing	443,107,293	433,107,293	10,000,000	98

Program	Sub Program	Description	Approved Bud- get(Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorp- tion (%)
306000000		Tourism Development and Promotion	-	-	-	0
	306019999	Tourism Promotion and Marketing	-	-	-	0
401000000		Preventive & Promotive Health Services	-	-	-	0
	401019999	Health Promotion	-	-	-	0
401004610		Preventive & Promotive Health Services	1,689,000,000	1,675,000,000	14,000,000	99
	401014610	Health Promotion	1,689,000,000	1,675,000,000	14,000,000	99
402004610		Curative Health Services	331,034,233	329,984,050	1,050,183	100
	402014610	Referral Services	331,034,233	329,984,050	1,050,183	100
403004610		General Administration, Planning & Support Services	2,313,922,140	2,286,260,560	27,661,580	99
	403014610	Health Policy, Planning and Financing	2,313,922,140	2,286,260,560	27,661,580	99
404000000		General Administration, Planning & Support Services	-	-	-	0
	404019999	Health Policy, Planning & Financing	-	-	-	0
501000000		Primary Education	-	-	-	0
	501049999	Early Child Development and Education	-	-	-	0
502004610		Manpower Development, Employment and Productivity Management	1,224,941,270	1,021,150,000	203,791,270	83
	502014610	Early Child Development and Education	1,224,941,270	1,021,150,000	203,791,270	83
	502024610	Infrastructure Development and Expansion	-	-	-	0
701004610		General Administration, Planning and Support Services	1,671,738,425	1,443,653,789	228,084,636	86
	701014610	Administrative Services	769,697,099	551,708,655	217,988,444	72
	701024610	Information Communication Services	-	-	-	0
	701044610	Coordination and Administrative Services	323,846,234	321,460,000	2,386,234	99
	701054610	Public service and Field Administrative Services	413,589,984	410,589,984	3,000,000	99
	701084610	Board Management Services	164,605,108	159,895,150	4,709,958	97
	701104610	Legal and Public Affairs	-	-	-	0
702004610		Public Finance Management	335,677,978	321,984,149	13,693,829	96
	702014610	Accounting services	30,796,221	28,000,000	2,796,221	91
	702024610	Resource Mobilisation	145,522,112	142,178,000	3,344,112	98
	702034610	Budget Formulation, Coordination and Management	35,932,873	34,932,873	1,000,000	97
	702044610	Supply Chain Management Services	69,038,396	65,484,900	3,553,496	95
	702054610	Internal Audit Services	54,388,376	51,388,376	3,000,000	94
703004610		Economic Policy and County Planning	680,918,885	542,124,799	138,794,086	80
	703014610	Economic Planning Coordination	656,360,296	522,915,199	133,445,097	80

Program	Sub Program	Description	Approved Bud- get(Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorp- tion (%)
	703024610	Monitoring and Evaluation Services	24,558,589	19,209,600	5,348,989	78
704004610		Legislation and Representa-tion	840,204,000	840,204,000	-	100
	704014610	Legislative Oversight	492,522,712	492,522,712	-	100
	704024610	County Co-ordination Services	307,540,000	307,540,000	-	100
	704034610	Research and Policy	40,141,288	40,141,288	-	100
706000000		Economic Policy and Nation-al Planning	-	-	-	0
	706019999	Economic Planning Coordina-tion services	-	-	-	0
722000000		Legislative Oversight	-	-	-	0
	722019999	Legislation and Representa-tion	-	-	-	0
724000000		Inter-Governmental Revenue and Financial Matters	-	-	-	0
	724029999	Research and Policy	-	-	-	0
725000000		General Administration, Planning and Support Ser-vices	-	-	-	0
	725019999	Administration	-	-	-	0
	725029999	Board Management Service	-	-	-	0
729000000		Audit Services	-	-	-	0
	729029999	County Governments Audit	-	-	-	0
901000000		Sports	-	-	-	0
	901019999	Sports Training and competi-tions	-	-	-	0
901004610		Social Development and Children Services	445,789,292	430,789,292	15,000,000	97
	901014610	Gender and Youth Develop-ment	129,739,090	119,739,090	10,000,000	92
	901024610	Social Assistance to Vulne-rable Groups	21,646,436	21,646,436	-	100
	901034610	Development and Promotion of culture	19,710,027	19,710,027	-	100
	901044610	Development and Manage-ment of sports facilities	148,900,562	143,900,562	5,000,000	97
	901054610	Sports Services	-	-	-	0
	901064610	Voluntary Training Services	125,793,177	125,793,177	-	100
907000000		Manpower Development, Employment and Productiv-ity Management	-	-	-	0
	907019999	Human Resource Planning & Development	-	-	-	0
1001000000		General Administration, Planning and Support Ser-vices	-	-	-	0
	1001019999	Environmental Policy Man-agement	-	-	-	0
1002004610		Environment Management and Protection	400,226,420	390,226,420	10,000,000	98
	1002014610	Forests Conservation and Management	400,226,420	390,226,420	10,000,000	98

Program	Sub Program	Description	Approved Bud- get(Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorp- tion (%)
1003000000		Natural Resources Conserva- tion and Management	-	-	-	0
	1003039999	Wildlife Conservation and Se- curity	-	-	-	0
		Grand Total	13,352,112,889	10,613,053,616	2,739,059,273	79

Source: Narok County Treasury

Programmes with high levels of implementation based on absorption rates at 100 per cent were: Legislation and Representation and Curative Health Services.

3.33.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.37 billion in FY 2021/22 from the annual development budget allocation of Kshs.4.0 billion. The development expenditure represented 33.4 per cent of the annual development budget.
2. The underperformance of own-source revenue at Kshs.1.33 billion against an annual projection of Kshs.2.35 million, representing 56.7 per cent of the annual target.
3. High level of pending bills which amounted to Kshs.415.3 million as of 30th June 2022.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.301.33 million were processed through the manual payroll and accounted for 8.0 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
5. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.34 County Government of Nyamira

3.34.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.6.83 billion, comprising Kshs.2.05 billion (30 per cent) and Kshs.4.78 billion (70 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.14 billion (75.3 per cent) as the equitable share of revenue raised nationally, generate Kshs.295 million (4.3 per cent) from its own sources of revenue, and use a cash balance of Kshs.838.91 million (12.3 per cent) from FY 2020/21. The County also expected to receive Kshs.563.37 million (8.2 per cent) as conditional grants, which consists of a World Bank loan – National Agriculture Rural Inclusive Growth Project Kshs.275.42million, World Bank Grant – Transforming Health Sector Universal Coverage Kshs.90.23million, DANIDA Kshs.10.67million, Agricultural Sector Development Support Program Kshs.24.25million, Kenya Devolution Support Program II Kshs.112.82, Kenya Informal Settlement Improvement 2 Kshs.50.0million.

3.34.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.72 billion as the equitable share of the revenue raised nationally, raised Kshs.166.49 million as own-source revenue, Kshs.293.15 million as conditional grants, and had a cash balance of Kshs.838.91 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.6.02 billion, as shown in Table 3.222.

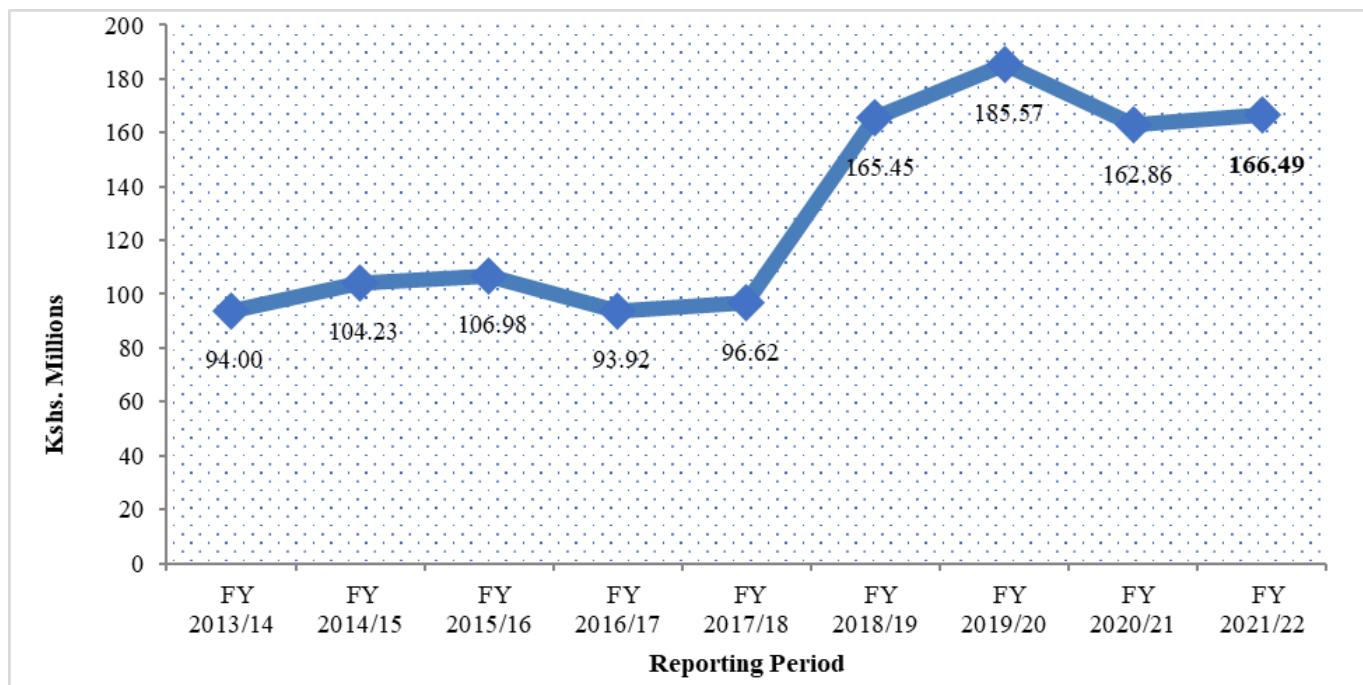
Table 3.222: Nyamira County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,135,340,036	4,724,512,833	92.0
	Sub Total	5,135,340,036	4,724,512,833	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	295,000,000	166,487,465	56.4
2.	Conditional Grants	563,367,518	293,154,514	52.0
3.	Balance b/f from FY 2020/21	838,910,105	838,910,105	100.0
	Sub Total	1,697,277,623	1,298,552,084	76.5
	Grand Total	6,832,617,659	6,023,064,917	88.2

Source: Nyamira County Treasury

Figure 3.67 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.67: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nyamira County Treasury

In FY 2021/22, the County generated a total of Kshs.166.49 million as own-source revenue. This amount represented an increase of 2.2 per cent compared to Kshs.162.86 million realised in FY 2020/21 and was 56.4 per cent of the annual target.

3.34.3 Exchequer Issues

The Controller of Budget approved Kshs.5.61 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.1.1 billion (19.8 per cent) for development programmes and Kshs.4.5 billion (80.2 per cent) for recurrent programmes, as shown in Table 3.227 .

3.34.4 Overall Expenditure Review

The County spent Kshs.5.85 billion on development and recurrent programmes during the reporting period. This expenditure represented 104.3 per cent of the total funds released by the CoB and comprised of Kshs.1.33 billion and Kshs.4.52 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 64.9 per cent. In comparison, recurrent expenditure represented 94.6 per cent of the annual recurrent expenditure budget.

3.34.5 Settlement of Pending Bills

The outstanding pending bills at the beginning of the financial year amounted to Kshs.344.55 million and comprised Kshs.121.35 million for recurrent expenditure and Kshs.223.22 million for development expenditure.

During the period under review, pending bills amounting to Kshs.230.51 million were settled, consisting of Kshs.68.16 million for recurrent expenditure and Kshs.162.36 million for development programmes, as shown in Table 3.223.

Table 3.223: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	119,435,006	68,155,764	51,279,242	120,000,000	171,279,242
Development Expenditure	215,538,480	162,357,783	53,180,697	360,000,000	413,180,697
Total	334,973,486	230,513,546	104,459,939	480,000,000	584,459,939

Source: Nyamira County Treasury

During the financial year, the Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.275.00 million, which the County settled. The outstanding pending bills as of 30th June, 2022 were Kshs.584.56 million. The outstanding pending bills by the County Assembly amounted to Kshs.22.52 million as of 30th June 2022.

3.34.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.91 billion on employee compensation, Kshs.1.10 billion on operations and maintenance, and Kshs.1.23 billion on development activities. Similarly, the County Assembly spent Kshs.299.10 million on employee compensation, Kshs.208.13 million on operations and maintenance, and Kshs.89.2 million on development activities, as shown in Table 3.224.

Table 3.224: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)			Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly	
Total Recurrent Expenditure	4,166,387,927	612,444,433	4,009,295,342	507,229,393	96.2	82.8	
Compensation to Employees	2,907,319,654	362,839,306	2,907,357,859	299,099,550	100.0	82.4	
Operations and Maintenance	1,259,068,273	249,605,127	1,101,937,483	208,129,843	87.5	83.4	
Development Expenditure	1,898,785,299	155,000,000	1,238,611,963	89,200,082	65.2	57.5	
Total	6,065,173,226	767,444,433	5,247,907,305	596,429,475	86.5	77.7	

Source: Nyamira County Treasury

3.34.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 53.2 per cent of the annual realised revenue of Kshs.6.02 billion.

Personnel emoluments amounting to Kshs.3.19 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs.15.91 million was processed through a manual payroll. The manual payroll accounted for 0.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

In line with Government policy that salaries should be processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.21 billion includes Kshs.1.37 billion attributable to the health sector, which translates to 42.7 per cent of the total wage bill in the reporting period.

3.34.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.175.71 million to county-established funds in FY 2021/22, which constituted 2.6 per cent of the County's overall budget for the year. Table 3.225 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.225: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)
1.	Bursary and scholarship Fund	110,706, 801	110,706, 800	YES.
2.	Car Loan & Mortgage – County Assembly	15,000, 000	Not Provided	NO.
3.	Emergency Fund	30,000, 000	Not Provided	NO.
4.	Trade Fund	20,000, 000	Not Provided	NO.
	Total	175,706,801	110,706,800	

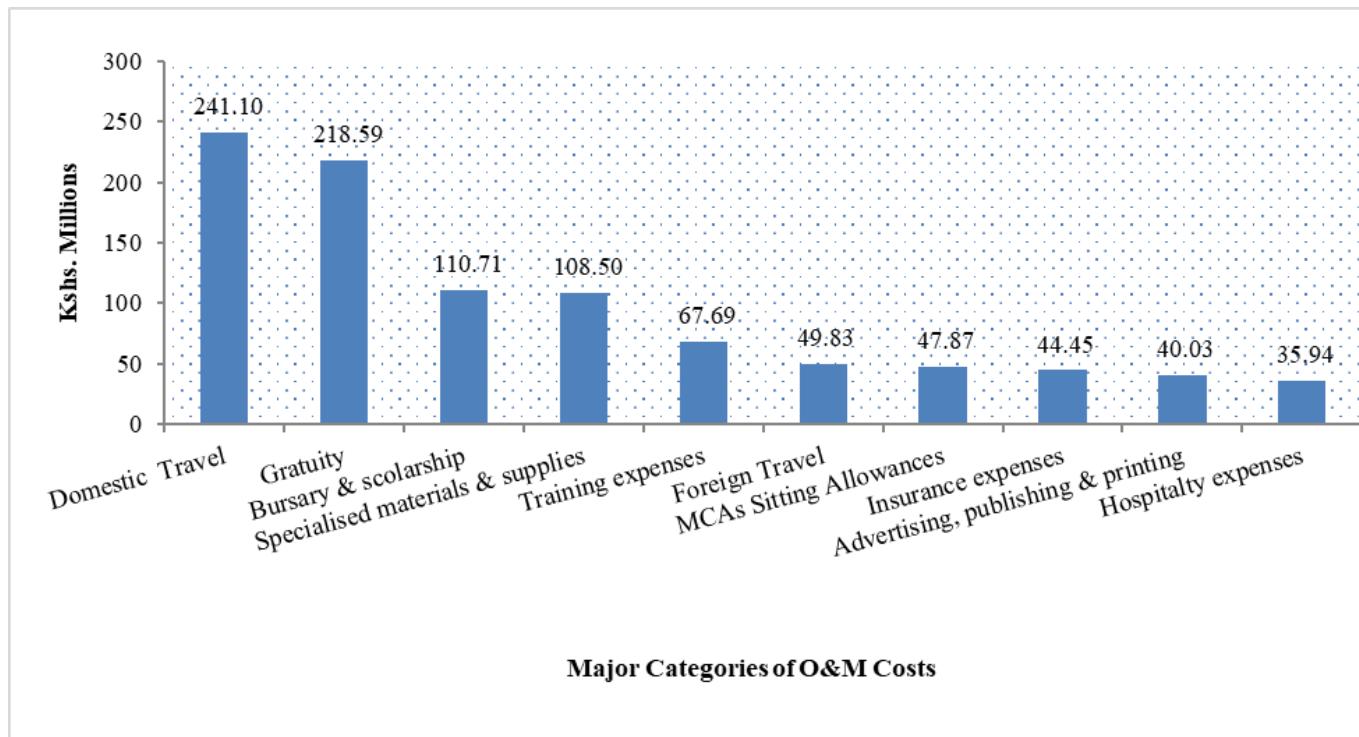
Source: Nyamira County Treasury

The OCoB received quarterly financial returns from the Fund Administrator of the Bursary and Scholarship Fund, as indicated in Table 3.225.

3.34.9 Expenditure on Operations and Maintenance

Figure 3.68 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.68: Nyamira County, Operations and Maintenance Expenditure by Major Categories



Source: Nyamira County Treasury

The County Assembly spent Kshs.47.87 million on committee sitting allowances for the 36 MCAs and the Speaker against the annual budget allocation of Kshs.55.89 million. The average monthly sitting allowance was Kshs.107,815 per MCA and the Speaker. The County Assembly has established 20 Committees.

During the period, expenditure on domestic travel amounted to Kshs.241.10 million and comprised of Kshs.108.45 million spent by the County Assembly and Kshs.132.65 million by the County Executive. Expenditure on foreign travel amounted to Kshs.49.83 million and comprised of Kshs.11.02 million by the County Assembly and Kshs.38.81 million by the County Executive.

3.34.10 Development Expenditure

The County incurred Kshs.1.33 billion on development programmes, representing a decrease of 5.0 per cent compared to FY 2020/21, when the County spent Kshs.1.40 billion. Table 3.226 summarises development projects with the highest expenditure in the reporting period.

Table 3.226: Nyamira County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple- men- tation status (%)	Source of Funding (GoK/donor)	Remarks
County Assembly	Construction of MCAs ward offices	All 20 wards	170,000,000	137,774,903	80,821,600	None	80.0	GoK	Some offices are complete and in use.
Finance	Maintenance of revenue system	County HQ	39,500,000	39,500,000	11,000,000	None	50.0	GoK	System in use
Water	Nyambaria water supply	Magombo	21,511,338	21,511,338	9,195,840	None	100.0	GoK	Some payments are still pending.

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)	Remarks
Education	3 ECDE class-rooms	Riomego Primary	3, 500, 000	3, 500, 000	3, 500, 000	None	100.0	GoK	Work complete
Municipal-ity	ICT network-ing equip-ment.	HQ	4, 000, 000	4, 000, 000	0.0	None	100.	GoK	Equipment delivered
Trade	Fencing of Sironga In-dustrial park	Sironga	14,500,000	14,500,000	11, 783, 627	None	94.0	GoK	Works com-plete
Sports	Completion of Manga Sta-dium	Manga	83, 721, 866	83, 721, 866	65, 340, 150	None	63.0	GoK	Works ongo-ing.
Roads	Riabagaka – Rianyakangi – TBC road	Bogicho-ra	4,902,762	4,902,762	4,902,762	None	100	GoK	Complete.
Lands	Completion of County HQ	HQ	382,970,401	30,053,255	30,053,255	None	8	GoK	Project has stalled
Health	Doctors' pla-zza with 80-bed capacity	Nyamira CRH	142,319,154	127,018,652	127,018,652	None	73	Gok	Project on-going.

Source: Nyamira County Treasury

3.34.11 Budget Performance by Department

Table 3.227 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.227: Nyamira County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	612.44	155.00	612.44	88.72	507.23	89.20	82.8	100.5	82.8	57.5
County Executive	452.16	0.00	392.07	0.00	417.63	0.00	106.5	0.0	92.4	0.0
Finance, ICT & Eco-nomic Plan	422.06	199.44	342.79	133.57	365.12	34.88	106.5	26.1	86.5	17.5
Agriculture & Livestock	166.65	313.58	162.43	200.27	163.60	213.97	100.7	106.8	98.2	68.2
Environment, Energy	98.62	146.40	88.17	121.64	92.73	144.78	105.2	119.0	94.0	98.9
Education & Vocational Training	481.83	15.13	480.28	15.13	479.08	36.80	99.8	243.2	99.4	243.2
Health Services	1,778.99	520.14	1,698.58	276.13	1,746.83	394.92	102.8	143.0	98.2	75.9
Lands, Housing & Urban Development	80.35	142.44	68.89	60.39	77.97	78.05	113.2	129.2	97.0	54.8
Roads, Transport & Pub-lic Works	126.31	259.40	126.31	147.42	121.75	215.62	96.4	146.3	96.4	83.2
Trade, Tourism, Indus-trialisation	38.66	54.65	36.12	16.70	37.66	38.65	104.3	231.4	97.4	70.7
Youths, Sports, Gender, Culture	56.87	54.14	53.80	36.72	54.16	31.95	100.7	87.0	95.2	59.0

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Public Service Board	66.11	0.00	61.59	0.00	57.39	0.00	93.2	0.0	86.8	0.0
Public Service Management	350.57	30.00	338.44	0.00	348.79	5.95	103.1	0.0	99.5	19.8
Nyamira Municipality	47.20	163.46	46.90	8.00	46.57	43.06	99.3	538.3	98.7	26.3
	4,778.83	2,053.79	4,508.81	1,104.70	4,516.52	1,327.81	100.2	120.2	94.5	64.7

Source: Nyamira County Treasury

Analysis of expenditure by department shows that the Department of Education and Vocation Training recorded the highest absorption rate of development budget at 243.2 per cent, followed by the Department of Environment, water, energy and natural resources at 98.9 per cent. The Department of Public Service Management had the highest percentage of recurrent expenditure to budget at 99.5 per cent, while the County Assembly had the lowest at 82.8 per cent. An absorption rate above 100 per cent is irregular and indicates possible diversion of funds.

3.34.12 Budget Execution by Programmes and Sub-Programmes

Table 3.228 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.228: Nyamira County, Budget Execution by Programmes and Sub-programmes

	Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption Rate (%)
Department of the County Assembly					
Sub total		487, 237, 161	355, 694, 089	131, 543, 072	73.0
010100	Policy planning, general administration	332, 237, 161	266, 494, 007	65, 743, 154	80.2
070900	Legislation and representation services	155,000,000	89, 200, 082	65, 799, 918	57.5
Sub total		280, 207, 272	240, 735, 386	39, 471, 886	85.9
070800	Committee management services	33,395,023	33, 262, 195	132, 828	99.6
070900	Legislation and representation services	246, 812, 249	207, 473, 191	39, 339, 058	84.1
Department of County Executive					
070100	General administration and support services	379, 649, 855	354, 905, 101	24, 744, 754	93.4
Subtotal		379, 649, 855	354, 905, 101	24, 744, 754	93.4
070100	General administration and support services	18, 489, 700	17, 344, 868	1, 144, 831	93.8
070600	Governance and coordination services	54, 022, 770	45, 382, 061	8, 640, 709	84.0
Subtotal		72, 512, 470	62, 726, 929	9, 785, 541	86.5
Department of Finance and economic planning					
050400	ICT Services	3, 000, 000	2, 951, 279	48, 721	98.4
070100	General administration and support services	255, 486, 995	247, 037, 965	8, 449, 030	96.7
070500	Resource mobilisation	15, 254, 660	14, 078, 691	1, 425, 969	92.3
Sub total		273, 991, 655	264, 067, 935	9, 923, 720	96.4
050400	ICT Services	10, 204, 852	6, 476, 474	3, 728, 378	63.5
070200	Budget formulation and management	8,600,010	7, 245, 500	1, 354, 510	84.3
Sub total		18, 804, 862	13, 721, 974	5, 082, 888	73.0
070200	Budget formulation and management	102, 339, 891	70, 072, 924	32, 266, 957	68.5
Subtotal		102, 339, 891	70, 072, 924	32, 266, 957	68.5
070400	County financial management & control	3, 000, 000	2, 981, 346	18, 654	99.4
Sub total		3, 000, 000	2, 981, 346	18, 654	99.4
070100	General administration and support services	2, 550, 020	2, 472, 115	77, 905	96.9
Sub total		2, 550, 020	2, 472, 115	77, 905	96.9
070400	County financial management & control	3, 000, 006	2, 579, 680	420, 326	86.0
Sub total		3, 000, 006	2, 579, 680	420, 326	86.0

	Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption Rate (%)
050400	ICT services	112, 815, 048	0.00	112, 815, 048	0.0
070200	Budget formulation and management	105, 000, 000	44, 104, 973	61, 165, 027	42.0
Sub total		217,815,048	44, 104, 973	173, 410, 075	20.2
Department of Agriculture, livestock and fisheries development					
010100	Policy planning, general administration and support services	163,541,681	162, 519, 901	1, 021, 712	99.4
Sub total		163,541,681	162, 519, 901	1, 021, 712	99.4
010400	Livestock promotion and development	2,500,000	2,500,000	0	100.0
Sub total		2,500,000	2,500,000	0	100.0
010200	Crop, agribusiness & land management services	313,081,363	211, 473, 293	101, 608, 070	67.5
Sub total		313,081,363	211, 473, 293	101, 608, 070	67.5
010300	Fisheries development & promotion services	1, 113, 000	1,084,500	28,500	97.4
Sub total		1, 113, 000	1,084,500	28,500	97.4
Environment, water and natural resources					
100100	Policy planning, general administration and support services	78, 623, 857	77, 065, 981	77, 065, 981	98.0
Subtotal		78, 623, 857	77, 065, 981	77, 065, 981	98.0
100200		22, 509,200	18,178,581	4,333,619	80.8
Sub total		22, 509,200	18,178,581	4,333,619	80.8
100300	Water supply and management services	143, 890, 800	142, 268, 078	1, 622, 722	99.5
Subtotal		143, 890, 800	142, 268, 078	1, 622, 722	99.5
Department of Education and vocational training					
050100	General administration, policy planning & support services	363, 582, 278	363, 079, 220	503, 058	99.9
Sub total		363, 582, 278	363, 079, 220	503, 058	99.9
050200	ECDE and CCC development services	19, 110, 732	38, 969, 582	(19, 858, 850)	203.9
Subtotal		19, 110, 732	38, 969, 582	(19, 858, 850)	203.9
050300	Vocational training and development services	114, 275, 430	113, 836, 048	439, 382	99.6
Subtotal		114, 275, 430	113, 836, 048	439, 382	99.6
Department of Health Services					
040100	General administration, planning and support services	1,588,499,992	1,587,220,716	1, 279, 276	99.9
040200	Curative health services	10, 355, 529	9, 014, 527	1, 341, 002	87.1
Subtotal		1,598,855,521	1,596,235,243	2, 620, 278	99.8
040200	Curative health services	700, 271, 470	545, 512, 701	154, 758, 769	77.9
Subtotal		700, 271, 470	545, 512, 701	154, 758, 769	77.9
Department of Lands, housing and urban development					
010100	Policy planning, general administration and support services	80, 352, 053	77, 966, 933	2, 385, 120	97.0
010500	Physical planning and surveying services	24, 998, 000	25, 217, 500	(219, 500)	100.9
010700	Management and development of towns	63, 255, 194	51, 906, 575	11, 348, 619	82.1
Subtotal		168, 605, 247	155, 091, 008	13, 514, 239	92.0
010600	Housing improvement development	54, 187, 416	922, 500	53, 264, 916	1.7
Subtotal		54, 187, 416	922, 500	53, 264, 916	1.7
Department of roads, transport and public works					
010100	Policy planning, general administration and support services	8, 500, 000	8, 495, 000	5, 000	99.9
020100	General administration and support services	112, 861, 008	110, 821, 601	2, 039, 407	98.2
Subtotal		121, 361, 008	119, 316, 601	2, 044, 407	98.3
020200	Roads development and management	263, 900, 044	217, 624, 527	46, 275, 517	82.5
Subtotal		263, 900, 044	217, 624, 527	46, 275, 517	82.5
020200	Roads development and management	450, 000	432, 480	17, 520	96.1

	Programme	Approved Bud- get (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption Rate (%)
Subtotal		450, 000	432, 480	17, 520	96.1
Department of trade, tourism, industrialisation and co – operative development					
030100	Policy planning, general administration and support services	34, 481, 800	33, 695, 205	786, 595	97.7
030300	Tourism development and promotion	896, 000	746, 226	149, 774	83.3
	Subtotal	35, 377, 800	34, 441, 431	936, 369	97.4
030200	Trade, cooperative, investment development promotion	57, 927, 337	41, 865, 489	16, 061, 849	72.3
	Subtotal	57, 927, 337	41, 865, 489	16, 061, 849	72.3
Department of youths, sports, gender, culture social services					
070100	General administration and support services	51,889, 578	51, 372, 382	517, 196	99.0
	Subtotal	51, 889, 578	51, 372, 382	517, 196	99.0
090200	Promotion and management of sports	4, 725, 000	937, 048	3, 787, 952	19.8
	Subtotal	4, 725, 000	937, 048	3, 787, 952	19.8
090200	Promotion and management of sports	54, 394, 800	33, 794, 012	20, 600, 788	62.1
	Subtotal	54, 394, 800	33, 794, 012	20, 600, 788	62.1
Department of County public service board					
070100	General administration and support services	5, 381, 500	4, 184, 600	1, 196, 900	77.8
100100	Policy planning, general administration and support services	60, 731, 790	53, 209, 387	7, 522, 403	87.6
	Subtotal	66, 113, 290	57, 393, 987	8, 719, 303	86.8
Department of public service management					
010100	Policy planning, general administration and support services	347,035,806	345, 625, 494	1, 410, 312	99.6
070100	General administration and support services	454,000	600, 600	(146, 700)	132.3
071000	Coordination, strategy and HR Services	33, 076, 500	8, 498, 454	24, 578, 046	25.7
	Subtotal	380, 566, 306	354, 724, 645	25, 841, 658	93.2
Department of Nyamira Municipality					
010100	Policy planning, general administration and support services	47,195, 970	46, 574, 799	621, 171	98.7
020200	Roads development and management	163,460,354	43, 063, 273	120, 397, 081	26.3
	Sub total	210, 656, 324	89, 638, 072	121, 018, 252	42.6
	Grand Total	6,832,617,659	5,844,436,780	988, 180, 879	85.5

Source: Nyamira County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: ECDE and CCC development services in the Department of Education, vocational training at 203.9 per cent, General administration and support services in the Department of Public service management at 132.9 per cent, Physical planning and surveying services in the Department of Lands, physical planning and urban development at 100.9 per cent, and Livestock promotion and development in the Department of Agriculture, livestock development and fisheries at 100.0 per cent of budget allocation. An absorption rate above 100 per cent is irregular. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.34.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 53.2 per cent of the total expenditure in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.166.49 million against an annual projection of Kshs.295 million, representing 56.4 per cent of the annual target.

3. Poor budgeting practice as shown in Table 3.227, where the County incurred expenditure over approved budgetary allocations. This is an indication of the diversion of funds.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Emergency Fund, Car Loan and Mortgage Fund and Trade Fund reports were not submitted to the Controller of Budget.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.15.91 million were processed through the manual payroll and accounted for 0.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.35 County Government of Nyandarua

3.35.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.8.03 billion, comprising Kshs.2.81 billion (35.0 per cent) and Kshs.5.22 billion (65.0 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.67 billion (79.2 per cent) as the equitable share of revenue raised nationally, generate Kshs.990 million (12.3 per cent) from its own sources of revenue, and use a cash balance of Kshs.644.68 million (8.0 per cent) from FY 2020/21. The County also expected to receive Kshs.727.39 million (9.1 per cent) as conditional grants, which consisted of Kshs.75.00 million as a Supplement for the construction of county headquarters, Kshs.153.29 million as Leasing of Medical Equipment, Kshs.94.48 million as Transforming Health systems for Universal care Project (WB), Kshs.289.61 million as IDA (WB) Kenya Climate Smart Agriculture Project (KCSAP), Kshs.10.8 million as DANIDA Grant, Kshs.31.22 million as EU Grant (Instruments for Devolution Advise and Support IDEAS), Kshs.50.00 million as World Bank -Kenya Informal Settlement Improvement Project- KISIP II, Kshs.22.98 million as Sweden - Agricultural Sector Development Support Programme (ASDSP) II.

3.35.2 Revenue Performance

In FY 2021/22, the County received Kshs.5.22 billion as the equitable share of the revenue raised nationally, raised Kshs.473.06 million as own-source revenue, Kshs252.34 million as conditional grants, and had a cash balance of Kshs.644.68 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.6.59 billion, as shown in Table 3.229.

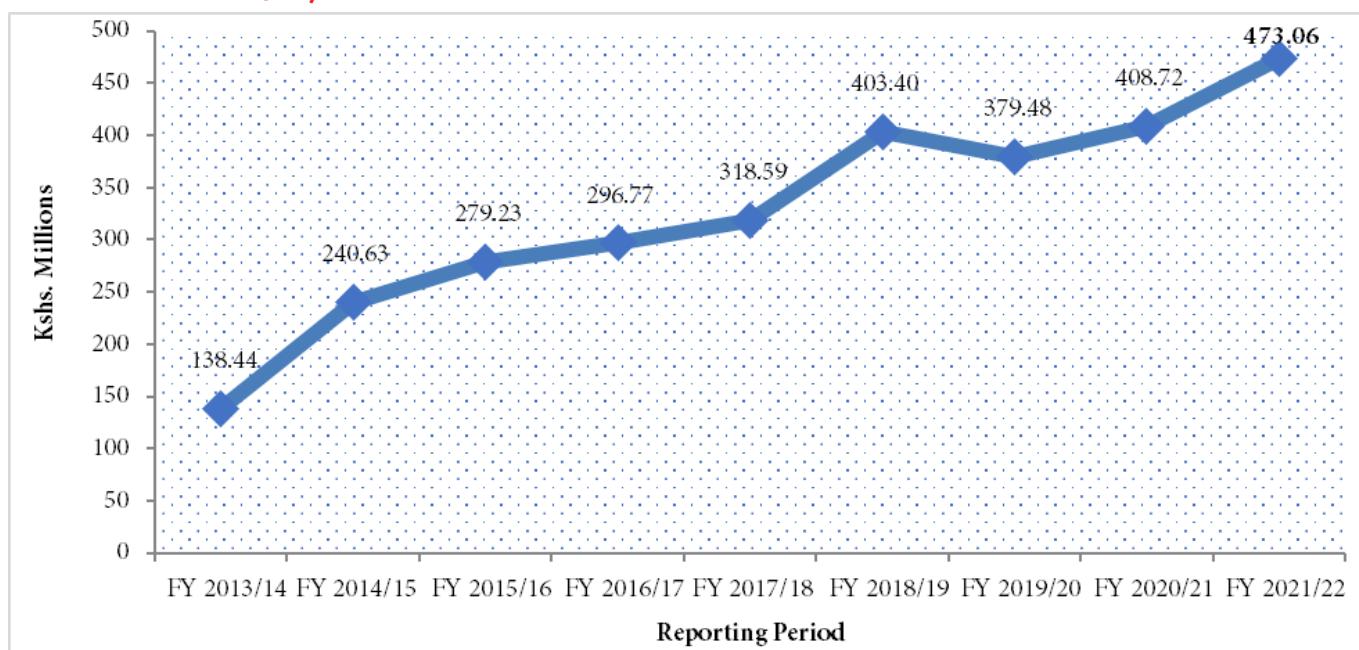
Table 3.229: Nyandarua County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs.)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,670,444,228	5,216,808,686	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	990,000,000	473,061,809	47.8
2.	Conditional Grants	727,391,878	252,340,586	34.7
3.	Balance b/f from FY2020/21	644,678,221	644,678,221	100.0
	Sub Total	2,362,070,099	1,370,080,616	58.0
	Grand Total	8,032,514,327	6,586,889,302	82.0

Source: Nyandarua County Treasury

Figure 3.69 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.69: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nyandarua County Treasury

In FY 2021/22, the County generated a total of Kshs.473.06 million as own-source revenue. This amount represented an increase of 13.6 per cent compared to Kshs.408.72 million realised in FY 2020/21 and was 47.8 per cent of the annual target. The County has implemented an automated OSR collection system called Nyandarua County Automated Revenue Management System.

3.35.3 Exchequer Issues

The Controller of Budget approved Kshs.5.88 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.12 billion (19.0 per cent) for development programmes and Kshs.4.77 billion (81.0 per cent) for recurrent programmes, as shown in Table 3.234.

3.35.4 Overall Expenditure Review

The County spent Kshs.5.88 billion on development and recurrent programmes during the reporting period. This expenditure represented 99.9 per cent of the total funds released by the CoB and comprised of Kshs.1.12 billion and Kshs.4.76 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 39.8 per cent. In comparison, recurrent expenditure represented 91.2 per cent of the annual budget.

3.35.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.1,029.63 million and comprised Kshs.950.54 million for the County Executive and Kshs.79.09 million for the County Assembly, as shown in Table 3.230.

Table 3.230: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 June 2022			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	678,920,016	75,959,887	754,879,903
Recurrent Expenditure	271,617,512	3,128,097	274,745,609
Total Pending Bills	950,537,527	79,087,984	1,029,625,511

Source: Nyandarua County Treasury

The outstanding pending bills as of 30th June 2022 include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.1.01 billion, out of which the County has settled bills amounting to Kshs.419.13 million, leaving a balance of Kshs.589.77 million as of 30th June, 2022.

3.35.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.14 billion on employee compensation, Kshs.1.93 billion on operations and maintenance, and Kshs.1.03 billion on development activities. Similarly, the County Assembly spent Kshs.350.52 million on employee compensation, Kshs.338.82 million on operations and maintenance, and Kshs.87.55 million on development activities, as shown in Table 3.231.

Table 3.231: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,519,294,062	704,643,697	4,077,384,366	689,340,240	90.2	97.8
Compensation to Employees	2,171,300,000	357,620,682	2,143,911,202	350,524,202	98.7	98.0
Operations and Maintenance	2,347,994,062	347,023,015	1,933,473,164	338,816,039	82.3	97.6
Development Expenditure	2,703,576,568	105,000,000	1,028,865,908	87,545,008	38.1	83.4
Total	7,222,870,630	809,643,697	5,106,250,274	776,885,248	70.7	96.0

Source: Nyandarua County Treasury

3.35.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 37.9 per cent of the annual realised revenue of Kshs.6.59 billion.

Personnel emoluments amounting to Kshs.2.14 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.349.77 million was processed on manual payrolls. The manual payroll accounted for 14.0 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.2.49 billion includes Kshs.1.01 billion attributable to the health sector, which translates to 40.5 per cent of the total wage bill in the reporting period.

3.35.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.331.3 million to county-established funds in FY 2021/22, which constituted 5.6 per cent of the County's overall budget for the year. Table 3.232 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.232: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30th June 2022 (Yes/No.)
		A	B	C
1.	County Assembly Staff Car Loans and Mortgage Fund	40,000,000	79,588,876	YES
2.	County Assembly Members Car Loans and Mortgage Fund	-	2,000,000	YES
3.	County Emergency Fund	48,000,000	44,890,170	YES
4.	County Bursary Fund	177,300,000	150,273,439	YES
5.	County Mortgage Fund- Civil Servants	66,000,000	104,237,460	YES
6.	County Mortgage Fund- CECM	-	19,635,722	YES
Total		331,300,000	400,625,667	

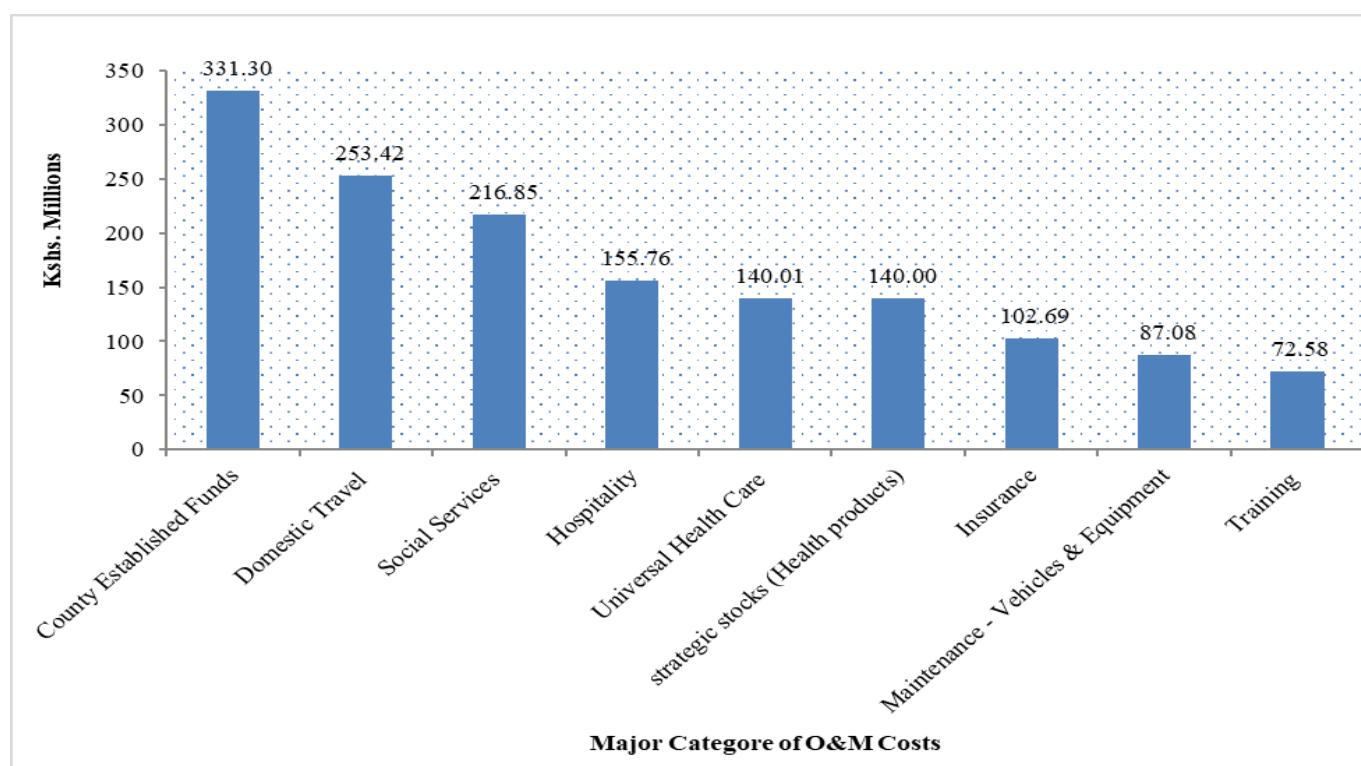
Source: Nyandarua County Treasury

The OCoB received the annual financial returns from administrators of the six established county funds, as indicated in Table 3.232. It is noteworthy that the County Car Loans and Mortgage Funds for the County Assembly and Executive are revolving funds.

3.35.9 Expenditure on Operations and Maintenance

Figure 3.70 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.70: Nyandarua County, Operations and Maintenance Expenditure by Major Categories



Source: Nyandarua County Treasury

The County Assembly spent Kshs.29.21 million on committee sitting allowances for the 40 MCAs and the Speaker against the annual budget allocation of Kshs.31.35 million. The average monthly sitting allowance was Kshs.60,845 per MCA. The County Assembly has established 20 Committees.

During the period, expenditure on domestic travel amounted to Kshs.253.42 million and comprised of Kshs.56.01 million spent by the County Assembly and Kshs.197.40 million by the County Executive. The cost of foreign travel amounted to Kshs.35.89 million and comprised of Kshs.27.00 million by the County Assembly and Kshs.8.86 million by the County Executive.

3.35.10 Development Expenditure

The County incurred Kshs.1.12 billion on development programmes, representing a decrease of 45.1 per cent compared to FY 2020/21 when the County spent Kshs. 2.04 billion. Table 3.233 summarises development projects with the highest expenditure in the reporting period.

Table 3.233: Nyandarua County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum	FY 2021-22 Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Transport, Energy & Public Works	County headquarters (County contribution)	Kaimbaga	681,000,000	35,000,000	33,924,802	Nil	72	Gok	Ongoing
Health Services	JM Complex- County Contribution	Rurii Ward	1,486,000,000	70,000,000	161,000,000	Nil	11	Gok	Ongoing
Health Services	JM Pathology Department/Mortuary	Rurii Ward	64,076,595	12,746,820	50,391,778	11,812,595	95	Gok	Ongoing
Health Services	Engineer Male Ward	Engineer Ward	96,000,000	6,000,000	5,967,083	Nil	10	Gok	Ongoing
Health Services	Manunga theatre	Kipipiri Ward	25,000,000	6,800,000	20,000,000	Nil	100	Gok	Completed
Health Services	upgrade Bamboo	Magumu	25,000,000	5,000,000	22,000,000	Nil	80	Gok	Ongoing
Industrialisation Cooperatives, Trade & Enterprise Development	Improvement of Njabini town (cabro works) in Njabini Kiburu ward.	Njabini Town	4,999,960	4,999,960	4,999,960	Nil	100	Gok	In Use
Industrialisation Cooperatives, Trade & Enterprise Development	Engineer Ward- Engineer wholesale market	Engineer Ward	4,999,698	5,000,000	4,999,698	Nil	100	Gok	In Use
Water, Environment, Tourism &Natural resources	Ol'kalou Arboretum- Phase 2 Completion of solar-heated swimming pool and septic tank -Kaimbaga ward	Kaimbaga	27,759,042	20,600,000	17,892,189	Nil	75	Gok	The Project Is Under Phase Financing (2yrs)
Youth, Sports and Arts	Olkalou Stadium - VIP dais	Kaimbaga	51,107,550	5,000,000	48,021,737	Nil	94	Gok	Stalled Project

Source: Nyandarua County Treasury

3.35.11 Budget Performance by Department

Table 3.234 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.234: Nyandarua County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Transport, Energy & Public Works	128.14	1,008.15	111.93	554.09	111.93	554.09	100.0	100.0	87.4	55.0
Agriculture Livestock & Fisheries	153.97	466.35	112.47	156.40	112.47	156.40	100.0	100.0	73.0	33.5
County Assembly	704.64	105.00	690.40	87.55	689.34	87.55	99.8	100.0	97.8	83.4
County Attorney	51.14	-	48.12	-	48.12	-	100.0	-	94.1	-
County Public Service Board	27.69	-	27.39	-	27.39	-	100.0	-	98.9	-
Education, Gender, Youth, Culture and Social Services	54.64	88.40	45.42	38.19	45.42	38.19	100.0	100.0	83.1	43.2
Finance & Economic Development	504.02	-	438.36	-	438.36	-	100.0	-	87.0	-
Governor's Office & Service Delivery	129.69	-	127.58	-	127.58	-	100.0	-	98.4	-
Health Services	670.47	354.99	413.67	123.79	413.67	123.79	100.0	100.0	61.7	34.9
Industrialisation Cooperatives, Trade & Enterprise Development	55.04	127.19	54.54	60.47	54.54	60.47	100.0	100.0	99.1	47.5
Lands, Housing & Physical Planning	30.63	48.10	25.51	1.62	25.51	1.62	100.0	100.0	83.3	3.4
Ol-Kalou Municipality	17.90	84.12	13.42	-	13.42	-	100.0	-	75.0	-
Public Administration & ICT	69.93	3.50	67.15	-	67.15	-	100.0	-	96.0	-
The County Secretary	2,280.51	-	2,257.23	-	2,257.23	-	100.0	-	99.0	-
Water, Environment, Tourism & Natural resources	83.10	460.66	80.14	82.25	80.14	82.25	100.0	100.0	96.4	17.9
Youth, Sports and Arts	262.42	62.12	254.46	12.05	254.46	12.05	100.0	100.0	97.0	19.4
TOTAL	5,223.94	2,808.58	4,767.79	1,116.41	4,766.72	1,116.41	100.0	100.0	91.2	39.8

Source: Nyandarua County Treasury

Analysis of expenditure by the department shows that the County Assembly recorded the highest absorption rate of the development budget at 83.4 per cent, followed by the Department of Transport, Energy & Public Works at 55.0 per cent. The Department of Industrialization Cooperatives, Trade & Enterprise Development had the highest recurrent expenditure to the budget percentage at 99.1 per cent. The Department of Health Services had the lowest at 61.7 per cent.

3.35.12 Budget Execution by Programmes and Sub-Programmes

Table 3.235 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.235: Nyandarua County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Ksh)	Actual Payments (Ksh)	Variance (Kshs.)	Absorption (%)
General administration, planning and support services	Service Delivery Unit	26,600,000	26,600,000	-	100.0
	Governor's Office & Investment Promotion	73,920,000	73,920,000	-	100.0
	Liaison and Intergovernmental Relations	16,186,000	16,186,000	-	100.0
	Civic Education and Public Participation	12,979,317	10,872,532	2,106,785	83.8
Sub Total		129,685,317	127,578,532	2,106,785	98.4
County Secretary	County Secretary-Administration	55,660,105	52,965,840	2,694,265	95.2
	Cabinet Affairs	930,000	929,970	30	100.0

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Ksh)	Actual Payments (Ksh)	Variance (Kshs.)	Absorption (%)
Human Resource Management	Payroll (Including Compensation to employees)	2,068,900,000	2,048,495,902	20,404,098	99.0
	Human Resource Management (Including employee gratuity, pension and medical insurance)	155,020,000	154,839,743	180,257	99.9
Sub Total		2,280,510,105	2,257,231,455	23,278,650	99.0
County Attorney Services	legal and public affairs	51,141,862	48,121,174	3,020,688	94.1
Sub Total		51,141,862	48,121,174	3,020,688	94.1
Public administration	Public Administration	9,400,000	9,399,120	880	100.0
	sub-county and ward administration	22,590,000	21,579,917	1,010,083	95.5
	Communication and Public Relations	14,199,987	10,426,590	3,773,397	73.4
	Enforcement and Compliance	17,844,800	17,842,130	2,670	100.0
ICT and E-government Services	ICT and E-government Services	9,400,000	7,898,706	1,501,294	84.0
Sub Total		73,434,787	67,146,463	6,288,324	91.4
County Public Service Board	County Public Service Board	27,689,000	27,389,000	300,000	98.9
Sub Total		27,689,000	27,389,000	300,000	98.9
Public Finance Management	County Funds	291,300,000	291,300,000	-	100.0
	treasury services	21,103,117	20,875,288	227,829	98.9
	Financial reporting	11,915,000	11,915,000	-	100.0
	Revenue Collection and Administration (Including automation)	27,450,000	27,450,000	-	100.0
	Revenue Enhancement and Monitoring	21,200,000	21,200,000	-	100.0
	Supply Chain Management	7,680,000	7,678,101	1,899	100.0
	Internal Audit and Risk Management	8,900,000	8,900,000	-	100.0
	Internal Audit Committee	5,000,000	2,998,300	2,001,700	60.0
Economic planning and development	County Budgeting	14,298,750	14,298,750	-	100.0
	County Statistics and Data Bank	6,600,000	6,600,000	-	100.0
	Monitoring and Evaluation	9,544,800	9,544,800	-	100.0
	Economic Modelling and Research	3,451,700	3,451,700	-	100.0
	Economic Development Planning	75,580,068	12,150,000	63,430,068	16.1
Sub Total		504,023,435	438,361,939	65,661,496	87.0
Preventive and Promotive Services	Preventive and Promotive Services	6,271,274	6,271,274	-	100.0
Curative Services	Curative Services	253,199,497	252,799,272	400,225	99.8
	Universal health care and grants	399,775,885	150,399,810	249,376,075	37.6
General administration, planning and support services	Solid Waste and Cemeteries	5,200,000	4,200,000	1,000,000	80.8
	Infrastructure and Equipment	361,013,156	123,793,624	237,219,532	34.3
Subtotal		1,025,459,812	537,463,980	487,995,832	52.4
Primary education	ECDE	75,056,219	58,536,120	16,520,099	78.0
Youth training and development	The revitalisation of youth polytechnics	16,717,994	9,112,226	7,605,768	54.5
Culture	development and promotion of culture	4,330,000	4,255,043	74,957	98.3
Arts & Theatre	Arts & Theatre	46,931,999	11,705,954	35,226,045	24.9
Sub Total		143,036,213	83,609,343	59,426,870	58.5
Trade development and promotion	Financial and Trade Services	45,640,000	37,758,494	7,881,506	82.7
Industrial development and investment	Industrial and Enterprise Development	4,314,057	12,583,705	-8,269,648	291.7
	Weights & Measures	2,610,000	2,590,217	19,783	99.2

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Ksh)	Actual Payments (Ksh)	Variance (Kshs.)	Absorption (%)
Cooperative development and management	Cooperative advisory services	18,010,000	18,009,538	462	100.0
	cooperative audit extension services	5,120,458	5,119,158	1,300	100.0
Urban development	Urban development	106,540,580	38,944,868	67,595,712	36.6
Ol'kalou municipality	Ol'kalou municipality	102,026,681	13,421,062	88,605,619	13.2
Sub Total		284,261,776	128,427,042	155,834,734	45.2
Sports	Sports Development	80,605,000	45,172,928	35,432,072	56.0
Youth Affairs	Youth Affairs	34,500,000	34,499,701	299	100.0
Gender Affairs and Social Services & youth empowerment	Social Services	158,020,000	157,205,771	814,229	99.5
	Gender Affairs and Social Services	44,670,098	22,874,603	21,795,495	51.2
General administration, planning and support services	Alcohol Drinks Control and Civic Education	6,750,000	6,750,000	-	100.0
Sub Total		324,545,098	266,503,003	58,042,095	82.1
Water Resource Development.	water resource conservation and protection, infrastructure and flood control	237,621,789	81,911,238	155,710,551	34.5
Environment	environmental support and management	29,504,900	27,061,950	2,442,950	91.7
	climate change resilience	18,100,000	7,599,222	10,500,778	42.0
	natural resource	1,800,000	999,380	800,620	55.5
Tourism development and promotion	tourism infrastructure development	248,326,925	42,920,400	205,406,525	17.3
Irrigation and Drainage infrastructure	promotion of irrigation and drainage development and management	8,400,000	1,898,575	6,501,425	22.6
Sub Total		543,753,614	162,390,765	381,362,849	29.9
Road transport	Transport (Including fuel level, General Administration & Support Services)	669,696,261	543,346,146	126,350,115	81.1
	Public Works	390,587,779	81,183,325	309,404,454	20.8
Alternative energy technologies	alternative energy technologies	68,997,260	36,390,000	32,607,260	52.7
General administration, planning and support services	Emergency Response & Preparedness	7,000,000	5,099,305	1,900,695	72.8
Sub Total		1,136,281,300	666,018,776	470,262,524	58.6
Land policy and planning	Physical Planning	9,810,455	5,645,893	4,164,562	57.5
	Survey and Mapping	9,488,000	5,460,915	4,027,085	57.6
	Land Administration and Management	30,721,545	10,044,515	20,677,030	32.7
Housing	Housing	28,711,080	5,983,275	22,727,805	20.8
Sub Total		78,731,080	27,134,598	51,596,482	34.5
Crop development and management	land and crop development	537,190,485	198,978,344	338,212,141	37.0
	Seed Potato Production Unit (SPPU Lab)	10,695,804	6,281,240	4,414,564	58.7
Livestock resources management and development	livestock production and management	9,835,618	8,795,408	1,040,210	89.4
	Veterinary Services	15,195,000	14,994,855	200,145	98.7
Fisheries Development and management	fisheries policy, strategy and capacity building	5,400,000	4,005,977	1,394,023	74.2
General administration, planning and support services	Institution Support (ATCs)	13,135,000	8,412,962	4,722,038	64.0
	Agriculture Mechanisation Services	6,085,000	5,934,345	150,655	97.5
	General administration and Extension Services	12,550,324	12,247,172	303,152	97.6
	Subsidised Artificial Insemination	10,230,000	9,223,901	1,006,099	90.2

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Bud- get (Ksh)	Actual Payments (Ksh)	Variance (Kshs.)	Absorption (%)
Sub Total		620,317,231	268,874,204	351,443,027	43.3
County Assembly	legislative, oversight and representation	809,643,697	776,885,248.16	32,758,449	96.0
Sub Total		809,643,697	776,885,248	32,758,449	96.0
Grand Total		8,032,514,327	5,883,135,523	2,149,378,804	73.2

Source: Nyandarua County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Service Delivery Unit in the Governor's Office at 100.0 per cent, Governor's Office & Investment Promotion in the Governor's Office at 100.0 per cent, Liaison and Intergovernmental Relations in the Governor's Office at 100.0 per cent and Cabinet Affairs at 100.0 per cent in the Office of the County Secretary at 100.0 per cent of budget allocation. The Sub-Programme Industrial and Enterprise Development in the Department of Industrialization Cooperatives, Trade & Enterprise Development had an absorption rate above 100 per cent at 291.7 per cent, which was occasioned by a reduction of the Budget Allocation in the said department during the Supplementary Budget, yet the Expenditure had already been incurred.

3.35.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.12 billion in FY 2021/22 from the annual development budget allocation of Kshs.2.7 billion. The development expenditure represented 39.8 per cent of the annual development budget.
2. A high wage bill, which accounted for 42.4 per cent of the total expenditure in FY 2021/22, thus constraining funding to other programmes.
3. The underperformance of own-source revenue at Kshs.473.06 million against an annual projection of Kshs. 990 million, representing 47.8 per cent of the annual target.
4. High level of pending bills which amounted to Kshs.1,029.63 million as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.349.77 million were processed through the manual payroll and accounted for 14.0 per cent of the total payroll cost.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The County should address its revenue performance to ensure the approved budget is fully financed.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.36 County Government of Nyeri

3.36.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.8.74 billion, comprising Kshs.2.64 billion (30.2 per cent) and Kshs.6.10 billion (69.8 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.23 billion (71.3 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.0 billion (11.5 per cent) from its sources of revenue, and use a cash balance of Kshs.810.51 million (9.3 per cent) from FY 2020/21. The County also expects to receive Kshs.694.02 million (7.9 per cent) as conditional grants.

Conditional grants consisted of Kshs.352.82 million from IDA (World Bank) for Kenya Climate Smart Agriculture Project, Kshs.29.07 million from IDA (World Bank) for Agriculture Sector Development Support Programme, Kshs.184.79 million from IDA (World Bank) as credit for Kenya Devolution Support Programme “Level 2 grant”, Kshs.60.0 million from IDA (World Bank) as credit for Kenya Informal Sector Settlement Programme, Kshs.48.73 million for Transforming Health Systems for Universal Care, Kshs.11.99 million as a grant from DANIDA for Universal Healthcare to Devolved System and Kshs.6.60 million as a grant from CDC for HIV Programme.

3.36.2 Revenue Performance

In FY 2021/22, the County received Kshs.5.73 billion as the equitable share of the revenue raised nationally, raised Kshs.948.31 million as own-source revenue, Kshs.297.31 million as conditional grants, and had a cash balance of Kshs.810.51 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.78 billion, as shown in Table. 3.236.

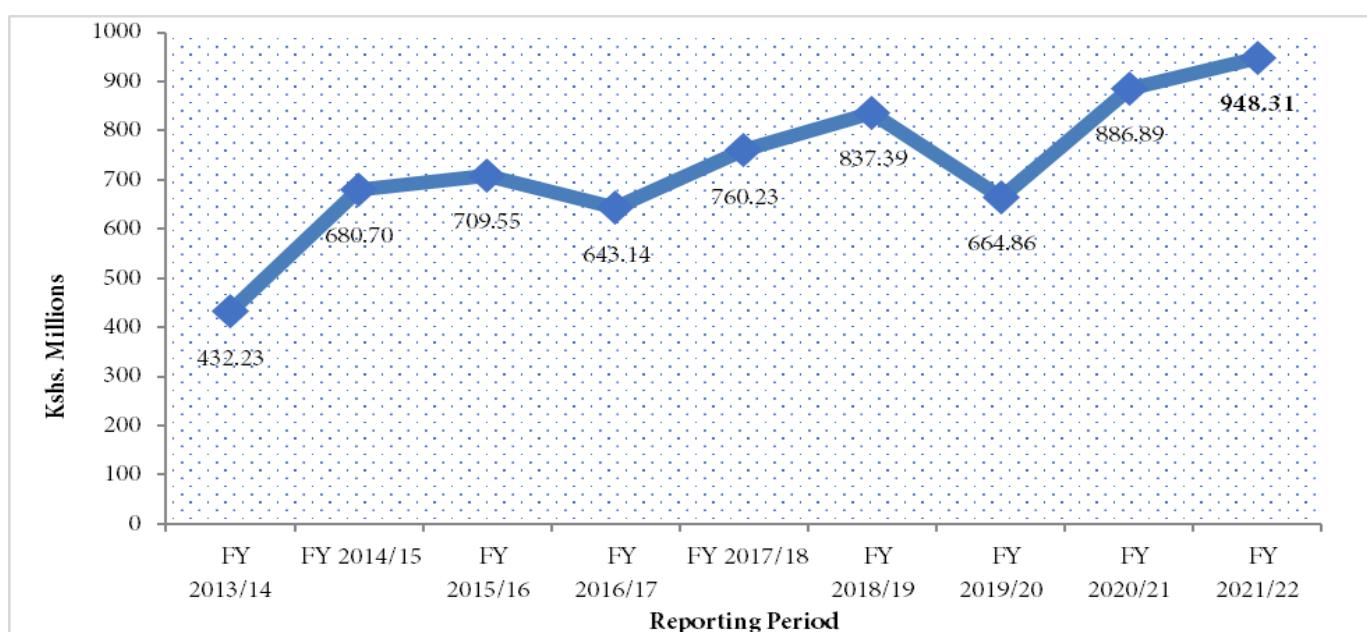
Table 3.236: Nyeri County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,228,728,555	5,730,430,268	92.0
	Sub Total	6,228,728,555	5,730,430,268	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,000,000,000	948,313,629	94.8
2.	Conditional Grants	694,024,498	297,314,062	42.8
3.	Balance b/f from FY 2020/21	810,515,428	810,515,428	100.0
	Sub Total	2,504,539,926	2,056,143,119	82.1
	Grand Total	8,733,268,481	7,786,573,387	89.2

Source: Nyeri County Treasury

Figure 3.71 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.71: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Nyeri County Treasury

In FY 2021/22, the County generated a total of Kshs.948.31 million as own-source revenue. This amount represented an increase of 6.9 per cent compared to Kshs.886.89 million realised in FY 2020/21 and was 94.8 per cent of the annual target. The OSR includes revenue arrears and penalties charged on the arrears from the previous financial year of Kshs.106.29 million. The County has implemented an automated OSR collection system referred to as Nyeripay.

3.36.3 Exchequer Issues

The Controller of Budget approved Kshs.7.02 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.49 billion (21.3 per cent) for development programmes and Kshs.5.53 billion (78.7 per cent) for recurrent programmes, as shown in Table 3.241.

3.36.4 Overall Expenditure Review

The County spent Kshs.7.22 billion on development and recurrent programmes during the reporting period. This expenditure represented 102.8 per cent of the total funds released by the CoB and comprised of Kshs.1.40 billion and Kshs.5.82 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 53.2 per cent, while recurrent expenditure represented 95.4 per cent of the annual recurrent expenditure budget.

3.36.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.110.97 million and comprised Kshs.79.73 million for recurrent expenditure and Kshs.31.24 million for development expenditure. During the period under review, pending bills amounting to Kshs.102.80 million were settled, consisting of Kshs.78.62 million for recurrent expenditure and Kshs.24.18 million for development programmes, as shown in Table 3.237.

Table 3.237: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	79,726,732	78,622,390	1,104,342	120,425,140	121,529,482
Development Expenditure	31,243,495	24,183,974	7,059,520	321,415,418	328,474,939
Total	110,970,226	102,806,364	8,163,862	441,840,559	450,004,421

Source: Nyeri County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.450 million include a balance of Kshs.8.16 million pending bills relating to previous years.

3.36.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.58 billion on employee compensation, Kshs.1.49 billion on operations and maintenance, and Kshs.1.4 billion on development activities. Similarly, the County Assembly spent Kshs.258.85 million on employee compensation, Kshs.475.65 million on operations and maintenance, and Kshs.2.78 million on development activities, as shown in Table 3.238.

Table 3.238: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	5,362,963,778	734,500,292	5,080,615,077	734,500,292	94.7	100.0
Compensation to Employees	3,668,325,920	258,853,361	3,584,861,932	258,853,361	97.7	100.0

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Operations and Maintenance	1,694,637,858	475,646,931	1,495,753,145	475,646,931	88.3	100.0
Development Expenditure	2,623,804,411	12,000,000	1,400,589,301	2,776,460	53.4	23.1
Total	7,986,768,189	746,500,292	6,481,204,378	737,276,752	81.1	98.8

Source: Nyeri County Treasury

3.36.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 49.4 per cent of the annual realised revenue of Kshs.7.78 billion.

Personnel emoluments amounting to Kshs.3.38 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system while Kshs.457.83 million was paid through manual payrolls. The manual payroll accounted for 11.9 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.84 billion includes Kshs.2.18 billion attributable to the health sector, which translates to 56.8 per cent of the total wage bill in the reporting period.

3.36.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.619.81 million to county-established funds in FY 2021/22, constituting 7.1 per cent of the County's overall budget for the year. Table 3.239 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.239: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Nyeri County Executive Car Loan and Mortgage (Staff) Scheme Fund	-	-	No	-
2.	Nyeri County Elimu Fund	160,000,000	160,000,000	Yes	100.0
3.	Nyeri County Enterprise Development Fund	-	-	Yes	
4.	Nyeri County Health Fund	459,814,533	334,823,362	Yes	72.8
5.	Nyeri County Assembly Car Loan and Mortgage (Members) Scheme Fund	-	38,390,000	Yes	-
6.	Nyeri County Assembly Car Loan and Mortgage (Staff) Scheme Fund	-	-	Yes	-
	Total	619,814,533	533,213,362		86.0

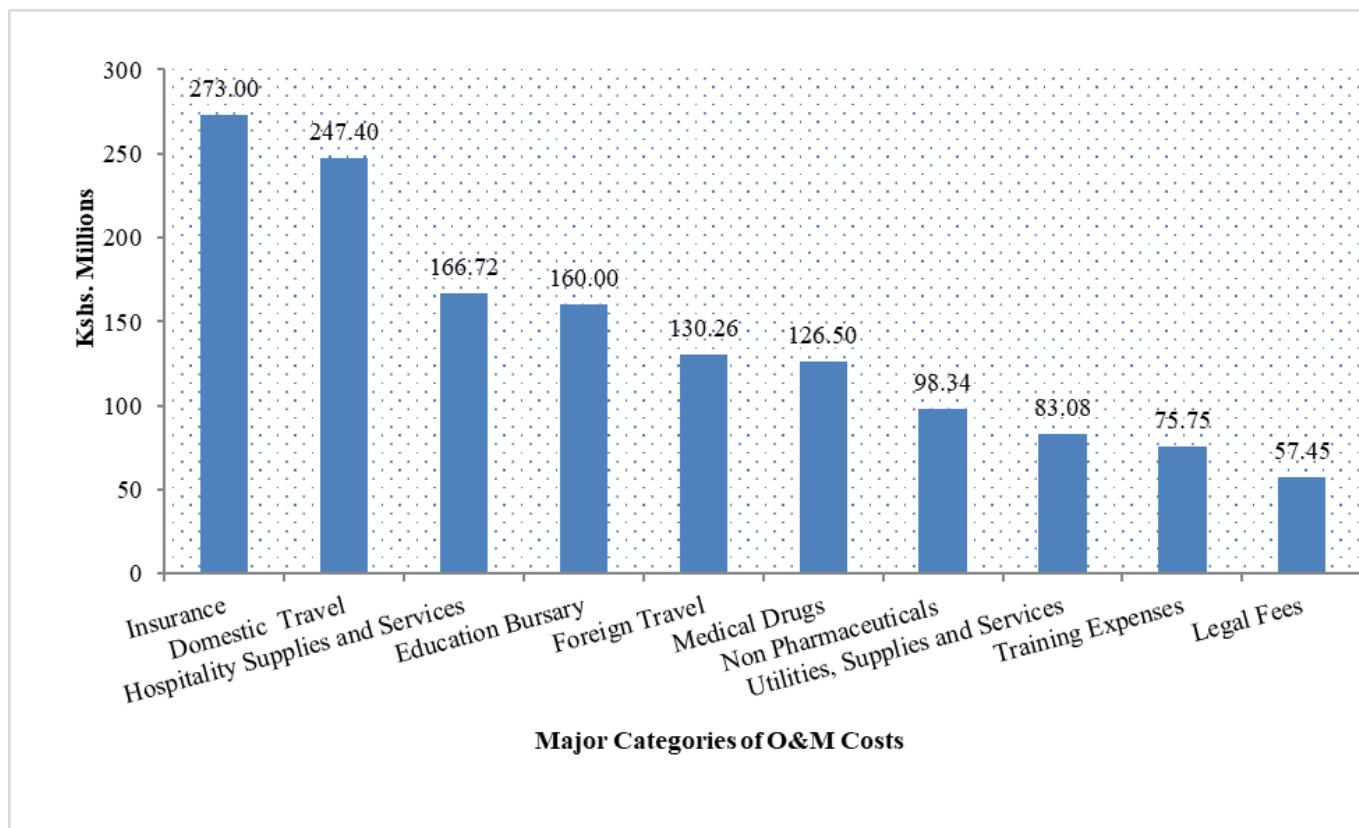
Source: Nyeri County Treasury

The OCoB received quarterly financial returns from administrators of three established funds, as indicated in Table 3.239.

3.36.9 Expenditure on Operations and Maintenance

Figure 3.72 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.72: Nyeri County, Operations and Maintenance Expenditure by Major Categories



Source: Nyeri County Treasury

The County Assembly spent Kshs.31.75 million on committee sitting allowances for the 44 MCAs and the Speaker against the annual budget allocation of Kshs.50.67 million. The average monthly sitting allowance was Kshs.58,794 per MCA. The County Assembly has established 22 Committees.

During the period, expenditure on domestic travel amounted to Kshs.247.4 million and comprised Kshs.132.66 million spent by the County Assembly and Kshs.114.74 million by the County Executive. Expenditure on foreign travel amounted to Kshs.130.26 million and comprised of Kshs.87.06 million by the County Assembly and Kshs.43.2 million by the County Executive.

3.36.10 Development Expenditure

The County incurred Kshs.1.40 billion on development programmes, representing a decrease of 40 per cent compared to FY 2020/21, when the County spent Kshs. 2.18 billion. Table 3.240 summarises development projects with the highest expenditure in the reporting period.

Table 3.240: Nyeri County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Transport, Public Works Infrastructure and Energy	Roads Improvement	County-wide	488,087,127	369,476,159	100	GOK	Projects under the program are complete and in use.
Transport, Public Works Infrastructure and Energy	Street Lighting Program	County-wide	205,329,181	111,348,982	100	GOK	Projects under the program are complete and in use.

Sector	Project Name	Project Location	Budget (Kshs)	Amount paid to date (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health Services	Construction of Naromoru/Kiamathaga Ward Level 4 Hospital	Naromoru/Kiamathaga Ward	215,252,577	89,187,894	80	Donor	On-going
Lands, Physical Planning & Urban Development	Construction of Transport Termini	Rware	178,162,735	158,345,858	90	Donor	On-going
Agriculture, Livestock & Fisheries	Kenya Climate Smart Agriculture Programme	County-wide	317,252,638	194,563,713	75	Donor	On-going
Education & Sports	Purchase of sports equipment and uniform	County-wide	24,700,000	22,216,652	100	GOK	Complete and in use
Gender, Youth & Social Services	Purchase of empowerment equipment	County-wide	21,350,000	24,043,688	100	GOK	Complete and in use
Agriculture, Livestock & Fisheries	Livestock Breed improvement - Breeding stock	County-wide	21,744,800	21,744,800	85	GOK	Issuance of breeding stock on-going
County Public Service and Solid Waste Management	Purchase of Skip Loader	County-wide	14,000,000	14,000,000	100	GOK	Complete and in use
Finance & Economic Planning	Purchase of 2 specialised enforcement vehicles	County Headquarters	12,400,000	11,890,000	100	GOK	Complete and in use

Source: Nyeri County Treasury

3.36.11 Budget Performance by Department

Table 3.241 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.241: Nyeri County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs)		Exchequer Issues FY 2021/22 (Kshs)		Expenditure FY 2021/22 (Kshs)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of the Governor and Deputy Governor	157.08	0.00	142.55	0.00	141.24	0.00	99.1	0.0	89.9	0.0
Office of the County Secretary	323.19	24.50	322.49	8.76	321.54	4.49	99.7	51.2	99.5	18.3
Finance and Economic Planning	1,006.75	268.25	747.76	203.34	887.84	107.73	118.7	53.0	88.2	40.2
Lands, Physical Planning, Housing and Urbanization	60.18	347.08	57.37	121.10	54.03	216.17	94.2	178.5	89.8	62.3

Department	Budget Allocation (Kshs)		Exchequer Issues FY 2021/22 (Kshs)		Expenditure FY 2021/22 (Kshs)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Health Services	2,615.08	339.19	2,456.30	146.67	2,561.89	136.17	104.3	92.8	98.0	40.1
Gender, Youth and Social Services	67.16	67.85	59.09	38.86	58.50	35.94	99.0	92.5	87.1	53.0
County Public Service and Solid Waste Management	113.19	69.00	106.14	43.39	107.71	45.05	101.5	103.8	95.2	65.3
Agriculture, Livestock and Fisheries	244.77	493.47	237.17	307.98	241.68	226.30	101.9	73.5	98.7	45.9
Trade, Culture, Tourism and Co-Operative Development	58.25	76.98	53.09	20.40	52.58	21.31	99.0	104.4	90.3	27.7
Education and Sports	441.45	89.45	398.56	48.89	417.03	48.85	104.6	99.9	94.5	54.6
Water, Irrigation, Environment and Climate Change	75.93	140.32	67.96	56.80	66.58	56.78	98.0	100.0	87.7	40.5
County Assembly	734.50	12.00	697.40	2.78	716.50	2.78	102.7	100.0	97.5	23.1
County Public Service Board	43.55	5.00	38.00	4.27	43.26	4.27	113.8	100.0	99.3	85.4
Transport, Public Works Infrastructure and Energy	115.16	702.73	105.20	491.76	111.80	497.54	106.3	101.2	97.1	70.8
Office of the County Attorney	41.23	0.00	40.12	0.00	32.94	0.00	82.1	0.0	79.9	0.0
TOTAL	6,097.46	2,635.80	5,529.20	1,494.99	5,815.12	1,403.37	105.2	93.9	95.4	53.2

Source: Nyeri County Treasury

Analysis of expenditure by department shows that the County Public Service Board recorded the highest absorption rate of development budget at 85.4 per cent, followed by the Department of Transport, Public Works, Infrastructure and Energy at 70.8 per cent. The Office of the County Secretary had the highest percentage of recurrent expenditure to budget at 99.5 per cent, while the office of the County Attorney had the lowest at 79.9 per cent.

3.36.12 Budget Execution by Programmes and Sub-Programmes

Table 3.242 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.242: Nyeri County, Budget Execution by Programmes and Sub-programmes

County Department	Name of the Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Agriculture, Livestock and Fisheries	Agricultural Management	Administration and planning services	670,020,743	420,403,864	249,616,879	62.74
	Crop Management	County Agriculture Extension Program	7,673,500	3,754,111	3,919,389	
	Wambugu ATC	Farm Development	6,851,500	6,851,500	0	100.00
	AMS Naromoru	Development Of Agricultural Land For Crop Production	7,710,500	4,901,152	2,809,348	63.56
	Livestock Production Management	Provision of Extension Services to Livestock farmers	17,521,100	13,929,514	3,591,586	79.50
	Fisheries development	Administrative Support Services	7,209,500	3,974,963	3,234,537	55.14
	Veterinary services	Administrative Support Services	21,246,340	14,158,092	7,088,248	66.64
Subtotal			738,233,183	467,973,197	270,259,986	63.39

County Department	Name of the Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Lands, Physical Planning, Housing and Urbanization	Physical planning services	Administration and personnel services	390,760,150	256,381,236	134,378,914	65.61
	Land Policy and Planning	Land Policy Formulation	15,057,481	12,799,952	2,257,529	85.01
	Housing Development and Human Settlement	Government Building	1,440,000	1,012,043	427,957	70.28
Subtotal			407,257,631	270,193,232	137,064,399	66.34
Transport, Public Works Infrastructure and Energy	General administration and policy Development and implementation	Administration, planning and support services	73,962,887	70,651,991	3,310,896	95.52
	Roads development, maintenance and management	County access and feeder roads improvement	505,025,159	399,757,670	105,267,489	79.16
	Energy Sector Development	Street lighting programme	41,193,000	41,151,539	41,461	99.90
		Street Lighting	197,700,000	97,779,534	99,920,466	49.46
Subtotal			817,881,046	609,340,734	208,540,312	74.50
Trade, Culture, Tourism and Co-Operative Development	Tourism Development	Promotion of Tourism	6,324,585	1,890,005	4,434,580	29.88
	Trade and Cooperative Development	Trade Promotion	118,547,395	67,327,555	51,219,840	56.79
	Co-operatives	Cooperative Development And Management	10,350,000	4,671,691	5,678,309	45.14
Subtotal			135,221,980	73,889,252	61,332,728	54.64
Health Services	Administration, Planning and General Support Services	Administration, Planning and General Support Services	2,837,559,894	2,600,654,538	236,905,356	91.65
		Health Services	116,706,488	97,398,952	19,307,536	83.46
Subtotal			2,954,266,382	2,698,053,490	256,212,892	91.33
Education and Sports	General administration and policy Development and implementation	Administrative Support Services	468,847,431	417,920,486	50,926,945	89.14
	County Sports Development	Search and nurture talents	42,631,000	36,888,781	5,742,219	86.53
	ECDE Management	ECDE Management	6,417,496	4,194,445	2,223,051	65.36
	Youth Training and Development	Youth Training and Development	13,000,000	6,883,142	6,116,858	52.95
Subtotal			530,895,927	465,886,854	65,009,073	87.75
Office of the Governor and Deputy Governor	Management and Co-ordination of county affairs	Management of county affairs	5,426,126	5,355,271	70,855	98.69
		Administration, planning and support services	151,657,836	135,882,945	15,774,891	89.60
Subtotal			157,083,962	141,238,216	15,845,746	89.91
Office of the County Secretary	Coordination of County Functions and Public Service Management	Administration, planning and support services	338,421,828	319,921,549	18,500,279	94.53
		County publicity campaign	1,170,000	685,583	484,417	58.60
		ICT Infrastructure Development	8,100,000	5,425,815	2,674,185	66.99
Subtotal			347,691,828	326,032,947	21,658,881	93.77

County Department	Name of the Programme	Sub-Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption (%)
Finance and Economic Planning	Executive services	Administration and personnel services	1,198,999,989	930,940,198	268,059,791	77.64
	Economic Planning and Policy Formulation	Economic Planning and Policy Formulation	13,747,266	11,182,503	2,564,763	81.34
	Public Finance Management	Financial Accounting	11,901,000	11,149,277	751,723	93.68
		Procurement Compliance and Reporting	11,100,000	9,069,461	2,030,539	81.71
		Internal Audit	7,859,800	7,008,882	850,918	89.17
	Revenue Mobilisation	Revenue Mobilisation	25,270,000	22,134,427	3,135,573	87.59
	Economic Planning and Policy Formulation	Monitoring and Evaluation	6,126,372	4,089,300	2,037,072	66.75
	Subtotal		1,275,004,427	995,574,048	279,430,379	78.08
County Assembly	General administration, Policy Development and implementation	Administration and planning services	746,500,292	719,277,583	27,222,709	96.35
Subtotal			746,500,292	719,277,583	27,222,709	96.35
County Public Service and Solid Waste Management	Human resources Management	Administration Planning and Support Services	107,055,287	97,540,164	9,515,123	91.11
	Sanitation management	Environment Conservation, Protection and Management	11,629,820	11,236,837	392,983	96.62
		Administrative Support Services	63,500,000	43,974,633	19,525,367	69.25
Subtotal			182,185,107	152,751,634	29,433,473	83.84
County Public Service Board	General Administration and Planning services	Administration and Personnel Services	48,548,187	47,525,770	1,022,417	97.89
Subtotal			48,548,187	47,525,770	1,022,417	97.89
Gender, Youth and Social Services	General Administration and Planning services	Administration and personnel services	57,252,024	51,766,823	5,485,201	90.42
	Social development	Administration and planning services	74,350,000	39,973,946	34,376,054	53.76
		County children's home management	3,412,000	2,701,939	710,061	
Subtotal			135,014,024	94,442,708	40,571,316	69.95
Water and Irrigation Services	Water Management	Administrative Support Services	72,279,777	63,936,899	8,342,878	88.46
		Water Services	127,169,171	48,549,802	78,619,369	38.18
	Environment Services	Environment Conservation, Protection and Management	16,802,077	10,876,884	5,925,193	64.74
Subtotal			216,251,025	123,363,585	92,887,440	57.05
Office of the County Attorney	General Administration and Planning services	Management of county affairs	41,233,480	32,937,881	8,295,599	79.88
Subtotal			41,233,480	32,937,881	8,295,599	79.88
		Grand Total	8,733,268,481	7,218,481,130	1,514,787,351	82.65

Source: Nyeri County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Management of County Affairs in the office of the Governor at 98.7 per cent, Administration and Personnel Services in the office of the County Public Service Board at 97.9 per cent and Environment Conservation, Protection and Management in the Department of County Public Service and Solid Waste Management at 96.6 per cent of budget allocation.

3.36.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.1.40 billion in FY 2021/22 from the annual development budget allocation of Kshs.2.64 billion. The development expenditure represented 53.2 per cent of the annual development budget.
2. A high wage bill, which accounted for 49.4 per cent of the total annual realised revenue in FY 2021/22, thus constraining funding to other programmes.
3. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the County Executive Car-Mortgage Fund, MCAs Car-Mortgage Fund and County Assembly Staff Car-Mortgage Fund were not submitted to the Controller of Budget.
4. High level of pending bills which amounted to Kshs.450 million as of 30th June 2022.
5. Use of manual payroll. Personnel emoluments amounting to Kshs.457.83 million were processed through the manual payroll and accounted for 11.9 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
3. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
5. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.37 County Government of Samburu

3.37.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.7.34 billion, comprising Kshs.2.72 billion (36.9 per cent) and Kshs.4.65 billion (63.1 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.37 billion (72.8 per cent) as the equitable share of revenue raised nationally, generate Kshs.157.26 million (2.1 per cent) from its sources of revenue, and use a cash balance of Kshs.1.19 billion (16.1 per cent) from FY 2020/21. The County also expected to receive Kshs.663.31 million (9.0 per cent) as conditional grants, which consisted of Kshs.153.29 million Leasing of Medical Equipment, Kshs.141.56 million Kenya Devolution Support Program, Kshs.212.28 million National Agricultural and Rural Inclusive Growth Project, Kshs.15.63 million EU Grant for Instrument for Devolution Advice and Support

(Abattoir Construction), Kshs.32.99 million Agriculture Sector Development Support Programme (ASDSP), Kshs.5.6 million for Transforming Health Systems for Universal Care Project, Kshs.91.71 million for Emergency Locust Response Project and Kshs.10.24 million DANIDA Health Support funds.

3.37.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.94 billion as the equitable share of the revenue raised nationally, raised Kshs.120.05 million as own-source revenue, Kshs.192.58 million as conditional grants, and had a cash balance of Kshs.1.26 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.6.52 billion, as shown in Table 3.243.

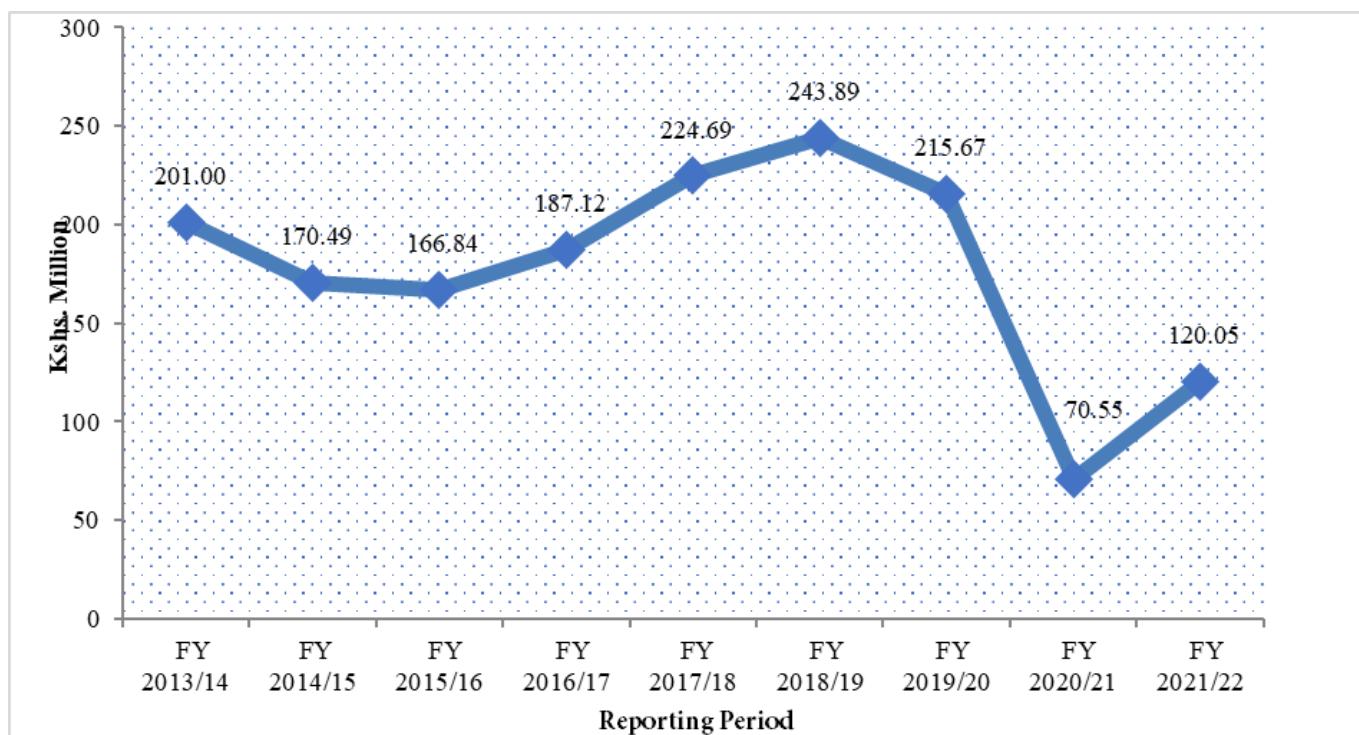
Table 3.243: Samburu County, Revenue Performance in FY 2021/22

S>No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	5,371,346,037	4,941,638,353	92.0
	Sub Total	5,371,346,037	4,941,638,353	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	157,264,422	120,049,011	76.3
2.	Conditional Grants	663,308,793	192,581,145	29.0
3.	Balance b/f from FY 2020/21	1,185,620,772	1,261,395,561	106.4
	Sub Total	2,006,193,987	1,574,025,716	78.46
	Grand Total	7,377,540,024	6,515,664,069	88.3

Source: Samburu County Treasury

Figure 3.73 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.73: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Samburu County Treasury

In FY 2021/22, the County generated a total of Kshs.120.05 million as own-source revenue. This amount represented an increase of 70.2 per cent compared to Kshs.70.55 million was realised during a similar period in FY 2020/21

and was 76.3 per cent of the annual target. The increase may be attributed to the relatively improved tourist visits that have contributed a more significant share of the county's own source revenue over the years. The County has not implemented an automated OSR collection system.

3.37.3 Exchequer Issues

The Controller of Budget approved Kshs.5.60 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.49 billion (26.6 per cent) for development programmes and Kshs.4.11 billion (73.4 per cent) for recurrent programmes, as shown in Table 3.248.

3.37.4 Overall Expenditure Review

The County spent Kshs.5.89 billion on development and recurrent programmes during the reporting period. This expenditure represented 105.2 per cent of the total funds released by the CoB and comprised of Kshs.1.86 billion and Kshs.4.03 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 68.1 per cent, while recurrent expenditure represented 86.7 per cent of the annual recurrent expenditure budget.

3.37.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.636.34 million and comprised Kshs.90.94 million for recurrent expenditure and Kshs.545.41 million for development expenditure, as shown in Table 3.244.

Table 3.244: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	90,935,475	67,901,191	23,034,284	219,459,686	242,493,971
Development Expenditure	545,409,480	387,551,424	157,858,056	389,604,199	547,462,255
Total	636,344,955	455,452,615	180,892,340	609,063,885	789,956,225

Source: Samburu County Treasury

During the period under review, pending bills amounting to Kshs.455.45 million were settled, consisting of Kshs.67.90 million for recurrent expenditure and Kshs.387.55 million for development programmes, as shown in Table 3.244.

3.37.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.1.98 billion on employee compensation, Kshs.1.54 billion on operations and maintenance, and Kshs.1.70 billion on development activities. Similarly, the County Assembly spent Kshs.317.99 million on employee compensation, Kshs.199.97 million on operations and maintenance, and Kshs.154.31 million on development activities, as shown in Table 3.245.

Table 3.245: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,135,643,327	518,009,215	3,515,824,422	517,964,216	85	100
Compensation to Employees	2,051,610,879	317,949,938	1,975,552,552	317,993,661	96	100
Operations and Maintenance	2,084,032,448	200,059,277	1,540,271,870	199,970,555	74	100
Development Expenditure	2,568,722,667	155,164,815	1,700,940,858	154,305,958	66	99
Total	6,704,365,994	673,174,030	5,216,765,280	672,270,174	78	100

Source: Samburu County Treasury

3.37.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 35.2 per cent of the annual realised revenue of Kshs.6.52 billion.

Personnel emoluments amounting to Kshs.2.11 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.274.92 million was processed through a manual payroll. The manual payroll accounted for 11.5 per cent of the total P.E costs against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.2.29 billion includes Kshs.836.81 million attributable to the health sector, which translates to 36.5 per cent of the total wage bill in the reporting period.

3.37.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.351.30 million to county-established funds in FY 2021/22, constituting 4.8 per cent of the County's overall budget for the year.

Table 3.246 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.246: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)			
					A	B	C	B/A*100
1.	Conservancies Fund	149,000,000	149,000,000	No				100
2.	Bursary Fund	125,600,000	106,700,000	No				85.0
3.	Emergency Fund	62,500,313	0	No				0.0
4.	Youth & Women Fund	8,200,000	0	No				0.0
5.	Covid-19 Fund	6,000,000	0	No				0.0
	Total	351,300,313	255,700,000					72.8

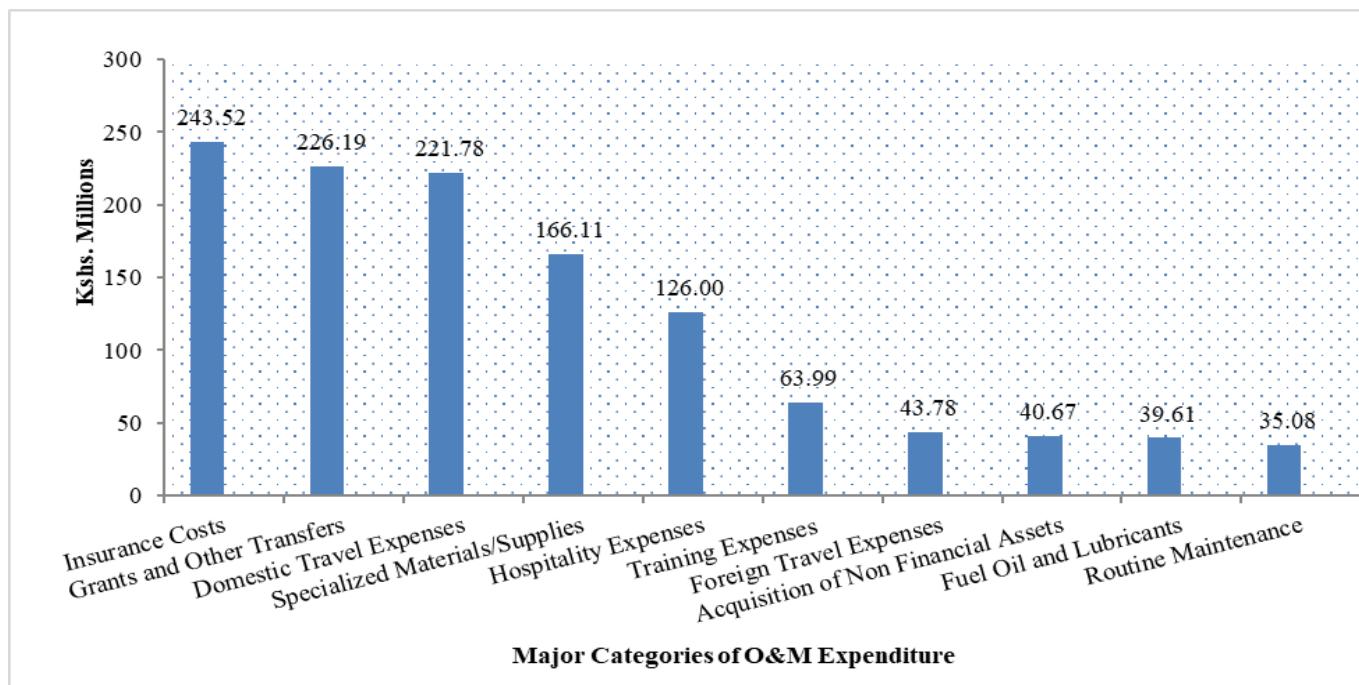
Source: Samburu County Treasury

The OCoB did not receive quarterly financial returns from administrators of any of the funds, as indicated in Table 3.246.

3.37.9 Expenditure on Operations and Maintenance

Figure 3.74 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.74: Samburu County, Operations and Maintenance Expenditure by Major Categories



Source: Samburu County Treasury

The County Assembly spent Kshs.17.39 million on committee sitting allowances for the 28 MCAs and the Speaker against the annual budget allocation of Kshs.22.40 million. The average monthly sitting allowance was Kshs. 51,750 per MCA. The County Assembly has established 15 Committees.

During the period, expenditure on domestic travel amounted to Kshs.221.78 million and comprised of Kshs.80.94 million spent by the County Assembly and Kshs.140.83 million by the County Executive. Expenditure on foreign travel amounted to Kshs.43.78 million and comprised of Kshs.28.45 million by the County Assembly and Kshs.15.33 million by the County Executive.

3.37.10 Development Expenditure

The County incurred Kshs.1.86 billion on development programmes, representing an increase of 35.8 per cent compared to a similar period in FY 2020/21 when the County spent Kshs.1.37 billion. Table 3.247 summarises development projects with the highest expenditure in the reporting period.

Table 3.247: Samburu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Trade, Tourism and Co-operative Development	Support to Samburu County Conservancies	County-wide	149,000,000	149,000,000	149,000,000	None	100.0	GoK	Conservancies in use
Health Services	Construction of Inpatient Block at Samburu County Referral Hospital	Maralal	101,557,646	101,557,646	101,557,646	None	100.0	GoK	Complete, not furnished/ not Commissioned

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
County Assembly	Construction of County Assembly Chambers	Maralal	83,164,815	81,022,256	81,022,256	None	97.4	GoK	On-going
Agriculture, Livestock and Fisheries	Supply and Delivery of Camel Heifers and Bulls		48,160,000	48,160,000	48,160,000	None	100.0	GoK	Distributed to the Community
County Executive	Construction of Governor's Official Residence	Maralal	34,940,154	34,940,154	34,940,154	None	100.0	GoK	On-going
County Assembly	Construction of County Speaker's Residence	Maralal	34,000,000	28,467,562	28,467,562	None	83.7	GoK	On-going
Health Services	Supply, Delivery and Commissioning of Oxygen Plant to Samburu Referral Hospital	Maralal	24,500,000	24,500,000	24,500,000	None	100.0	GoK	Installed, Not Commissioned
Agriculture, Livestock and Fisheries	Supply of Sahiwal Bulls and Heifers	Samburu East	23,520,000	23,520,000	23,520,000	None	100.0	GoK	Distributed to the Community
Environment and Natural Resources	Drilling of 4no. Boreholes at Nachola Ward	Samburu West	18,030,155	18,030,155	18,030,155	None	100.0	GoK	Complete and in use
Agriculture, Livestock and Fisheries	Supply of Certified Seeds	Samburu West	16,500,000	16,500,000	16,500,000	None	100.0	GoK	Supplied

Source: Samburu County Treasury

3.37.11 Budget Performance by Department

Table 3.248 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.248: Samburu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executive	478.25	43.00	426.39	38.83	444.06	38.83	104.1	100.0	92.9	90.3
Finance, Economic Planning & ICT	782.16	48.88	727.52	27.47	684.18	33.01	94.0	120.1	87.5	67.5
Agriculture, Livestock Development, Veterinary Services & Fisheries	284.88	548.99	257.77	239.52	196.58	419.97	76.3	175.3	69.0	76.5

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Water, Environment, Natural Resources & Energy	199.10	439.77	198.10	173.44	135.47	185.50	68.4	107.0	68.0	42.2
Education and Vocational Training	510.32	205.55	459.07	183.08	461.43	191.02	100.5	104.3	90.4	92.9
Medical Services, Public Health & Sanitation	1,215.25	543.39	878.84	190.12	1,159.48	294.47	131.9	154.9	95.4	54.2
Lands, Housing, Physical Planning & Urban Development	194.82	94.98	181.08	9.68	132.38	50.00	73.1	516.6	68.0	52.6
Roads, Transport & Public Works	112.64	367.07	110.39	245.43	81.36	262.71	73.7	107.0	72.2	71.6
Tourism, Trade, Enterprise Development & Cooperatives	204.58	214.42	202.17	176.30	131.83	176.02	65.2	99.8	64.4	82.1
Culture, Social Services, Gender, Sports & Youth Affairs	153.63	62.66	151.54	50.36	89.05	49.41	58.8	98.1	58.0	78.9
County Assembly	518.01	155.16	517.96	154.31	517.96	154.31	100.0	100.0	100.0	99.4
TOTAL	4,653.65	2,723.89	4,110.84	1,488.54	4,033.79	1,855.25	98.1	124.6	86.7	68.1

Source: Samburu County Treasury

Analysis of expenditure by department shows that the County Assembly recorded the highest absorption rate of development budget at 99.4 per cent, followed by the Department of Education and Vocational Training at 92.9 per cent. The County Assembly also had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Culture, Social Services, Gender, Sports & Youth Affairs had the lowest at 58.0 per cent.

3.37.12 Budget Execution by Programmes and Sub-Programmes

Table 3.249 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.249: Samburu County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
County Executive					
0701004210 P1 Management of County Affairs	0701014210 SP1 General Administration and Support Services (Governor, Deputy Governor)	238,115,344	214,724,008	23,391,336	90.2
	0704014210 SP2 Administration of Human Resources in County Public Service	68,987,568	65,153,671	3,833,897	94.4
	0701034210 SP3 Sub County Administration	174,947,707	166,034,558	8,913,149	94.9

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
0701044210 SP4 Coordination, Supervision and Human Resource services (C S)	0701044210 SP4 Coordination, Supervision and Human Resource services (C S)	39,202,837	36,978,248	2,224,589	94.3
	Subtotal	521,253,456	482,890,485	38,362,971	92.6
Finance, Economic Planning and ICT					
0705004210 P1 General Administration Planning and Support Services	0705014210 SP1 Administration Services	493,620,715	432,139,622	61,481,093	87.5
	0705024210 SP2 ICT Services	58,615,474	42,867,825	15,747,649	73.1
	Sub total	552,236,189	475,007,447	77,228,742	86.0
0706004210 P2 Public Finance Management	0706054210 SP5 Accounting Services	43,011,010	40,604,738	2,406,272	94.4
	0706024210 SP2 Resource Mobilisation	68,034,838	58,414,204	9,620,634	85.9
	0706034210 SP3 Internal Audit	19,713,870	18,339,946	1,373,924	93.0
	0706044210 SP4 Supply Chain Management	21,618,886	18,554,124	3,064,762	85.8
	0706014210 SP1 Budget Formulation Coordination and Management	13,542,800	12,397,357	1,145,443	91.5
	0706064210 SP6 Fiscal Planning	80,488,850	68,266,241	12,222,609	84.8
	Sub total	246,410,254	216,576,610	29,833,644	87.9
0713004210 P3 General Administration Planning and Support Services	0713014210 SP1 General Administration Planning and Support Services	7,551,953	6,237,101	1,314,852	82.6
	Sub total	7,551,953	6,237,101	1,314,852	82.6
0712004210 P4 Special Programs	0712014210 SP 1 Special Programs	24,842,922	19,364,525	5,478,397	77.9
	Subtotal	24,842,922	19,364,525	5,478,397	77.9
Agriculture, Livestock Development, Veterinary Services & Fisheries					
0101004210 P1 General Administration Planning and Support Services	0101014210 SP1 Administration, Planning and Support Services	567,412,323	433,265,245	134,147,078	76.4
	Sub total	567,412,323	433,265,245	134,147,078	76.4
0103004210 P2 Livestock Resource Management and Development	0103014210 SP1 Livestock Policy Development and Capacity Building	12,548,584	10,345,700	2,202,884	82.4

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
0103004210 P2 Livestock Development and Management	0103024210 SP2 Livestock Production and Management	70,867,032	42,994,984	27,872,048	60.7
	0103034210 SP3 Livestock Diseases Management and Control	24,639,666	15,358,638	9,281,028	62.3
	0103044210 SP4 Livestock Marketing and Rangeland Management	80,963,983	42,363,253	38,600,730	52.3
	Sub total	189,019,265	111,062,575	77,956,690	58.8
0104004210 P4 Fisheries Development and Management	0104014210 SP1 Management and Development of Fisheries	11,049,552	9,212,105	1,837,447	83.4
	Sub total	11,049,552	9,212,105	1,837,447	83.4
0105004210 P3 Crop Development and Management	0105014210 SP1 Lands and Crops Development	50,478,776	48,113,781	2,364,995	95.3
	0105024210 SP2 Food Security Initiatives	15,917,190	14,900,608	1,016,582	93.6
	Subtotal	66,395,966	63,014,389	3,381,577	94.9
Water, Environment, Natural Resources & Energy					
1001004210 P1 General Administration Planning and Support Services	1001014210 SP1 General Administration Planning and Support Services	20,101,883	16,146,143	3,955,740	80.3
	Sub total	20,101,883	16,146,143	3,955,740	80.3
1002004210 P2 Environmental Management and Protection	1002014210 SP1 County Environment Management	29,065,922	9,680,439	19,385,483	33.3
	1002024210 SP2 Forests Conservation and Management	13,183,286	4,650,637	8,532,649	35.3
	Sub total	42,249,208	14,331,076	27,918,132	33.9
1003004210 P3 Natural Resources Services	1003024210 SP2 Soil Conservation Management	5,015,494	2,806,336	2,209,158	56.0
	1003034210 SP3 Mining Services	2,198,572	1,381,770	816,802	62.8
	1003044210 SP4 Water Catchment and Protection Services	8,976,184	4,583,029	4,393,155	51.1
	Sub total	16,190,250	8,771,135	7,419,115	54.2

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
1004004210 P4 Water and sanitation infrastructure	1004014210 SP1 Storm Water Management	5,419,985	3,248,832	2,171,153	59.9
	1004024210 SP2 Water and Sanitation Services	554,914,350	278,471,875	276,442,475	50.2
	Subtotal	560,334,335	281,720,707	278,613,628	50.3
Education and Vocational Training					
0501004210 P1 General Administration Planning and Support Services	0501014210 SP1 General Administration Planning and Support Services	218,313,119	166,713,342	51,599,777	76.4
	Sub total	218,313,119	166,713,342	51,599,777	76.4
0502004210 P3 Youth Training and Development	SP 0504014210 Revitalisation of Youth Polytechnics	21,736,692	19,682,758	2,053,934	90.6
	Sub total	21,736,692	19,682,758	2,053,934	90.6
0502004210 P2 Early childhood development and Education	0502014210 SP1 Early Childhood Development and Education	475,824,842	466,057,734	9,767,108	97.9
	Subtotal	475,824,842	466,057,734	9,767,108	97.9
Medical Services, Public Health & Sanitation					
0401004210 P1 Preventive and Promotive Health Services	0401044210 SP2 Environmental & Health Promotion	110,172,827	107,513,632	2,659,195	97.6
	0402014210 SP1 Nutrition	15,014,900	14,223,773	791,127	94.7
	0401054210 SP3 Communicable Disease Control	94,731,472	94,451,371	280,101	99.7
	0401064210 SP4 Non-communicable Disease Prevention & Control	37,912,158	37,640,850	271,308	99.3
	0401074210 SP5 Reproductive, Maternal, Neonatal, Child and Adolescent Health	58,280,924	56,516,511	1,764,413	97.0
	Sub total	316,112,281	310,346,137	5,766,144	98.2
0402004210 P2 Curative Health	0402044210 SP1 County Hospital and Referral Services	694,926,888	622,917,519	72,009,369	89.6
	0402054210 SP2 Free Primary Health Services	311,731,498	197,647,547	114,083,951	63.4
	Sub total	1,006,658,386	820,565,066	186,093,320	81.5

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
0403004210 P3 General Administration Planning and Support Services	0403014210 SP1 Health Infrastructure Development	238,936,565	139,363,917	99,572,648	58.3
	0403034210 SP2 Human Resource Management and Development	72,050,220	71,013,054	1,037,166	98.6
	0403044210 SP3 Monitoring and Evaluation, Research and Development	4,887,284	4,726,613	160,671	96.7
	0403054210 SP4 Health Policy, Planning & Financing	28,050,403	16,224,952	11,825,451	57.8
	0403064210 SP5 Health Standards and Quality Assurance Services	91,945,595	91,707,832	237,763	99.7
	Subtotal	435,870,067	323,036,368	112,833,699	74.1
Lands, Housing, Physical Planning & Urban Development					
0101004210 P1 General Administration Planning and Support Services	0101014210 SP1 Administration, Planning and Support Services	139,402,626	88,617,967	50,784,659	63.6
	Sub total	139,402,626	88,617,967	50,784,659	63.6
0102004210 P2 Land Policy Planning and Housing	0102014210 SP1 Land Use Planning	6,021,006	4,957,199	1,063,807	82.3
	0102034210 SP2 Land Survey and Mapping	8,826,752	4,964,557	3,862,195	56.2
	0102044210 SP3 Housing Management Services	882,166	323,137	559,029	36.6
	Sub total	15,729,924	10,244,893	5,485,031	65.1
0106004210 P3 Urban Centres Administration	0106014210 SP1 Urban Centre Management	134,670,091	83,518,987	51,151,104	62.0
	Subtotal	134,670,091	83,518,987	51,151,104	62.0
Roads, Transport & Public Works					

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
0201004210 P1 General Administration Planning and Support Services	0201014210 SP1 General Admin- istration Planning and Support Services	197,895,795	130,803,949	67,091,846	66.1
	0201034210 SP2 Firefighting Ser- vices	2,787,226	2,003,961	783,265	71.9
	0201044210 SP3 Design, Implemen- tation and Super- vision of Public Buildings	11,325,634	9,947,592	1,378,042	87.8
	Sub total	212,008,655	142,755,502	69,253,153	67.3
0202004210 P2 Roads and public Infrastructure Development	0202014210 SP1 Construction, Rehabilitation and Maintenance of Roads and Bridges	204,922,758	155,938,533	48,984,225	76.1
	0202024210 SP2 Design, supervi- sion and rehabil- itation of County Buildlings	10,354,650	6,997,772	3,356,878	67.6
	0202034210 SP3 Street Lights Man- agement	44,986,504	34,141,352	10,845,152	75.9
	0202044210 SP4 Public Road Trans- port and Parking	7,438,881	4,236,560	3,202,321	57.0
	Subtotal	267,702,793	201,314,217	66,388,576	75.2
Tourism, Trade, Enterprise Development & Cooperatives					
0301004210 P1 General Administration Planning and Support Services	0301014210 SP1 General Admin- istration Planning and Support Services	25,537,923	9,567,820	15,970,103	37.5
	Sub total	25,537,923	9,567,820	15,970,103	37.5
0302004210 P2 Cooper- atives Development and Management	0302014210 SP1 Governance and Accountability	48,263,638	29,999,129	18,264,509	62.2
	Sub total	48,263,638	29,999,129	18,264,509	62.2
0304004210 P4 Tourism Development and Prom- otion	0304014210 SP1 Tourism Promo- tion and Marketing	290,230,615	232,194,492	58,036,123	80.0
	Sub total	290,230,615	232,194,492	58,036,123	80.0
0305004210 P5 Trade Development and Pro- motion	0305014210 SP1 Domestic Trade Development	26,320,775	16,590,105	9,730,670	63.0
	Sub total	26,320,775	16,590,105	9,730,670	63.0

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
0306004210 P6 P1 General Administration Planning and Support Services	0306014210 SP6 SP1 General Administration Planning and Support Services	28,644,226	19,496,726	9,147,500	68.1
	Subtotal	28,644,226	19,496,726	9,147,500	68.1
Culture, Social Services, Gender, Sports & Youth Affairs					
0901004210 P1 General Administration Planning and Support Services	0901014210 SP1 General Administration Planning and Support Services	82,315,085	55,581,812	26,733,273	67.5
	Sub total	82,315,085	55,581,812	26,733,273	67.5
0902004210 P2 Culture and Social Services development	0902014210 SP1 Conservation of Heritage	978,000	886,200	91,800	90.6
	0902024210 SP2 Development and Promotion of Culture	7,932,448	5,848,930	2,083,518	73.7
	0902034210 SP3 Social Welfare and Gender	34,438,000	17,939,020	16,498,980	52.1
	0902044210 SP4 Community Mobilisation and Development	6,206,880	5,248,771	958,109	84.6
	Sub total	49,555,328	29,922,921	19,632,407	60.4
0903004210 P3 Promotion of other sports activities	0903014210 SP1 Development and Management of Sports Facilities	18,275,000	10,636,404	7,638,596	58.2
	Sub total	18,275,000	10,636,404	7,638,596	58.2
0503004210 P3 Sports Development	0503034210 SP3 Sports Development, Training and Competition	48,810,000	33,091,841	15,718,159	67.8
	Sub total	48,810,000	33,091,841	15,718,159	67.8
0904014210 P1 General Administration Planning and Support Services	0904004210 SP1 General Administration Planning and Support Services	17,336,372	9,231,516	8,104,856	53.2
	Subtotal	17,336,372	9,231,516	8,104,856	53.2
The County Assembly					

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
County Assembly	0707014210 SP1 Legislative and Oversight	71,513,212	71,413,212	100,000	99.9
	0707024210 SP2 County Assembly Administration	376,328,872	375,701,582	627,290	99.8
	0707034210 SP3 Representation	225,331,946	225,155,380	176,566	99.9
	Subtotal	673,174,030	672,270,174	903,856	99.9
Grand Total		7,377,540,024	5,889,035,454	1,488,504,570	79.8

Source: Samburu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Preventive and Promotive Health Services in the Department of Medical Services, Public Health & Sanitation at 98.2 per cent, Early childhood development and Education in the Department of Education and Vocational Training at 97.9 per cent, and Crop Development and Management in the Department of Agriculture, Livestock Development, Veterinary Services & Fisheries at 94.9 per cent of budget allocation.

3.37.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012.
2. High level of pending bills which amounted to Kshs.789.96 million as of 30th June 2022.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.274.92 million were processed through the manual payroll and accounted for 11.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 3rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.38 County Government of Siaya

3.38.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget (II) for FY 2021/22 was Kshs.8.97 billion, comprising Kshs.3.35 billion (27.3 per cent) and Kshs.5.62 billion (62.7 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.97 billion (77.7 per cent) as the equitable share of revenue raised nationally, generate Kshs.445.45 million (5.0 per cent) from its sources of revenue, and use a cash

balance of Kshs.864.89 million (9.6 per cent) from FY 2020/21. The County was also expected to receive Kshs.693.45 million (7.7 per cent) as conditional grants, which consisted of the Kenya Devolution Support Project level 2 grant (Kshs.112.82 million), Lease of Medical Equipment (Kshs.153.30 million), Transforming Health Systems for Universal Health Care (Kshs.76.12 million), Kenya Climate Smart Agriculture Project (Kshs.314.64 million), DANIDA (Kshs.12.83 million) and Agriculture Sector Development Support Project (Kshs.23.75 million).

3.38.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.41 billion as the equitable share of the revenue raised nationally, raised Kshs.434.38 million as own-source revenue, Kshs.426.62 million as conditional grants, and had a cash balance of Kshs.864.89 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.14 billion, as shown in Table 3.250.

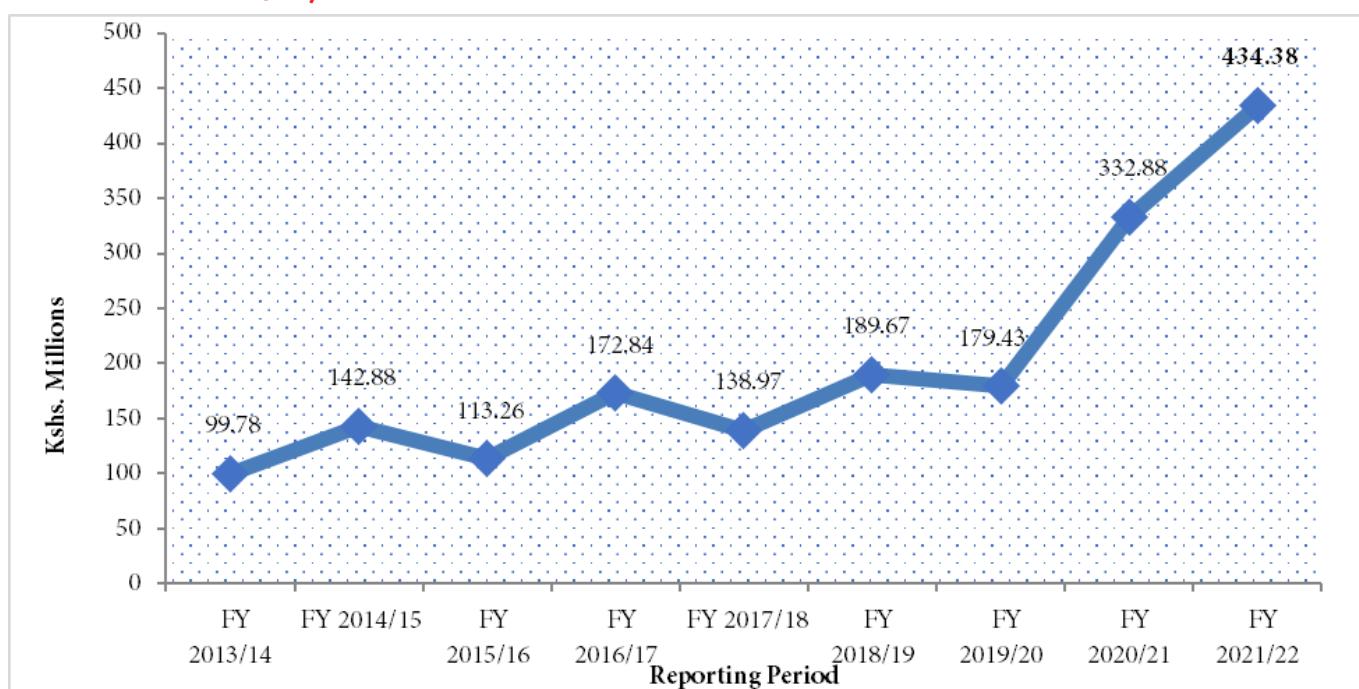
Table 3.250: Siaya County, Revenue Performance in FY 2021/22

S>No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,966,507,531	6,409,186,926	92.0
	Sub Total	6,966,507,531	6,409,186,926	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	445,445,551	434,376,276	97.5
2.	Conditional Grants	693,450,547	426,622,226	61.5
3.	Balance b/f from FY 2020/21	864,890,950	864,890,950	100.0
	Sub Total	2,003,787,048	1,725,889,452	86.1
	Grand Total	8,970,294,579	8,135,076,378	90.7

Source: Siaya County Treasury

Figure 3.75 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.75: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Siaya County Treasury

In FY 2021/22, the County generated a total of Kshs.434.38 million as own-source revenue. This amount represented an increase of 30.5 per cent compared to Kshs.434.38 million realised in FY 2020/21 and was 97.5 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County does not have an automated OSR collection system.

3.38.3 Exchequer Issues

The Controller of Budget approved Kshs.7.69 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.29 billion (29.8 per cent) for development programmes and Kshs.5.40 billion (70.2 per cent) for recurrent programmes, as shown in Table 3.255 .

3.38.4 Overall Expenditure Review

The County spent Kshs.7.11 billion on development and recurrent programmes during the reporting period. This expenditure represented 92.5 per cent of the total funds released by the CoB and comprised of Kshs.1.88 billion and Kshs.5.23 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 56.2 per cent, while recurrent expenditure represented 92.9 per cent of the annual recurrent expenditure budget.

3.38.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.602.08 million and comprised Kshs.250.51 million for recurrent expenditure and Kshs.351.58 million for development expenditure. During the period under review, pending bills amounting to Kshs.495.45 million were settled, consisting of Kshs.166.30 million for recurrent expenditure and Kshs.329.15 million for development programmes, as shown in Table 3.251.

Table 3.251: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	250,505,842.32	166,300,937.23	84,204,905.09	209,649,786.68	293,854,691.77
Development Expenditure	351,575,916.79	329,150,035.68	22,425,881.11	389,103,119.25	411,529,000.36
Total	602,081,759.11	495,450,972.91	106,630,786.20	598,752,905.93	705,383,692.13

Source: Siaya County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.705.38 million, including the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.76.47 million, out of which the County has settled bills amounting to Kshs.61.16 million, leaving a balance of Kshs.15.30 million as of 30th June 2022.

3.38.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.79 billion on employee compensation, Kshs.1.69 billion on operations and maintenance, and Kshs.1.69 billion on development activities. Similarly, the County Assembly spent Kshs.317.84 million on employee compensation, Kshs.433.63 million on operations and maintenance, and Kshs.137.13 million on development activities, as shown in Table 3.252.

Table 3.252: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,858,105,383	766,651,724	4,476,738,097	751,471,259	92.1	98.0
Compensation to Employees	2,985,513,630	368,963,917	2,790,142,649	317,844,798	93.5	95.9
Operations and Maintenance	1,872,591,753	397,687,807	1,686,595,448	433,626,461	90.1	99.6
Development Expenditure	2,944,401,934	401,135,538	1,742,625,745	137,126,990	59.2	34.2
Total	7,802,507,317	1,167,787,262	6,219,363,842	888,598,249	79.7	76.1

Source: Siaya County Treasury

3.38.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 38.2 per cent of the annual realised revenue of Kshs.8.14 billion.

Personnel emoluments amounting to Kshs.2.28 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs.792.55 million was processed through manual payrolls. The manual payroll accounted for 25.5 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.11 billion includes Kshs.1.51 billion attributable to the health sector, which translates to 48.6 per cent of the total wage bill in the reporting period.

3.38.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.310 million to county-established funds in FY 2021/22, which constituted 3.5 per cent of the County's overall budget for the year. Table 3.253 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.253: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Siaya County Emergency Fund	80,000,000	75,987,080	YES	95.0
2.	Siaya County Assembly Staff Car loan and Mortgage Fund	80,000,000	80,000,000	YES	100.0
3.	Siaya County Bursary Fund	150,000,000	150,000,000	YES	100.0
	Total	310,000,000	305,987,000		98.7

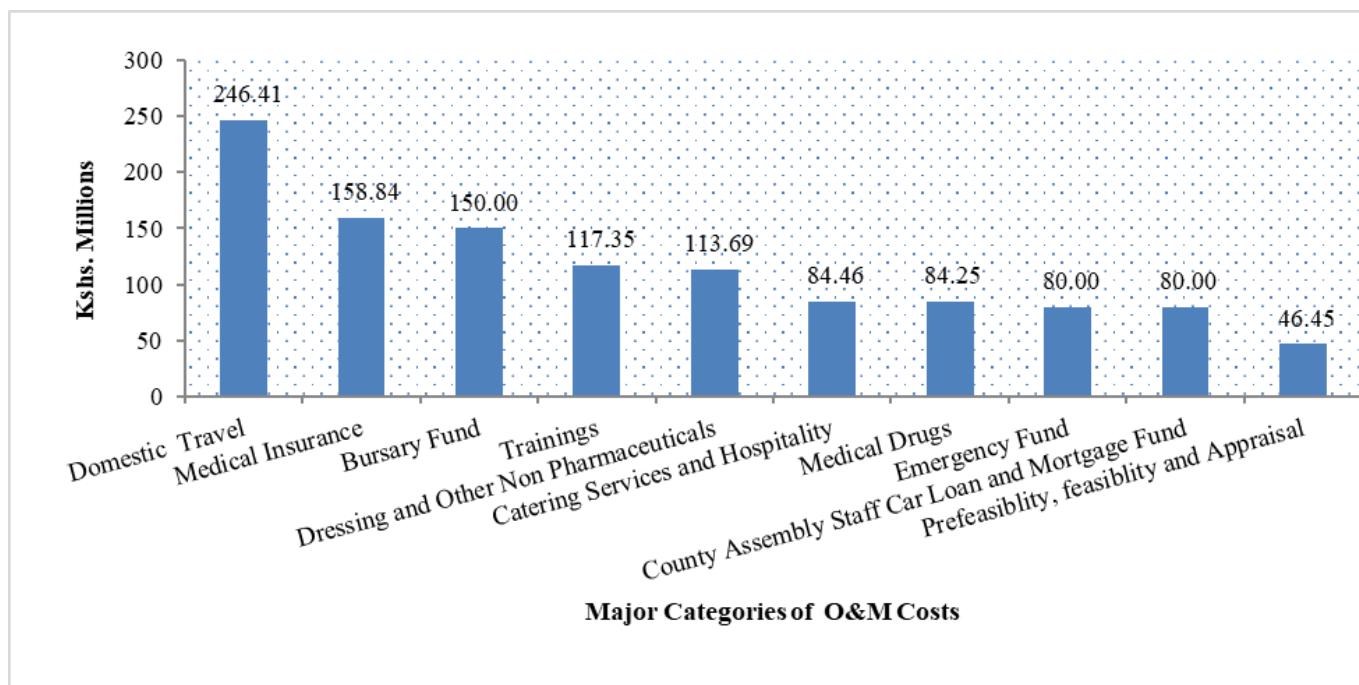
Source: Siaya County Treasury

The OCoB received quarterly financial returns from the Siaya County Emergency Fund Administrator, Siaya County Assembly Car Loan and Mortgage Fund and Siaya County Bursary Funds, as indicated in Table 3.253.

3.38.9 Expenditure on Operations and Maintenance

Figure 3.76 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.76: Siaya County, Operations and Maintenance Expenditure by Major Categories



Source: Siaya County Treasury

The County Assembly spent Kshs.42.44 million on committee sitting allowances for the 42 MCAs and the Speaker against the annual budget allocation of Kshs.43.13 million. The average monthly sitting allowance was Kshs.82,238 per MCA. The County Assembly has established 23 Committees.

During the period, expenditure on domestic travel amounted to Kshs.246.41 million and comprised Kshs.132.51 million spent by the County Assembly and Kshs.113.90 million by the County Executive. Expenditure on foreign travel amounted to Kshs.18.10 million by the County Executive.

3.38.10 Development Expenditure

The County incurred Kshs.1.88 billion on development programmes, representing a decrease of 16.4 per cent compared to FY 2020/21 when the County spent Kshs.2.25 billion. Table 3.254 summarises development projects with the highest expenditure in the reporting period.

Table 3.254: Siaya County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Education, Youth Affairs, Gender, Sports and Culture	Construction of Siaya County Stadium	Siaya Head-quarters	394,661,767	78,207,870	67,093,742	-	60	County Government	Project is incomplete
Roads, Public Works, Energy and Transport	Installation of High masts lighting in Siaya County	Siaya Head-quarters	59,865,960	25,113,829	25,105,080	-	70	County Government	Projects still ongoing

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/do-nor)	Remarks
County Assembly	Construction and Fencing of 30 Ward Offices	County wide	57,934,334	57,934,334	19,205,163	-	50	County Assembly	Projects still ongoing
County Assembly	Geo-survey, Drilling and equipping of Boreholes in 30 wards	County wide	80,730,095	80,730,095	19,066,450	-	50	County Assembly	Projects still ongoing
Roads, Public Works, Energy and Transport	Tarmacking of Opoda road in Bondo Township	South Sakwa	17,692,949	-	17,692,949	-	100	County Government	Project complete and in use
County Assembly	Construction of meeting Halls in 30 ward offices	County wide	65,000,000	65,000,000	15,099,708	-	30	County Assembly	Projects still ongoing
County Assembly	Acquisition, Supervision and Installation of Hansard ICT System Infrastructure and Equipment Development (E-Busines)	County Assembly Head-quarters	14,564,983	14,564,983	14,564,983	-	100	County Assembly	Project completed and in use
County Assembly	Development, Installation and Commissioning of Asset Inventory and fleet Management System	County Assembly Head-quarters	12,850,000	12,850,000	12,260,000	-	100	County Assembly	Project complete and in use
Enterprise and Industrial Development	Construction of modern market at Sigomere	Sigomere ward	17,450,085	4,800,000	11,765,952	-	80	County Government	Project still ongoing
County Assembly	Development, Supply, Installation and Commissioning of Virtual Conference Boardrooms	County Assembly Head-quarters	14,792,974	14,792,974	11,476,177	-	70	County Assembly	Project still ongoing

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/do-nor)	Remarks
Enterprise and Industrial development	Supply, Installation, Configuration, Customisation, testing, commissioning -and support of Enterprise Resource ERP	Siaya Head-quarters	72,420,000	72,420,000	10,000,000	-	20	County Government	Project still ongoing

Source: Siaya County Treasury

3.38.11 Budget Performance by Department

Table 3.255 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.255: Siaya County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	766.65	401.14	751.48	137.63	751.47	137.13	100.0	99.6	98.0	34.2
Governance and Administration	569.79	19.97	520.99	17.90	520.99	20.83	100.0	116.4	91.4	104.3
Finance and Economic Planning	1,344.85	5.00	1,330.56	5.00	1,273.95	20.64	95.7	412.9	94.7	412.9
Agriculture, Irrigation, Food, Livestock and Fisheries	227.80	397.53	218.91	131.53	218.91	41.81	100.0	31.8	96.1	10.5
Water, Environment and Natural Resources	48.55	234.62	48.54	166.64	47.83	133.59	98.5	80.2	98.5	56.9
Education, Youth Affairs, Gender, Sports and Social Services	344.87	347.80	342.63	347.80	342.63	266.76	100.0	76.7	99.4	76.7
County Health Services	2,028.54	328.05	1,897.34	101.33	1,787.34	135.34	94.2	133.6	88.1	41.3
Lands, Physical Planning, Urban Development and Housing	71.81	69.20	66.73	22.35	66.73	10.43	100.0	46.7	92.9	15.1
Roads, Public Works, Energy and Transport	65.28	1,359.82	64.88	1,239.83	66.30	1,017.71	102.2	82.1	101.6	74.8
Enterprise and Industrial Development	103.80	168.15	103.80	106.10	98.95	81.48	95.3	76.8	95.3	48.5
Tourism, Culture, ICT and Arts	52.81	14.27	52.80	14.27	53.13	14.02	100.6	98.3	100.6	98.3
Total	5,624.76	3,345.54	5,398.65	2,290.37	5,228.21	1,879.75	96.8	82.1	92.9	56.2

Source: Siaya County Treasury

Analysis of expenditure by department shows that the Department of Finance and Economic Planning recorded the highest absorption rate of the development budget at 412.9 per cent. At the same time, the Department of Lands, Physical Planning, Urban Development and Housing had the lowest at 15.1 per cent. The Department of Roads, Public Works, Energy and Transport had the highest percentage of recurrent expenditure to budget at

101.6 per cent. The Department of County Health Services had the lowest at 88.1 per cent. The reallocations of funds occasioned the absorption rate above 100 per cent in the supplementary budget, which the County approved towards the end of the Financial Year. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.38.12 Budget Execution by Programmes and Sub-Programmes

Table 3.256 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.256: Siaya County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
COUNTY ASSEMBLY					
Legislation	Legislation	327,598,807.00	324,570,637.00	3,028,170.00	99.1
Oversight	Oversight	64,343,140.00	64,342,700.00	440.00	100.0
Staff management and Development	Staff management and Development	775,845,315.00	488,878,311.55	286,967,003.45	63.0
	Sub Total	1,167,787,262.00	877,791,648.55	289,995,613.45	75.2
GOVERNANCE AND ADMINISTRATION					
General Administration, Planning and Support Services	General Administration, Planning and Support Services	284,629,988.00	261,806,544.65	22,823,443.35	92.0
The Office of the Governor	The Office of the Governor	73,782,936.00	26,270,426.80	47,512,509.20	35.6
County Public Service Board	County Public Service Board	62,911,711.00	12,505,339.10	50,406,371.90	19.9
Fire fighting and disaster management	Fire fighting and disaster management	21,266,212.00	13,587,866.65	7,678,345.35	63.9
Sub County Administration	Sub County Administration	47,194,849.00	7,037,164.15	40,157,684.85	14.9
Human Resource Management	Human Resource Management	99,970,701.00	23,966,967.40	76,003,733.60	24.0
	Sub Total	589,756,397.00	345,174,308.75	244,582,088.25	58.5
FINANCE AND ECONOMIC PLANNING					
Financial services	Financial services	22,400,506.00	33,498,800.20	-11,098,294.20	149.5
Administration Planning, Revenue & Accounting	Administration Planning, Revenue & Accounting	1,196,339,843.00	643,910,388.90	552,429,454.10	53.8
Procurement	Procurement	11,201,194.00	9,468,804.00	1,732,390.00	84.5
Budget Services	Budget Services	33,172,389.00	29,359,094.00	3,813,295.00	88.5
Internal Audit	Internal Audit	9,160,204.00	6,184,963.00	2,975,241.00	67.5
Economic planning services	Economic planning services	58,904,760.00	48,074,012.35	10,830,747.65	81.6
Economic planning services	Economic planning services	18,675,853.00	19,730,599.60	-1,054,746.60	105.6
	Sub Total	1,349,854,749.00	790,226,662.05	559,628,086.95	58.5
AGRICULTURE, IRRIGATION, FOOD, LIVESTOCK AND FISHERIES					
Administration	Administration	105,841,550.00	49,518,030.40	56,323,519.60	46.8
Veterinary Services	Veterinary Services	35,911,633.00	15,986,583.00	19,925,050.00	44.5
Crop Management	Crop Management	436,412,463.00	238,615,868.00	197,796,595.00	54.7
Fisheries Development &Management	Fisheries Development &Management	47,165,241.00	22,113,633.00	25,051,608.00	46.9
	Sub Total	625,330,887.00	326,234,114.40	299,096,772.60	52.2
WATER, ENVIRONMENT AND NATURAL RESOURCES					

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Administration	Administration	35,795,603.00	5,371,891.20	30,423,711.80	15.0
Water Services	Water Services	243,502,444.00	147,415,697.75	96,086,746.25	60.5
Forestry	Forestry	3,874,181.00	1,281,442.40	2,592,738.60	33.1
	Sub Total	283,172,228.00	154,069,031.35	129,103,196.65	54.4
EDUCATION, YOUTH AFFAIRS, GENDER, SPORTS AND SOCIAL SERVICES					
Administration Services	Administration Services	465,312,563.00	421,389,702.90	43,922,860.10	90.6
ECD programmes	ECD programmes	3,383,087.00	1,839,700.00	1,543,387.00	54.4
Youth Polytechnics and Youth Training	Youth Polytechnics and Youth Training	76,493,510.00	61,998,178.95	14,495,331.05	81.1
Sports	Sports	113,717,250.00	104,634,743.45	9,082,506.55	92.0
Culture	Culture	1,170,442.00	0.00	1,170,442.00	-
Social Resources	Social Resources	33,756,768.00	9,320,641.00	24,436,127.00	27.6
	Sub Total	693,833,620.00	599,182,966.30	94,650,653.70	86.4
COUNTY HEALTH SERVICES					
General administration and Planning Services	General administration and Planning Services	1,817,967,480.00	1,610,881,532.50	207,085,947.50	88.6
Curative Health Care Services	Curative Health Care Services	74,095,690.00	77,330,197.95	-3,234,507.95	104.4
Preventive, Promotive and Rehabilitative Health Services	Preventive, Promotive and Rehabilitative Health Services	166,811,341.00	149,148,157.00	17,663,184.00	89.4
Facility Improvement Fund	Facility Improvement Fund	71,356,312.00	25,552,906.00	45,803,406.00	35.8
HIV Services	HIV Services	12,832,875.00	3,911,184.45	8,921,690.55	30.5
RH Services	RH Services	0	392,000.00	-392,000.00	#DIV/0!
TB Services	TB Services	105,795,258.00	33,540,653.75	72,254,604.25	31.7
Nutrition Services	Nutrition Services	57,578,536.00	14,010,497.00	43,568,039.00	24.3
Environmental Health Services	Environmental Health Services	50,158,116.00	10,692,265.00	39,465,851.00	21.3
	Sub Total	2,356,595,608.00	1,925,459,393.65	431,136,214.35	81.7
LANDS, PHYSICAL PLANNING, HOUSING AND URBAN DEVELOPMENT					
Physical Planning	Physical Planning	43,947,825.00	9,700,229.10	34,247,595.90	22.1
Land Survey & Mapping	Land Survey & Mapping	60,036,859.00	11,681,513.60	48,355,345.40	19.5
Housing	Housing	1,674,330.00	1,669,512.00	4,818.00	99.7
General Administration, Planning and Support Services	General Administration, Planning and Support Services	35,348,998.00	28,844,484.00	6,504,514.00	81.6
	Sub Total	141,008,012.00	51,895,738.70	89,112,273.30	36.8
ROADS, PUBLIC WORKS, ENERGY AND TRANSPORT					
General Administration services	General Administration services	271,800.00	202,005.00	69,795.00	74.3
Road Development, Maintenance and Management	Road Development, Maintenance and Management	1,414,817,752.00	1,070,452,809.70	344,364,942.30	75.7
County Government Buildings Services	County Government Buildings Services	10,010,000.00	2,149,619.90	7,860,380.10	21.5
	Sub Total	1,425,099,552.00	1,072,804,434.60	352,295,117.40	75.3
ENTERPRISE AND INDUSTRIAL DEVELOPMENT					
General Administration and Planning Services	General Administration and Planning Services	98,450,773.00	61,732,422.10	36,718,350.90	62.7
Trade Development and Investment	Trade Development and Investment	1,495,000.00	840,200.00	654,800.00	56.2
Promotion of Fair Trade Practices	Promotion of Fair Trade Practices	1,958,839.00	1,150,906.00	807,933.00	58.8

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Cooperative Extension Services	Cooperative Extension Services	7,756,274.00	1,462,764.20	6,293,509.80	18.9
Market services	Market services	162,286,208.00	107,646,045.70	54,640,162.30	66.3
	Sub Total	271,947,094.00	172,832,338.00	99,114,756.00	63.6
TOURISM, CULTURE, ICT AND ARTS					
ICT	ICT	14,020,657.00	13,936,847.00	83,810.00	99.4
Tourism	Tourism	2,099,136	1,049,568	1,049,568.00	50.0
General Administration, Planning and Support Services	General Administration, Planning and Support Services	47,072,036.00	8,915,841.95	38,156,194.05	18.9
Communication Services	Communication Services	2,717,341.00	3,872,740.00	-1,155,399.00	142.5
	Sub Total	65,909,170.00	27,774,996.95	38,134,173.05	42.1
	Grand Total	8,970,294,579.00	6,343,445,633.30	2,626,848,945.70	70.7

Source: Siaya County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Financial Planning Services in the Department of Finance and Economic Planning at 149.5 per cent, Economic Planning Services in the Department of Finance and Economic Planning at 105.6 per cent, Curative Healthcare Services in the Department of County Health Services at 104.4 per cent and Oversight in the Department of the County Assembly at 100.0 per cent of budget allocation. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.38.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 38.2 per cent of the annual realised revenue of Kshs.8.14 billion in FY 2021/22, thus constraining funding to other programmes.
2. Weak budgeting practice as shown in Table 3.255 and Table 3.256, where the County incurred expenditure over approved budgetary allocations. This is an indication of the possible diversion of funds.
3. High level of pending bills which amounted to Kshs.705.38 million as of 30th June 2022.
4. Use of manual payroll. Personnel emoluments amounting to Kshs.792.55 million were processed through the manual payroll and accounted for 25.5 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 3rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
3. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
4. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

- The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.39 County Government of Taita Taveta

3.39.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.7.15 billion, comprising Kshs. 2.49 billion (34.8 per cent) and Kshs.4.66 billion (65.2 per cent) allocated for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.4.64 billion (64.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.450.28 million (6.3 per cent) from its sources of revenue, Kshs 100 million (1.4 per cent) from other revenues sources and a cash balance of Kshs.267.34 million (3.7 per cent) from FY 2020/21. The County also expected to receive Kshs.1.69 billion (23.7 per cent) as conditional grants, which consisted of Kshs 5.29 million for Compensation of User Fees Forgone, Kshs.193.65 million for the Road Maintenance Fuel Levy Fund, Kshs.42 million for Rehabilitation of Village Polytechnics, Kshs.68.14 million for Transforming Health Systems for Universal Care Project, Kshs.290.41 million for Kenya Climate Smart Agriculture Project, Kshs.43.6 million for the Kenya Urban Support Programme, Kshs Kshs.55.62 million for Instruments for Devolution Advise, Kshs.950 million for Water & Sanitation Development Projects, Kshs.9.3 million for DANIDA, and Kshs.26.60 million for Agricultural Sector Development Support Programme.

3.39.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.45 billion as the equitable share of the revenue raised nationally, raised Kshs.315.58 million as own-source revenue, Kshs.540.60 million as conditional grants, Kshs.82.77 million from other revenue sources, and had a cash balance of Kshs.481,953 from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.5.39 billion, as shown in Table 3.257.

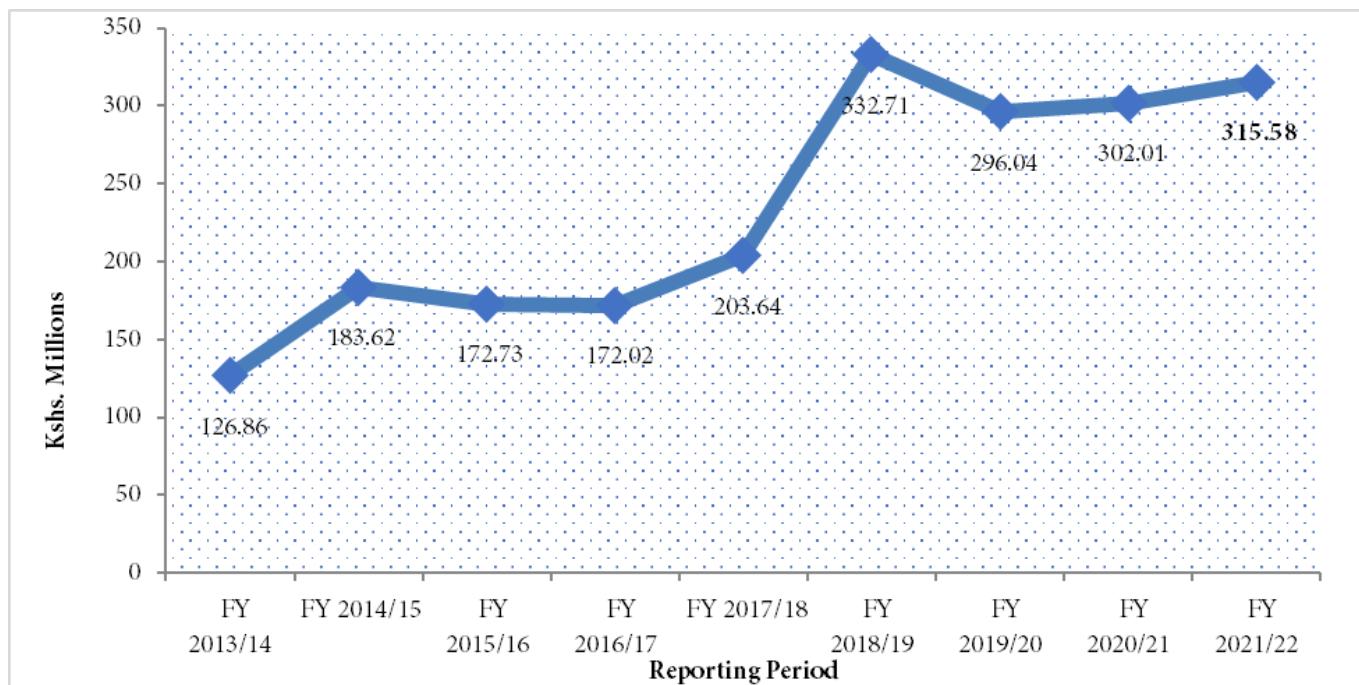
Table 3.257: Taita Taveta County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	4,643,223,570	4,454,800,721	95.9
Sub Total		4,643,223,570	4,454,800,721	95.9
B	Other Sources of Revenue			
1.	Own Source Revenue	450,282,421	315,575,986	70.1
2.	Conditional Grants	1,694,753,372	540,603,975	31.9
3.	Balance b/f from FY 2020/21	267,348,630	481,953	0.2
4.	Other Revenues	100,000,000	82,774,521	82.8
Sub Total		2,512,384,423	939,436,435	37.4
Grand Total		7,155,607,993	5,394,237,156	75.4

Source: Taita Taveta County Treasury

Figure 3.77 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.77: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Taita Taveta County Treasury

In FY 2021/22, the County generated a total of Kshs.315.58 million as own-source revenue. This amount represented an increase of 4.4 per cent compared to Kshs.302.01 million realised in FY 2020/21 and was 70.1 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County has implemented an automated OSR collection system called the Taita Taveta LAIFOM system.

3.39.3 Exchequer Issues

The Controller of Budget approved Kshs.5.41 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.864.95 million (16 per cent) for development programmes and Kshs.4.54 billion (84 per cent) for recurrent programmes, as shown in Table 3.262.

3.39.4 Overall Expenditure Review

The County spent Kshs.5.31 billion on development and recurrent programmes during the reporting period. This expenditure represented 98.2 per cent of the total funds released by the CoB. It comprised Kshs.822.56 million and Kshs.4.49 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 33 per cent. In comparison, recurrent expenditure represented 96.3 per cent of the annual recurrent expenditure budget.

3.39.5 Settlement of Pending Bills

The outstanding pending bills at the beginning of the financial year amounted to Kshs.768.06 million and comprised Kshs.264.71 million for recurrent expenditure and Kshs.503.35 million for development expenditure. During the period under review, pending bills amounting to Kshs.137.41 million were settled, consisting of Kshs.41.57 million for recurrent expenditure and Kshs.95.83 million for development programmes, as shown in Table 3.258.

Table 3.258: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30th June, 2022
A	B	C=A-B	D	E=C+D	
Recurrent Expenditure	264,712,186	41,579,016	223,133,170	221,218,671	444,351,840
Development Expenditure	503,353,496	95,838,836	407,514,660	182,110,261	589,624,920
Total	768,065,681	137,417,852	630,647,829	403,328,931	1,033,976,761

Source: Taita Taveta County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.033 billion, include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.713.20 million, out of which the County has settled bills amounting to Kshs.52.24 million, leaving a balance of Kshs.630.64 million as of 30th Jun, 2022.

3.39.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.52 billion on employee compensation, Kshs.1.34 billion on operations and maintenance, and Kshs.801.69 million on development activities. Similarly, the County Assembly spent Kshs.296.76 million on employee compensation, Kshs.323.23 million on operations and maintenance, and Kshs.20.87 million on development activities, as shown in Table 3.259.

Table 3.259: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,937,009,705	725,895,690	3,871,947,694	619,998,656	98.3	85.4
Compensation to Employees	2,587,479,484	298,196,304	2,523,417,472	296,761,740	97.5	99.5
Operations and Maintenance	1,349,530,221	427,699,386	1,348,530,222	323,236,916	99.9	75.6
Development Expenditure	2,422,089,751	70,612,847	801,691,057	20,872,321	33.1	29.6
Total	6,359,099,456	796,508,537	4,673,638,751	640,870,977	73.5	80.5

Source: Taita Taveta County Treasury

3.39.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 52.2 per cent of the annual realised revenue of Kshs.5.39 billion.

The wage bill of Kshs.2.82 billion includes Kshs.1.46 billion attributable to the health sector, which translates to 52.0 per cent of the total wage bill in the reporting period.

3.39.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Ksh.183.6 million to county-established funds in FY 2021/22, constituting 2.6 per cent of the County's overall budget for the year. Table 3.260 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.260: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)
		A	B	C
1.	Education Fund	145,000,000	73,000,000	Yes
2.	County Emergency Fund	13,000,000	-	Yes
3.	Liquor Control and Licensing Fund	5,600,000	-	Yes
4.	County Executive Car Loan & Mortgage	10,000,000	-	Yes
5.	Taita Taveta Assembly Mortgage Scheme Fund	10,000,000	38,705,400	Yes
	Total	183,600,000	111,705,400	

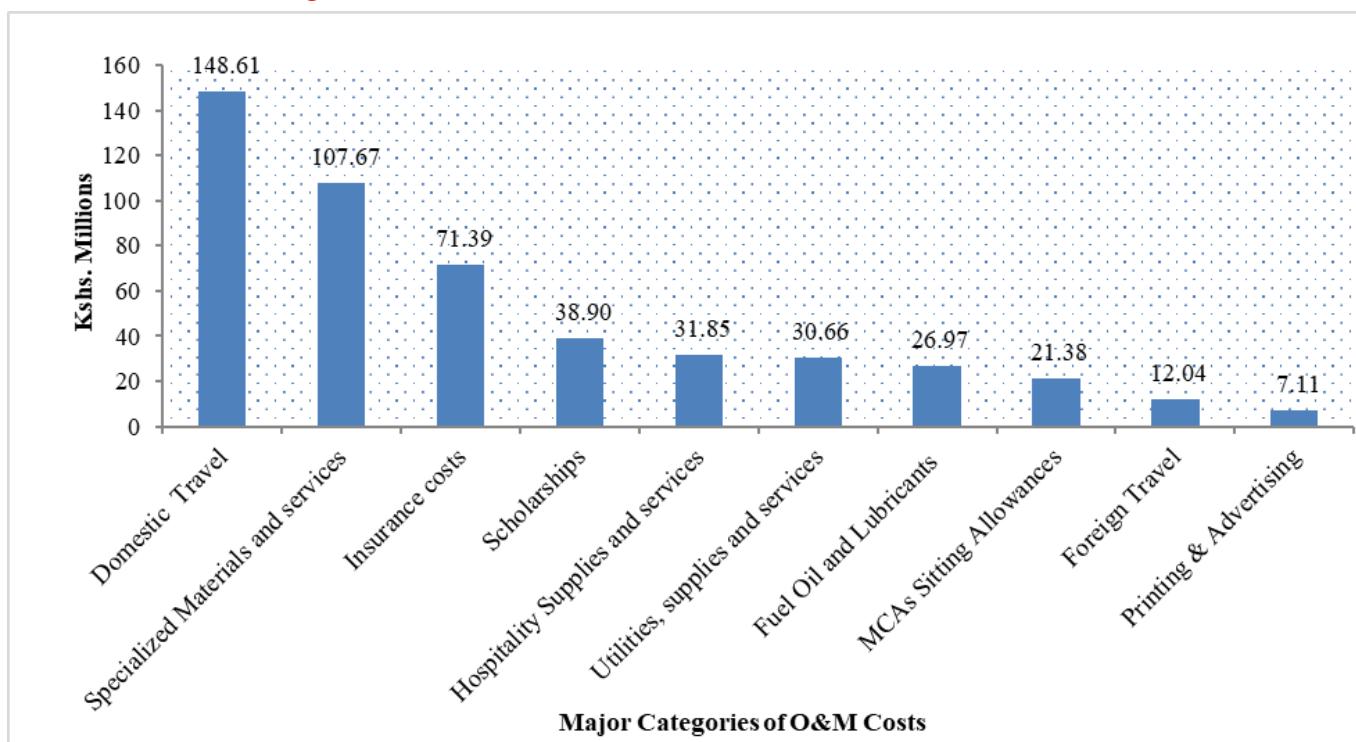
Source: Taita Taveta County Treasury

The OCoB received quarterly financial returns from the Fund Administrators of the five funds, as indicated in Table 3.260 Taita Taveta Assembly Mortgage Scheme Fund reported an expenditure above the budget of FY 2021/22 as it is a revolving fund, and the spending captures loans advanced to members.

3.39.9 Expenditure on Operations and Maintenance

Figure 3.78 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.78: Taita Taveta County, Operations and Maintenance Expenditure by Major Categories



Source: Taita Taveta County Treasury

The County Assembly spent Kshs.21.38 million on committee sitting allowances for the 34 MCAs and the Speaker against the annual budget allocation of Kshs.21.79 million. The average monthly sitting allowance was Kshs.52,411 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.148.61 million and comprised of Kshs.92.41 million spent by the County Assembly and Kshs.56.20 million by the County Executive. The cost of foreign travel amounted to Kshs.12.04 million and comprised Kshs.3.33 million by the County Assembly and Kshs.8.70 million by the County Executive.

3.39.10 Development Expenditure

The County incurred Kshs.822.56 million on development programmes, representing a decrease of 51 per cent compared to FY 2020/21, when the County spent Kshs.1.68 billion. Table 3.261 summarises development projects with the highest expenditure in the reporting period.

Table 3.261: Taita Taveta County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Budget (Kshs)	Amount paid to date (Kshs)
County Assembly	Completion & Furnishing of County Assembly Chambers and installation of Hansard System	Wundanyi	37,123,090	20,872,321
Public Works	Maintenance of Roads (Pending Bills)	Countywide	34,654,823	33,745,600
Public Works	Supply and Delivery of 2NO.fire engine trucks. (Pending Bill)	Voi	25,000,000	14,448,000
Health Services	Supply and Delivery of Assorted Medical Equipment	Countywide	15,226,889	13,833,047
Agriculture	Agricultural Sector Development Programme (Grant)	Countywide	26,612,835	4,500,000
Agriculture	Kenya Climate Smart Agriculture Program - (World Bank)	County wide	290,416,775	189,446,641
Water	Water and Sanitation Development Project (World Bank)	County wide	950,000,000	255,488,407
Health Services	DANIDA grant for universal healthcare for devolved system program	County wide	9,396,750	4,195,199
Lands	Kenya Urban Support Programme-Urban Towns Upgrading Programme	Mwatate	10,000,000	6,024,165
Public Works	Formation & Maintenance of Roads	County wide	72,368,095	35,737,751

Source: Taita Taveta County Treasury

3.39.11 Budget Performance by Department

Table 3.262 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.262: Taita Taveta County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	725.90	70.61	621.86	25.06	620.00	20.87	99.7	83.3	85.4	29.6
Public Service and Administration	2,846.18	-	2,846.18	-	2,805.23	-	98.6	0.0	98.6	0.0
The Governor's and Deputy Governor's Office	153.09	2.14	153.09	2.14	152.00	1.85	99.3	86.5	99.3	86.5
Finance and Economic Planning	328.54	211.57	318.53	75.62	324.57	74.60	101.9	98.7	98.8	35.3
Agriculture, Livestock and Fisheries	14.00	410.11	14.00	238.66	12.00	230.98	85.7	96.8	85.7	56.3

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Water and Irrigation	10.14	1,016.33	10.14	344.60	10.00	328.25	98.6	95.3	98.6	32.3
Education and Libraries	171.41	29.60	171.41	-	169.00	5.80	98.6	0.0	98.6	19.6
Health	295.25	159.24	295.25	52.09	283.00	48.43	95.9	93.0	95.9	30.4
Trade, Tourism and Cooperative Development	20.19	27.39	20.19	22.89	20.11	21.89	99.6	95.6	99.6	79.9
County Public Service Board	17.58	6.47	17.58	3.97	16.58	3.15	94.3	79.3	94.3	48.7
Infrastructure and Public Works	23.96	235.28	23.96	72.37	22.96	69.48	95.8	96.0	95.8	29.5
Lands, Environment and Natural Resources	42.91	117.61	42.91	11.20	42.80	10.00	99.8	89.3	99.8	8.5
Youth, Gender, Sports, Culture and Social Services	13.75	206.35	13.75	16.36	13.70	7.27	99.6	44.4	99.6	3.5
TOTAL	4,662.91	2,492.70	4,548.86	864.95	4,491.95	822.56	98.7	95.1	96.3	33.0

Source: Taita Taveta County Treasury

Analysis of expenditure by department shows that the Office of the Governor & Deputy Governor recorded the highest absorption rate of development budget at 86.5 per cent, followed by the Department of Trade, Tourism & Cooperative development at 79.9 per cent. The Department of Lands, Environment & Natural resources had the highest percentage of recurrent expenditure to budget at 99.8 per cent, while the County Assembly had the lowest at 85.4 per cent.

3.39.12 Budget Execution by Programmes and Sub-Programmes

Table 3.263 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.263: Taita Taveta County, Budget Execution by Programmes and Sub-programmes

Programme	Sub Programme	Approved Budget		Expenditure		Variance		Absorption (%)	
		KShs.	KShs.	KShs.	KShs.	KShs.	KShs.	KShs.	KShs.
101003260	Administration Planning and Support Services	80,868,589	24,268,357	56,600,233	30.0				
	Administration Planning and Support Services	80,868,589	24,268,357	56,600,233	30.0				
102003260	Development programme	374,943,825	191,080,735	183,863,090	51.0				
	Development programme	374,943,825	191,080,735	183,863,090	51.0				
104003260	Agricultural Development Programme	515,608,014	442,978,724	72,629,290	85.9				
	Agricultural Development Programme	515,608,014	442,978,724	72,629,290	85.9				
105003260	Livestock and Fisheries Development	26,114,201	20,965,655	5,148,546	80.3				
	Livestock and Fisheries Development	26,114,201	20,965,655	5,148,546	80.3				
301003260	General Administration and support services programme	3,936,897	3,468,540	468,357	88.1				
	General Administration and support services programme	3,936,897	3,468,540	468,357	88.1				
302003260	Trade Development programme.	33,885,468	32,382,481	1,502,987	95.6				
	Trade Development programme.	33,885,468	32,382,481	1,502,987	95.6				
401003260	Administration and Support Services	308,024,626	184,542,103	123,482,524	59.9				
	Administration and Support Services	308,024,626	184,542,103	123,482,524	59.9				
402003260	Health Development Programme	271,191,087	231,425,782	39,765,305	85.3				
	Health Development Programme	271,191,087	231,425,782	39,765,305	85.3				
501003260	General Administration, Planning and Support services	74,166,375	27,538,690	46,627,685	37.1				

Programme	Sub Programme	Approved Budget	Expenditure	Variance	Absorption (%)
		KShs.	KShs.	KShs.	
	General Administration, Planning and Support services	74,166,375	27,538,690	46,627,685	37.1
502003260	Early childhood Education and Youth Training Development Programme	87,412,000	57,800,000	29,612,000	66.1
	Early childhood Education & Youth Training Development Programme	87,412,000	57,800,000	29,612,000	66.1
701003260	General Administration support services	2,486,659,159	2,337,200,935	149,458,224	94.0
	General Administration support services	2,486,659,159	2,337,200,935	149,458,224	94.0
702003260	County Assembly Infrastructure improvement	796,508,537	640,870,977	155,637,561	80.5
	County Assembly Infrastructure improvement	796,508,537	640,870,977	155,637,561	80.5
703003260	Decentralised Infrastructure development programme	6,469,047	-	6,469,047	-
	Decentralised Infrastructure development programme	6,469,047	-	6,469,047	-
704003260	General Administration and Management of County Affairs	154,571,291	153,850,000	721,291	99.5
	General Administration and Management of County Affairs	154,571,291	153,850,000	721,291	99.5
705003260	Leadership Development Programme	2,138,094	-	2,138,094	-
	Leadership Development Programme	2,138,094	-	2,138,094	-
706003260	General Administration Planning, Internal Audit & Support Services	438,357,914	399,166,000	39,191,914	91.1
	General Administration, Planning, Internal Audit & Support Services	438,357,914	399,166,000	39,191,914	91.1
707003260	Treasury Development Programme	211,569,047	153,850,000	57,719,047	72.7
	Treasury Development Programme	211,569,047	153,850,000	57,719,047	72.7
1001003260	Water and irrigation Development Programme	1,016,331,034	338,251,407	678,079,627	33.3
	Water and irrigation Development Programme	1,016,331,034	338,251,407	678,079,627	33.3
1002003260	General Administration, Support and Support Services	10,144,129	5,110,175	5,033,954	50.4
	General administration, Support and Support Services	10,144,129	5,110,175	5,033,954	50.4
1003003260	Natural Resources Support Programme	256,708,659	69,759,168	186,949,491	27.2
	Natural Resources Support Programme	256,708,659	69,759,168	186,949,491	27.2
	Grand Total	7,155,607,993	5,314,509,728	1,841,098,265	74.3

Source: Taita Taveta County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: General Administration and Management of County Affairs in the Office of The Governor at 100 per cent, Trade development in the department of Trade, Tourism & Cooperative development at 96 per cent and General Administration Support services in the Department of Public Service& Administration at 94 per cent of budget allocation.

3.39.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.822.56 million in the FY 2021/22 from the annual development budget allocation of Kshs.2.49 billion. The development expenditure represented 33 per cent of the annual development budget.
2. A high wage bill, which accounted for 52.2 per cent of the annual realised revenue of Kshs.5.39 billion in the FY 2021/22, thus constraining funding to other programmes.
3. High level of pending bills which amounted to Kshs.1.03 billion as of 30th June 2022.

- The underperformance of own-source revenue at Kshs.315.58 million against an annual projection of Kshs.450.28 million, representing 70.1 per cent of the annual target.

The County should implement the following recommendations to improve budget execution;

- The County should identify and address issues causing delays in implementing development projects.*
- The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
- The County leadership should take charge of the worsening pending bills situation to ensure eligible pending bills are paid in the new financial year.*
- The County should address its revenue performance to ensure the approved budget is fully financed.*

3.40 County Government of Tana River

3.40.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.8.48 billion, comprising Kshs.2.97billion (35.0 per cent) and Kshs.5.51billion (65.0 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.53 billion (76.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.87.85 million (1 per cent) from its sources of revenue, and use a cash balance of Kshs.1.32 billion (15.6 per cent) from FY 2020/21. The County was also expected to receive Kshs.543.56 million (6.4 per cent) as conditional grants, consisting of conditional grants from the national government: Supplement for constructing county headquarters Kshs.75 million. In addition, the county has budgeted for conditional grants from other development partners, which consisted of Transforming Health System for Universal Health care Project (THSUCP) Kshs.57.53 million, Kenya Climate Smart Agricultural Project (KCSAP) Kshs.350.27 million, DANIDA-Universal Health Care in Devolved System Program Kshs.12.97 million, Instruments for Devolution Advice and Support (IDEAS) Kshs.19.82 million, Agricultural Sector Development Support Programs (ASDP) II Kshs.27.97 million.

3.40.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.01 billion as the equitable share of the revenue raised nationally, raised Kshs.72.26 million as own-source revenue, Kshs.256.92 million as conditional grants, and had a cash balance of Kshs.1.32 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.48 billion, as shown in Table 3.264.

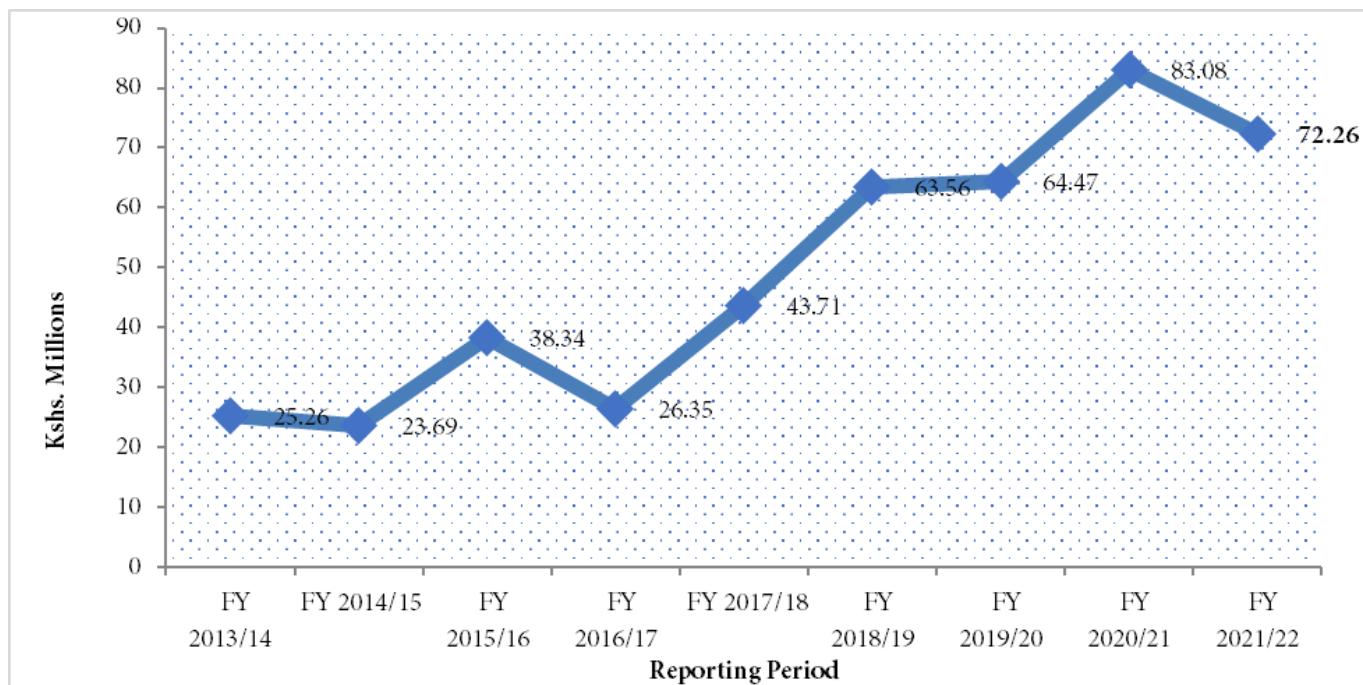
Table 3.264: Tana River County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,528,408,765	6,006,136,062	92.0
	Sub Total	6,528,408,765	6,006,136,062	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	87,846,000	72,260,813	82.3
2.	Conditional Grants	543,563,507	256,920,886	47.3
3.	Balance b/f from FY2020/21	1,324,896,099	1,324,896,099	100.0
	Sub Total	1,956,305,606	1,654,077,798	84.6
	Grand Total	8,484,714,371	7,660,213,860	90.3

Source: Tana River County Treasury

Figure 3.79 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.79: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Tana River County Treasury

In FY 2021/22, the County generated a total of Kshs.72.26 million as own-source revenue. This amount represented a decrease of 13.0 per cent compared to Kshs.83.08 million realised in FY 2020/21 and was 82.3 per cent of the annual target.

3.40.3 Exchequer Issues

The Controller of Budget approved Kshs.6.83 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.1.73 million (25.3 per cent) for development programmes and Kshs.5.10 billion (74.7 per cent) for recurrent programmes, as shown in Table 3.269.

3.40.4 Overall Expenditure Review

The County spent Kshs.7.72 billion on development and recurrent programmes during the reporting period. This expenditure represented 92.5 per cent of the total funds released by the CoB and comprised of Kshs.1.93 billion and Kshs.5.79 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 64.8 per cent, while recurrent expenditure represented 95.1 per cent of the annual recurrent expenditure budget.

3.40.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.2.41 billion and comprised of Kshs.1.05 billion for recurrent expenditure and Kshs.1.35 billion for development expenditure. During the period under review, pending bills amounting to Kshs.969.44 million were settled, consisting of Kshs.153.22 million for recurrent expenditure and Kshs.816.22 million for development programmes, as shown in Table 3.265.

Table 3.265: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	1,054,949,260	153,220,000	901,729,260	-	901,729,260
Development Expenditure	1,353,113,226	816,220,000	537,893,226	-	537,893,226
Total	2,408,062,486	969,440,000	1,439,622,486	-	1,439,622,486

Source: Tana River County Treasury

3.40.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.1.92 billion on employee compensation, Kshs.2.76 billion on operations and maintenance, and Kshs.1.64 billion on development activities. Similarly, the County Assembly spent Kshs203.68 million on employee compensation, Kshs.358.89 million on operations and maintenance, and Kshs.290.18 million on development activities, as shown in Table 3.266.

Table 3.266: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,922,501,700	588,396,752	4,678,833,796	562,577,295	95.0	95.6
Compensation to Employees	1,906,653,864	363,140,016	1,920,000,000	203,686,861	100.7	56.1
Operations and Maintenance	3,015,847,836	408,890,434	2,758,833,796	358,890,434	91.5	87.8
Development Expenditure	2,653,815,919	320,000,000	1,637,544,388	290,178,950	61.7	90.7
Total	7,576,317,619	908,396,752	6,316,378,184	852,756,245	83.4	93.9

Source: Tana River County Treasury

3.40.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 27.7 per cent of the annual realised revenue of Kshs.7.66 billion.

The wage bill of Kshs.2.1 billion includes Kshs.1.03 billion attributable to the health sector, which translates to 48.4 per cent of the total wage bill in the reporting period.

3.40.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs. 363.73 million to county-established funds in FY 2021/22, constituting 4.3 per cent of the County's overall budget for the year. Table 3.267 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.267: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)		Actual Expenditure as of 30th June 2022 (Kshs.)		Submission of quarterly financial statements	
		County Executive	County Assembly	County Executive	County Assembly	Yes	No
1.	Tana River County Ward Bursary Fund	150,000,000	-	149,498,427	-	Yes	
2.	Tana River County Emergency Fund	132,165,375	-	124,706,421	-	Yes	

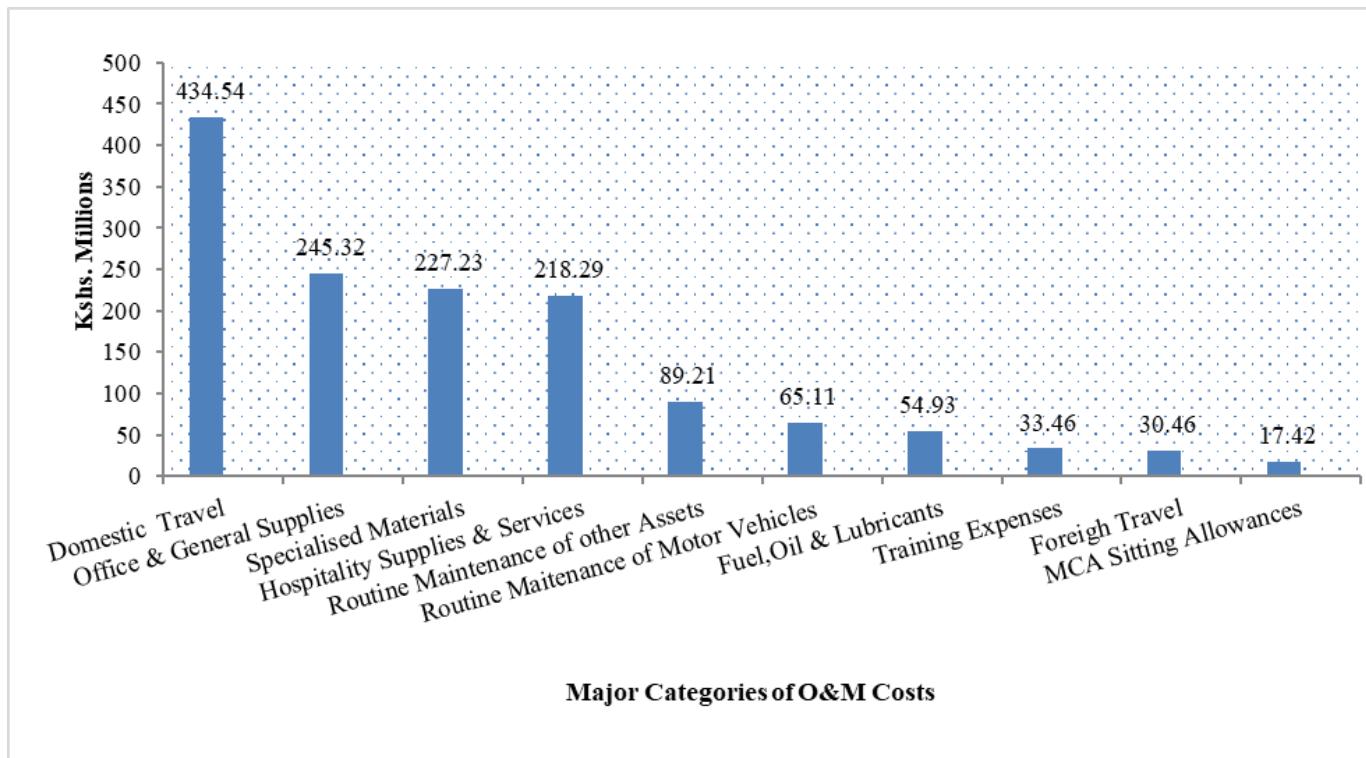
S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)		Actual Expenditure as of 30th June 2022 (Kshs.)		Submission of quarterly financial statements	
		County Executive	County Assembly	County Executive	County Assembly	Yes	No
3.	Tana River County Staff Car and Mortgage Fund	81,563,009	-	17,190,411	-		No
Total		363,728,384		291,395,259			

Source: Tana River County Treasury

3.40.9 Expenditure on Operations and Maintenance

Figure 3.80 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.80: Tana River County, Operations and Maintenance Expenditure by Major Categories



Source: Tana River County Treasury

The County Assembly spent Kshs.17.42 million on committee sitting allowances for the 24 MCAs and the Speaker against the annual budget allocation of Kshs.18.13 million. The average monthly sitting allowance was Kshs.60,500 per MCA. The County Assembly has established 19 Committees.

During the period, expenditure on domestic travel amounted to Kshs.434.54million and comprised of Kshs.168.44 million spent by the County Assembly and Kshs.266.09 million by the County Executive. Expenditure on foreign travel amounted to Kshs.30.46 million and was all incurred by the County Executive.

3.40.10 Development Expenditure

The County incurred Kshs.1.93 billion on development programmes, representing an increase of 49.6 per cent compared to FY 2020/21, when the County spent Kshs.1.29 billion. Table 3.268 summarises development projects with the highest expenditure in the reporting period.

Table 3.268: Tana River County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Location	Budget (Kshs.)	Amount paid (Kshs.)	Variation	Status	Source of Funding	Remarks
Public Works	Construction Works for Storm Water Drainage phase 3	Chewani	50,000,000	43,002,360	N/A	Complete and in use	GoK	Project complete and in use
Public Works	Retention for Rehabilitation of Handa Mpya to Carbros Standard	Mikinduni	380,000,000	380,000,000	N/A	Complete and in use	GoK	Project complete and in use
Environment	Installation and Rehabilitation of Handa Mpya Bore Hole	Mikinduni	40,000,000	31,044,893	N/A	Ongoing	GoK	Ongoing
Medical Services	Construction of High Dependency unit at Hola Hospital	Chewani	35,000,000	29,080,562	N/A	Ongoing	GoK	Ongoing
Agriculture	Construction of a Slaughter House	Wayu	30,000,000	17,562,516	N/A	Ongoing	GoK	Ongoing
Public Works	Emaus Road to Bitumen Standards	Mikinduni	29,000,000	29,000,000	N/A	Complete and in use	GoK	Ongoing
Sports	Construction of Hola Stadium	Chewani	27,486,000	23,000,000	N/A	Ongoing	GoK	Ongoing

Source: Tana River County Treasury

3.40.11 Budget Performance by Department

Table 3.269 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.269: Tana River County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	588.39	320	588.39	296.37	562.57	290.18	95.6	97.9	95.6	90.7
Office of the Governor	583.32	-	232		583.32		251.4	-	100.0	-
Finance and Planning	806.99	644.27	454.54	534.8	434.8	534.8	95.7	100.0	53.9	83.0
Public Service Board	74.31	-	28.08		28.08		100.0	-	37.8	-
Trade, Tourism and Industry	38.59	27.5	8.04	8.63	14.92	8.63	185.6	100.0	38.7	31.4
Agriculture and Rural Development	190.13	526.13	12.73	157.14	35.21	157.14	276.6	100.0	18.5	29.9
Gender, Social Services and Youth Development	59.8	47.48	5.26	47.34	13.98	47.34	265.8	100.0	23.4	99.7

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Education, Vocational Training and Sports	226.96	39.67	165.79	29.67	165.79	29.67	100.0	100.0	73.0	74.8
Health Services and Sanitation	1,221.89	210	629.89	208.83	248.22	208.83	39.4	100.0	20.3	99.4
Special Program and Cohesion	184.77	-	5.82		20.15		346.2	-	10.9	-
Roads and Public Works	80.15	586.09	5.25	136.45	33.81	136.45	644.0	100.0	42.2	23.3
Water, Environment and Natural Resources	134.39	216.73	33.89	211.55	155.33	211.55	458.3	100.0	115.6	97.6
Public Service, Administration and Citizen Participation	1,238.08	53	492.42	34.12	1,238.08	34.12	251.4	100.0	100.0	64.4
Lands and Physical Planning	39.59	111.5	12.33	78.62	39.59	78.62	321.1	100.0	100.0	70.5
Hola Municipality	43.59	191.42	23.98	132.66	43.59	132.66	181.8	100.0	100.0	69.3
TOTAL	5,510.95	2,973.79	2,698.41	1,876.18	3,617.44	1,869.99	134.1	99.7	65.6	62.9

Source: Tana River County Treasury

Analysis of expenditure by department shows that the Department of Gender and Social Services recorded the highest absorption rate of development budget at 99.7 per cent, followed by the Department of Health Services at 99.4 per cent. The Department of Water, Environment and Natural Resources Finance had the highest recurrent expenditure to budget at 115.6 per cent, while the Department of Special Programs had the lowest at 10.9 per cent. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.40.12 Budget Execution by Programmes and Sub-Programmes

Table 3.270 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.270 : Tana River County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Agriculture	Administration, planning support services	24,193,636.00	10,461,426.65	13,732,209.35	43.24
	Administration, planning support services	24,193,636.00	10,461,426.65	13,732,209.35	43.24
	Agricultural Development project	555,424,314.00	354,533,634.90	200,890,679.10	63.83
	Agricultural Mechanization Services (AMS Garsen station)	18,284,500.00	11,107,753.05	7,176,746.95	60.75
	Minor/Village irrigation schemes	47,000,000.00	24,160,904.80	22,839,095.20	51.41
	Agricultural Extension Services	88,523,658.00	77,825,021.00	10,698,637.00	87.91
	Village Irrigation Scheme	4,738,000.00	2,870,739.00	1,867,261.00	60.59
	Administration, planning support services	355,271,550.00	223,172,923.05	132,098,626.95	62.82
	Agriculture Sector Development Support Project (ASDSP)	40,286,606.00	14,965,394.00	25,321,212.00	37.15
	Food and Agriculture Organization	1,320,000.00	430,900.00	889,100.00	32.64
	Veterinary Development	51,736,818.00	38,251,575.80	13,485,242.20	73.93

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Agriculture, Livestock and Fisheries Development	Veterinary extension services	3,637,500.00	631,860.00	3,005,640.00	17.37
	Artificial insemination (Pilot scheme)	2,263,000.00	936,493.30	1,326,506.70	41.38
	Buy Tsetse fly traps/Targets (Kipini, Tarasa)	2,836,872.00	2,020,649.80	816,222.20	71.23
	Conduct Disease Surveillance	7,706,600.00	4,785,952.15	2,920,647.85	62.1
	Artificial insemination (Pilot scheme)	33,260,846.00	29,613,620.55	3,647,225.45	89.03
	Leather Development Service	2,032,000.00	263,000.00	1,769,000.00	12.94
	Livestock Development	37,927,500.00	27,793,340.10	10,134,159.90	73.28
	Livestock production extension services	3,042,500.00	385,800.00	2,656,700.00	12.68
	Livestock Development	27,505,000.00	27,347,340.10	157,659.90	99.43
	Fodder Development	980,000.00	-	980,000.00	0
	Irrigation Fodder Production	6,400,000.00	60,200.00	6,339,800.00	0.94
	Fisheries Development	34,076,043.00	-	34,076,043.00	0
	Fisheries development	34,076,043.00	-	34,076,043.00	0
	County Land Survey Services	-	1,970,935.00	-1,970,935.00	-
	Surveying and Mapping	-	1,970,935.00	-1,970,935.00	-
Lands and Physical Planning	Fisheries	14,758,831.00	10,823,902.40	3,934,928.60	73.34
	Empowerment of Women and Youth on Fish Safety and Quality Assurance	2,090,000.00	171,148.00	1,918,852.00	8.19
	Construction of Ice Plant and Cold Storage	12,668,831.00	10,652,754.40	2,016,076.60	84.09
	Land Policy and Planning	149,238,120.00	116,489,411.00	32,748,709.00	78.06
	Physical Planning	67,060,303.00	54,515,179.00	12,545,124.00	81.29
	Land Survey and Mapping	61,177,817.00	49,926,532.00	11,251,285.00	81.61
	Land Administration	21,000,000.00	12,047,700.00	8,952,300.00	57.37
	Infrastructure Development programme	340,096,490.00	304,601,667.90	35,494,822.10	89.56
	Roads	340,096,490.00	304,601,667.90	35,494,822.10	89.56
	Administration, Planning and Support Services	44,611,000.00	12,502,656.00	32,108,344.00	28.03
Roads & Public Works	Administration, planning, Operation and Maintenance	44,611,000.00	12,502,656.00	32,108,344.00	28.03
	Public Works	242,695,000.00	239,024,487.55	3,670,512.45	98.49
	County Headquarters	242,695,000.00	239,024,487.55	3,670,512.45	98.49
	County Roads Development	26,000,196.00	14,378,678.40	11,621,517.60	55.3
	Routine Maintenance	3,628,330.00	3,526,580.00	101,750.00	97.2
	Opening of New Roads	3,877,733.00	1,772,970.00	2,104,763.00	45.72
	Grading and gravelling of County Roads	16,645,000.00	8,110,728.40	8,534,271.60	48.73
	Tarmacking of County Roads	1,849,133.00	968,400.00	880,733.00	52.37
	County Housing Development	204,264,142.00	203,170,572.75	1,093,569.25	99.46
	Housing Development	10,801,780.00	3,062,093.00	7,739,687.00	28.35
	Urbanisation	193,462,362.00	200,108,479.75	-6,646,117.75	103.44
	Urban Development	43,500,000.00	32,287,022.60	11,212,977.40	74.22
	Hola Municipality	43,500,000.00	32,287,022.60	11,212,977.40	74.22
Trade and Tourism Development	Promotion of Trade, Tourism and Cooperative Development	66,090,342.00	31,324,811.35	34,765,530.65	47.4
	Promotion of Trade	43,995,171.00	21,443,329.35	22,551,841.65	48.74
	Promotion of Tourism	11,277,102.00	5,371,753.00	5,905,349.00	47.63
	Promotion of Cooperative Development	10,818,069.00	4,509,729.00	6,308,340.00	41.69
	Administration and Support Services	1,003,654,825.00	897,020,125.80	106,634,699.20	89.38

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Medical Services	Administration, planning & support Services	1,003,654,825.00	897,020,125.80	106,634,699.20	89.38
	Curative and Rehabilitative	403,071,235.00	421,032,107.00	-17,960,872.00	104.46
	Medical Supplies	156,599,895.00	141,178,326.30	15,421,568.70	90.15
	Medical Services	46,968,340.00	35,659,810.70	11,308,529.30	75.92
	Ambulance Services	67,503,000.00	168,831,707.60	-101,328,707.60	250.11
	SP4 Curative Services	132,000,000.00	75,362,262.40	56,637,737.60	57.09
	Preventive and Promotive	25,173,900.00	20,390,809.90	4,783,090.10	81
	Preventive and Promotive	14,353,500.00	11,393,456.00	2,960,044.00	79.38
	Licensing and Control of Undertaking	5,820,400.00	5,734,979.00	85,421.00	98.53
	Mobile Clinics	5,000,000.00	3,262,374.90	1,737,625.10	65.25
Education and ICT Development	General Administration, Planning and Support Services	164,805,896.00	158,438,235.00	6,367,661.00	96.14
	General Operation, Planning and Support Services	164,805,896.00	158,438,235.00	6,367,661.00	96.14
	Quality and Standard Assurance in Eye Centre	47,708,022.00	31,072,241.00	16,635,781.00	65.13
	ECDE Learning/Teaching Materials	13,341,027.00	4,531,907.00	8,809,120.00	33.97
	ECDE Furniture and Equipment Support	34,366,995.00	26,540,334.00	7,826,661.00	77.23
	Vocational Training Centres and Adult Education	54,120,788.00	51,395,159.00	2,725,629.00	94.96
	Quality and Standards Assurance	6,358,292.00	4,944,295.00	1,413,997.00	77.76
	Provision of Modern Tools and Equipment	18,087,602.00	16,776,817.00	1,310,785.00	92.75
	Subsidised Youth Polytechnic Tuition Fund (SYPT)	29,674,894.00	29,674,047.00	847	100
	Administration, planning support services	451,444,556.00	368,790,005.60	82,654,550.40	81.69
	Coordination and Supervisory Services	451,444,556.00	368,790,005.60	82,654,550.40	81.69
	ICT Infrastructure	33,000,000.00	-	33,000,000.00	0
	Develop ICT infrastructure	33,000,000.00	-	33,000,000.00	0
	Administration, planning support services	2,189,740,828.00	2,056,216,969.85	133,523,858.15	93.9
	Administration, planning support services	2,189,740,828.00	2,056,216,969.85	133,523,858.15	93.9
Finance and Economic Planning	Financial Management	210,707,837.00	186,101,983.85	24,605,853.15	88.32
	Financial management	5,609,349.00	5,577,720.00	31,629.00	99.44
	Supply Chain Management	21,800,000.00	18,672,909.70	3,127,090.30	85.66
	Own Source Revenue Collection	45,700,000.00	22,860,187.00	22,839,813.00	50.02
	Budget and Economic Planning	82,605,695.00	69,657,279.00	12,948,416.00	84.33
	Accounting & Finance	22,660,000.00	43,818,561.05	-21,158,561.05	193.37
	Internal Audit	12,345,750.00	9,407,225.00	2,938,525.00	76.2
	Monitoring and Evaluation	19,987,043.00	16,108,102.10	3,878,940.90	80.59
Public Service Administration	Board Administration, Planning and Governance	63,543,920.00	33,333,796.45	30,210,123.55	52.46
	Board Operations & Governance	63,543,920.00	33,333,796.45	30,210,123.55	52.46
		17,433,700.00	11,877,648.00	5,556,052.00	68.13
	Ethics Governance and Compliance	4,468,500.00	3,798,140.00	670,360.00	85
	Informational Communication Technology (ICT)	6,665,200.00	2,337,608.00	4,327,592.00	35.07

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Human Resource Management & Development	Human Resource Management & Development	3,200,000.00	2,876,800.00	323,200.00	89.9
	Skills and Competence Development	3,100,000.00	2,865,100.00	234,900.00	92.42
		170,139,884.00	4,763,252.00	165,376,632.00	2.8
	Performance Management System	5,200,000.00	3,953,352.00	1,246,648.00	76.03
	Human Resource Development	164,939,884.00	809,900.00	164,129,984.00	0.49
	Human Resource Management & Development	122,093,500.00	80,492,196.00	41,601,304.00	65.93
	County Administration	96,900,000.00	73,267,196.00	23,632,804.00	75.61
	County Enforcement	25,193,500.00	7,225,000.00	17,968,500.00	28.68
	County Administration	10,000,000.00	5,138,700.00	4,861,300.00	51.39
	Citizen Participation	10,000,000.00	5,138,700.00	4,861,300.00	51.39
	Citizen Participation	131,878,000.00	93,898,413.90	37,979,586.10	71.2
	County Leadership & Coordination of CDAs	38,500,000.00	27,844,440.00	10,655,560.00	72.32
	County Government Advisory Service	64,878,000.00	47,096,994.20	17,781,005.80	72.59
	Coordination of Peace and Cohesion	28,500,000.00	18,956,979.70	9,543,020.30	66.52
	Administration, planning support services	52,329,120.00	24,776,002.00	27,553,118.00	47.35
	Administration, planning support services	52,329,120.00	24,776,002.00	27,553,118.00	47.35
Environment and Natural Resources	The natural disaster mitigation programme	147,665,375.00	135,777,675.00	11,887,700.00	91.95
	Drought management (Preparedness, Response and Recovery)	4,500,000.00	3,612,300.00	887,700.00	80.27
	Emergency Relief (food, medicine, blankets, cash grant)	143,165,375.00	132,165,375.00	11,000,000.00	92.32
	Drought management (Preparedness, Response and Recovery)	37,350,000.00	24,010,327.90	13,339,672.10	64.28
	Culture Promotion and Development	26,300,000.00	19,187,727.90	7,112,272.10	72.96
	Empowerment/Capacity Building of Cultural Practitioners	11,050,000.00	4,822,600.00	6,227,400.00	43.64
	Community Awareness Creation on Child Rights and Child Protection	4,700,000.00	2,610,210.40	2,089,789.60	55.54
	Baseline Survey for OVC	2,500,000.00	1,139,556.00	1,360,444.00	45.58
	Community Awareness Creation on Child Rights and Child Protection	1,400,000.00	1,070,654.40	329,345.60	76.48
	Enhanced Child Participation	800,000.00	400,000.00	400,000.00	50
	ECD improvement	13,020,000.00	12,378,300.00	641,700.00	95.07
	Women Empowerment	1,600,000.00	1,523,700.00	76,300.00	95.23
Youth, Gender and Social Services	Gender and Leadership	11,420,000.00	10,854,600.00	565,400.00	95.05
	General Administration	37,000,560.00	30,976,853.60	6,023,706.40	83.72
	County Sports Leagues	2,233,560.00	745,600.00	1,487,960.00	33.38
	Sports Equipment Support	34,767,000.00	30,231,253.60	4,535,746.40	86.95
	General Administration, Support and Support Services	26,128,592.00	15,263,856.30	10,864,735.70	58.42
	General Administration, Support and Support Services	26,128,592.00	15,263,856.30	10,864,735.70	58.42
	Environmental Management Programme	67,320,425.00	77,267,382.20	-9,946,957.20	114.78

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
County Assembly	Environmental Management Programme	41,956,300.00	55,890,182.20	-13,933,882.20	133.21
	Environmental Protection	6,765,340.00	3,120,200.00	3,645,140.00	46.12
	Control of Air Pollution	18,598,785.00	18,257,000.00	341,785.00	98.16
	Environmental Management Programme	230,384,760.00	152,709,891.85	108,221,105.15	66.28
	Water Management Services	224,079,104.00	151,013,917.30	73,065,186.70	67.39
	Sanitation	3,737,920.00	300,000.00	3,437,920.00	8.03
	Storm Water Management	2,567,736.00	1,395,974.55	1,171,761.45	54.37
	Sanitation	27,289,464.00	23,031,920.00	4,257,544.00	84.4
	Irrigation Management Services	27,289,464.00	23,031,920.00	4,257,544.00	84.4
	General Administration	886,756,245.00	852,756,245.00	4,257,544.00	96.17
	General administration	886,756,245.00	852,756,245.00	4,257,544.00	96.17
Grand Total		7,576,317,619.00	6,316,378,185.00	1,759,181,431.50	83.37

Source: Tana River County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Ambulance Services in the Department of Medical Services at 250.11 per cent, Accounting & Finance in the Department of Finance and Economic Planning at 193.37 per cent, Environmental Management Programme in the Department of Youth, Gender and Social Services at 133.21 per cent of the annual allocation. Further, the County spent Kshs.1.97 billion on County Land Survey Services Sub-programme under the Department of Lands and Physical Planning without an approved budget. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.40.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Weak budgeting practice as shown in Table 3.269 and where the County incurred expenditure over approved budgetary allocations. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.
2. High level of pending bills which amounted to Kshs.1.44 billion as of 30th June 2022.
3. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 26th August 2022. Further, the submitted financial reports were not reconciled as the report on Budget Allocation, and Absorption Rate by Departments varied with the report on Expenditure by Economic Classification.

The County should implement the following recommendations to improve budget execution;

1. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
3. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012. Further, the County Treasury must institute mechanisms to ensure the financial reports are regularly reconciled to enhance the credibility of budget execution reports.*

3.41 County Government of Tharaka Nithi

3.41.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.5.91 billion, comprising Kshs.1.92 billion (32.6 per cent) and Kshs.3.99 billion (67.4 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County was expected to receive Kshs.4.21 billion (71.3 per cent) as the equitable share of revenue raised nationally, generate Kshs.350 million (5.9 per cent) from its sources of revenue, and had a cash balance of Kshs.511.05 million (8.6 per cent) from FY 2020/21. The County was also expected to receive Kshs.836.0 million (14.1 per cent) as conditional grants, which comprised Leasing of Medical Equipment (Kshs.153.30 million), DANIDA Grant (Kshs.8.70 million), Kenya Urban Support Project (KUSP) (Kshs.50Million), World Bank – Transforming Health Systems (Kshs.83.426,500 million), ASDSP Grant (Kshs.35,126,147 million), Kenya Climate Smart Agriculture (KCSAP) (Kshs.350 million), KUSP-UDG (Kshs.50.0 million), KUSP-UIG (Kshs.20.0 million), Emergency Locust Response Project (Kshs.49.46 million), Climate Change Mitigation and Adaption Programme (Kshs.10.0 million), Supplement for the construction of county headquarters (Kshs.76 million).

3.41.2 Revenue Performance

In FY 2021/22, the County received Kshs.3.88 billion as the equitable share of the revenue raised nationally, raised Kshs.234.29 million as own-source revenue, Kshs.274.86 million as conditional grants, and had a cash balance of Kshs.511.05 million from FY 2020/21. The total funds available for budget implementation amounted to Kshs.4.91 billion, as shown in Table 3.271.

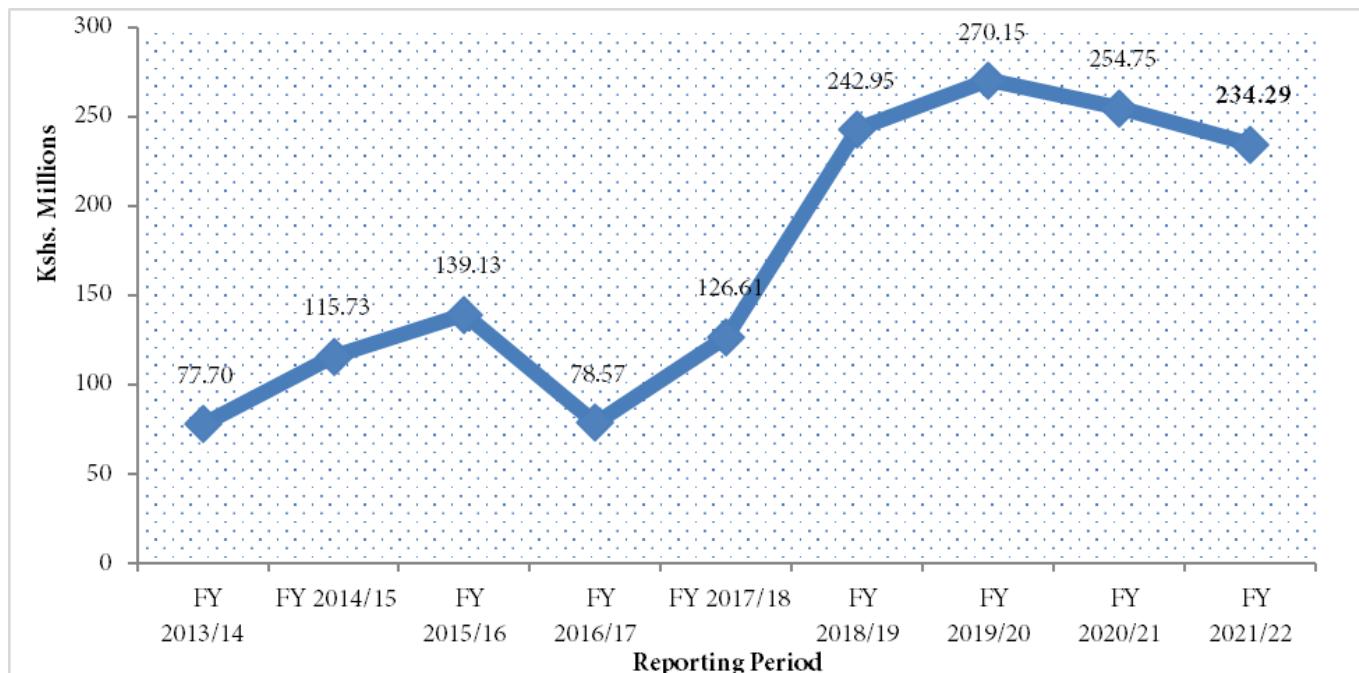
Table 3.271: Tharaka Nithi County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	4,214,198,393	3,887,062,704	92.2
	Sub Total	4,214,198,393	3,887,062,704	92.2
B	Other Sources of Revenue			
1.	Own Source Revenue	350,000,000	234,293,360	66.9
2.	Conditional Grants	836,008,117	274,855,098	32.9
3.	Balance b/f from FY 2020/21	511,054,098	511,054,098	100
	Sub Total	1,697,062,308	1,020,202,556	60.1
	Grand Total	5,911,260,701	4,907,265,260	83.0

Source: Tharaka Nithi County Treasury

Figure 3.81 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.81: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Tharaka Nithi County Treasury

In FY 2021/22, the County generated a total of Kshs.234.29 million as own-source revenue. This amount represented a decrease of 8.0 per cent compared to Kshs.254.75 million realised in FY 2020/21 and was 66.9 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County has implemented an automated OSR collection system referred to as JamboPay.

3.41.3 Exchequer Issues

The Controller of Budget approved Kshs.4.20 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.01 billion (24.2 per cent) for development programmes and Kshs.3.19 billion (75.8 per cent) for recurrent programmes, as shown in Table 3.276.

3.41.4 Overall Expenditure Review

The County spent Kshs.4.30 billion on development and recurrent programmes during the reporting period. This expenditure represented 102.40 per cent of the total funds released by the CoB and comprised of Kshs.1.13 billion and Kshs.3.17 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 58.9 per cent. In comparison, recurrent expenditure represented 79.5 per cent of the annual recurrent expenditure budget.

3.41.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.327.63 million and comprised Kshs.118.38 million for recurrent expenditure and Kshs.209.25 million for development expenditure. During the period under review, pending bills amounting to Kshs.183.16 million were settled, consisting of Kshs.64.65 million for recurrent expenditure and Kshs.118.51 million for development programmes, as shown in Table 3.272.

Table 3.272: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	118,382,441	64,648,995	53,733,446	278,047,296	331,780,742
Development Expenditure	209,248,000	118,511,865	90,736,135	162,937,899	253,674,034
Total	327,630,441	183,160,860	144,469,581	440,985,195	585,454,776

Source: Tharaka Nithi County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.585.45 million include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.327.38 million, out of which the County has settled bills amounting to Kshs.183.16 million, leaving a balance of Kshs.144.50 million as of 30th June 2022.

3.41.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs2.02 billion on employee compensation, Kshs.761.39 million on operations and maintenance, and Kshs.1.13 billion on development activities. Similarly, the County Assembly spent Kshs.181.67 million on employee compensation, Kshs.218.36 million on operations and maintenance, and Kshs.6.83 million on development activities, as shown in Table 3.273.

Table 3.273: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,562,693,509	424,413,000	2,777,998,025	400,032,732	78.0	90.0
Compensation to Employees	2,231,285,424	198,426,103	2,016,612,090	181,673,561	90.4	91.6
Operations and Maintenance	1,755,821,085	225,986,897	761,385,935	218,359,171	43.4	96.6
Development Expenditure	1,899,154,192	25,000,000	1,125,601,330	6,833,371	59.3	27.3
Total	5,461,847,701	449,413,000	3,903,599,355	406,866,103	71.5	90.0

Source: Tharaka Nithi County Treasury

3.41.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 44.8 per cent of the annual realised revenue of Kshs.4.91 billion.

Personnel emoluments amounting to Kshs.2.37 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system. At the same time, Kshs.182.67 million was processed through a manual payroll. The manual payroll accounted for 7.7 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.43 billion includes Kshs.1.30 billion attributable to the health sector, which translates to 53.5 per cent of the total wage bill in the reporting period.

3.41.8 County Established Funds

Section 116 of the PFM Act, 2012 allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.25.0 million to county-established funds in FY 2021/22, constituting 0.4 per cent of the County's overall budget for the year. Table 3.274 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.274: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Tharaka Nithi Bursary Fund	10,000,000	10,000,000	Yes	100
2.	Tharaka Nithi Emergency Fund	15,000,000	-	No	-
	Total	25,000,000	10,000,000		40

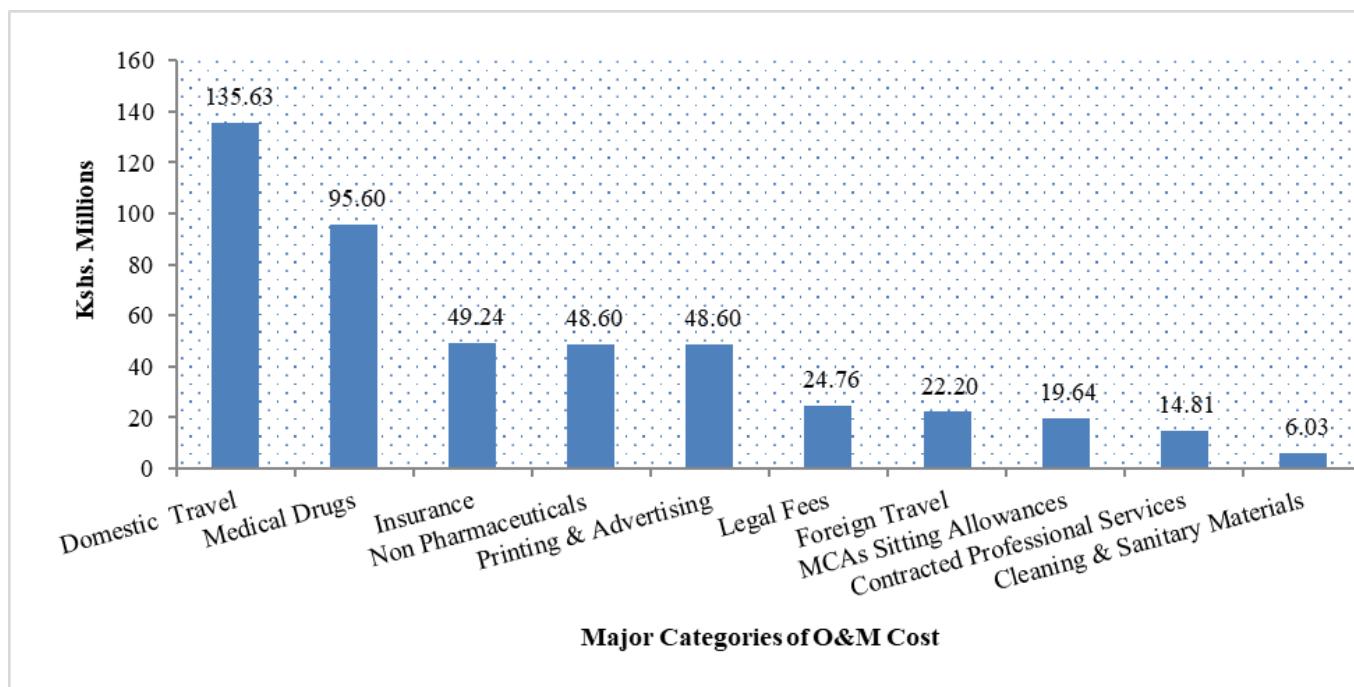
Source: Tharaka Nithi County Treasury

The OCoB did not receive quarterly financial returns from the Fund Administrator of the Tharaka Nithi Emergency Fund, as indicated in Table 3.274.

3.41.9 Expenditure on Operations and Maintenance

Figure 3.82 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.82: Tharaka Nithi County, Operations and Maintenance Expenditure by Major Categories



Source: Tharaka Nithi County Treasury

The County Assembly spent Kshs.19.64 million on committee sitting allowances for the 21 MCAs and the Speaker against the annual budget allocation of Kshs.28.64 million. The average monthly sitting allowance was Kshs.77,951 per MCA. The County Assembly has established 18 Committees.

During the period, expenditure on domestic travel amounted to Kshs.135.63 million and comprised Kshs.88.04 million spent by the County Assembly and Kshs.47.60million by the County Executive. Expenditure on foreign travel amounted to Kshs.22.20 million and comprised of Kshs.22.17million by the County Assembly and Kshs.0.03 million by the County Executive.

3.41.10 Development Expenditure

The County incurred Kshs.1.13 billion on development programmes, representing a decrease of 11 per cent compared to FY 2020/21 when the County spent Kshs. 1.26 billion. Table 3.275 summarises development projects with the highest expenditure in the reporting period.

Table 3.275: Tharaka Nithi County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple- men-tation status (%)	Source of Funding (GoK/ donor)	Remarks
Health and Sanitation	Installation of 3 patient lifts at Chuka County Referral Hospital	Kiringani ward	21,666,456	14,444,304	14,444,304	None	85	GoK	Project is ongoing
Roads and Public works	Construction of Mutuguta Bridge	Chogoria/ Mwimbi	15,000,000	15,000,000	8,856,6007	None	59	GoK	Ongoing
Lands, Planning and Urban Development	Construction of Kathwana Market	Igam- bang'ombe	127,430,740	72,000,000	26,296,589	None	37	GoK	Ongoing
Lands, Planning and Urban Development	Support to Kathwana Infrastructure Development	Igam- bangómbe	-	50,000,000	26,414,486	None	53	GoK	Ongoing
Youth and Sports	Kathwana Social hall	Igam- bangómbe	10,418,536	10,000,000	10,418,536	None	100	GoK	Complete and in use
Lands, planning and Urban Development	Improvement of Chuka grounds	Kiringani ward	4,344,640	4,000,000	4,946,430	None	100	GoK	Complete and in use
Livestock, Veterinary and Fisheries	Artificial Insemination and Breeding programme	County wide	8,000,000	6,499.690	6,499,690	None	81	GoK	On going
Roads and Public works	Upgrading of Karandini- Kithoroni road to Bitumen standards	Magumoni	450,000,000	88,715,674	138,980,697	None	100	GoK	Complete and in use
Roads and Public works	Upgrading of Mitheru - Kaaanwa road to Bitumen standards	Mitheru/ Mariani	-	60,000,000	45,960,000	None	77	GoK	Ongoing

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)	Remarks
Roads and Public works	Upgrading of Kamban-di-Cheera- Runguti Road to Bitumen	Mugwe ward	356,261,151	60,000,000	58,191,300	None	100	GoK	Complete and in use

Source: Tharaka Nithi County Treasury

3.41.11 Budget Performance by Department

Table 3.276 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.276: Tharaka Nithi County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Governor and Deputy Governor's office	194.89	-	109.12	-	109.12	-	100.0	-	56.0	-
Roads and Public Works	198.51	496.61	139.89	389.62	143.41	388.41	102.5	99.7	72.2	78.2
Health Services	1,609.47	199.13	1,363.60	85.09	1,367.95	106.18	100.3	124.8	85.0	53.3
Lands, Physical Planning and Urban Development	87.27	277.80	64.94	126.12	64.94	125.74	100.0	99.7	74.4	45.3
Agriculture, Co-operatives and Industry	123.01	384.72	99.52	157.44	99.52	283.50	100.0	180.1	80.9	73.7
Public Service and Disaster Management	139.35	-	131.13	-	123.26	-	94.0	-	88.5	-
Education and Vocational Training	197.50	53.07	145.98	46.88	145.44	45.81	99.6	97.7	73.6	86.3
Trade and Revenue	96.47	-	83.04	-	82.57	-	99.4	-	85.6	-
Finance and Economic planning	411.62	168.55	244.72	138.83	244.28	137.29	99.8	98.9	59.3	81.5
County Assembly	424.41	25.00	393.14	6.89	393.14	6.89	100.0	100.0	92.6	27.6
Water and Irrigation	40.25	110.20	29.55	13.06	29.11	13.06	98.5	100.0	72.3	11.9
County Public Service Board	23.93	-	13.22	-	13.14	-	99.4	-	54.9	-
Energy and Housing	35.30	5.20	29.66	3.20	28.69	3.20	96.7	100.0	81.3	61.5
Public Health and Sanitation	263.13	153.30	239.10	21.56	237.32	-	99.3	-	90.2	-
Youth, Sports, Culture and Tourism	62.70	16.20	28.26	12.62	27.81	12.51	98.4	99.1	44.4	77.2
Livestock, Veterinary and Fisheries	79.29	34.37	61.79	10.34	61.44	9.90	99.4	95.7	77.5	28.8
Total	3,987.11	1,924.15	3,176.66	1,011.66	3,171.14	1,132.49	99.8	111.9	79.5	58.9

Source: Tharaka Nithi County Treasury

Analysis of expenditure by department shows that the Department of Education and Vocational Training recorded the highest absorption rate of development budget at 86.3 per cent, followed by the Department of Finance and Economic Planning at 81.5 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 92.6 per cent, while the Department of Youth and Sports had the lowest at 44.4 per cent.

3.41.12 Budget Execution by Programmes and Sub-Programmes

Table 3.277 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.277: Tharaka Nithi County, Budget Execution by Programmes and Sub-programmes

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Department Office of Governor and Deputy Governor					
County Government Advisory Services	Communication and Strategy	9,158,661	6,446,900	2,711,761	70
County Leadership and Co-ordination of MDAs	Co-ordination of MDAs	40,250,000	25,211,369	15,038,631	63
	Public Sector Advisory Services	15,880,400	6,050,234	9,830,166	38
General Administration, planning and Support Services	Co-ordination and supervisory services	23,480,000	3,181,800	20,298,200	14
	Management of County Affairs	106,116,911	68,231,601	37,885,310	64
	Subtotal	194,885,972	109,121,904	85,764,068	56
Department Roads, Infrastructure, Public works and ICT					
General Administration planning and support services	General Administration services	27,439,324	27,439,250	74	100
ICT Infrastructure Development	ICT Infrastructure Development	16,600,000	14,793,682	1,806,318	89
Public Works and Housing Services	Public Works Services	20,054,500	12,992,036	7,062,464	65
Roads and Transport	Rural Roads Improvement and Maintenance	631,019,548	476,599,467	154,420,081	76
	Subtotal	695,113,372	531,824,435	163,288,937	77
Department Medical Services					
Curative and Rehabilitative Services	Laboratory Services	44,000,000	33,437,920	10,5762,080	76
	Medical Supplies	207,000,000	145,025,066	61,974,934	70
General Administration, planning and support services	General Administration	387,236,175	218,384,704	168,851,471	56
	Health Sector planning, budgeting, Monitoring and Evaluation	8,496,000	7,123,556	1,372,444	84
	Human Resource Management	1,161,864,550	1,070,153,964	91,710,586	92
	Procurement Services	-	-	-	0-
	Subtotal	1,808,596,725	1,474,125,210	334,471,515	82
Department Lands, Physical Planning, Urban Development, Environment and Natural Resources					

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
Environment and Natural Resources Management	Environment and Natural Resources	18,206,408	1,128,316	17,078,092	6
General Administration, Planning and Support Services	General Administration services	40,000,000	22,789,620	17,210,380	57
Kathwana Municipality Development Programme	Kathwana Urban Area Support	127,396,660	42,858,522	84,538,138	34
Land Policy and Planning	Land Administration and management	10,199,500	4,798,781	5,400,719	47
	Physical planning services	71,999,382	54,811,023	17,188,359	76
Urban Development and Administration	Urban Administrative Services	97,269,828	64,291,535	32,978,293	66
	Subtotal	365,071,778	190,677,797	174,393.981	52
Department of Agriculture, Co-operatives and Industry					
Co-operative Development and Management	Co-operative Development	1,473,037	-	1,473,037	0
Crop Development and Management	Crops Development, Agribusiness and Market Development	96,688,169	89,897,523	6,790,646	93
General Administration, Planning and Support Services	Administration, Policy, Strategy and Management of Agriculture	409,573,649	293,122,869	116,450,780	72
	Subtotal	507,734,855	383,020,392	124,714,463	75
Department: Public Administration and Devolution Affairs					
County Government Advisory Services	Disaster Management and Co-ordination	1,200,000	398,405	801,595	33
General Administration, planning and Support Services	General Administration and Support services	132,894,880	120,741,414	12,153,466	91
	Human Resource Management Services	1,700,000	831,130	868,870	49
	Sub County Administration and Field Services	3,560,000	1,292,600	2,267,400	36
	Subtotal	139,354,880	123,263,549	16,091,331	88
Department: Education and Vocational Training					
Education and Youth Training	Promotion f Basic Education (ECD)	65,069,585	41,343,431	23,725,154	64
	Youth Training and Capacity Building	41,951,607	36,207,954	4,843,653	88
General Administration, Planning and Support Services	Administration, planning and support services	144,444,755	113,700,409	30,744,346	79
	Subtotal	250,565,947	191,251,794	59,314,153	76
Department Trade and Revenue					
General Administration, Planning and support services	General Administration and support services	89,771,630	81,519,618	8,252,012	91
Industrial Development and Investment	Industrial Development	3,300,000	449,010	2,850,990	14
Trade Development and Promotion	Consumer protection and fair trade	3,400,000	598,500	2,801,500	18

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
	Subtotal	96,471,630	82,567,128	13,904,502	86
Department Finance and Economic Planning					
Economic Policy and County Planning	County Statistics Services	5,300,000	2,893,120	2,406,880	55
	Economic Development, Planning and Co-ordination Services	15,100,000	8,506,980	6,593,020	56
	Monitoring and Evaluation services	4,800,000	836,250	3,963,750	17
Financial Management Services	Accounting Services	7,250,000	2,033,935	5,216,065	28
	Audit Services	8,043,400	3,271,080	4,772,320	41
	Budget Formulation	7,450,000	4,080,988	3,3690,12	55
	Supply chain management	3,070,000	1,050,900	2,019,100	34
General Administration, planning and support Services	Human Resource Management Services	335,812,265	231,631,118	104,181,147	69
Kenya Devolution Support Programme	Tharaka Nithi KDSP Capacity Building	172,242,250	118,352,383	53,889,867	69
Resource Mobilisation	Revenue Administration	21,109,300	8,919,695	12,189,605	42
	Subtotal	580,177,215	381,576,449	198,600,766	66
Department: Water Services and Irrigation					
Water supply services	Domestic water services	143,820,800	39,079,239	104,741,561	27
	Irrigation and Drainage Services	5,387,350	2,883,720	2,503,630	54
	Water Storage services	1,239,506	203,200	1,036,306	16
	Subtotal	150,447,656	42,166,159	108,281,497	28
Department County Public Service Board					
Financial Management Services	Monitoring and Evaluation Services	1,300,000	705,200	594,800	54
General Administration, planning and Support services	General Administration and support services	20,058,364	12,008,057	8,050,307	60
Human Resource Management and Development	County Public Service Board services	2,575,000	2,575,000	2,151,700	16
	Subtotal	23,933,364	13,136,557	10,796,807	55
Department: Energy and Housing					
Energy Resource Development and Development	Energy resource Development and Management	45,400,796	3,319,396	2,081,400	61
General Administration, planning and support services	General Administration services	35,099,095	28,569,438	6,529,657	81
	Subtotal	40,499,891	31,88,834	8,611,057	
Department of Public Health and Sanitation					
Preventive and promotional Health Services	Disease Surveillance	1,281,115	-	1,281,115	0
	Environmental Health Services	18,061,825	8,783,285	9,278,540	49
	Health promotion and Disease Control	392,883,287	228,295,138	164,588,149	58
	HIV and AIDS support services	2,700,000	240,000	2,460,000	9

Programme	Sub- Programme	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption Rate (%)
	Reproductive Maternal and Childcare	1,500,000	--	1,500,000	0
	Subtotal	416,426,227	237,318,423	179,107,804	57
Department Youth, Sports, Culture and Social Services					
Culture, Arts, and Social Services	Culture and Arts Promotion	13,639,500	10,481,565	3,157,935	57
	Gender, PWDs and Social Services	14,257,200	3,458,552	10,798,648	24
General Administration, planning and support services	Administration, policy, strategy and Culture	3,200,000	2,979,233	220,767	93
Sports Development and Promotion	Athletics champions and other games	5,012,050	183,010	4,829,040	4
	County food ball League and clubs Development	2,433,000	140,400	2,292,600	6
	Talent Search and Promotion	29,529,303	20,311,233	9,218,070	69
Tourism Development and Promotion	Miss Tourism Tharaka Nithi	10,277,000	2,768,617	7,508,383	27
	Tourism, Branding and Marketing	553,775	-	553,775	0
	Subtotal	78,901,828	40,322,610	38,579,218	51
Department: Livestock, Veterinary and Fisheries Resource Management					
Livestock and Fisheries Resource Management	Fisheries Development and promotion	13,938,915	-	13,938,915	0
	Livestock policy development and Capacity Building	77,452,649	65,087,854	12,364,795	84
	Veterinary Services and Disease Prevention	22,274,797	6,250,260	16,024,537	28
	Subtotal	113,666,361	71,338,114	42,328,247	63
Department: County Assembly					
County Assembly	Legislative Services	449,413,000	400,032,532	49,380,468	89
Grand Total		5,911,260,701	4,303,631,887	1,627,628,814	73

Source: Tharaka Nithi County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: General Administration Services in the Department of Roads, infrastructure, Public Works and ICT at 100 per cent, Crops Development, Agribusiness and Market Development in the Department of Agriculture, Co-operatives and Industry at 93 per cent, Administration, policy, strategy and management of Culture in the Department of Youth, Sports, Culture and Tourism at 93 per cent, and Human Resource Management in the Department of Medical Services at 92 per cent of budget allocation.

3.41.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation.

1. A high wage bill, which accounted for 44.8 per cent of the annual realised revenue of Kshs.4.91 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.234.88 million against an annual projection of Kshs.350 million, representing 66.9 per cent of the annual target.
3. Weak budgeting practice as shown in Table 3.276, where the County incurred expenditure over approved

exchequer issues.

4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Tharaka Nithi Emergency Fund were not submitted to the Controller of Budget.
5. High level of pending bills which amounted to Kshs.585.45 million as of 30th June 2022.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.182.67 million were processed through the manual payroll and accounted for 7.7 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved exchequer issues.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*

3.42 County Government of Trans Nzoia

3.42.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.9.31 billion, comprising Kshs.4.05 billion (43.5 per cent) and Kshs.5.25 billion (56.5 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.7.12 billion (77.2 per cent) as the equitable share of revenue raised nationally, generate Kshs.529.50 million (5.7 per cent) from its sources of revenue, and use a cash balance of Kshs.864.66 million (9.3 per cent) from FY 2020/21. The County also expected to receive Kshs.724.98 million (7.8 per cent) as conditional grants, which consisted of NARIGP Kshs.298.66 million, THUSP Kshs.80.44 million, DANIDA Kshs.12.76 million, Leasing of Medical Equipment Kshs.153.30 million, ASDSP Kshs.24.03 million, KDSP level 2 Kshs.105.80 million and KISIP II Kshs.50 million.

3.42.2 Revenue Performance

In FY 2021/22, the County received Kshs.6.61 billion as the equitable share of the revenue raised nationally, raised Kshs 379.99 million as own-source revenue, Kshs.337.75 million as conditional grants, and had a cash balance of Kshs. 864.66 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.8.19 billion, as shown in Table 3.278.

Table 3.278: Trans Nzoia County, Revenue Performance in FY 2021/22

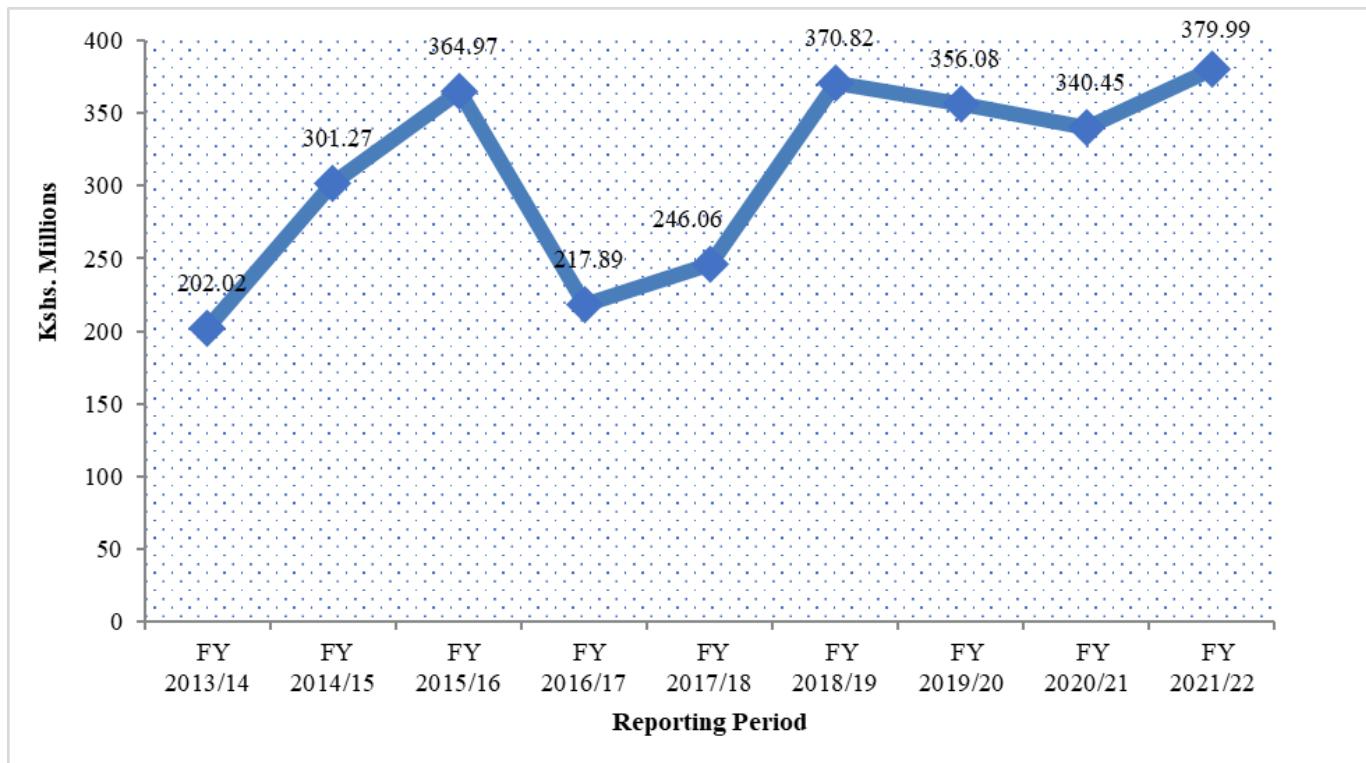
S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	7,186,157,670	6,611,265,058	92.0
	Sub Total	7,186,157,670	6,611,265,058	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	529,500,000	379,991,105	71.8

S/No.	Revenue Category	Annual Budget Allocation (Kshs)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
2.	Conditional Grants	724,984,356	337,747,244	46.6
3.	Balance b/f from FY 2020/21	864,662,730	864,662,730	100.0
	Sub Total	2,119,147,086	1,582,401,079	74.7
	Grand Total	9,305,304,756	8,193,666,137	88.1

Source: Trans Nzoia County Treasury

Figure 3.83: shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.83: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Trans Nzoia County Treasury

In FY 2021/22, the County generated a total of Kshs.379.99 million as own-source revenue. This amount represented an increase of 11.6 per cent compared to Kshs.340.45 million realised in FY 2020/21 and was 71.8 per cent of the annual target.

3.42.3 Exchequer Issues

The Controller of Budget approved Kshs. 7.57 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs. 2.36 million (31.2 per cent) for development programmes and Kshs. 5.21 billion (68.8 per cent) for recurrent programmes, as shown in Table 3.283 .

3.42.4 Overall Expenditure Review

The County spent Kshs.7.80 billion on development and recurrent programmes during the reporting period. This expenditure represented 103.1 per cent of the total funds released by the CoB and comprised of Kshs.2.59 billion and Kshs.5.21 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 64.0 per cent, while recurrent expenditure represented 99.2 per cent of the annual recurrent expenditure budget.

3.42.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.2.15 billion and comprised Kshs.781.22 million for recurrent expenditure and Kshs.1.37 billion for development expenditure. During the period under review, pending bills amounting to Kshs.1.05 billion were settled, consisting of Kshs.357.50 million for recurrent expenditure and Kshs.692.12 million for development programmes, as shown in 3.279.

Table 3.279 : Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	781,223,133	425,111,785	356,111,348	345,946,547	919,420,241
Development Expenditure	1,365,486,040	692,124,883	673,361,157	1,073,240,522	1,940,436,739
Total	2,146,709,173	1,117,236,668	1,029,472,505	1,419,187,068	2,859,856,980

Source: Trans Nzoia County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.2.86 billion, and include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs. 558.29 million, out of which the County has settled bills amounting to Kshs. 505.62 million, leaving a balance of Kshs. 52.67 as of 30th June, 2022.

3.42.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs. 2.91 billion on employee compensation, Kshs.1.63 billion on operations and maintenance, and Kshs. 2.50 billion on development activities. Similarly, the County Assembly spent Kshs 290.50 million on employee compensation, Kshs.386.15 million on operations and maintenance, and Kshs.95.90 million on development activities, as shown in Table 3.280.

Table 3.280: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,577,779,363	676,650,593	4,535,023,006	676,650,593	99.1	100.0
Compensation to Employees	2,864,795,507	290,500,310	2,909,642,048	290,500,310	101.6	100.0
Operations and Maintenance	1,712,983,856	386,150,283	1,625,380,959	386,150,283	94.9	100.0
Development Expenditure	3,678,603,728	372,271,072	2,495,680,526	95,902,862	67.8	25.8
Total	8,256,383,091	1,048,921,665	7,030,703,532	772,553,455	85.2	73.7

Source: Trans Nzoia County Treasury

3.42.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 39.1 per cent of the annual realised revenue of Kshs. 8.19 billion.

Personnel emoluments amounting to Kshs.2.95 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.249.40 million was processed through manual payroll. The manual payroll accounted for 7.8 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as the reason for failing to process all salaries in the IPPD system.

Based on Government policy that salaries should be fully processed through the IPPD system, the County is advised to fast-track the acquisition of personal numbers for their staff.

The wage bill of Kshs.3.20 billion includes Kshs.1.90 billion attributable to the health sector, which translates to 59.2 per cent of the total wage bill in the reporting period.

3.42.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.66.5 million to county-established funds in FY 2021/22, constituting 0.7 per cent of the County's overall budget for the year. Table 3.281 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.281: County Established Fund performance as of 30th June 2022

S>No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Trans-Nzoia County Elimu Bursary Fund	50,000,000	25,000,000	NO	50.0
2.	Trans Nzoia County Car and Mortgage Fund	14,500,000	10,000,000	YES	69.0
3.	Trans Nzoia Women and Youth Fund	2,000,000	-		0.0
	Total	66,500,000	35,000,000		52.6

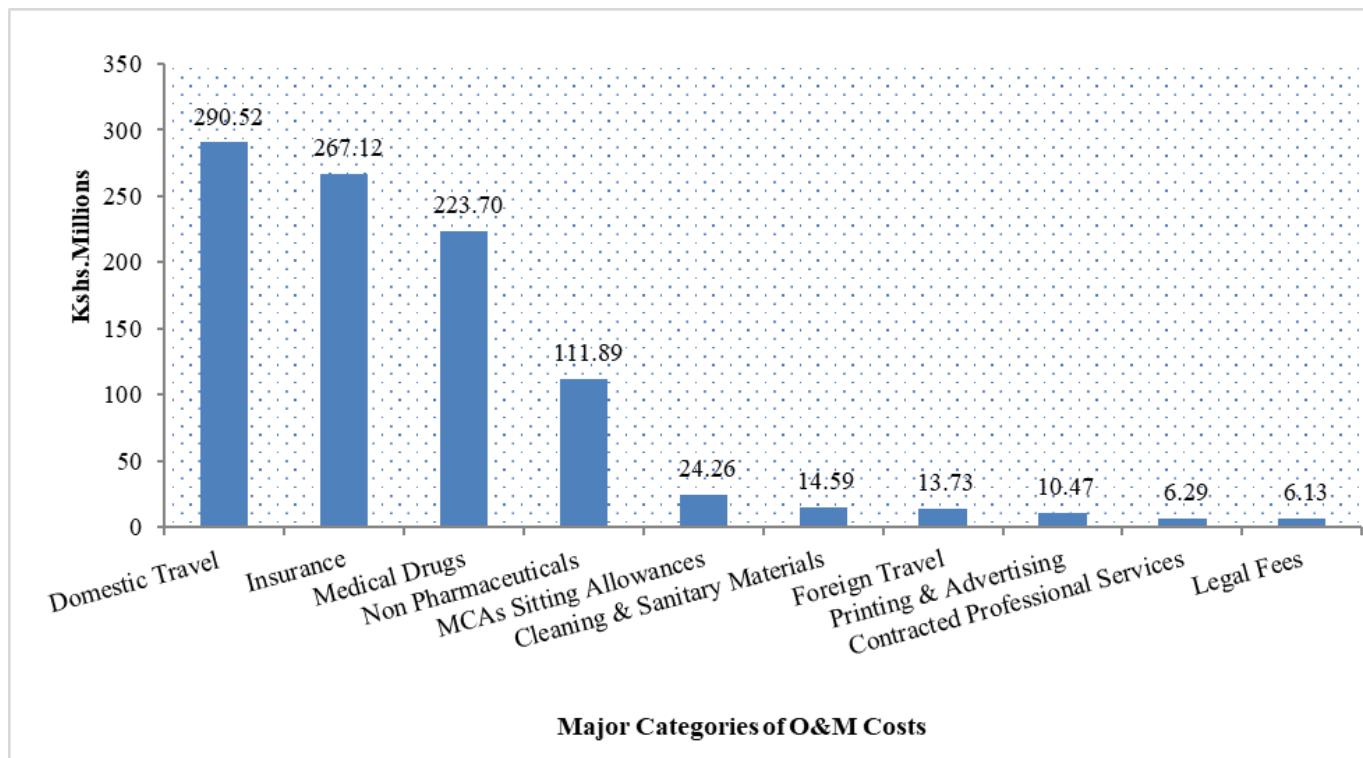
Source: Trans Nzoia County Treasury

The OCoB received quarterly financial returns from the Fund Administrators of the Trans-Nzoia County Elimu Bursary Fund and the Trans Nzoia County Car and Mortgage Fund, as indicated in Table 3.281

3.42.9 Expenditure on Operations and Maintenance

Figure 3.84 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.84: Trans Nzoia County, Operations and Maintenance Expenditure by Major Categories



Source: Trans Nzoia County Treasury

The County Assembly spent Kshs. 24.26 million on committee sitting allowances for the 39 MCAs and the Speaker against the annual budget allocation of Kshs. 40.85 million. The average monthly sitting allowance was Kshs.101,066 per MCA. The County Assembly has established 27 Committees.

During the period, expenditure on domestic travel amounted to Kshs. 290.52 million and comprised of Kshs. 73.24 million spent by the County Assembly and Kshs.217.28 million by the County Executive. Expenditure on foreign travel amounted to Kshs.28.83 million and comprised of Kshs.15.10 million by the County Assembly and Kshs.13.73 million by the County Executive.

3.42.10 Development Expenditure

The County incurred Kshs. 2.59 billion on development programmes, representing a decrease of 9.2 per cent compared to a similar period in FY 2020/21 when the County spent Kshs. 2.75 billion. Table 3.282 summarises development projects with the highest expenditure in the reporting period.

Table 3.282 : Trans Nzoia County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health Corporate	Construction of Trans Nzoia County Referral Hospital	Matisi	393,156,751	393,156,751	328,467,034	None	83.5	GoK	Project complete and in Use.
Public Works, Transport and Infrastructure	Box Culverts, Culverts and Footbridges	Shimo Foot Bridge and Banda	8,000,000	8,000,000	6,665,280	None	83.3	Gok	Project complete and in Use.
Agriculture	Supply of Maize Sees	Machewa and Nabiswa Wards	3,988,000	3,988,000	3,988,000	None	100	GoK	Project complete.
Water, Environment and Natural Resources	Supply of Gravel Pack and Drilling Foam	County Headquarter	3,685,345	3,685,345	3,685,345	None	100	Gok	Complete
Education & ICT	Construction Of Twin Classroom and Office at Chalicha VTC	Sikhendu	3,071,178	3,071,178	3,071,178	None	100	GOK	Complete
Economic Planning	Supply of Plastic Chairs and Ordinary Iron Sheets	Nabiswa	3,064,615	3,064,615	3,064,615	None	100	Gok	Complete
Finance	Routine Maintenance of Kabuyefwe Sec -Mukuyuni Market	Sikhendu	3,045,435	3,045,435	3,045,435	None	100	Gok	Complete

Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Finance	Supply of Kenpoly Chairs	County Headquarter	2,925,672	2,925,672	2,925,672	None	100	Gok	Complete
Gender, Sports ,Culture	Kwanza Rehabilitation Center	Kwanza	2,500,000	2,469,181	2,469,181	None	100	Gok	Ongoing
Lands, Housing	Purchase of land for ECDE Establishment at Kakarwa	Chepsiyo	8,700,000	8,700,000	800,000	None	9.2	Gok	On going

Source: Trans Nzoia County Treasury

3.42.11 Budget Performance by Department

Table 3.283 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.283: Trans Nzoia County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Agriculture	233.92	455.37	233.16	307.41	230.68	324.79	98.9	105.7	98.6	71.3
Livestock	29.95	45.30	26.18	39.01	27.78	33.51	106.1	85.9	92.7	74.0
Trade, Commerce	53.56	320.26	50.40	126.97	53.04	2.21	105.2	1.7	99.0	0.7
Water, Environment and Natural Resources	92.98	168.01	88.09	150.26	91.46	165.34	103.8	110.0	98.4	98.4
Public Works, Transport and Infrastructure	196.03	233.50	191.85	221.47	189.96	142.57	99.0	64.4	96.9	61.1
Health Corporate	1,933.56	706.41	1,926.98	301.74	1,931.72	524.72	100.2	173.9	99.9	74.3
Lands & Housing	67.70	69.03	67.58	11.59	56.28	8.02	83.3	69.2	83.1	11.6
Municipality Board of Kitale	45.15	165.60	41.07	-	43.57	48.48	106.1	0.0	96.5	29.3
Gender, Sports &Culture	51.30	87.59	50.78	68.96	50.74	84.49	99.9	122.5	98.9	96.5
Governance	157.50	47.33	156.94	3.55	157.35	2.46	100.3	69.2	99.9	5.2
Public Service Management	552.62	259.57	552.14	105.80	549.93	90.76	99.6	85.8	99.5	35.0
County Public Service Board	76.85	7.57	72.15	-	68.95	0.42	95.6	0.0	89.7	5.6
Education, CT	389.47	67.97	389.43	31.13	388.47	39.86	99.8	128.0	99.7	58.6
Finance	640.49	601.17	631.82	507.69	639.01	585.27	101.1	115.3	99.8	97.4

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Economic Planning	56.69	443.93	56.44	386.64	56.08	442.77	99.4	114.5	98.9	99.7
County Assembly	676.65	372.27	676.65	95.90	676.65	95.90	100.0	100.0	100.0	25.8
TOTAL	5,254.43	4,050.87	5,211.66	2,358.14	5,211.67	2,591.58	100.0	109.9	99.2	64.0

Source: Trans Nzoia County Treasury

Analysis of expenditure by department shows that the Department of Economic Planning recorded the highest absorption rate of development budget at 99.7 per cent, followed by the Department of Water, Environment and Natural Resources at 98.4 per cent. The Department of Health had the highest percentage of recurrent expenditure to budget at 99.9 per cent, while the Department of Lands and Housing had the lowest at 83.1 per cent.

3.42.12 Budget Execution by Programmes and Sub-Programmes

Table 3.284 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.284: Trans Nzoia County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Approved Supplementary Budget (Kshs)	Actual Pay- ments (Kshs)	Variance (Kshs.)	Absorption (%)
4261	Agriculture, Livestock	880,763,980	764,551,407	616,765,666	147,785,741	80.7
P1	Crop Development	604,532,234	500,678,136	358,305,377	142,372,759	71.6
Sp1.1	Crop Diversification	531,017,155	455,373,957	324,792,382	130,581,575	71.3
Sp1.2	Post-Harvest management and value addition	73,515,079	45,304,179	33,512,995	11,791,184	74.0
P2	Administrative and Support Services	276,231,746	263,873,271	258,460,289	5,412,982	97.9
Sp2.1	Administrative and Support Services	276,231,746	263,873,271	258,460,289	5,412,982	97.9
4262	Trade, Commerce and Industry	152,723,901	373,819,545	55,255,935	318,563,610	14.8
P1	Medium and small Enter- prises	89,257,025	320,257,025	2,212,221	318,044,804	0.7
Sp1.1	Medium and small Enter- prises	89,257,025	320,257,025	2,212,221	318,044,804	0.7
P2	Administrative and Support Services	63,466,876	53,562,520	53,043,713	518,807	99.0
Sp2.1	Administrative and Support Services	63,466,876	53,562,520	53,043,713	518,807	99.0
4263	Water, Environment and Natural Resources	358,563,684	260,991,322	256,799,803	4,191,520	98.4
P1	Environment management and protection	260,069,115	168,011,498	165,336,641	2,674,857	98.4
Sp1.1	Waste Management	260,069,115	168,011,498	165,336,641	2,674,857	98.4
P2	Administrative and Support Services	98,494,569	92,979,824	91,463,162	1,516,662	98.4
Sp2.1	Administrative and Support Services	98,494,569	92,979,824	91,463,162	1,516,662	98.4
4264	Public Works, Roads and Infrastructure	619,817,302	429,530,790	332,538,944	96,991,846	77.4
P1	Road Construction and Road Maintenance	417,879,433	233,497,311	142,574,024	90,923,287	61.1
Sp1.1	Maintenance of Roads	417,879,433	233,497,311	142,574,024	90,923,287	61.1

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Approved Supplementary Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
P2	Administrative and Support Services	201,937,869	196,033,479	189,964,920	6,068,559	96.9
Sp2.1	Administrative and Support Services	201,937,869	196,033,479	189,964,920	6,068,559	96.9
4266	Lands, Housing and Urban Planning	198,021,203	136,730,283	64,305,488	72,424,795	47.0
P1	Administrative and Support Services	198,021,203	136,730,283	64,305,488	72,424,795	47.0
Sp1.1	Administrative and Support Services	198,021,203	136,730,283	64,305,488	72,424,795	47.0
4267	Gender, Sports, Culture and Tourism	277,299,082	138,887,842	135,228,721	3,659,121	97.4
P1	Culture development and promotion	221,591,180	87,585,780	84,491,852	3,093,928	96.5
Sp1.1	Culture development	221,591,180	87,585,780	84,491,852	3,093,928	96.5
P2	Administrative and Support Services	55,707,902	51,302,062	50,736,869	565,193	98.9
Sp2.1	Administrative and Support Services	55,707,902	51,302,062	50,736,869	565,193	98.9
4268	Public Service Management	748,026,738	812,184,547	640,692,546	171,492,001	78.9
P1	Infrastructure Development	243,393,837	259,568,837	90,758,701	168,810,136	35.0
Sp1.1	Supervision and Management of Projects	243,393,837	259,568,837	90,758,701	168,810,136	35.0
P2	Administrative and Support Services	504,632,901	552,615,710	549,933,845	2,681,865	99.5
Sp2.1	Administrative and Support Services	504,632,901	552,615,710	549,933,845	2,681,865	99.5
4269	Education and ICT	557,427,865	457,444,061	428,326,949	29,117,113	93.6
P1	Vocational Training Development	164,401,494	67,970,110	39,856,641	28,113,469	58.6
Sp1.1	Vocational Training Development	164,401,494	67,970,110	39,856,641	28,113,469	58.6
P2	Administrative and Support Services	393,026,371	389,473,951	388,470,307	1,003,644	99.7
Sp2.1	Administrative and Support Services	393,026,371	389,473,951	388,470,307	1,003,644	99.7
4270	Finance	855,743,917	1,241,652,421	1,224,283,345	17,369,076	98.6
P1	Administrative and Support Services	855,743,917	1,241,652,421	1,224,283,345	17,369,076	98.6
Sp1.1	Supervision and Management of Projects	137,738,318	601,165,546	585,272,141	15,893,406	97.4
Sp1.2	Administrative and Support Services	718,005,599	640,486,875	639,011,204	1,475,671	99.8
4272	Governance	240,649,246	204,827,719	159,802,595	45,025,124	78.0
P1	Infrastructure Development	52,325,000	47,325,000	2,456,897	44,868,103	5.2
Sp1.1	Supervision and Management of Projects	52,325,000	47,325,000	2,456,897	44,868,103	5.2
P2	Administrative and Support Services	188,324,246	157,502,719	157,345,698	157,021	99.9
Sp2.1	Administrative and Support Services	188,324,246	157,502,719	157,345,698	157,021	99.9
4273	County Public Service Board	86,615,170	84,411,170	69,365,465	15,045,705	82.2

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Approved Supplementary Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
P1	Governance and County Values	8,465,000	7,565,000	420,100	7,144,900	5.6
Sp1.1	Infrastructure Development	8,465,000	7,565,000	420,100	7,144,900	5.6
P2	Administrative and Support Services	78,150,170	76,846,170	68,945,365	7,900,805	89.7
Sp2.1	Administrative and Support Services	78,150,170	76,846,170	68,945,365	7,900,805	89.7
4275	Health Corporate	2,447,614,453	2,639,968,211	2,456,438,156	183,530,055	93.0
P1	Administrative and Support Services	2,447,614,453	2,639,968,211	2,456,438,156	183,530,055	93.0
Sp1.1	Preventive Health Services	654,517,568	706,407,105	524,719,684	181,687,421	74.3
Sp1.2	Administrative and Support Services	1,793,096,885	1,933,561,106	1,931,718,472	1,842,634	99.9
4277	Economic Planning	488,569,184	500,629,184	498,850,004	1,779,180	99.6
P1	County Research and Development Planning	441,874,451	443,934,451	442,769,766	1,164,685	99.7
Sp1.1	County Development Planning Services	441,874,451	443,934,451	442,769,766	1,164,685	99.7
P2	Administrative and Support Services	46,694,733	56,694,733	56,080,237	614,496	98.9
Sp2.1	Administrative and Support Services	46,694,733	56,694,733	56,080,237	614,496	98.9
4278	Municipality Board of Kitale	292,412,959	210,754,589	92,049,918	118,704,671	43.7
P1	Administrative and Support Services	292,412,959	210,754,589	92,049,918	118,704,671	43.7
Sp1.1	Administrative and Support Services	292,412,959	210,754,589	92,049,918	118,704,671	43.7
4271	County Assembly	1,048,921,665	1,048,921,665	772,553,455	276,368,210	73.7
P1	Administrative and Support Services	1,048,921,665	1,048,921,665	772,553,455	276,368,210	73.7
Sp1.1	Administrative and Support Services	1,048,921,665	1,048,921,665	772,553,455	276,368,210	73.7
Grand Total		9,253,170,349	9,305,304,756	7,803,256,987	1,502,047,769	83.9

Source: Trans Nzoia County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Administrative and Support Services in the Department of Health Corporate at 99.9 per cent, Administrative and Support Services in the Department of Finance at 99.8 per cent County Development Planning Services in the Department of Economic Planning at 99.7 per cent and Administrative and Support Services in the Department of Public Service Management at 99.5 per cent of budget allocation.

3.42.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 39.1 per cent of the annual realised revenue of Kshs.8.19 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.379.99 million against an annual projection of Kshs.529.50 million, representing 71.8 per cent of the annual target.
3. Failure to refund unspent balances from the previous financial year to the County Revenue Fund Contrary to Section 136 of the PFM Act, 2012. The County spent the cash balances at source during the reporting period,

- and may be an issue of misappropriation of funds if not regularised. The County reported actual expenditure of Kshs.7.80 billion compared to the approved exchequer issues of Kshs.7.58 billion.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Trans-Nzoia County Elimu Bursary Fund report was not submitted to the Controller of Budget.
 5. High level of pending bills which amounted to Kshs.2.86 billion as of 30th June 2022.
 6. Use of manual payroll. Personnel emoluments amounting to Kshs.249.40 million were processed through the manual payroll and accounted for 7.8 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
 7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 25th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should ensure all unspent funds are refunded to the County Revenue Fund in line with Section 136 of the PFM Act, 2012.*
4. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.43 County Government of Turkana

3.43.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 is Kshs.16.19 billion, comprising Kshs.6.31 billion (39 per cent) and Kshs.9.9 billion (61 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.12.61 billion (89.9 per cent) as the equitable share of revenue raised nationally, generate Kshs.180 million (1.28 per cent) from its own sources of revenue, and use a cash balance of Kshs.2.3 billion (16.8 per cent) from FY 2020/21. The County also expects to receive Kshs.673.43 million (4.2 per cent) as conditional grants, which consists of Transforming Health Systems for Universal Care Project (WB) at 12.78 million, Universal Health Care in Devolved System Programme at Kshs.23.35 million, UNFPA- 9th Country Programme Implementation at Kshs.2.95 million, National Agricultural and Rural Inclusive Growth Project (NARIGP) at Kshs.270.57 million, Agricultural Sector Development Support Programme (ASDSP) II at Kshs.43.58 million, Drought Resilience Programme in Northern Kenya (DRPNK) at Kshs.200 million, Emergency Locust Response Project (ELRP) at Kshs.120.21 million.

3.43.2 Revenue Performance

In FY 2021/22, the County received Kshs.11.6 billion as the equitable share of the revenue raised nationally, raised Kshs.204.35 million as own-source revenue, Kshs.115.32 million as conditional grants, and had a cash balance of Kshs.2.34 billion from FY 2020/21. The total funds available for budget implementation amounted to Kshs.14.26 billion, as shown in Table 3.285

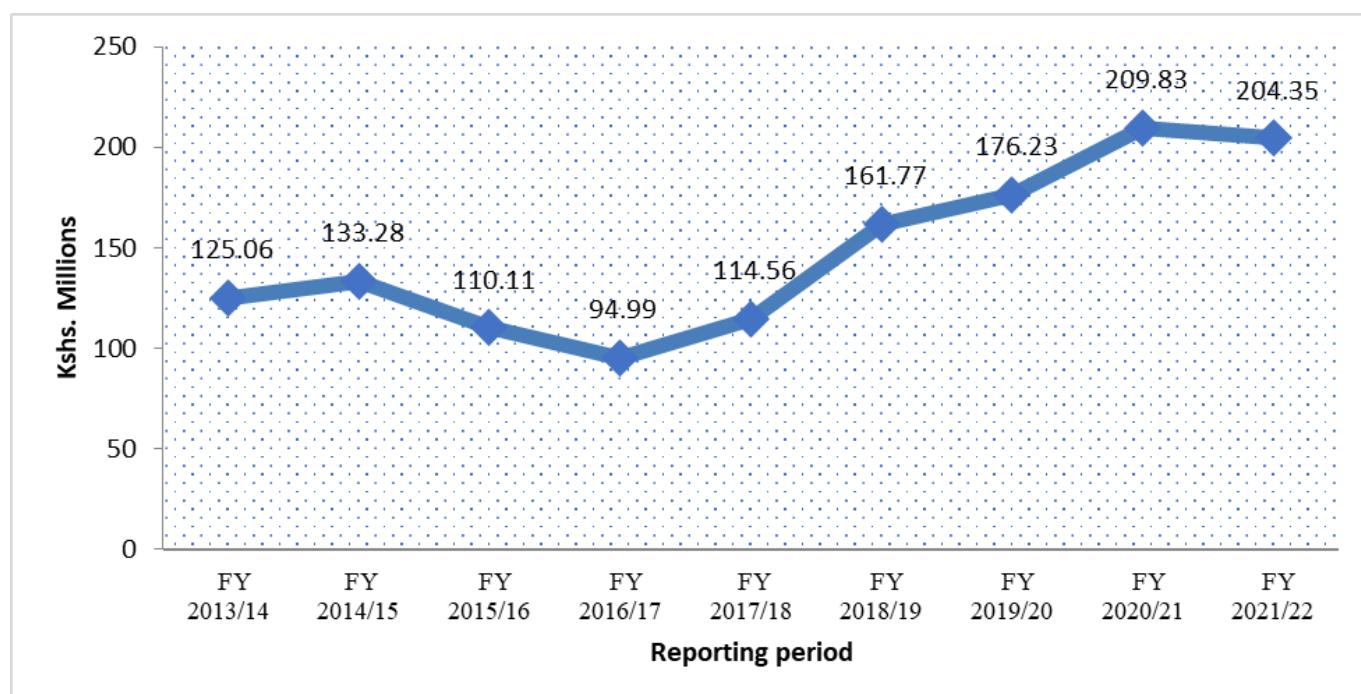
Table 3.285: Turkana County, Revenue Performance in FY 2021/22

S/No.	Revenue Category	Annual Budget Allocation (Kshs.)	Actual Receipts (Kshs.)	Actual Receipts as Percentage of Annual Budget Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	12,609,305,994	11,600,561,515	92.0
	Sub Total	12,609,305,994	11,600,561,515	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	180,000,000.00	204,349,844.00	113.5
2.	Conditional Grants	673,432,568	115,315,048	17.1
3.	Balance b/f from FY 2020/21	2,726,097,130	2,338,840,344	85.8
	Sub Total	3,579,529,698	2,658,505,236	74.3
	Grand Total	16,188,835,692	14,259,066,752	88.1

Source: Turkana County Treasury

Figure 3.85 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.85: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Turkana County Treasury

In FY 2021/22, the County generated a total of Kshs.204.35 million as own-source revenue. This amount represented a decrease of 2.7 per cent compared to Kshs.209.83 million realised in FY 2020/21 and was 113.5 per cent of the annual target. The County has implemented an automated OSR collection system called Turkana county's automated revenue collection system.

3.43.3 Exchequer Issues

The Controller of Budget approved Kshs.10.77 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.49 billion (23.1 per cent) for development programmes and Kshs.8.27 billion (76.9 per cent) for recurrent programmes, as shown in Table 3.290.

3.43.4 Overall Expenditure Review

The County spent Kshs.10.77 billion on development and recurrent programmes during the reporting period. This expenditure represented 100 per cent of the total funds released by the CoB and comprised of Kshs.2.49 billion

and Kshs.8.27 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 39.5 per cent, while recurrent expenditure represented 83.7 per cent of the annual recurrent expenditure budget.

3.43.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2022 amounted to Kshs.2.27 billion and comprised Kshs.2.25 billion for the County Executive and Kshs.26.11 million for the County Assembly, as shown in Table 3.286.

Table 3.286: Progress on Settlement of Pending Bills as of 30th June, 2022

Outstanding Pending Bills as of 30 th June 2022 (Kshs.)			
Budget Classification	County Executive	County Assembly	Total
Development Expenditure	1,351,803,368	-	1,351,803,368
Recurrent Expenditure	896,378,463	26,115,914	922,494,377
Total	2,248,181,831	26,115,914	2,274,297,745

Source: Turkana County Treasury

3.43.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.4.60 billion on employee compensation, Kshs.2.69 billion on operations and maintenance, and Kshs.2.34 billion on development activities. Similarly, the County Assembly spent Kshs.588.74 million on employee compensation, Kshs.233.21 million on operations and maintenance, and Kshs.154.73 million on development activities, as shown in Table 3.287.

Table 3.287: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	9,058,558,734	821,950,164	7,285,441,599	821,950,164	80.4	100.0
Compensation to Employees	3,423,538,737	587,044,291	4,599,325,204	588,742,176	134.3	100.3
Operations and Maintenance	5,635,019,997	234,905,873	2,686,116,395	233,207,988	47.7	99.3
Development Expenditure	6,153,326,795	155,000,000	2,337,129,625	154,733,428	38.0	99.8
Total	15,211,885,529	976,950,164	11,398,918,423	976,683,592	74.9	100.0

Source: Turkana County Treasury

3.43.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 36.4 per cent of the annual realised revenue of Kshs.14.26 billion.

3.43.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.1.02 billion to county-established funds in FY 2021/22, which constituted 6.3 per cent of the County's overall budget for the year. Table 3.288 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.288: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)
1.	Emergency Fund	100,000,000	182,314,054	Yes
2.	Education And Skills Development Fund	374,000,000	187,641,255	Yes
3.	Youth And Women Empowerment Fund	100,000,000	3,060,737	Yes
4.	Biashara Fund	191,000,000	185,600,000	Yes

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of quarterly financial statements (Yes/No.)
5.	Covid-19 Emergency Response Fund	212,332,128	34,727,511	Yes
6.	Car Loan And Mortgage Fund Executive	40,000,000	-	No.
7.	Total	1,017,332,128	593,343,557	

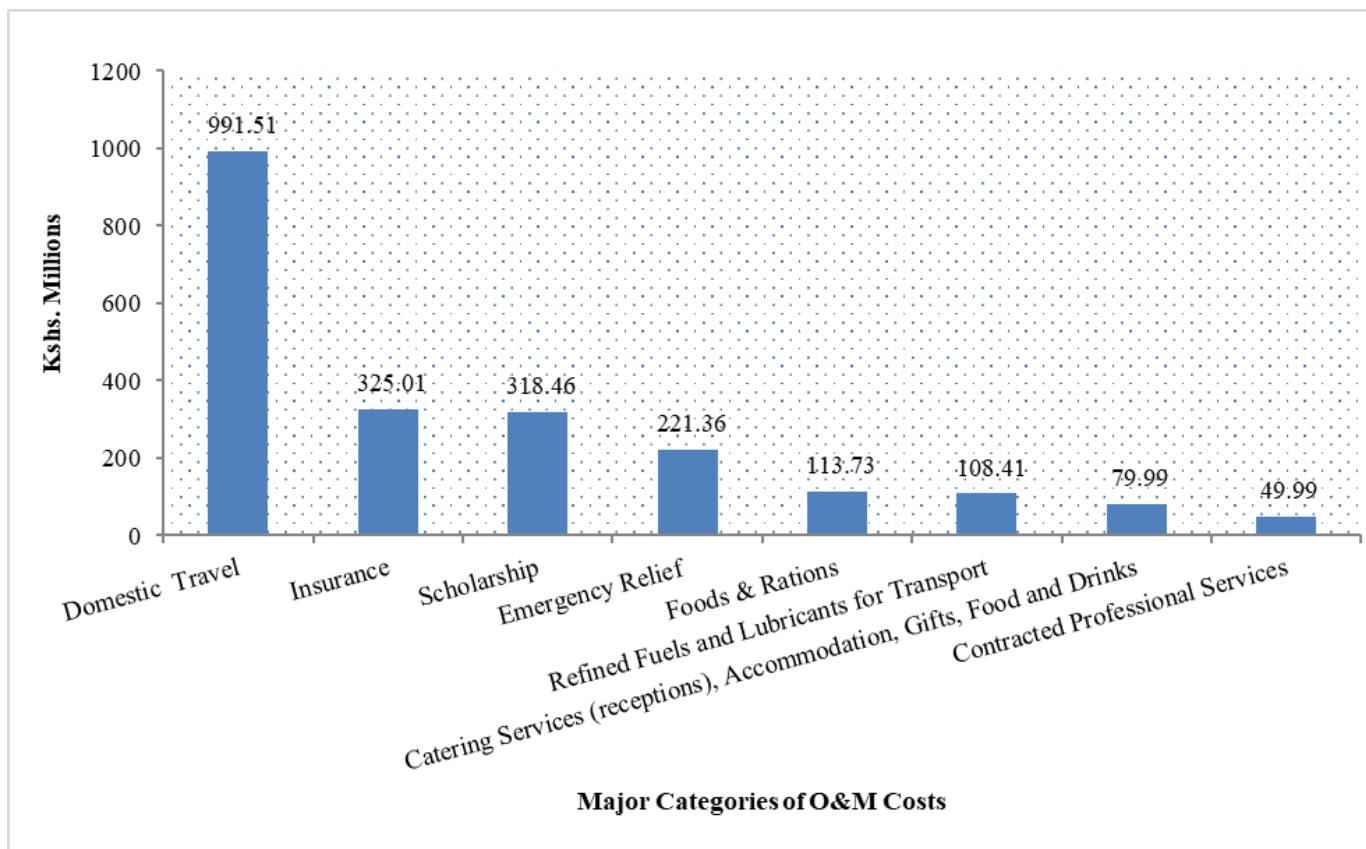
Source: Turkana County Treasury

The OCoB received quarterly financial returns from Fund Administrators of 6 established county funds, as indicated in Table 3.288.

3.43.9 Expenditure on Operations and Maintenance

Figure 3.86 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.86: Turkana County, Operations and Maintenance Expenditure by Major Categories



Source: Turkana County Treasury

The County Assembly spent Kshs.20.89 million on committee sitting allowances for the 48 MCAs and the Speaker against the annual budget allocation of Kshs.36 million. The average monthly sitting allowance was Kshs. 48,239 per MCA. The County Assembly has established 12 Committees.

During the period, expenditure on domestic travel amounted to Kshs.991.5 million and comprised of Kshs.106.4 million spent by the County Assembly and Kshs.885.1 million by the County Executive.

3.43.10 Development Expenditure

The County incurred Kshs.2.49 billion on development programmes, representing a decrease of 17.9 per cent compared to FY 2020/21, when the County spent Kshs.2.8 billion. Table 3.289 summarises development projects with the highest expenditure in the reporting period.

Table 3.289: Turkana County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Location	Contract sum (Kshs)	Budget (Kshs)	Amount paid to date (Kshs)	Contract variation (Kshs)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
Health	Delivery of Health Products to 225 Health facilities	County	40,010,388	40,010,388	40,010,388	None	100	GoK	The project is complete and in use.
Finance And Economic Planning	Completion of Lokiriamma Revenue Centre	Lokiriamma	40,000,000	40,000,000	40,000,000	None	100	Gok	Project is complete
Trade And Gender	Renovation and construction work at Loya market at Loima sub-county	Loima	7,000,000	7,000,000	7,000,000	None	100	GoK	Project is complete
Infrastructure, Transport And Public Works	Routine Maintenance of Rural Roads	Headquarters	137,125,681	137,125,681	137,125,681	None			Partial re-allocation. 21 roads awarded
Agriculture, Pastoral Economy And Fisheries	Rehabilitation works at Lok-war kaputir surface irrigation schemes.	Kaputir	23,526,960	23,526,960	23,526,960	None	100	GoK	Project is complete
Water	Construction of Napuu Water Aquiver	Headquarters	16,602,442	16,602,442	16,602,442	None	100	GoK	Project is complete
Water	construction of office block at HQ-Ministry of water services	Headquarters	12,350,000	12,350,000	12,350,000	None	100	GoK	Project is complete

Source: Turkana County Treasury

3.43.11 Budget Performance by Department

Table 3.290 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.290: Turkana County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Governance	394.75	290.15	323.96	128.4	323.96	128.4	100	100	82.1	44.3
Office of the Deputy Governor	35.42	-	27.02	-	27.02	-	100	-	76.3	-
County Attorney	152.66		127.17	-	127.17	-	100	-	83.3	-
Finance and Economic Planning	738.38	769.03	510.77	223.57	510.77	223.57	100	100	69.2	29.1
Water Services, Environment and Mineral Resources	239.58	673.11	213.03	262.96	213.03	262.96	100	100	88.9	39.1
Health & Sanitation Services	541.93	788.26	412.84	346.92	412.84	346.92	100.0	100.0	76.2	44.0
Trade, Gender and Youth Affairs	130.33	383.26	96.96	163.6	96.96	163.6	100.0	100.0	74.4	42.7
Education, Sports and Social Protection	746.58	678.18	635.72	303.98	635.72	303.98	100.0	100.0	85.2	44.8
Public Service, Administration. & Disaster Management	5,276.33	63.37	4,470.06	14.88	4,470.06	14.88	100.0	100.0	84.7	23.5
Infrastructure Transport & Public Works	164.83	426.58	132.92	213.97	132.92	213.97	100.0	100.0	80.6	50.2
Agriculture, Pastoral Economy & Fisheries	97.80	1,387.81	85.18	467.02	85.18	467.02	100.0	100.0	87.1	33.7
Tourism, Culture and Natural Resources	134.45	280.33	87.62	69.60	87.62	69.60	100.0	100.0	65.2	24.8
Lands, Energy, Housing & Urban Areas Mgt.	234.91	265.4	190.40	114.92	190.40	114.92	100.0	100.0	81.1	43.2
County Assembly	821.95	155.00	821.95	154.73	821.95	154.73	100.0	100.0	100	99.8
County Public Service Board	88.13	3.54	72.15	-	72.15	-	100.0	-	81.9	-
Lodwar Municipality	82.47	143.96	66.58	30.55	66.58	30.55	100.0	100.0	80.7	21.2
TOTAL	9,880.50	6,308.33	8,274.33	2,495.1	8,274.33	2,495.1	100.0	100.0	83.7	39.6

Source: Turkana County Treasury

Analysis of expenditure by the departments shows that the County Assembly recorded the highest absorption rate of the development budget at 99.8 per cent, followed by the Department of Infrastructure, Transport and Public Works at 50.2 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the Department of Tourism, Culture and Natural Resources had the lowest at 65.2 per cent.

3.43.12 Budget Execution by Programmes and Sub-Programmes

Table 3.291 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.291: Turkana County, Budget Execution by Programmes and Sub-programmes

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
				A=B/A*100
Adjudication, registry and settlement	15,777,162	3,397,835	12,379,327	21.5
Delineation & adjudication of community land	15,777,162	3,397,835	12,379,327	21.5
Spatial Planning	20,072,530	9,109,317	10,963,213	45.4
	20,072,530	9,109,317	10,963,213	45.4
Formulation of community land policy and regulations	19,815,014	635,646	19,179,369	3.2
Urban Centre Mgt	9,580	-	9,580	-

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Urban Centre Mgt	13,761,901	635,646	13,126,256	4.6
Kakuma Kalobeyei Municipality	6,043,534	-	6,043,534	-
Compulsory land acquisition for public utilities	9,088,290	533,880	8,554,410	5.9
Land acquisition for public utilities	9,088,290	533,880	8,554,410	5.9
Establishment and rehabilitation of public utilities in Lodwar	4,081,467	1,475,150	2,606,317	36.1
Improvement of Moi Garden Stadia	4,081,467	1,475,150	2,606,317	36.1
Revival of Turkana Fishermen Co-op. society	50,909,946	3,194,414	47,715,533	6.3
Spate Irrigation Technology	12,960,480	146,892	12,813,588	1.1
Spate Irrigation Technology	1,290,355	393,322	897,033	30.5
Spate Irrigation Technology	20,213,101	-	20,213,101	-
Spate Irrigation Technology	13,364,451	702,128	12,662,323	5.3
Rehabilitation	1,737,440	702,062	1,035,379	40.4
Soil & Water Conservation	1,344,120	1,250,010	94,109	93.0
Fish market infrastructure/ fish value addition	53,669,546	10,667,788	43,001,758	19.9
Fish market infrastructure/ fish value addition	691,795	266,641	425,154	38.5
Fisheries livelihood support	47,222,197	9,685,509	37,536,689	20.5
Fisheries Extension Services	757,514	10,329	747,185	1.4
Fisheries resource management	1,557,882	449,176	1,108,705	28.8
Fisheries resource management	645,177	25,015	620,162	3.9
Fisheries resource management	1,984,906	196,097	1,788,809	9.9
Fish Farming & Aquaculture	810,075	35,021	775,054	4.3
Sustainable management of fisheries resources	41,299,851	7,255,666	34,044,185	17.6
Frame survey	29,888,734	216,155	29,672,578	0.7
Fish Stock assessment	3,118,357	1,419,197	1,699,161	45.5
Monitoring, Control and Surveillance	2,580,710	885,826	1,694,884	34.3
Resource monitoring facilities	5,712,050	4,734,488	977,562	82.9
Livestock breed improvement	96,740,374	32,187,952	64,552,422	33.3
Establish livestock Multiplication and breeding Centre.	21,390,535	19,774,873	1,615,662	92.4
Provision of Livestock Extension services	2,591,276	336,307	2,254,969	13.0
Livestock multiplication and breeding centre	23,482,861	11,243,797	12,239,064	47.9
Livestock Value Chain	41,158,142	413,040	40,745,102	1.0
Skills Devt	8,117,561	419,935	7,697,625	5.2
General Administration	895,441,283	498,277,729	397,163,554	55.6
General Administration	142,213,636	140,462,503	1,751,133	98.8
General Administration and Support Services-Pastoral Economy and	423,855,895	189,116,198	234,739,698	44.6
General Administration, Planning and Support Services – Lands General Administration, Planning and Support Services - Lands	329,371,752	168,699,028	160,672,724	51.2
Agriculture Programme	80,074,204	47,353,591	32,720,613	59.1
Agri-nutrition/Urban & peri-urban agriculture	617,888	558,405	59,483	90.4
Agricultural Sector Development Support Programme (ASDSP)	49,600,871	46,084,376	3,516,496	92.9
Agricultural Mechanization	4,956,622	10,918	4,945,703	0.2
Agric Market Access	967,766	283,919	683,848	29.3
Agric Extension & Devt	21,288,397	-	21,288,397	-
Subsidy & Support	415,974	415,974	-	100.0
Pest Control & Mgt	2,427,612	-	2,427,612	-
Land Governance	107,164,464	16,026,777	91,137,686	15.0
Land Policies	107,164,464	16,026,777	91,137,686	15.0
	280,017,650	192,705,236	87,312,414	68.8
NARIGP	280,017,650	192,705,236	87,312,414	68.8
	210,209,452	7,546,008	202,663,444	3.6
DRNKP/KfW	210,209,452	7,546,008	202,663,444	3.6
	121,487,475	87,861,906	33,625,569	72.3
Emergency Locust Response Project	121,487,475	87,861,906	33,625,569	72.3

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Develop and maintain roads	140,089,812	106,133,216	33,956,595	75.8
Annual Roads Inventory and Conditional Survey (ARICS)	1,344,120	316,498	1,027,621	23.5
Roads maintenance levy fund(RMLF)	132,617,121	104,996,089	27,621,032	79.2
Roads	6,128,571	820,628	5,307,943	13.4
Develop and maintain staff housing and public offices	16,997	-	16,997	-
Protection and gabion works of lokichar river	16,997	-	16,997	-
Develop and maintain other public works	2,231,238	1,350,358	880,880	60.5
Capacity Building	967,766	848,926	118,840	87.7
Professional Capacity Building	1,263,472	501,432	762,040	39.7
General Administration	447,124,089	338,081,522	109,042,567	75.6
General Administration	423,329,652	331,730,185	91,599,467	78.4
General Administration- Public works	23,794,437	6,351,337	17,443,100	26.7
	967,766	-	967,766	-
Mechanical Services	967,766	-	967,766	-
	967,766	-	967,766	-
Structural Services	967,766	-	967,766	-
	915,094	450,987	464,107	49.3
Electrical Services	915,094	450,987	464,107	49.3
	4,842,183	3,612,791	1,229,392	74.6
Building Inspectorate	4,842,183	3,612,791	1,229,392	74.6
	415,254	328,648	86,606	79.1
Architectural Services	415,254	328,648	86,606	79.1
Cooperative Societies Development & Performance Improvement	196,188,254	152,478,611	43,709,643	77.7
Cooperatives Development Fund	1,755,154	1,755,154	-	100.0
Value Addition Initiatives	6,534,615	3,132,817	3,401,798	47.9
Business Development and Training Services	1,579,591	903,163	676,428	57.2
Liquor control Programme	941,217	936,646	4,572	99.5
Cooperative societies' development and revival programmes	1,656,149	1,656,149	-	100.0
Legal Metrology Services	1,088,904	689,988	398,916	63.4
Verification of traders' equipment	3,661,564	3,661,564	-	100.0
Consumer rights education	1,220,461	1,021,729	198,731	83.7
Standards and Anti-Counterfeit Services	1,075,296	602,802	472,494	56.1
Market Infrastructure Development	30,711,379	2,982,937	27,728,442	9.7
Industrial Development and Investments	5,880,106	3,080,525	2,799,581	52.4
Biashara Fund	141,491,707	132,055,138	9,436,570	93.3
Modern Physical Markets Infrastructure	51,083,984	39,278,268	11,805,716	76.9
Construction & Development of Modern Physical Market	2,857,697	2,710,113	147,584	94.8
Co-operative Marketing, Value Addition, Surveys & Research	4,782,465	1,564,783	3,217,682	32.7
Co-operative Education, Training, Exchange and Ushirika Day Celeb	4,844,394	2,077,958	2,766,436	42.9
Strengthening of Key Dormant Co-operative Societies	4,677,536	3,068,869	1,608,667	65.6
Formulation of Cooperative Policy and Legal Framework	3,602,240	1,559,015	2,043,226	43.3
Cooperative Development Fund	30,319,652	28,297,530	2,022,122	93.3
General Administration	146,627,079	76,290,651	70,336,428	52.0
General Administration	146,627,079	76,290,651	70,336,428	52.0
Gender Promotion	16,480,649	9,705,471	6,775,178	58.9
Gender Empowerment and advocacy	9,168,639	6,485,443	2,683,196	70.7
Gender Mainstreaming and Co-ordination	1,821,013	792,331	1,028,683	43.5
Legal Compliance and Redress	3,878,054	1,903,250	1,974,804	49.1

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Promotion of Gender Equality and Empowerment	1,612,943	524,448	1,088,496	32.5
Youth Affairs Development	108,651,065	95,578,224	13,072,840	88.0
Youth Coordination and Representation	3,010,828	565,843	2,444,985	18.8
Youth Employment Scheme	2,150,591	99,041	2,051,550	4.6
Youth Rare skills	2,424,140	588,242	1,835,899	24.3
Youth and Women Fund	101,065,505	94,325,098	6,740,407	93.3
General Administration, Planning and support services	761,523,050	357,427,048	404,096,002	46.9
General Administration, Planning and support services	213,748,370	130,787,419	82,960,951	61.2
Health Facilities	547,774,680	226,639,629	321,135,051	41.4
Support to Health Programs	213,512,343	134,917,437	78,594,907	63.2
HIV & AIDS, including community-based HIV interventions	230,548	-	230,548	-
TB & Leprosy	268,824	-	268,824	-
Malaria	322,589	-	322,589	-
NTDs(neglected tropical diseases)	268,824	-	268,824	-
Nutrition	2,486,123	1,170,009	1,316,115	47.1
Reproductive health	4,061,370	2,632,083	1,429,287	64.8
Disease surveillance	591,413	-	591,413	-
EPI/outreaches	752,707	-	752,707	-
Health promotion	164,273,881	101,682,833	62,591,048	61.9
Environmental health services	806,472	-	806,472	-
Emergency preparedness & disaster response mainstreaming	806,472	-	806,472	-
Community Health Services	38,374,297	29,432,511	8,941,786	76.7
	86,757,967	55,990,466	30,767,501	64.5
Laboratory Services	698,942	-	698,942	-
Blood Transfusion Services	2,248,154	-	2,248,154	-
Rehabilitative Services	537,648	-	537,648	-
Referral & Emergency Services	752,707	-	752,707	-
Radiology Services	510,765	-	510,765	-
Dental Services	322,589	-	322,589	-
Clinical Services	537,648	-	537,648	-
Nursing Services	537,648	-	537,648	-
Rural Health Facility Support	49,037,832	42,446,294	6,591,538	86.6
Sub county Health Facilities Support	6,683,242	6,225,456	457,785	93.2
UHC Turkana	24,890,793	7,318,716	17,572,077	29.4
	72,210	-	72,210	-
	72,210	-	72,210	-
	267,262,247	228,807,117	38,455,130	85.6
Medical Supplies	265,649,304	228,246,091	37,403,213	85.9
Health mgt	1,612,943	561,027	1,051,917	34.8
	3,763,535	79,233	3,684,302	2.1
Health Information & Mgt	1,344,120	-	1,344,120	-
Quality Assurance	537,648	-	537,648	-
Electronic Medical Records	268,824	-	268,824	-
Monitoring & Evaluation Health	806,472	79,233	727,239	9.8
Research & Development	537,648	-	537,648	-
Policy & Planning Services	268,824	-	268,824	-
	10,417,801	1,513,215	8,904,586	14.5
Rehabilitation & Treatment	2,419,415	280,146	2,139,270	11.6
Public Education & Awareness	3,118,357	433,141	2,685,217	13.9
Liquor Licensing	4,073,557	799,929	3,273,628	19.6
Training & Capacity Building	806,472	-	806,472	-
Access to Education for All	5,950,140	5,950,140	-	100.0
Equipping and Furnishing Existing ECDE centres	5,950,140	5,950,140	-	100.0

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Social protection programs/ Affirmative Action	74,935,168	33,605,760	41,329,408	44.8
Construction of PWDs multi-purpose resource centre	23,842,961	6,991,323	16,851,638	29.3
Marginalised and Minority groups support	4,172,726	2,892,639	1,280,087	69.3
Child Rescue Centres	21,244,153	6,601,971	14,642,182	31.1
Child Care & Protection	25,675,328	17,119,826	8,555,502	66.7
Sports and arts programme	24,951,044	3,526,009	21,425,035	14.1
Construction of sport Stadia	15,795,418	3,526,009	12,269,409	22.3
Stadia	9,155,626	-	9,155,626	-
General Administration	930,372,962	667,839,636	262,533,326	71.8
General Administration	552,387,972	315,063,768	237,324,204	57.0
Turkana Education and Skill Development Fund	377,984,990	352,775,868	25,209,122	93.3
Vocational Training	49,690,506	49,690,506	-	100.0
Youth Polytechnic Infrastructure	15,192,121	8,337,513	6,854,607	54.9
Training and Development	6,702,158	1,007,920	5,694,237	15.0
Co-Curricular Activities	8,450,765	4,379,212	4,071,552	51.8
Youth Polytechnics- Conditional	35,965,860	35,965,860	-	100.0
Public Relations	2,577,202	581,986	1,995,216	22.6
Publicity	1,107,807	581,986	525,821	52.5
Research and Sensitisation	1,469,395	-	1,469,395	-
Early Childhood Education	362,742,844	151,297,566	211,445,278	41.7
School Feeding	153,620,260	130,618,293	23,001,967	85.0
Quality Improvement	5,965,098	3,620,334	2,344,764	60.7
Infrastructure Development	189,209,670	9,869,433	179,340,237	5.2
Support for Pre-Primary Training	13,947,816	7,189,506	6,758,310	51.5
General Administration, Planning and Support Services	6,170,926,996	5,123,226,520	1,047,700,476	83.0
General Administration Services	671,264,930	202,970,201	468,294,729	30.2
General Administration - Economic planning	116,883,864	92,513,596	24,370,268	79.2
Security Access Installation	7,546,008	7,546,008	-	100.0
General Admin Planning & Support	12,847,631	6,708,517	6,139,114	52.2
General Administration, Planning and Support Services-Public Ser	4,593,420,733	4,268,613,113	324,807,620	92.9
General Administration, Planning and Support Services-Administrator	362,426,833	253,147,567	109,279,266	69.8
General Administration, Planning and Support Services- Office of	313,065,001	212,538,466	100,526,535	67.9
General Administration, Planning and Support Services- Liaison O	21,930,204	15,504,630	6,425,574	70.7
General Admin Planning & Support	24,512,428	16,521,874	7,990,554	67.4
Covid-19 Emergency Response Fund	50,532,753	47,162,549	3,370,203	93.3
Governor's Residence	10,481,026	7,515,835	2,965,190	71.7
Construction of governor's residence	2,018,112	1,468,250	549,862	72.8
Documentation, communication policy and strategy	3,031,617	3,031,617	-	100.0
Civic Education and Public Sensitization	4,148,314	2,304,006	1,844,308	55.5
Production of County Newspaper and Newsletter	1,623,781	711,962	911,819	43.8
Donor/ Investor engagement	13,417,380	8,241,235	5,176,144	61.4
Public-Private Partnership Initiatives (PPPs)	1,261,500	936,045	325,455	74.2
Political and Intergovernmental Advisory Services	2,063,883	611,227	1,452,656	29.6
Legal Advisory Services	1,261,500	776,597	484,902	61.6
Security and Cross-border Advisory Services	1,261,500	954,985	306,515	75.7
Oil And Gas Advisory Service	1,261,500	1,257,061	4,438	99.6
Gender and Partnership Advisory Services	1,261,500	1,106,490	155,010	87.7
Special Interest groups	1,261,500	1,061,289	200,210	84.1
Climate Change advisory services	1,261,500	704,660	556,840	55.9

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Education and youth Advisory services	1,261,500	624,206	637,294	49.5
Culture, Arts and Heritage advisory services	1,261,500	208,675	1,052,824	16.5
Security and Peace Building	245,323,840	115,155,186	130,168,655	46.9
Community Cohesion and Resettlement	20,476,630	11,720,474	8,756,157	57.2
Operationalisation of peace-building structures and institutions	66,379,162	36,161,889	30,217,273	54.5
Resettlement Infrastructural Programme	119,929,293	36,345,219	83,584,074	30.3
Cross Border peace dividends programme	38,538,755	30,927,605	7,611,151	80.3
Government Communication and Media Relations	46,261,697	23,282,726	22,978,970	50.3
Acquiring & developing communication systems/equipment	10,365,340	6,023,437	4,341,904	58.1
Bills	14,213,760	5,069,974	9,143,786	35.7
Policies	10,101,297	8,123,317	1,977,980	80.4
Development and Implementation of ICT Policy and Regulations	2,475,205	1,814,223	660,983	73.3
Acquisition of Information Systems and Equipment	9,106,094	2,251,776	6,854,318	24.7
Revenue Collection Systems	102,548,236	46,882,375	55,665,861	45.7
Feasibility Study on Revenue Base	4,921,744	4,008,172	913,572	81.4
Awareness and Campaigns on Revenue.	4,448,205	4,070,797	377,409	91.5
Motorbikes for Revenue Officers 30 No.	11,870,580	3,112,728	8,757,852	26.2
Strengthening Revenue Systems	38,500,523	32,983,384	5,517,138	85.7
Revenue Forecast and Revenue Budget Preparation	2,707,293	2,707,293	-	100.0
Completion of Lokiriamu Revenue Centre	40,528,185	-	40,528,185	-
Accountability and Transparency	150,374,637	59,949,726	90,424,911	39.9
Internal Audit	5,330,963	5,329,656	1,307	100.0
Procurement systems	3,243,610	3,021,582	222,028	93.2
IFMIS training	5,077,802	4,729,295	348,506	93.1
Financial Reporting/Research and Development	51,262,013	46,869,193	4,392,820	91.4
Modern Fencing, Gate and Parking Yards for County Treasury Office	85,460,249	-	85,460,249	-
Social and Financial Security	12,647,999	7,928,570	4,719,430	62.7
Assurance and Insurance of Govt. Assets	2,393,012	846,850	1,546,162	35.4
Liability and Debt Management	3,579,597	2,443,436	1,136,161	68.3
Turkana SACCO Seed Capital	6,675,391	4,638,284	2,037,107	69.5
Planning and Policy formulation	229,466,058	37,605,189	191,860,869	16.4
Economic Policy formulation and Dissemination	20,233,253	5,169,081	15,064,172	25.5
CIDP review and Dissemination	984,471	984,471	-	100.0
Budget preparation and Dissemination	159,343,601	28,594,540	130,749,060	17.9
County Budget and Economic Forums	41,775,593	-	41,775,593	-
Public Participation and Access to Information	5,231,144	2,167,768	3,063,376	41.4
Waste Management	1,025,573	412,672	612,901	40.2
Sector Plans Devt	1,006,853	276,656	730,198	27.5
Development Co-ordination Programme	5,865,075	2,381,931	3,483,143	40.6
Donor scan/Mapping	2,016,583	1,034,799	981,784	51.3
Establishment of development committees	1,723,274	932,102	791,172	54.1
Training of the development committees	1,066,933	226,380	840,553	21.2
Formulation and Development of TCPSB Boardroom ICT Infrastructure	1,058,285	188,650	869,635	17.8
Monitoring and Evaluation	12,681,563	11,570,907	1,110,656	91.2
Soft wares(E-ProMIS, GIS e.t.c)	7,436,068	6,080,667	1,355,401	81.8
Field visits, data collection and Reporting	2,013,322	2,013,322	-	100.0
Training and Knowledge management	2,255,049	2,104,204	150,844	93.3

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Devolved Monitoring and Evaluation Committees	1,472,191	1,372,713	99,478	93.2
Public Participation and Access to Information	29,972,107	12,262,058	17,710,048	40.9
Construction of Citizen Resource Centre	5,039,150	4,221,047	818,103	83.8
Web site Development	8,459,864	3,844,010	4,615,854	45.4
Social Budgeting and Generation of SIR Reports	2,519,010	2,035,347	483,663	80.8
Intergovernmental Relation	11,986,369	1,380,719	10,605,650	11.5
Strategy Development, Review, Support and Operationalisation	1,967,713	780,935	1,186,778	39.7
County Statistical Unit	21,460,528	15,288,438	6,172,090	71.2
Soft wares, databases and tools	15,577,508	11,238,505	4,339,002	72.1
Capacity Development	1,918,155	784,125	1,134,030	40.9
Project Mgt Information System	3,964,866	3,265,808	699,058	82.4
Service Delivery- ISO Certification	12,901,600	4,254,441	8,647,159	33.0
Service Charter	5,017,527	2,235,839	2,781,689	44.6
Development of County Filing Systems	5,413,958	1,480,697	3,933,260	27.3
Procedure Manual and Training	2,470,115	537,905	1,932,210	21.8
County Internship Programme	23,598,117	21,891,155	1,706,962	92.8
County Internship Programme	23,598,117	21,891,155	1,706,962	92.8
Operationalisation of Decentralised Units	72,854,481	38,527,401	34,327,080	52.9
Operationalisation of Decentralised Units	8,121,170	6,749,078	1,372,092	83.1
Decentralised County Policy	38,190,686	14,643,000	23,547,686	38.3
Coordinated development	9,069,070	5,303,664	3,765,406	58.5
Policy sensitisation and dissemination	17,473,554	11,831,658	5,641,896	67.7
Mainstream Public Sector Integrity programme & Accountability	3,533,597	2,513,909	1,019,688	71.1
Mainstream Public Sector Integrity programme & Accountability	730,569	508,884	221,685	69.7
Public Evaluation of County Public Service Board Performance & Cus	1,109,512	550,859	558,653	49.6
Human Resource Conference & Symposium	927,285	862,795	64,491	93.0
Exit Meetings Per Department	766,231	591,372	174,859	77.2
Disaster Risk Reduction	6,474,540	5,564,961	909,579	86.0
Turkana County Drought and Disaster Contingency Fund (CDDCF)	1,299,678	1,121,044	178,635	86.3
Turkana Multi-hazard/Risk	860,237	800,481	59,756	93.1
Assessment and stakeholder capacity mapping	3,169,245	3,056,546	112,699	96.4
Regular Assessments of Food, Flood and Conflict Security	1,145,380	586,891	558,490	51.2
Human resource	6,713,961	4,262,393	2,451,569	63.5
Scheme of service	912,510	730,918	181,593	80.1
Performance Appraisal	1,571,687	590,915	980,773	37.6
Enhancing Leadership In County Public Service	691,096	628,245	62,852	90.9
Review and Development of HR Policies	679,141	444,782	234,360	65.5
Human Resource Development/Career Progression	726,473	435,947	290,526	60.0
Performance Management Monitoring	467,805	338,957	128,848	72.5
Development of Database Filing System	562,606	290,939	271,667	51.7
County Public Service Pre-Retirement Sensitization	527,735	442,147	85,588	83.8
Evaluation of Different Cadres of Employees(Promotion, Re-Designation)	574,906	359,544	215,362	62.5
Quality management system programming	3,006,213	2,731,851	274,362	90.9
Quality Management Systems Development & Establishment	1,349,038	1,349,038	-	100.0
QMS Audit /Routine Inspection	911,471	911,471	-	100.0
Documentation/Record Management For QMS	917,041	471,343	445,699	51.4

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Budgetary Supply	97,836,620	46,279,718	51,556,902	47.3
Budget Formulation, Co-ordination and Management	68,053,190	33,401,871	34,651,319	49.1
Public Participation in Budgeting	25,263,934	11,169,054	14,094,880	44.2
County Budget and Economic Forum	4,519,496	1,708,793	2,810,702	37.8
Resource Mobilisation	4,014,592	3,390,497	624,095	84.5
Resource Mobilisation	4,014,592	3,390,497	624,095	84.5
Governors Press Service	7,471,730	4,287,642	3,184,088	57.4
Governors Press support	7,471,730	4,287,642	3,184,088	57.4
Governance and Public Participation	40,623,720	24,289,389	16,334,331	59.8
Civic education Programme	1,075,296	505,771	569,524	47.0
Public Participation and access to information	35,204,007	20,882,914	14,321,093	59.3
County Dialogue Forum	1,075,296	376,772	698,523	35.0
National & County Holidays	2,462,650	1,725,942	736,708	70.1
Policies Design	806,472	797,990	8,481	98.9
Disaster risk management	321,159,899	95,249,414	225,910,485	29.7
Disaster Preparedness Programmes	1,344,120	339,570	1,004,549	25.3
Disaster Mitigation Programmes	1,344,120	1,102,662	241,457	82.0
Stakeholders' Co-ordination and Support Programme	1,344,120	412,236	931,884	30.7
Humanitarian Relief Food Programme	316,589,893	93,327,090	223,262,803	29.5
Disaster Risk Mgt	537,648	67,857	469,791	12.6
Inspectorate services	28,297,714	14,324,319	13,973,396	50.6
Establishment and Mainstreaming of the county Inspectorate	-	-	-	-
Inspectorate Training Institute	20,202,256	10,363,725	9,838,531	51.3
Dispute Resolution	1,374,859	12,969	1,361,890	0.9
Capacity Building	1,774,239	1,443,776	330,463	81.4
Inspectorate Services	2,688,240	498,203	2,190,037	18.5
Inspectorate Services Equip	2,258,121	2,005,646	252,475	88.8
Human resource management	20,234,912	8,415,270	11,819,642	41.6
Payroll and record management	1,935,532	648,159	1,287,373	33.5
Human Resource Development	4,804,421	970,143	3,834,277	20.2
GHRIS Leave & Performance Module Implementation	1,505,414	946,953	558,461	62.9
Digitisation and Automation of Human Resource Registry	2,688,239	981,741	1,706,498	36.5
Mainstreaming Public Sector Integrity Programme	4,193,653	2,377,569	1,816,084	56.7
County performance management	1,451,649	738,351	713,298	50.9
Public Service Week	967,766	221,598	746,168	22.9
Records Mgt	1,075,296	761,949	313,347	70.9
HRM	1,612,942	768,807	844,135	47.7
	22,974,638	12,736,832	10,237,806	55.4
Govt Programming	7,478,847	2,806,138	4,672,709	37.5
Community Engagement	5,255,406	1,843,971	3,411,435	35.1
Govt Stakeholder Engagement	5,477,750	4,776,565	701,185	87.2
Govt Transformation	4,762,634	3,310,157	1,452,477	69.5
General Administration	278,107,451	84,021,668	194,085,783	30.2
General Administration, Planning and Support Services	278,107,451	84,021,668	194,085,783	30.2
Tourism destination marketing and promotion	6,494,267	388,940	6,105,327	6.0
Tourism expos, incentives, conferences and exhibition program	537,648	-	537,648	-
Community-Based Tourism products	1,505,414	96,608	1,408,806	6.4
Tourism Market Research (Baseline Survey & Mapping)	1,655,437	-	1,655,437	-

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Media Campaign and Promotion of Tourism Products and Programmes	2,795,769	292,332	2,503,436	10.5
Tourism development and Promotion	200,041	-	200,041	-
Completion and Furnishing of Eco-Lodges	200,041	-	200,041	-
Culture, arts, heritage development, promotion and preservation	69,205,914	22,334,186	46,871,728	32.3
Ushanga Initiative	14,031,380	9,373,894	4,657,485	66.8
Culture Promotion and Preservation	27,037,012	492,377	26,544,635	1.8
Arts and Creativity Development	1,182,825	-	1,182,825	-
Heritage Promotion	1,612,943	402,084	1,210,859	24.9
Annual tourism and cultural festival	25,341,754	12,065,831	13,275,923	47.6
Culture development and preservation of infrastructure	2,526,638	-	2,526,638	-
Equipment and Infrastructure Development at Ekalees Centre	2,526,638	-	2,526,638	-
Forestry and wildlife management development and management	17,444,842	5,331,811	12,113,031	30.6
Forestry Management and Conservation	5,298,955	2,962,704	2,336,251	55.9
Community Wildlife Conservation	3,951,083	2,066,663	1,884,420	52.3
Forest Nature-Based Development	2,245,928	-	2,245,928	-
Forestry Development Infrastructure	4,369,953	-	4,369,953	-
Forestry Protection	826,216	224,965	601,251	27.2
Prosopis Mgt	752,707	77,479	675,228	10.3
Environmental Governance Compliance Conservation Protection & Mgt	17,555,659	2,695,811	14,859,848	15.4
Environmental Governance & Compliance	3,647,877	309,009	3,338,868	8.5
Environmental Protection & Conservation	4,376,002	453,515	3,922,487	10.4
Plastic Collection Re-use Facility	801,373	-	801,373	-
Climate Change & Adaptation	8,730,408	1,933,287	6,797,121	22.1
Mineral Resource Mapping Capacity Building & Mgt	9,390,999	3,157,306	6,233,692	33.6
Mineral Resource Mapping	1,955,715	377,300	1,578,414	19.3
Management of Mining & Quarrying activities	1,930,437	722,436	1,208,001	37.4
Capacity building in the exploitation of Mineral Resources	3,005,242	574,779	2,430,462	19.1
Artisanal mining equipment	1,431,109	1,340,171	90,938	93.6
Extractives Engagement Bills & Policies	1,068,497	142,620	925,877	13.3
Petroleum	3,647,566	66,028	3,581,538	1.8
Oil and Gas	1,862,053	66,028	1,796,025	3.5
Establishment of Extractive Sector Regulations & Strategies	1,785,513	-	1,785,513	-
Energy Development Programme	14,101,006	5,518,962	8,582,045	39.1
Renewable Energy Development	14,101,006	5,518,962	8,582,045	39.1
Turkana Water Programme	384,684,436	101,166,814	283,517,622	26.3
General Administration, Planning and support services	12,127,861	-	12,127,861	-
Construction and Desilting of Water Pans/Rock Catchment	62,004,188	-	62,004,188	-
Rehabilitation of Water Infrastructure	183,049,585	77,443,263	105,606,322	42.3
Drilling and Equipping of Boreholes	118,274,439	17,664,926	100,609,512	14.9
Equipment of Quality Analysis Laboratory	4,855,224	4,329,522	525,701	89.2
Project Co-ordination and Management	4,373,140	1,729,102	2,644,038	39.5
Joint planning with stakeholders	32,900,196	1,174,027	31,726,169	3.6
Technical planning and design	32,900,196	1,174,027	31,726,169	3.6
IRRIGATION AND SCHEMES DEVELOPMENT PROGRAMME	5,136,998	2,514,632	2,622,367	49.0

Name of the Programme	Approved Estimates FY 2021/22 (Kshs.)	Expenditure (Kshs.)	Variance (Kshs.)	Implementation Status (%)
	A	B	C=A-B	D=B/A*100
Feasibility studies for irrigation systems development	5,136,998	2,514,632	2,622,367	49.0
TURKANA AGRICULTURE PROGRAMME	1,641,417	1,641,417	-	100.0
Farmers training	419,841	419,841	-	100.0
Establishment of farm demonstrations and trials	125,452	125,452	-	100.0
Organising field days show and exhibitions	66,028	66,028	-	100.0
Climate Change & Adaptation	1,030,096	1,030,096	-	100.0
TURKANA REHABILITATION PROGRAMME	1,424,988	1,424,988	-	100.0
Construction of trapezoidal bunds, contours & micro catchment	636,694	636,694	-	100.0
Construction of rock catchments and sand dams	209,402	209,402	-	100.0
The sinking of shallow wells	225,173	225,173	-	100.0
Artisanal Mining Equipment	6,799	-	6,799	-
Extractive Bills & Policies	353,719	353,719	-	100.0
General Administration and Support	498,545,797	307,872,671	190,673,125	61.8
General Administration and Support	498,545,797	307,872,671	190,673,125	61.8
	213,080	213,080	-	100.0
Oil & gas	164,031	164,031	-	100.0
Extractive Regulations & Strategies	49,049	49,049	-	100.0
Urban Devt Grant	25,565,072	-	25,565,072	-
Urban Devt Grant	25,565,072	-	25,565,072	-
General Admin Planning and Support Services	202,996,724	56,356,485	146,640,239	27.8
General Admin Planning and Support Services	123,556,827	24,797,940	98,758,887	20.1
Municipal Planning	5,941,605	4,311,808	1,629,798	72.6
Municipal Services	73,498,292	27,246,738	46,251,554	37.1
County Assembly of Turkana	976,950,164	976,683,592	266,572	100.0
General Administration, Planning and Support Services- County At	908,052,162	976,683,592	- 68,631,430	107.6
Legislation	29,373,059	-	29,373,059	-
Oversight	39,524,943		39,524,943	-
Total	16,188,835,692	10,774,584,449	5,414,251,243	66.6

Source: Turkana County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: General Administration, Planning and Support Services in the County Assembly at 107.6 per cent, Extractive Regulations & Strategies, Extractive Bills & Policies in the Department of Water Services, Environment and Mineral Resources, Subsidy & Support, Cooperatives Development Fund, Cooperative societies' Development and Revival Programmes, Verification of Traders' Equipment in the Department of Cooperative Societies Development & Performance Improvement, Equipping and Furnishing Existing ECDE centres in the Department of Education all at 100 per cent. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.43.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. Low absorption of development funds as indicated by the expenditure of Kshs.2.49 billion in FY 2021/22 from the annual development budget allocation of Kshs.6.31 billion. The development expenditure represented 39.5 per cent of the annual development budget.
2. High level of pending bills which amounted to Kshs.2.27 billion as of 30th June 2022.
3. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 23rd August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should identify and address issues causing delays in implementing development projects.*
2. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the coming financial year.*
3. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.44 County Government of Uasin Gishu

3.44.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.13.21 billion, comprising Kshs.6.11 billion (46.2 per cent) and Kshs.7.1 billion (53.8 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.8.07 billion (61.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.1.41 billion (10.7 per cent) from its own sources of revenue, and use a cash balance of Kshs.2.95 billion (22.4 per cent) from FY 2020/21. The County also expected to receive Kshs.775.87 million (5.9 per cent) as conditional grants, which consisted of Kshs.354.49 million IDA (World Bank) credit - Kenya Climate Smart Agriculture Project (KCSAP), Kshs.63.53 million IDA (World Bank) credit - Kenya Urban Support Project (KUSP), Kshs.123.31 million IDA (World Bank) credit - Transforming Health Systems for Universal Care Project, Kshs.112.82 million IDA (World Bank) credit - Kenya Devolution Support Project (KDSP) - Level 1, Kshs.73.26 million IDA (World Bank) credit - Kenya Devolution Support Project (KDSP) - Level 2, Kshs.14.03 million DANIDA Grant - Universal Healthcare for Devolved System Program, Kshs. 11 million EU Grant-(IDEAS)- Trade and Kshs.23.44 million Sweden- Agricultural Sector Development Support Programme (ASDSP).

3.44.2 Revenue Performance

In FY 2021/22, the County received Kshs7.42 billion as the equitable share of the revenue raised nationally, raised Kshs.858.34 million as own-source revenue, Kshs.199.81 million as conditional grants, and had a cash balance of Kshs.2.95 billion from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.11.44 billion, as shown in Table 3.292.

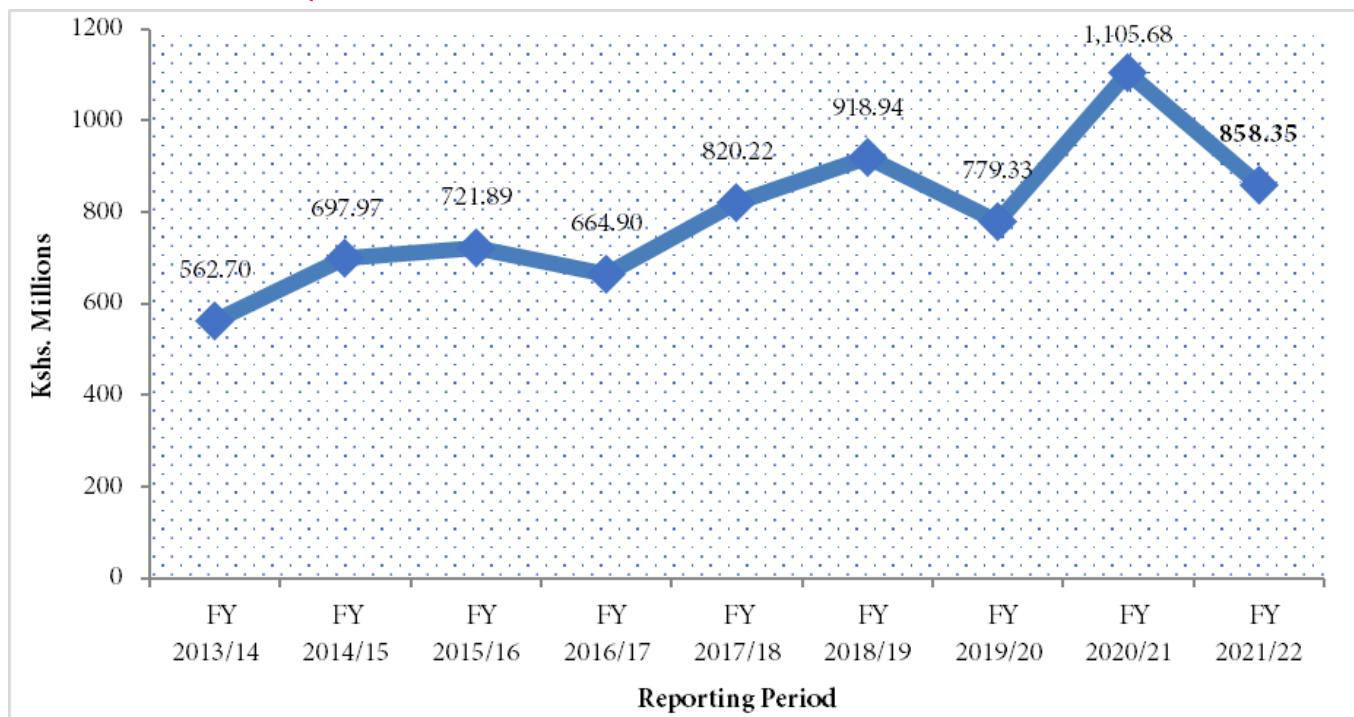
Table 3.292: Uasin Gishu County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	8,068,858,318	7,423,349,651	92.0
Sub Total		8,068,858,318	7,423,349,651	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	1,414,917,111	858,341,720	60.7
2.	Conditional Grants	775,874,947	199,808,181	25.8
3.	Balance b/f from FY 2020/21	2,954,009,117	2,954,009,117	100.0
Sub Total		5,144,801,175	4,012,159,018	78.0
Grand Total		13,213,659,493	11,435,508,669	86.5

Source: Uasin Gishu County Treasury

Figure 3.33 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.87: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Uasin Gishu County Treasury

In FY 2021/22, the County generated a total of Kshs.858.34 million as own-source revenue. This amount represented a decrease of 22.4 per cent compared to Kshs.1.11 billion realised in FY 2020/21 and was 60.7 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County has implemented an automated OSR collection system called UG PAY.

3.44.3 Exchequer Issues

The Controller of Budget approved Kshs.9.29 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.8 billion (31.1 per cent) for development programmes and Kshs.6.41 billion (68.9 per cent) for recurrent programmes, as shown in Table 3.297.

3.44.4 Overall Expenditure Review

The County spent Kshs.10.19 billion on development and recurrent programmes during the reporting period. This expenditure represented 109.7 per cent of the total funds released by the CoB and comprised of Kshs.3.78 billion and Kshs.6.41 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 61.9 per cent, while recurrent expenditure represented 90.3 per cent of the annual recurrent expenditure budget.

3.44.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.155.19 million and comprised of Kshs.56.4 million for recurrent expenditure and Kshs.98.79 million for development expenditure. During the period under review, pending bills amounting to Kshs.135.32 million were settled, consisting of Kshs.39.23 million for recurrent expenditure and Kshs.96.09 million for development programmes, as shown in Table 3.293.

Table 3.293: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	56,406,120	39,234,537	17,171,583	284,785,459	301,957,042
Development Expenditure	98,785,045	96,086,905	2,698,140	181,593,053	184,291,193
Total	155,191,165	135,321,442	19,869,723	466,378,512	486,248,235

Source: Uasin Gishu County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.486.25 million included the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 were Kshs.462.03 million, out of which the County has settled bills amounting to Kshs.421.95 million, leaving a balance of Kshs.35.58 million as of 30th June 2022.

3.44.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.49 billion on employee compensation, Kshs.2.21 billion on operations and maintenance, and Kshs.3.7 billion on development activities. Similarly, the County Assembly spent Kshs.330.65 million on employee compensation, Kshs.377.14 million on operations and maintenance, and Kshs.81.13 million on development activities, as shown in Table 3.294.

Table 3.294: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	6,395,232,361	707,791,808	5,703,103,187	707,782,222	89.2	100.0
Compensation to Employees	3,761,947,379	350,654,059	3,492,334,810	330,646,697	92.8	94.3
Operations and Maintenance	2,633,284,982	357,137,749	2,210,768,377	377,135,525	84.0	105.6
Development Expenditure	5,792,001,834	318,633,490	3,700,825,742	81,128,646	63.9	25.5
Total	12,187,234,195	1,026,425,298	9,403,928,929	788,910,868	77.2	76.9

Source: Uasin Gishu County Treasury

3.44.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 33.4 per cent of the annual realised revenue of Kshs.11.44 billion.

Personnel emoluments amounting to Kshs.3.35 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.475.43 million was processed through manual payrolls. The manual payroll accounted for 12.4 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.3.82 billion, including Kshs.1.64 billion attributable to the health sector, which translates to 42.8 per cent of the total wage bill in the reporting period.

3.44.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.294.3 million to county-established funds in FY 2021/22, constituting 2.2 per cent of the County's overall budget for the year. Table 3.295 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.295: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022	Absorption (%)
				(Yes/No.)	
		A	B	C	B/A*100
1.	County Assembly Car Loan and Mortgage	-	-	Yes	-
2.	County Executive Car Loan and Mortgage	14,300,000	14,300,000	Yes	100.0
3.	Uasin Gishu Inua Biashara Fund	32,000,000	31400000	Yes	98.1
4.	Uasin Gishu County Bursary and Skills Development Support Fund	127,500,000	127,500,000	Yes	100.0
5.	Uasin Gishu TVET Fund	50,500,000	50,500,000	Yes	100.0
6.	Uasin Gishu Cooperative Development Fund	70,000,000	70,000,000	Yes	100.0
	Total	294,300,000	293,700,000		99.8

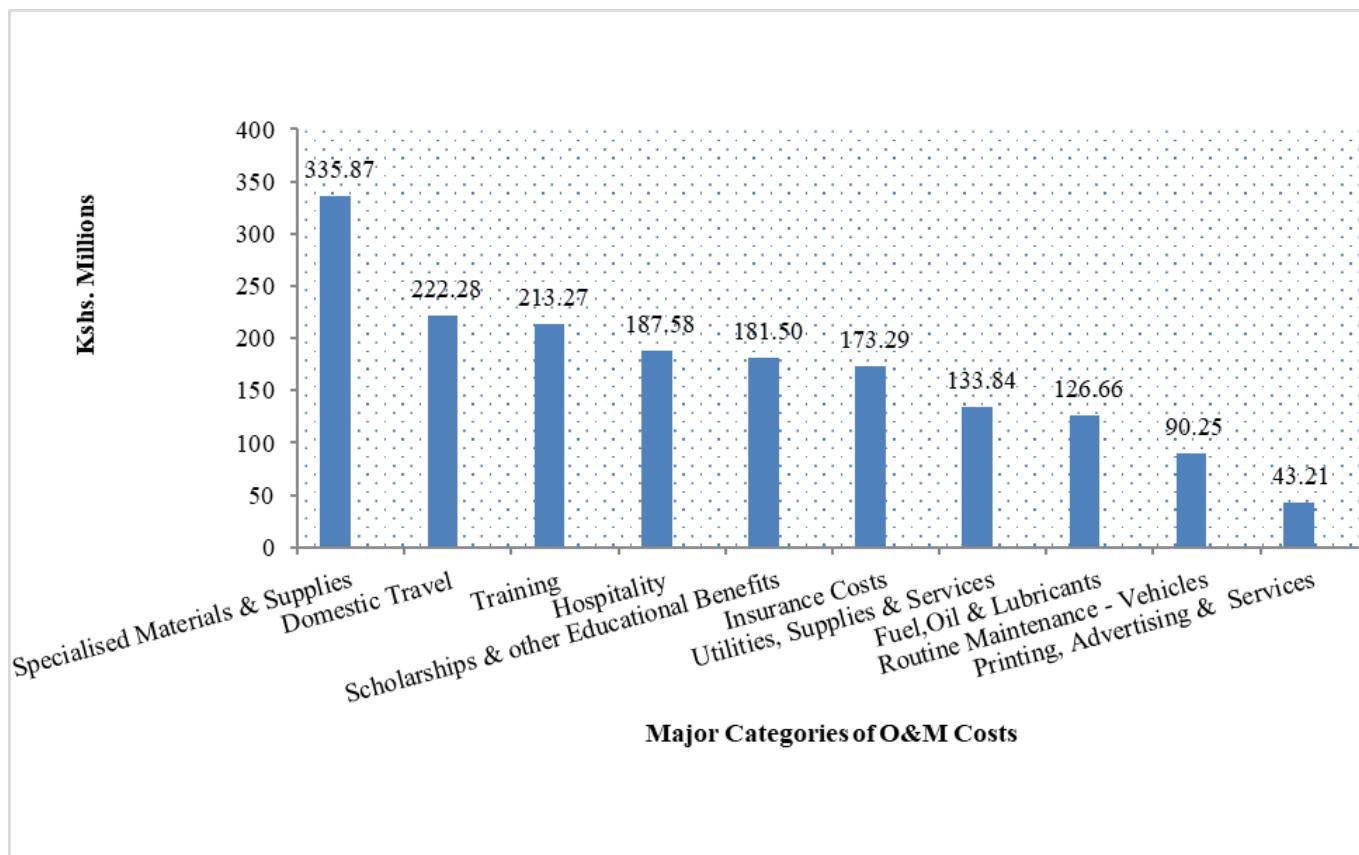
Source: Uasin Gishu County Treasury

The OCoB received quarterly financial returns from administrators of all funds, as indicated in Table 3.295.

3.44.9 Expenditure on Operations and Maintenance

Figure 3.88 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.88: Uasin Gishu County, Operations and Maintenance Expenditure by Major Categories



Source: Uasin Gishu County Treasury

The County Assembly spent Kshs.36.69 million on committee sitting allowances for the 47 MCAs and the Speaker against the annual budget allocation of Kshs.36.69 million. The average monthly sitting allowance was Kshs. 63,696 per MCA. The County Assembly has established 28 Committees.

During the period, expenditure on domestic travel amounted to Kshs.222.28 million and comprised Kshs.106.53 million spent by the County Assembly and Kshs.115.75 million by the County Executive. Expenditure on foreign travel amounted to Kshs.17.63 million and comprised of Kshs.12.87 million by the County Assembly and Kshs.4.75 million by the County Executive.

3.44.10 Development Expenditure

The County incurred Kshs.3.78 billion on development programmes, representing an increase of 1.22 per cent compared to FY 2020/21, when the County spent Kshs.2.56 billion. Table 3.296 summarises development projects with the highest expenditure in the reporting period.

Table 3.296: Uasin Gishu County, List of Development Projects with the Highest Expenditure

Sector	Project Name	Project Loca-tion	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)
Eldoret Mu-nicipality	Upgrading of 64 Stadium in Mu-nicipal of Eldoret	Eldoret Mu-nicipality	453,579,223	453,579,223	427,636,599	-	94.3	GoK

Sector	Project Name	Project Loca-tion	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)
Health Ser-vices	Construction of mortuary, chapel, kitchen, laundry and boundary wall	Ziwa	184,836,534	184,836,534	181,135,000	-	98.0	GoK
Health Ser-vices	Construction of sections of the ground, 1st, 2nd and 3rd floor, slabs, columns, ramps and shut-tering	Ziwa	189,783,406	189,783,406	157,968,910	-	83.2	GoK
Devolution and Public Administra-tion	Chain link fence, gate, sentry boxes, VIP restrooms and eaves boarding, elec-trical works and 10,000L plastic water tank	Kimumu, Kiplombe, Kuinet/Kapsuswa, Segero/ Barsombe, Karuna/ Meibeki,	218,952,342	218,952,342	134,842,865	-	61.6	GoK
Roads, Trans-port, Energy and Public Works	Tarmacking of Racecourse Road to Oletepes & Marriott in Race-course Neighborhood	Eldoret Mu-nicipality	106,890,681	106,890,681	106,890,681	-	100.0	GoK
Lands and Housing	Land Banking	County wide	116,553,760	116,553,760	105,179,979	-	90.2	GoK
Health Ser-vices	Completion of the main hospital to the 2nd floor and laundry, kitchen, morgue, inciner-ator,	kesses	105,132,920	105,132,920	103,208,086	-	98.2	GoK
Roads, Trans-port, Energy and Public Works	Non-motorised Transportation, beautification of Nandi Road and Arboretum in Kapsoya Neigh-borhood	Eldoret Mu-nicipality	90,789,894	90,789,894	90,112,318	-	99.3	GoK
Trade, In-vestment and Industrialisa-tion	Construction of Kimumu-Bahati Ultra-Modern Market	Kimumu	78,090,600	78,090,600	75,422,738	-	96.6	GoK
Roads, Trans-port, Energy and Public Works	Tarmacking of Arap Kitongo Road in Kiplombe Neighborhood	Eldoret Mu-nicipality	71,229,865	71,229,865	71,229,853	-	100.0	GoK

Source: Uasin Gishu County Treasury

3.44.11 Budget Performance by Department

Table 3.297 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.297: Uasin Gishu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		FY 2021/22 Exchequer Issues (Kshs. Million)		FY 2021/22 Expendi- ture (Kshs. Million)		FY 2021/22 Expen- diture to Exchequer Issues (%)		FY 2021/22 Absorption rate (%)	
	Rec.	Dev	Rec.	Dev	Rec.	Dev	Rec.	Dev	Rec.	Dev
Office of the Governor	170.10	-	142.51	-	150.71	-	105.8	-	88.6	-
Finance	469.90	-	310.21	-	361.07	-	116.4	-	76.8	-
Public Service Management	965.72	13.86	794.20	8.07	826.16	6.51	104.0	-	85.5	47.0
ICT and E-Government	68.75	47.67	54.20	19.75	55.12	19.75	101.7	100.0	80.2	41.4
Roads, Transport, Energy and Public Works	494.87	1,167.85	487.28	608.31	437.46	815.45	89.8	134.1	88.4	69.8
Lands and Housing	92.32	326.53	88.09	124.98	77.88	102.85	88.4	82.3	84.4	31.5
Water, Environment, Natural Resources, Tourism and Wildlife Management	222.89	706.65	178.43	421.79	167.03	498.96	93.6	118.3	74.9	70.6
Health Services	2,042.45	755.57	1,973.17	560.60	1,936.24	614.34	98.1	109.6	94.8	81.3
Agriculture	252.91	563.64	236.99	294.19	240.19	277.20	101.4	94.2	95.0	49.2
Trade, Investment and Industrialization	103.58	216.12	88.94	59.69	96.50	128.63	-	215.5	93.2	59.5
Education, Culture and Social Services	456.96	243.14	441.48	108.23	443.31	133.64	100.4	123.5	97.0	55.0
County Public Service Board	66.05	-	42.54	-	41.38	-	97.3	-	62.6	-
County Assembly	707.79	318.63	707.78	81.13	707.78	81.13	100.0	100.0	100.0	25.5
Budget and Economic Planning	195.55	-	171.13	-	182.81	-	106.8	-	93.5	-
Devolution and Public Administration	175.48	249.45	155.88	99.58	140.34	113.56	90.0	114.0	80.0	45.5
Youth and Sports Development	271.38	181.99	240.01	104.69	255.97	110.70	106.6	105.7	94.3	60.8
Cooperatives and Enterprise Development	92.70	81.31	83.51	81.25	85.89	81.22	102.8	-	92.6	99.9
Livestock Development and Fisheries	64.79	197.63	50.23	122.51	55.87	125.38	111.2	102.3	86.2	63.4
Physical Planning and Urban Development	52.98	91.52	49.09	59.34	44.07	59.34	89.8	100.0	83.2	64.8
Eldoret Municipality	135.86	949.07	105.16	138.35	105.09	613.30	99.9	443.3	77.4	64.6
TOTAL	7,103.02	6,110.64	6,400.84	2,892.46	6,410.89	3,781.95	100.2	130.8	90.3	61.9

Source Uasin Gishu County Treasury

Analysis of expenditure by department shows that the Department of Cooperatives and Enterprise Development recorded the highest absorption rate of development budget at 99.9 per cent, followed by the Department of Health Services at 81.3 per cent. The County Assembly had the highest percentage of recurrent expenditure to budget at 100 per cent, while the County Public Service Board had the lowest at 62.6 per cent.

3.44.12 Budget Execution by Programmes and Sub-Programmes

Table 3.298 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.298: Uasin Gishu County, Budget Execution by Programmes and Sub-programmes

Program/Sub Program	Approved Budget FY 2021/22	Actual Payments FY 2021/22	Variance	Absorption
	Kshs.	Kshs.	Kshs.	Percentage
Governor's Office	170,099,629	150,713,680	19,385,949	88.6
Administration	120,215,739	103,223,771	16,991,968	85.9
Administration and Support Services	120,215,739	103,223,771	16,991,968	85.9
Inter-Governmental Committee	10,000,000	9,735,394	264,606	97.4
Administration and Support Services	10,000,000	9,735,394	264,606	97.4
	35,383,890	33,647,065	1,736,825	95.1
Administration and Support Services	35,383,890	33,647,065	1,736,825	95.1
	4,500,000	4,107,450	392,550	91.3
Administration and Support Services	4,500,000	4,107,450	392,550	91.3
Finance and Economic Planning	469,899,364	361,072,268	108,827,096	76.8
Administration	363,349,364	256,356,303	106,993,061	70.6
Public Finance Management	363,349,364	256,356,303	106,993,061	70.6
Revenue Section	58,400,000	57,436,222	963,778	98.3
Public Finance Management	58,400,000	57,436,222	963,778	98.3
Accounts Section	29,350,000	29,350,000	-	100.0
Public Finance Management	29,350,000	29,350,000	-	100.0
Procurement and Supplies Section	3,800,000	3,388,350	411,650	89.2
Public Finance Management	3,800,000	3,388,350	411,650	89.2
Internal Audit Section	15,000,000	14,541,393	458,607	96.9
Public Finance Management	15,000,000	14,541,393	458,607	96.9
Public Service Management	979,579,744	832,679,089	146,900,655	85.0
Administration	874,248,773	734,425,558	139,823,215	84.0
Administration and Support Services	860,392,466	723,411,122	136,981,344	84.1
Human Resource Management and Development	2,000,000	1,996,150	3,850	99.8
County Governance Support Services	11,856,307	9,018,286	2,838,021	76.1
Communication Section	22,962,800	21,375,108	1,587,692	93.1
Administration and Support Services	22,962,800	21,375,108	1,587,692	93.1
Legal Section	69,246,731	69,246,731	-	100.0
Administration and Support Services	69,246,731	69,246,731	-	100.0
Registry Section	405,000	128,900	276,100	31.8
Administration and Support Services	405,000	128,900	276,100	31.8
Human Resource Section	12,716,440	7,502,792	5,213,648	59.0
Administration and Support Services	12,716,440	7,502,792	5,213,648	59.0
ICT and E-Government	116,418,194	74,868,126	41,550,068	64.3
Administration- ICT and E-Government	116,418,194	74,868,126	41,550,068	64.3
ICT Infrastructure Development	47,669,254	20,796,484	26,872,770	43.6
Administrative Support Services	68,748,940	54,071,642	14,677,298	78.7
Roads, Transport and Infrastructure	1,662,714,760	1,252,910,697	409,804,063	75.4
Administration	212,267,230	155,610,581	56,656,649	73.3
Roads Infrastructure Development	212,267,230	155,610,581	56,656,649	73.3

Program/Sub Program	Approved Budget FY 2021/22	Actual Payments FY 2021/22	Variance	Absorption
	Kshs.	Kshs.	Kshs.	Percentage
Roads Department	1,301,971,663	975,714,484	326,257,179	74.9
Roads Infrastructure Development	1,301,971,663	975,714,484	326,257,179	74.9
Public Works Department	12,964,000	1,003,441	11,960,559	7.7
Roads Infrastructure Development	2,964,000	1,003,441	1,960,559	33.9
Administration Support Services	10,000,000	-	10,000,000	0.0
Transport Department	22,750,000	10,224,025	12,525,975	44.9
Disaster Management	22,750,000	10,224,025	12,525,975	44.9
	112,761,867	110,358,166	2,403,701	97.9
Street Lighting Services	112,761,867	110,358,166	2,403,701	97.9
Lands, Housing and Physical Planning	418,849,742	180,735,717	238,114,025	43.2
Administration	211,316,547	109,890,547	101,426,000	52.0
Land Policy and Management	211,316,547	109,890,547	101,426,000	52.0
Physical Planning Section	172,487,579	67,233,276	105,254,303	39.0
Crop Development and Management	125,365,285	61,110,982	64,254,303	48.7
Land Policy and Management	47,122,294	6,122,294	41,000,000	13.0
Survey Section	11,183,664	3,611,894	7,571,770	32.3
Land Policy and Management	11,183,664	3,611,894	7,571,770	32.3
Housing Section	23,861,952	-	23,861,952	0.0
Land Policy and Management	23,861,952	-	23,861,952	0.0
Water, Environment, Energy and Natural Resources	929,538,657	665,993,018	263,545,639	71.6
Administration	222,886,256	165,295,280	57,590,976	74.2
Water Supply Services	222,886,256	165,295,280	57,590,976	74.2
Environment Section	66,578,500	35,446,113	31,132,387	53.2
Rural Electrification	7,128,500	1,965,000	5,163,500	27.6
Environmental Management and Protection	59,450,000	33,481,113	25,968,887	56.3
Water Section	624,073,901	458,442,325	165,631,576	73.5
Water Supply Services	624,073,901	458,442,325	165,631,576	73.5
Energy Section	16,000,000	6,809,300	9,190,700	42.6
Tourism Development and Marketing	16,000,000	6,809,300	9,190,700	42.6
Health Services	2,798,020,115	2,550,579,711	247,440,404	91.2
Administration	2,559,041,110	2,329,907,163	229,133,947	91.0
Curative Health Services	438,836,534	405,104,291	33,732,243	92.3
Health Infrastructure	48,013,947	21,891,797	26,122,150	45.6
Clinical Services	96,307,773	57,414,725	38,893,048	59.6
Administration and Support Services	1,975,882,856	1,845,496,350	130,386,506	93.4
Clinical Services	233,979,005	215,672,548	18,306,457	92.2
Clinical Services	233,979,005	215,672,548	18,306,457	92.2
Prevention and Health Promotion	5,000,000	5,000,000	-	100.0
Public Health Services	5,000,000	5,000,000	-	100.0
Agriculture, Livestock and Fisheries	816,556,892	517,385,297	299,171,595	63.4
Administration-	254,969,699	240,515,383	14,454,316	94.3
Crop Development and Management	9,600,000	7,095,000	2,505,000	73.9
Administration Support Services	245,369,699	233,420,383	11,949,316	95.1
Livestock	5,000,000	1,118,976	3,881,024	22.4
Crop Development and Management	5,000,000	1,118,976	3,881,024	22.4
Agriculture	511,684,490	256,279,558	255,404,932	50.1
Livestock Resource Management and Development	2,500,000	1,864,600	635,400	74.6
Crop Development and Management	509,184,490	254,414,958	254,769,532	50.0
Chebororwa Training Center	10,940,423	2,292,944	8,647,479	21.0
Agricultural Training Services - Chebororwa	10,940,423	2,292,944	8,647,479	21.0

Program/Sub Program	Approved Budget FY 2021/22	Actual Payments FY 2021/22	Variance	Absorption
	Kshs.	Kshs.	Kshs.	Percentage
Agricultural Machinery Service	33,962,280	17,178,435	16,783,845	50.6
Agricultural Mechanization Services	33,962,280	17,178,435	16,783,845	50.6
Trade, Cooperatives, Tourism and Wildlife	319,694,974	225,128,977	94,565,997	70.4
Administration-	103,575,353	95,896,801	7,678,552	92.6
Administration and Support Services	103,575,353	95,896,801	7,678,552	92.6
Trade Department	216,119,621	129,232,176	86,887,445	59.8
Trade Development and Investment	144,721,138	93,346,373	51,374,765	64.5
Market Services	71,398,483	35,885,803	35,512,680	50.3
Education, Social Cultural, Youth and Sports	700,098,622	576,943,868	123,154,754	82.4
Administration	282,527,039	267,580,682	14,946,357	94.7
Administration and Support Services	274,527,039	263,580,682	10,946,357	96.0
Basic Education	8,000,000	4,000,000	4,000,000	50.0
Education Department	367,884,868	270,722,646	97,162,222	73.6
Basic Education	356,884,868	263,226,203	93,658,665	73.8
Early Childhood Education and Training	11,000,000	7,496,443	3,503,557	68.1
Department of Culture	44,186,715	33,140,540	11,046,175	75.0
Administration and Support Services	32,000,000	31,991,030	8,970	100.0
Community Development Services	12,186,715	1,149,510	11,037,205	9.4
	5,500,000	5,500,000	-	100.0
Social Development Services	5,500,000	5,500,000	-	100.0
County Public Service Board	66,049,506	41,378,986	24,670,520	62.6
Headquarters	66,049,506	41,378,986	24,670,520	62.6
Administration and Support Services	66,049,506	41,378,986	24,670,520	62.6
County Assembly	1,026,425,298	788,910,868	237,514,431	76.9
Headquarters	1,026,425,298	788,910,868	237,514,431	76.9
County Planning and Economic Policy Management	1,026,425,298	788,910,868	237,514,431	76.9
Budget and Economic Planning	195,549,887	182,805,512	12,744,375	93.5
	110,563,087	98,013,857	12,549,230	88.6
County Planning and Economic Policy Management	110,563,087	98,013,857	12,549,230	88.6
	12,288,145	12,093,000	195,145	98.4
County Planning and Economic Policy Management	12,288,145	12,093,000	195,145	98.4
	40,548,655	40,548,655	-	100.0
County Planning and Economic Policy Management	40,548,655	40,548,655	-	100.0
	32,150,000	32,150,000	-	100.0
County Planning and Economic Policy Management	32,150,000	32,150,000	-	100.0
Devolution and Public Administration	424,936,276	253,902,690	171,033,586	59.8
	424,936,276	253,902,690	171,033,586	59.8
Administration Support Services	180,836,544	138,769,852	42,066,692	76.7
Administration and Support Services	244,099,732	115,132,838	128,966,894	47.2
Youth and Sports Development	453,364,198	366,669,532	86,694,666	80.9
Administration	178,053,283	159,380,022	18,673,261	89.5
Administration and Support Services	177,953,283	159,280,022	18,673,261	89.5

Program/Sub Program	Approved Budget FY 2021/22	Actual Payments FY 2021/22	Variance	Absorption
	Kshs.	Kshs.	Kshs.	Percentage
Management and Development of Sports and Sports Facilities	100,000	100,000	-	100.0
	146,011,263	121,579,401	24,431,862	83.3
Administration and Support Services	93,611,263	70,009,901	23,601,362	74.8
Youth Training and Development	52,400,000	51,569,500	830,500	98.4
	129,299,652	85,710,109	43,589,543	66.3
Tourism Development and Marketing	55,000,000	32,677,163	22,322,837	59.4
Administration and Support Services	45,023,638	45,023,638	-	100.0
Management and Development Of Sports And Sports Facilities	29,276,014	8,009,308	21,266,706	27.4
Cooperatives and Enterprise Development	174,015,073	167,102,031	6,913,042	96.0
Administration	54,115,073	47,202,031	6,913,042	87.2
Weights and Measurements	49,535,077	42,655,024	6,880,053	86.1
Cooperatives Development and Marketing	4,579,996	4,547,007	32,989	99.3
	119,900,000	119,900,000	-	100.0
Weights and Measurements	119,900,000	119,900,000	-	100.0
Livestock Development and Fisheries	262,418,442	181,253,679	81,164,763	69.1
Administration	91,649,514	18,440,607	73,208,907	20.1
Crop Development and Management	91,649,514	18,440,607	73,208,907	20.1
	8,500,000	8,495,334	4,666	99.9
Fisheries Development	8,500,000	8,495,334	4,666	99.9
	162,268,928	154,317,738	7,951,190	95.1
Livestock Resource Management and Development	18,697,098	11,600,000	7,097,098	62.0
Agribusiness Development	143,571,830	142,717,738	854,092	99.4
Physical Planning and Urban Development	144,505,213	103,411,803	41,093,410	230.4
Administration	48,061,083	41,578,619	6,482,464	86.5
Housing Development	48,061,083	41,578,619	6,482,464	86.5
	12,890,000	10,654,588	2,235,412	82.7
Housing Development	12,890,000	10,654,588	2,235,412	82.7
	83,554,130	51,178,596	32,375,534	61.3
Housing Development	83,554,130	51,178,596	32,375,534	61.3
Eldoret Municipality	1,084,924,907	718,394,248	366,530,659	78.2
Administration	1,084,874,907	718,388,248	366,486,659	66.2
Roads Infrastructure Development	644,696,959	326,502,043	318,194,916	50.6
Housing Development	340,177,948	297,880,100	42,297,848	87.6
Management and Development of Sports and Sports Facilities	100,000,000	94,006,106	5,993,894	94.0
	50,000	6,000	44,000	12.0
Disaster Management	50,000	6,000	44,000	12.0
Grand Total	13,213,659,493	10,192,839,797	3,020,819,697	77.1

Source: Uasin Gishu County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Public Finance Management in the Department of Finance at 100 per cent, Weights and Measurements in the Department of Cooperatives and Enterprise Development at 100 per cent, Management and Development of Sports and Sports Facilities in the Department of Youth and Sports Development at 100 per cent, and Social Development Services at 100 per cent of budget allocation.

3.44.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. The underperformance of own-source revenue at Kshs.858.34 million against an annual projection of Kshs.1.41 billion, representing 60.7 per cent of the annual target.
2. Failure to refund unspent balances from the previous financial year to the County Revenue Fund Contrary to Section 136 of the PFM Act, 2012. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.475.43 million were processed through the manual payroll and accounted for 12.4 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The reports were received on August 15th 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County should address its revenue performance to ensure the approved budget is fully financed.*
2. *The County Treasury should ensure all unspent funds are refunded to the County Revenue Fund in line with Section 136 of the PFM Act, 2012.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.45 County Government of Vihiga

3.45.1 Overview of FY 2021/22 Budget

The County's approved supplementary budget for FY 2021/22 was Kshs.6.41 billion, comprising Kshs.1.93 billion (30.2 per cent) and Kshs.4.48 billion (69.8 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.5.07 billion (79.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.232.66 million (3.6 per cent) from its own sources of revenue, and use a cash balance of Kshs.90.57 million (1.4 per cent) from FY 2020/21. The County was also expected to receive Kshs.1.02 billion (15.9 per cent) as conditional grants. The Conditional grants consisted of Road Maintenance Levy Kshs.136.93 million, Leasing of Medical Equipment Kshs.153.30 million, Conditional Grant for Rehabilitation of Village Polytechnics Kshs.2.68 million, Transforming Health Systems for Universal Care Project-THS-UHC Kshs.89.31 million, National Agriculture And Rural Inclusive Growth Project - NARIGP Kshs.357.94 million, Agriculture Sector Development Support Programme - ASDSP II Kshs.27.23 million, Kenya Devolution Support Programme - KDSP 1 Kshs.128.57 million, Kenya Urban Support Programme - UDG Grant Kshs.72.69 million, Kenya Urban Support Programme - UIG Grant Kshs.0.03 million and Nutrition International Kshs.21.11 million.

3.45.2 Revenue Performance

In FY 2021/22, the County received Kshs.4.66 billion as the equitable share of the revenue raised nationally, raised Kshs.236.27 million as own-source revenue, Kshs.492.59 million as conditional grants, and had a cash balance of Kshs.90.57 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.5.49 billion, as shown in Table 3.299.

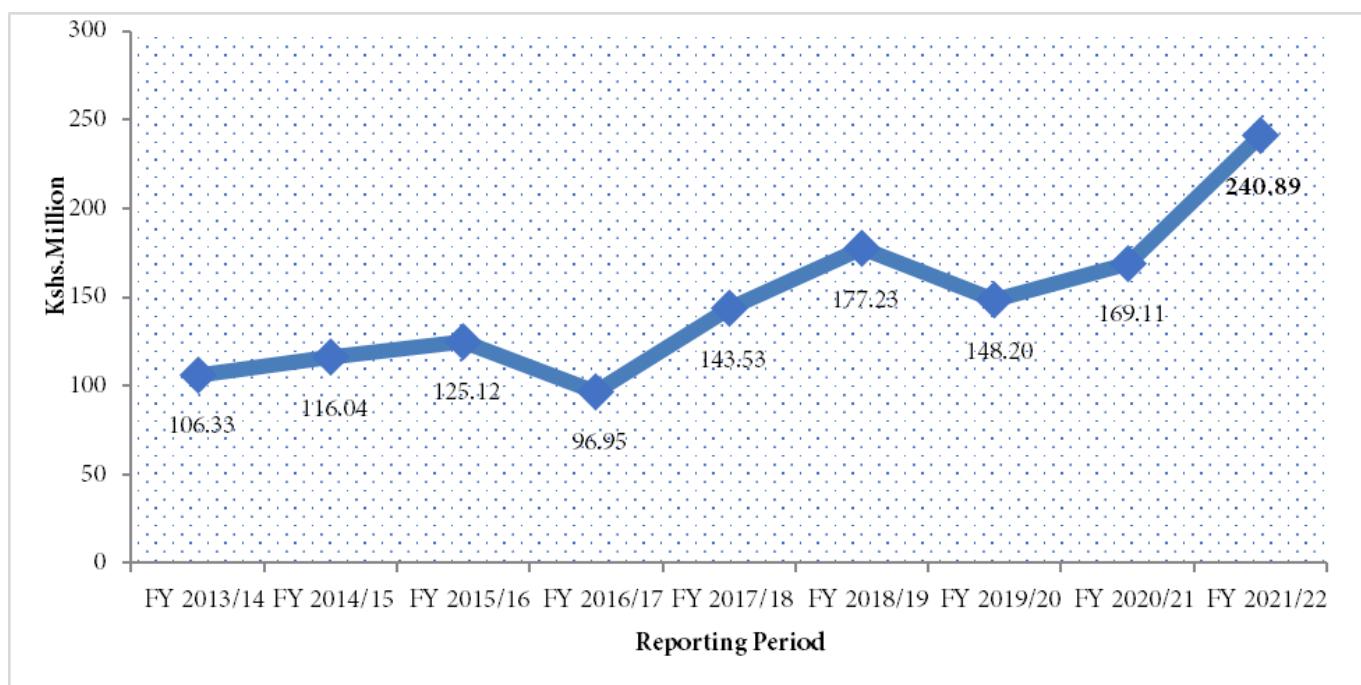
Table 3.299: Vihiga County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Per- centage of Annual Al- location (%)
A.	Equitable Share of Revenue Raised Nationally	5,067,356,827	4,661,968,278	92.0
	Sub Total	5,067,356,827	4,661,968,278	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	232,658,878	240,890,593	103.5
2.	Conditional Grants	1,018,293,939	492,591,277	48.4
3.	Balance b/f from FY2020/21	90,568,796	90,568,796	100.0
	Sub Total	1,341,521,613	824,050,666	61.4
	Grand Total	6,408,878,440	5,486,018,944	85.6

Source: Vihiga County Treasury

Figure 3.89 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.89: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Vihiga County Treasury

In FY 2021/22, the County generated a total of Kshs.240.89 million as own-source revenue. This amount represented an increase of 29.8 per cent compared to Kshs.169.11million in FY 2020/21 and was 103.5 per cent of the annual target. The OSR does not include revenue arrears and penalties charged on the arrears from the previous financial year. The County is yet to automate the collection of OSR.

3.45.3 Exchequer Issues

The Controller of Budget approved Kshs.5.13 billion withdrawals from the CRF account during the reporting period. The amount comprised Kshs.887.66 million (17.3 per cent) for development programmes and Kshs.4.25 billion (82.7 per cent) for recurrent programmes, as shown in Table 3.304.

3.45.4 Overall Expenditure Review

The County spent Kshs.4.32 billion on development and recurrent programmes during the reporting period. This expenditure represented 84.1 per cent of the total funds released by the CoB and comprised Kshs.647.14 million

and Kshs.3.67 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 33.5 per cent, while recurrent expenditure represented 82.1 per cent of the annual recurrent expenditure budget.

3.45.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.690.58 million and comprised Kshs.105.62 million for recurrent expenditure and Kshs.584.96 million for development expenditure, as shown in Table 3.300.

Table 3.300: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs)	Pending Bills for FY 2021/22	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Development	584,960,000	-	584,960,000	409,559,275	994,519,275
Recurrent	105,620,000	-	105,620,000	154,841,228	260,461,228
Total	690,580,000	-	690,580,000	564,400,504	1,254,980,504

Source: Vihiga County Treasury

The outstanding pending bills as of 30th June 2022 of Kshs.1.25 billion, which included bills accrued in FY 2021/22 of Kshs.564.4 million. The County Treasury failed to provide a report on the settlement of pending bills in FY 2021/22.

3.45.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.34 billion on employee compensation, Kshs.1.01 billion on operations and maintenance, and Kshs.647.14 million on development activities. Similarly, the County Assembly spent Kshs.204.38 million on employee compensation and Kshs.118.72 million on operations and maintenance, as shown in Table 3:301.

Table 3:301 Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	3,815,617,937	659,609,764	3,349,553,898	323,097,502	87.8	49.0
Compensation to Employees	2,322,701,714	361,566,781	2,337,347,672	204,376,739	100.6	56.5
Operations and Maintenance	1,492,916,223	298,042,983	1,012,206,226	118,720,763	67.8	39.8
Development Expenditure	1,903,650,739	30,000,000	647,138,047	-	34.0	-
Total	5,719,268,676	689,609,764	3,996,691,945	323,097,502	69.9	46.9

Source: Vihiga County Treasury

3.45.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 46.3 per cent of the annual realised revenue of Kshs.5.49 billion.

Personnel emoluments amounting to Kshs.1.54 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.934.89 million was processed through manual payrolls. The manual payroll accounted for 38 per cent of the total P.E costs, against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.47 billion includes Kshs.911.82 million attributable to the health sector, which translates to 37 per cent of the total wage bill in the reporting period.

County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.177 million to county-established funds in FY 2021/22, constituting 2.8 per cent of the County's overall budget for the year. Table 3.302 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.302: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%)
		A	B	C	B/A*100
1.	Vihiga County Education Fund	107,000,000	107,000,000	No	100
2.	Climate change Fund	30,000,000	30,000,000	No	100
3.	Trade and Enterprise Fund	-	-	No	0
4.	Empowerment Fund	-	-	No	0
5.	County Sports Fund	20,000,000	11,000,000	No	55
6	County Waste Management	-	-	No	0
7	Amatsi Water Company	-		No	0
8	Car loan and Mortgage Fund	-	-	No	0
9	Municipal Fund	20,000,000	19,315,525	No	97
	Total	177,000,000	167,315,525		94.5

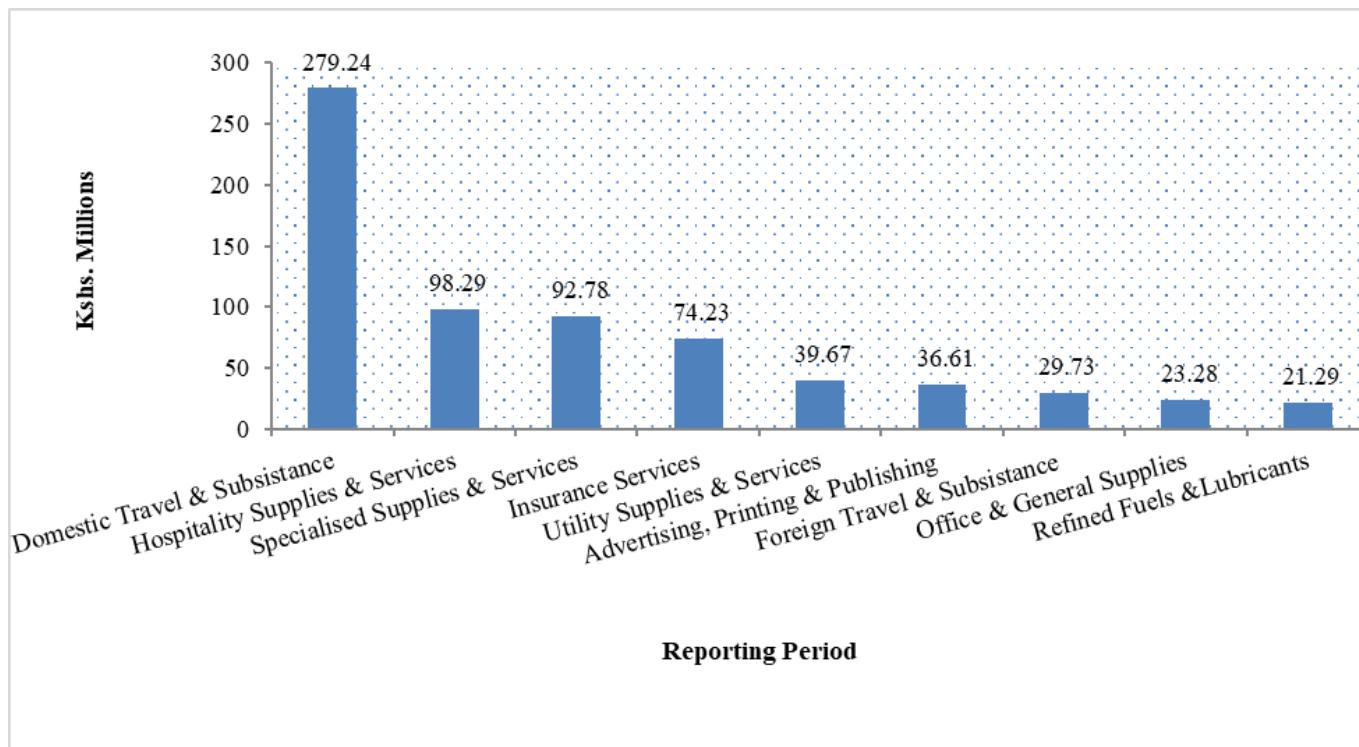
Source: Vihiga County Treasury

The OCoB did not receive quarterly financial returns from Fund Administrators of established county funds, as indicated in Table 3.302.

3.45.8 Expenditure on Operations and Maintenance

Figure 3.90 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.90: Vihiga County, Operations and Maintenance Expenditure by Major Categories



Source: Vihiga County Treasury

The County Assembly spent Kshs.42.02 million on committee sitting allowances for the 39 MCAs and the Speaker against the annual budget allocation of Kshs.66.64 million. The average monthly sitting allowance was Kshs.89,776 per MCA. The County Assembly has established 22 Committees.

During the period, expenditure on domestic travel amounted to Kshs.279.24 million and comprised of Kshs.49.22 million spent by the County Assembly and Kshs.230.02 million by the County Executive. Expenditure on foreign travel amounted to Kshs.29.73 million and comprised of Kshs.0.09 million by the County Assembly and Kshs.29.64 million by the County Executive.

3.45.9 Development Expenditure

The County incurred Kshs.647.14 million on development programmes, representing a decrease of 67.7 per cent compared to FY 2020/21, when the County spent Kshs.2 billion. Table 3.303 summarises development projects with the highest expenditure in the reporting period.

Table 3.303: Vihiga County, List of Development Projects with the Highest Expenditure

S>No.	Project Name	Department	Location	Contract sum (Kshs.)	Budget (Kshs.)	Expenditure (Kshs.)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
1	Maintenance Tiriki East Roads	Transport and Infrastructure	Hamisi Sub County	4,849,100	4,849,100	4,849,100	100	GoK	The project is complete and in use.
2	Maintenance Tiriki West Roads	Transport and Infrastructure	Hamisi Sub County	4,849,100	4,849,100	4,199,050	100	GoK	The project is complete and in use.
3	Khwipanga-Polytechnic-Asalu Ring Road	Transport and Infrastructure	Emuhaya Sub County	4,174,409	4,174,409	4,174,409	100	GoK	The project is complete and in use.

S>No.	Project Name	Department	Location	Contract sum (Kshs.)	Budget (Kshs.)	Expenditure (Kshs.)	Implementation status (%)	Source of Funding (GoK/donor)	Remarks
4	Mali Ya Mungu-Esalwa Church Of God Road	Transport and Infrastructure	Emuhaya Sub County	3,174,808	3,174,808	3,174,808	100	GoK	The project is complete and in use.
5	Maintenance Emuhaya Sub-County Roads	Transport and Infrastructure	Across 5 Subcounties	6,653,400	6,653,400	6,653,400	100	GoK	The project is complete and in use.
6	Maintenance of Luanda Sub-County Roads	Transport and Infrastructure	Across 5 Subcounties	7,582,050	7,582,050	7,582,050	100	GoK	The project is complete and in use.
7	Rehabiltation Kapsoi-Goibei Road	Transport and Infrastructure	Hamisi Sub County	4,892,300	4,892,300	4,892,300	100	GoK	The project is complete and in use.
8	Mainte-nance Vihiga Sub-County Roads	Transport and Infrastructure	Across 5 Subcounties	6,864,300	6,864,300	6,864,300	100	GoK	The project is complete and in use.

Source: Vihiga County Treasury

The County Treasury only provided a report of development projects by the Department of Transport and Infrastructure.

3.45.10 Budget Performance by Department

Table 3.304 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.304: Vihiga County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of the Governor	246.45	9.51	238.38	-	201.66	2.26	84.6	0	81.8	23.7
Finance and Economic Planning	343.78	358.60	290.87	337.75	374.28	47.96	128.7	14.2	108.9	13.4
Agriculture, Livestock, Fisheries and Co-operatives	200.80	432.35	192.38	120.55	180.85	89.97	94.0	74.6	90.1	20.8
Health Services	1,549.25	261.26	1,445.54	61.62	1,165.05	46.73	80.6	75.8	75.2	17.9
Education, Science, Technical and Vocational Training	385.03	136.44	375.75	86.41	321.25	68.64	85.5	79.4	83.4	50.3
Gender, Culture, Youth, Sports and Social Services	86.70	10.58	83.59	5.71	65.58	4.01	78.4	70.2	75.6	37.9
Trade, Industry, Tourism and Entrepreneurship	90.11	32.53	82.29	29.41	105.75	7.73	128.5	26.3	117.4	23.8

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Public Service Board	53.72	-	50.08	-	40.87	-	81.6	0	76.1	0
Environment, Water, Energy and Natural Resources	136.78	123.95	133.11	46.22	97.74	98.06	73.4	212.	71.5	79.1
Transport, Infrastructure and Communication	136.02	402.06	129.20	162.88	254.33	275.94	196.8	169.4	187.0	68.6
Physical Planning, Lands and Housing	101.11	136.39	96.81	26.14	83.27	5.85	86.0	22.4	82.4	4.3
County Assembly	659.61	30.00	659.61	10.96	323.10	-	49.0	0.0	49.0	0.0
Administration and Coordination of County Affairs	485.87	-	469.47	-	458.95	-	97.8	0	94.5	0
Total	4,475.23	1,933.65	4,247.08	887.66	3,672.65	647.14	86.5	72.9	82.1	33.5

Source: Vihiga County Treasury

Analysis of expenditure by department shows that the Department of Environment, Water, Energy and Natural Resources recorded the highest absorption rate of development budget at 79.1 per cent, followed by the Department of Transport, Infrastructure and Communication at 68.6 per cent. The Department of Transport, Infrastructure and Communication had the highest recurrent expenditure to the budget percentage at 187 per cent, while the County Assembly had the lowest at 49 per cent. Department of Finance and Economic Planning, Trade, Industry, Tourism and Entrepreneurship and Transport, Infrastructure and Communication had an absorption rate above 100 per cent which is irregular. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than those intended for the funds.

3.45.11 Budget Execution by Programmes and Sub-Programmes

Table 3.305 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.305: Vihiga County, Budget Execution by Programmes and Sub-programmes

Program	Sub Program	Final Budget (Kshs.)	Actual (Kshs.)	Budget utilisation difference (Kshs.)	Absorption (%)
Administration, Planning and Support Service	Administrative Service	716,904,701	271,627,921	445,276,780	38
		716,904,701	271,627,921	445,276,780	38
Livestock Development and Management	Veterinary Services and Extension	10,370,357	10,107,257	263,100	97
		10,370,357	10,107,257	263,100	97
Fisheries Development and Management	Promotion of Fish Farming	9,200,000	7,347,793	1,852,207	80
		9,200,000	7,347,793	1,852,207	80
Crop Development and Management	Crop Extension	14,700,000	12,622,465	2,077,535	86
		10,000,000	8,625,695	1,374,305	86
	Cash Crop Production and Development	4,700,000	3,996,770	703,230	85
Cooperatives Development	Cooperative Development Services	14,250,000	9,962,074	4,287,926	70
		14,250,000	9,962,074	4,287,926	70
Land Survey and Mapping Services	Land Survey and Mapping	3,000,000	2,186,730	813,270	73
		3,000,000	2,186,730	813,270	73

Program	Sub Program	Final Budget (Kshs.)	Actual (Kshs.)	Budget utilisation difference (Kshs.)	Absorption (%)
1 Urban and Physical Planning and Housing Services	Urban and Physical Planning	102,217,134	3,335,825	98,881,309	3
		4,000,000	485,200	3,514,800	12
	Vihiga Municipality {KUSP}	98,217,134	2,850,625	95,366,509	3
Administration, Planning and Support Service	Administrative Service	524,606,284	548,905,062	-24,298,778	105
		524,606,284	548,905,062	-24,298,778	105
Transport Management	Transport System Management	12,666,962	6,253,129	6,413,833	49
		12,666,962	6,253,129	6,413,833	49
Infrastructure Development	Roads Maintenance	800,000	34,500	765,500	4
		800,000	34,500	765,500	4
Administration, Planning and Support Service	Administrative Service	116,434,582	93,226,134	23,208,448	80
		116,434,582	93,226,134	23,208,448	80
Trade Development and Investment	Market Development and Management	6,200,000	5,985,603	214,397	97
	Business Support and Consumer Protection	6,200,000	5,985,603	214,397	97
Tourism Development	Tourism Promotion and Branding	0	0	0	0
		0	0	0	0
Administration, Planning and Support Service	Administrative Service	1,640,198,559	1,406,797,594	233,400,965	86
		774,417,351	547,475,634	226,941,717	71
	Human Resource Management and Development	863,281,208	857,038,961	6,242,247	99
	Healthcare Financing	2,500,000	2,283,000	217,000	91
Promotive and Preventive Healthcare Services	Public Health Services	17,386,125	14,540,419	2,845,706	84
		3,500,000	2,886,899	613,101	82
	Community Health Strategy	9,086,125	8,495,320	590,805	93
	Health Promotion	1,000,000	983,300	16,700	98
	Reproductive Healthcare	3,000,000	1,999,900	1,000,100	67
	Disease Surveillance and Emergency	800,000	175,000	625,000	22
Curative And Rehabilitative Health Services		105,572,575	105,171,639	400,936	100
	Medical services	105,372,575	105,171,639	200,936	100
	County referral services	200,000	0	200,000	0
Child and Maternal Health Care		47,362,113	21,262,205	26,099,908	45
	Antenatal and Post Natal healthcare	2,500,000	1,331,748	1,168,252	53
	Antenatal and Post Natal Healthcare	9,700,000	2,478,716	7,221,284	26
	Newborn, Child and Adolescent Health	800,000	74,750	725,250	9
	Nutrition Services	34,362,113	17,376,991	16,985,122	51
Administration, Planning and Support Service	Administrative Service	321,275,197	305,783,829	15,491,369	95
		321,275,197	305,783,829	15,491,369	95
Vocational Education and Training	Youth Polytechnic Development	54,208,358	49,788,122	4,420,236	92
		54,208,358	49,788,122	4,420,236	92

Program	Sub Program	Final Budget (Kshs.)	Actual (Kshs.)	Budget utilisation difference (Kshs.)	Absorption (%)
Early Childhood Development	ECD Development	145,986,291	140,050,411	5,935,880	96
		145,986,291	140,050,411	5,935,880	96
Administration, Planning and Support Service	Administrative Service	1,409,301,077	1,038,840,012	370,461,065	74
		1,359,413,392	999,306,396	360,106,996	74
	County Administration	10,570,000	7,673,681	2,896,319	73
Public Finance Management	County Radio Information Services	39,317,685	31,859,935	7,457,751	81
	Public Finance Management	44,864,421	36,510,578	8,353,843	81
		6,937,340	6,447,685	489,655	93
	Accounting Services	3,053,851	2,848,980	204,871	93
	Audit Services	13,512,983	7,142,560	6,370,423	53
	Budget Formulation Coordination	7,544,400	7,118,300	426,100	94
	Resource Mobilisation	7,478,312	6,840,590	637,722	91
County Planning Services	Budget Expenditure Management	6,337,535	6,112,463	225,072	96
	Monitoring and Evaluation	5,142,017	4,729,917	412,100	92
		1,825,000	1,465,700	359,300	80
Management and Administration of County Services	Coordination of Policy Formulation and Plans	3,317,017	3,264,217	52,800	98
	County Secretary	38,617,579	27,938,397	10,679,182	72
		0	0	0	0
Administration, Planning and Support Service	Legal Services	38,617,579	27,938,397	10,679,182	72
	Administrative Service	57,171,504	39,061,232	18,110,272	68
		57,171,504	39,061,232	18,110,272	68
Promotion of Sports	Promotion of Sports	36,619,329	19,458,627	17,160,702	53
		21,541,200	6,514,250	15,026,950	30
	Promotion of Culture and Heritage	15,078,129	12,944,377	2,133,752	86
		3,484,000	391,940	3,092,060	11
Social Protection	Social Protection	150,000	0	150,000	0
	Gender, Children, Youth and People with Disability	3,334,000	391,940	2,942,060	12
Administration, Planning and Support Service	Administrative Service	241,982,456	212,008,956	29,973,500	88
		241,982,456	212,008,956	29,973,500	88
Water Supply Management	Water Supply Management	12,697,054	11,889,710	807,344	94
		6,394,300	6,180,000	214,300	97
	Waste Water Management	6,302,754	5,709,710	593,044	91
		1,500,000	1,500,000	0	100
Environmental Protection and Conservation	Environmental Protection and Conservation	1,500,000	1,500,000	0	100
		4,550,000	2,526,300	2,023,700	56
Natural Resources management	Natural Resources Management	4,550,000	2,526,300	2,023,700	56
Grand Total		5,719,268,675	4,409,844,379	1,309,424,296	77

Source: Vihiga County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Environmental Protection and Conservation in the Department of Environment, Water, Energy and Natural Resources at 100 per cent, Human Resource Management and Development in the Department of Administration and Coordination of County Affairs at 99 per cent, Health Promotion

in the Department of Health Services at 98 per cent, and Water Supply Management in the Department of Health Services at 97 per cent of budget allocation. The report on Budget Execution by Programmes and Sub-programmes presented on Table 7 excludes the County Assembly which was not provided to the OCOB.

3.45.12 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation.

1. Fund administrators failed to submit financial and non-financial statements in line with Section 168 of the PFM Act, 2012. The OCoB did not receive financial reports for the Vihiga County Executive Car Loan Scheme Fund, Vihiga County Executive Mortgage Scheme Fund, Vihiga County Sports Fund, and Vihiga County Bursary Fund.
2. Low absorption of development funds as indicated by the expenditure of Kshs.647.14 million in the FY 2021/22 from the annual development budget allocation of Kshs.1.93 billion. The development expenditure represented 33.5 per cent of the annual development budget.
3. A high wage bill, which accounted for 46.3 per cent of the annual realised revenue of Kshs.5.49 billion in the FY 2021/22, thus constraining funding to other programmes.
4. High level of pending bills which amounted to Kshs.1.25 billion as of 30th June 2022. The County Treasury failed to provide a report on the settlement of pending bills in FY 2021/22.
5. Weak budgeting practice is shown in Table 3.304, where the County incurred expenditure over approved exchequer issues and above approved budget allocation.
6. Use of manual payroll. Personnel emoluments amounting to Kshs.934.89 million were processed through the manual payroll and accounted for 38 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
7. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was received on 17th August 2022. Further, there was a failure to provide a complete report on development projects undertaken in the FY 2021/22,

The County should implement the following recommendations to improve budget execution;

1. *The County Executive Committee Member for Finance (CECM-F) should ensure Fund Administrators prepare and submit financial reports in line with Section 168 of the PFM Act, 2012.*
2. *The County should identify and address issues causing delays in implementing development projects.*
3. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
4. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
5. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget.*
6. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
7. *The County Treasury should ensure timely preparation and submission of financial reports in line with Section 166 of the PFM Act, 2012*

3.46 County Government of Wajir

3.46.1 Overview of FY 2021/22 Budget

The County's approved budget for FY 2021/22 was Kshs.11.59 billion, comprising Kshs.4.24 billion (36.6 per cent) and Kshs.7.34 billion (63.4 per cent) allocation for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.9.47 billion (81.8 per cent) as the equitable share of revenue raised nationally, generate Kshs.100 million (0.9 per cent) from its own sources of revenue, and use a cash balance of Kshs.499.62 million (4.3 per cent) from FY 2020/21. The County also expected to receive Kshs.1.51 billion (13 per cent) as conditional grants, which consists of Kshs.33.85 million for the Transforming Health System- World Bank, Kshs.18.93 million as DANIDA grants, Kshs.346.04 million as Kenya Climate Smart Agricultural Project, Kshs.15.63 million as EU Grants, Kshs.40.58 million as ASDSP, Kshs.600 million as Water and Sanitation, Kshs.88.55 million as Emergency Locust Responses Project, Kshs.4.43 million as 9th Country programme implementation, Kshs.90.84 million as Kenya Urban Support Programme amount brought forward from FY 2020-21, Kshs.127.35 million as Kenya Road Maintenance levy fund brought down from FY 2020-21 and Kshs.95 million as Kenya Devolution Support Programme brought down from FY 2020-21.

3.46.2 Revenue Performance

In FY 2021/22, the County received Kshs.8.72 billion as the equitable share of the revenue raised nationally, raised Kshs.52.42 million as own-source revenue, Kshs.412.86 million as conditional grants, and had a cash balance of Kshs.722.58 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.9.9 billion, as shown in Table 3.306.

Table 3.306: Wajir County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	9,474,726,151	8,716,748,065	92.0
	Sub Total	9,474,726,151	8,716,748,065	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	100,000,000	52,415,625	52.4
2.	Conditional Grants	1,511,207,274	412,858,238	27.3
3.	Balance b/f from FY 2020/21	499,622,360	722,577,265	144.6
	Sub Total	2,110,829,634	1,187,851,128	56.2
	Grand Total	11,585,555,785	9,904,599,193	85.5

Source: Wajir County Treasury

The County had underestimated the cash balance from previous financial years and therefore recorded a 144.6 per cent performance. This is due to failure to undertake regular bank reconciliations.

Figure 3.91 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.91: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: Wajir County Treasury

In FY 2021/22, the County generated a total of Kshs.52.42 million as own-source revenue. This amount represented a decrease of 29.1 per cent compared to Kshs.73.96 million realised in FY 2020/21 and was 52.2 per cent of the annual target. The County is yet to implement an automated OSR collection system.

3.46.3 Exchequer Issues

The Controller of Budget approved Kshs.9.9 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.2.85 billion (28.8 per cent) for development programmes and Kshs.7.05 billion (71.2 per cent) for recurrent programmes, as shown in Table 3.310.

3.46.4 Overall Expenditure Review

The County spent Kshs.9.31 billion on development and recurrent programmes during the reporting period. This expenditure represented 94 per cent of the total funds released by the CoB and comprised of Kshs.2.39 billion and Kshs.6.92 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 56.4 per cent, while recurrent expenditure represented 94.2 per cent of the annual recurrent expenditure budget.

3.46.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs.3.83 billion, out of which the county settled pending bills worth Kshs.364.88 million. The bills paid were not disaggregated by classification, as shown in Table 3.307.

Table 3.307: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	Not Categorised	Not Categorised	Not Categorised	-	Not Categorised
Development Expenditure	Not Categorised	Not Categorised	Not Categorised	-	Not Categorised

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Total	3,833,400,682	364,884,936	3,468,515,746		3,468,515,746

Source: Wajir County Treasury

3.46.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.3.94 billion on employee compensation, Kshs.2.13 billion on operations and maintenance, and Kshs.2.39 billion on development activities. Similarly, the County Assembly spent Kshs.457.25 million on employee compensation and Kshs.385.81 million on operations and maintenance, as shown in Table 3.308.

Table 3.308: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	7,341,856,100	853,341,593	6,074,538,629	843,061,942	83	99
Compensation to Employees	4,518,117,479	430,844,233	3,944,613,295	457,251,386	87.3	106.1
Operations and Maintenance	2,823,738,621	422,497,360	2,129,925,333	385,810,556	75.4	91.3
Development Expenditure	4,243,699,685	40,000,000	2,391,604,384	-	56.3	-
Total	11,585,555,785	893,341,593	8,466,143,013	843,061,942	73.1	94

Source: Wajir County Treasury

3.46.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 44.4 per cent of the annual realised revenue of Kshs.9.9 billion.

The wage bill of Kshs.4.4 billion included Kshs.1.21 billion attributable to the health sector, which translates to 26.4 per cent of the total wage bill in the reporting period.

3.46.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.310 million to county-established funds in FY 2021/22, constituting 2.5 per cent of the County's overall budget for the year. Table 3.309 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.309: County Established Fund performance as of 30th June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022 (Yes/No.)	Absorption (%) B/A*100
		A	B	C	
1.	Bursary Fund	100,000,000	-	No	-
2.	Emergency Fund	130,000,000	-	No	-
3.	Climate Change Fund	80,000,000	-	No	-
	Total	310,000,000	-		

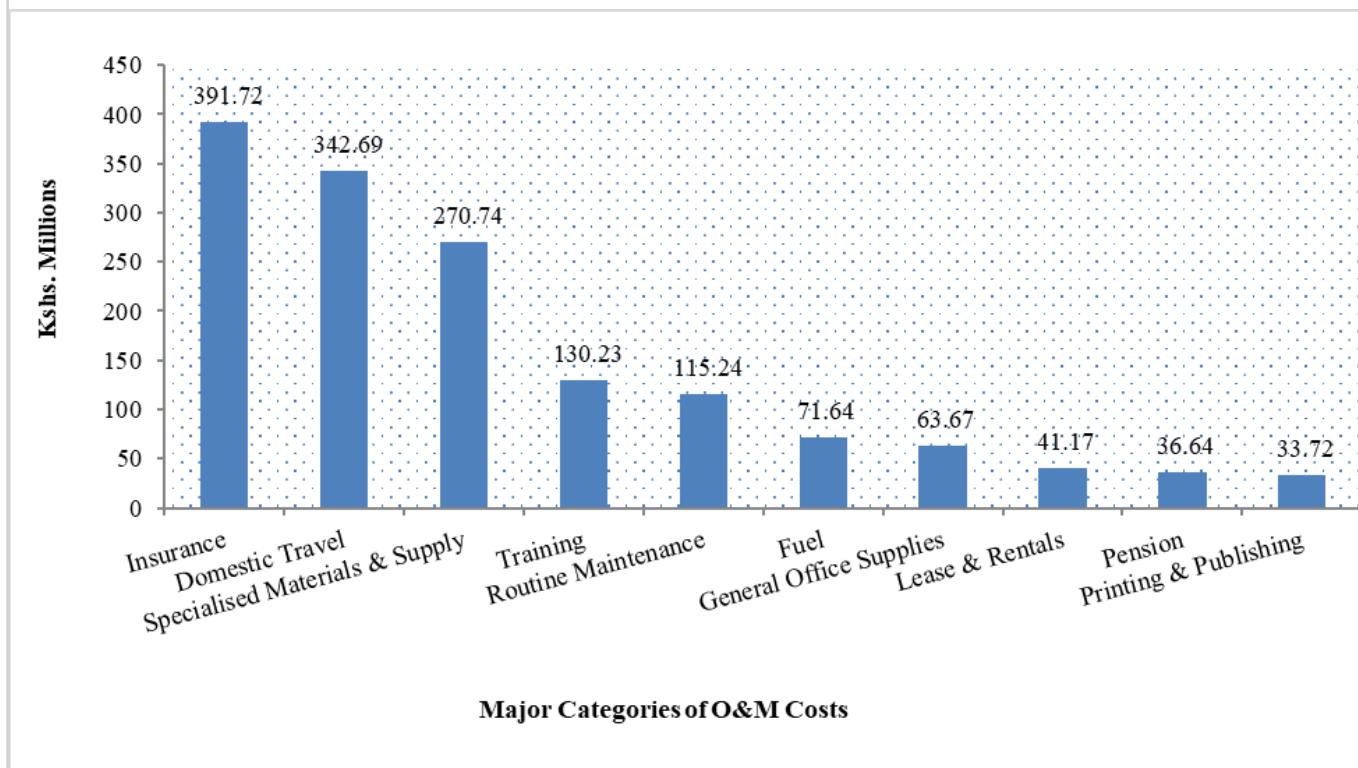
Source: Wajir County Treasury

The OCoB did not receive quarterly financial returns from the Fund Administrators of the county-established funds as required by law, as indicated in Table 3.309.

3.46.9 Expenditure on Operations and Maintenance

Figure 3.92 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.92: Wajir County, Operations and Maintenance Expenditure by Major Categories



Source: Wajir County Treasury

The County Assembly spent Kshs.12.77 million on committee sitting allowances for the 49 MCAs and the Speaker against the annual budget allocation of Kshs.12.78 million. The average monthly sitting allowance was Kshs.21,287 per MCA. The County Assembly has established 21 Committees.

During the period, expenditure on domestic travel amounted to Kshs.342.69 million and comprised Kshs.188.52 million spent by the County Assembly and Kshs.154.17 million by the County Executive.

3.46.10 Development Expenditure

The County incurred Kshs.2.39 billion on development programmes, representing a decrease of 22.9 per cent compared to FY 2020/21, when the County spent Kshs.3.1 billion. Table 3.310 summarises development projects with the highest expenditure in the reporting period.

Table 3.310: Wajir County, List of Development Projects with the Highest Expenditure

S/No.	Project Name	Department	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
1	Proposed expansion and desilting of Bir water pan	Water Resources Development	4,992,500	4,992,500	100.0
2	Proposed renovations, construction of toilet & landscaping work at the county headquarters mosque	Lands, Housing and Physical Planning	4,995,190	4,995,190	100.0

S/No.	Project Name	Department	Budget (Kshs.)	Expenditure (Kshs.)	Absorption Rate (%)
3	Proposed construction, completion and operationalisation of modern health centre at Sabuli	Public Health, Medical Services and Sanitation	13,000,000	13,000,000	100.0
4	Enhanced value addition to camel meat project	Agriculture, Livestock, And Fisheries Development	19,123,785	19,123,785	100.0
5	Supply, delivery, installation and commissioning of oxygen plant in Wajir Referral Hospital	Public Health, Medical Services and Sanitation	20,600,000	20,600,000	100.0
6	Proposed gravelling of Baladwein-Orote road	Water Resources Development	26,149,032	26,149,032	100.0
7	Construction of 42,000m3 mega dam at Madho settlements water tank at Tarbaj Youth Polytechnic	Water Resources Development	29,650,528	29,650,528	100.0
8	Construction of 50,000 m3 water pan at Abaq Dere, Burdeer	Water Resources Development	34,998,200	34,998,200	100.0
9	Construction of 65,000m3 mega dam at Handaki South	Water Resources Development	49,994,016	49,994,016	100.0
10	Supply of submersible water tanks	Water Resources Development	51,500,000	51,500,000	100.0

Source: Wajir County Treasury

3.46.11 Budget Performance by Department

Table 3.311 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.311: Wajir County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Executive	522	-	522	-	518	-	99.2	-	99.2	-
County Assembly	853	40	843	-	843	-	100.0	-	98.8	-
Finance and Economic Planning	750	-	700	-	714		102.1	-	95.2	-
Public Health, Medical Service and Sanitation	2,496	635	2,442	594	2,325	372	95.2	62.5	93.2	58.6
Water Resources	293	707	283	688	270	688	95.4	99.9	92.4	97.3
Public Works, Housing and Physical Planning	80	248	64	163	63	140	97.1	86.0	78.3	56.4
Roads and Transport	133	495	106	350	106	342	100.2	97.8	80.3	69.2
Agriculture, Livestock and Fisheries	233	759	222	582	211	387	95.0	66.5	90.5	51.0
Education, Youth, Gender and Social Services	573	219	558	188	558	198	99.9	105.3	97.4	90.6
ICT and E-Government, Trade, Industrialization and Cooperative Development	195	62	168	24	167	31	99.2	129.3	85.5	50.7
Public Services, Special Programs and Decentralization Unit	653	66	614	52	614	49	100.0	93.9	94.0	73.8
Energy, Environment and Natural Resources	85	201	85	114	86	112	100.8	98.6	100.8	55.8
CPSB	84	-	65	-	64		98.4	-	76.5	-
WAJWASCO	174	672	174	52	174	40	99.8	77.7	99.8	6.0
Wajir Municipality	217	141	203	40	204	32	100.5	79.1	94.0	22.7

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
TOTAL	7,342	4,244	7,052	2,848	6,918	2,391	98.1	84.0	94.2	56.4

Source: Wajir County Treasury

Analysis of expenditure by department shows that the Department of Water Resources recorded the highest absorption rate of development budget at 97.3 per cent, followed by the Department of Education, Gender, Youth and Social Services at 90.6 per cent. The Department of Energy, Environment and Nat. Resources had the highest percentage of recurrent expenditure to budget at 100.8 per cent, while the County Public Service Board had the lowest at 76.5 per cent. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than that for which the funds were intended.

3.46.12 Budget Execution by Programmes and Sub-Programmes

Table 3.312 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.312: Wajir County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Program	Sub-Program	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption %
County Executive					
County Executive Services	County Executive Services	522,488,510.00	522,195,709.10	292,800.90	100
County Executive Services	County Executive Services	32,307,199.10	32,600,000.00	(292,800.90)	101
TOTAL		554,795,709.10	554,795,709.10	-	100
County Assembly					
Headquarters	Headquarters				
	County Legislative Services	893,341,593.00	824,192,681.60	69,148,911.40	92
	General Administration and Support Services	-	-	-	
	Preventive and promotive services	-	-	-	
	Curative Services	-	-	-	
	TOTAL	893,341,593.00	824,192,681.60	69,148,911.40	92
Finance and Economic Planning					
General administration and support	General administration and support services	579,409,612.00	571,491,496.20	7,918,115.80	99
				-	
Economic Planning	Economic Planning			-	
	County Economic Planning Services	28,744,800.00	33,489,784.80	(4,744,984.80)	117
	County Statistical Information Services			-	
	Monitoring & Evaluation Services			-	
Treasury Services	Treasury Services		3,338,132.00	(3,338,132.00)	
County Executive Services	County Executive Services			-	
	Kenya Devolution Support Programme (KDSP)	3,707,400.00	5,692,720.00	(1,985,320.00)	154

Budget Execution by Programmes and Sub-Programmes					
Program	Sub-Program	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption %
County Accounting	County Accounting Services			-	
	Finance Services	63,781,000.00	63,697,110.00	83,890.00	100
Revenue	Revenue		-	-	
	Finance Services	29,813,792.00	34,898,469.00	(5,084,677.00)	117
County Budget Management	Budget		-	-	
	Finance Services	14,796,700.00	13,278,680.00	1,518,020.00	90
Internal Audit	Internal Audit		-	-	
	Internal Audit Services	9,520,725.00	10,661,280.00	(1,140,555.00)	112
Procurement	Procurement		-	-	
	Finance Services	20,276,000.00	22,651,170.00	(2,375,170.00)	112
Total		750,050,029.00	759,198,842.00	(9,148,813.00)	101
Roads and Transport		-	-	-	
	Improvement of roads network	516,481,086.00	507,449,086.00	9,032,000.00	98
	General Administration and Support Services	102,364,574.00	97,301,515.20	5,063,058.80	95
	General Administration and Support Services	-	-	-	
Transport	Transport		-	-	
	Enhancement of public roads transport system	8,280,000.00	7,252,937.65	1,027,062.35	88
Public Works	Public Works	-	-	-	
	Monitoring and evaluation	-	-	-	
	Enhancement of public roads transport system	-	-	-	
	Construction of Offices	-	-	-	
	Improvement of roads network	-	-	-	
	TOTAL	627,125,660.00	612,003,538.85	15,122,121.15	98
Water					
General Administration and Support Services	General Administration and Support Services	112,625,124.00	84,549,117.35	28,076,006.65	75
Maintenance Services	Maintenance Services	569,936,000.00	390,000,000.00	179,936,000.00	68
Infrastructure Development	Infrastructure Development Services	317,000,000.00	317,000,000.00	-	100
	TOTAL	999,561,124.00	791,549,117.35	208,012,006.65	79
WAJWASCO					
	General Administration and Support Services	846,109,130.00	614,162,540.10	231,946,589.90	73
	TOTAL	846,109,130.00	614,162,540.10	231,946,589.90	73
Energy, Environment and Nat. Resources					
Energy Services	Energy Services	35,215,724.00	31,577,500.00	3,638,224.00	90
Environment & Natural Resources	Environment & Natural Resources	184,521,600.00	180,300,113.70	4,221,486.30	98
General Administration and Support Services	General Administration and Support Services	65,131,704.00	47,112,669.20	18,019,034.80	72
Natural Resources	Wildlife and Tourism	954,800.00	891,000.00	63,800.00	93
	TOTAL	285,823,828.00	259,881,282.90	25,942,545.10	91
Public Health			-	-	
Preventive and promotional services	Preventive and promotive services	101,787,000.00	119,532,965.00	(17,745,965.00)	117

Budget Execution by Programmes and Sub-Programmes					
Program	Sub-Program	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption %
	General Administration and Support Services	-	924,727.32	(924,727.32)	
	Reproductive Health Services	-	-	-	
	Curative Services	884,312,000.00	984,168,588.50	(99,856,588.50)	111
	RMNCH	-	-	-	
Kenya Medical Training College	Kenya Medical Training College	-	-	-	
	Kenya Medical Training College (KMTC)				
RMNCH	RMNCH		-	-	
	RMNCH	108,119,183.00	79,185,023.60	28,934,159.40	73
TB & HIV - AIDS	TB & HIV - AIDS		-	-	
	TB & HIV-AIDS	17,600,000.00	20,271,555.00	(2,671,555.00)	115
Health Research	Health Research		-	-	
	Health Research Services	13,256,000.00	13,241,671.45	14,328.55	100
Health Shared Services	Health Shared Services		-	-	
	General Administration and Support Services	2,005,754,734.00	1,400,567,898.00	605,186,836.00	70
	TOTAL	3,130,828,917.00	2,617,892,428.87	512,936,488.13	84
Education, Youth, Gender and Social Services					
Vocational Training Services	Vocational Training Services	-	2,957,200.00	(2,957,200.00)	
Gender, Culture and Social Services	Gender, Culture and Social Services	-	-	-	
Youth polytechnics	Youth polytechnics	17,653,000.00	17,486,620.00	166,380.00	99
General Administration and Support Services	General Administration and Support Services	-	-	-	
SP2 youth polytechnic support services	SP2 Youth Polytechnic Support Services	-	2,957,200.00	(2,957,200.00)	
ECD	ECD Support Services	674,919,328.00	648,001,265.40	26,918,062.60	96
Sports promotion and development	Sports promotion and development	-	-	-	
Social Services	Social Services		-	-	
	Sports promotion and development	40,044,400.00	37,426,980.00	2,617,420.00	93
	Cultural promotion and preservation	26,227,800.00	26,491,808.00	(264,008.00)	101
Gender	Gender		-	-	
	Gender, Culture and Social Services	27,924,100.00	23,671,612.00	4,252,488.00	85
Heritage and Library Services	Heritage and Library Services		-	-	
	County Economic Planning Services	5,000,000.00	5,000,000.00	-	100
	TOTAL	791,768,628.00	763,992,685.40	27,775,942.60	
Agriculture, Livestock and Fisheries					
Agricultural infrastructure development program	Agricultural infrastructure development program	41,400,900.00	46,030,883.00	(4,629,983.00)	111
Kenya Climate Smart Agriculture	Kenya Climate Smart Agriculture	357,281,090.00	245,377,383.80	111,903,706.20	69

Budget Execution by Programmes and Sub-Programmes					
Program	Sub-Program	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption %
Administrative and support services	Administrative and support services	177,072,580.00	148,512,039.25	28,560,540.75	84
Livestock & Veterinary	Livestock & Veterinary		-	-	
	Veterinary Support Services	72,715,000.00	27,381,468.00	45,333,532.00	3
	Livestock Infrastructure improvement program	215,297,068.00	116,739,468.70	98,557,599.30	54
Fisheries	Fisheries		-	-	
	Aquaculture, Inland fisheries production and Extension services	15,436,400.00	10,261,120.00	5,175,280.00	66
Irrigation	Irrigation		-	-	
	Irrigation management services	50,734,400.00	61,834,991.90	(11,100,591.90)	122
	Agriculture Sector Development Support Programme	62,580,823.00	8,000,000.00	54,580,823.00	13
		992,518,261.00	664,137,354.65	328,380,906.35	66.9
ICT and E-Government, Trade, Industrialization and Cooperative Development					
Industrial Development	Industrial Development	-	-	-	
Co-operative Development	Co-operative Development	-	-	-	
Trade Services	Trade Services	39,636,540.00	29,014,478.95	10,622,061.05	0
Administrative and Support Services	Administrative and Support Services	170,955,660.00	175,520,534.20	(4,564,874.20)	103
Tourism & Wildlife	Tourism & Wildlife	-	-	-	
Industrialisation	Industrialisation		-	-	
	Industrial Development	3,000,000.00	2,000,000.00	1,000,000.00	67
Co-operative Development	Co-operative Development		-	-	
	Capacity Building Services	10,740,980.00	10,232,268.35	508,711.65	95
	Trade Services	10,000,000.00	9,985,900.00	14,100.00	100
ICT Services	ICT Services		-	-	
	ICT Infrastructure Services	22,190,000.00	29,400,233.90	(7,210,233.90)	132
		256,523,180.00	256,153,415.40	369,764.60	132
Public Works, Housing and Physical Planning					
Housing development and Human Settlement	Housing development and Human Settlement	-	-	-	
Government Building Services	Government Building Services	-	(96,240.00)	96,240.00	
Administrative and support services	Administrative and support services	69,960,621.00	44,910,578.25	25,050,042.75	64
Housing	Housing	-	-	-	
	Housing development and Human Settlement	-	-	-	
	Government Building Services	-	-	-	
Physical Planning	Physical Planning		-	-	
	Land Policy and Physical Planning	161,408,600.00	106,995,814.70	54,412,785.30	66
Public Works	Public Works		-	-	
Government Building Services	Government Building Services	802,400.00	231,996.00	570,404.00	29

Budget Execution by Programmes and Sub-Programmes					
Program	Sub-Program	Approved Budget (Kshs.)	Actual Payments (Kshs.)	Variance (Kshs.)	Absorption %
	Housing development and Human Settlement	1,646,500.00	1,520,825.00	125,675.00	92
	Energy Services	-	-	-	-
	Enhancement of public roads transport system	94,111,000.00	23,691,188.15	70,419,811.85	25
		327,929,121.00	177,254,162.10	150,674,958.90	54.1
Public Services, Special Programs and Decentralization Unit					
Public Participation	Public Participation	-	-	-	-
Administration of Human Resources	Administration of Human Resources	499,448,217.00	505,170,934.80	(5,722,717.80)	101
Decentralised Unit	Decentralised Unit		-	-	-
	Administration of Human Resources	25,550,640.00	23,493,524.10	2,057,115.90	92
Town Administration	Town Administration		-	-	-
	Engineering, Maintenance and Physical infrastructure services	56,500,000.00	36,550,495.30	19,949,504.70	65
	Environment, Beautification and Sanitation services	-	-	-	-
Special Programs	Special Programs	-	-	-	-
Public Participation	Public Participation	14,614,000.00	15,854,707.50	(1,240,707.50)	108
Conflict Resolution	Conflict Resolution	17,191,851.00	17,558,471.00	(366,620.00)	102
Intergovernmental Relations	Intergovernmental Relations		-	-	-
	County Executive Services	8,636,624.00	8,449,100.00	187,524.00	98
Disaster Management	Disaster Management	75,519,800.00	76,648,201.00	(1,128,401.00)	101
Service Delivery and Performance Contracting	Service Delivery and Performance Contracting	14,808,000.00	12,275,064.00	2,532,936.00	83
Governance and Ethics	Governance and Ethics	7,337,600.00	5,984,040.00	1,353,560.00	82
		719,606,732.00	701,984,537.70	17,622,194.30	
CPSB			-	-	-
General Administration and Support Services	General Administration and Support Services	83,595,808.00	69,885,410.15	13,710,397.85	84
Wajir Municipality			-	-	-
General Administration and Support Services	General Administration and Support Services	357,685,264.00	279,445,946.55	78,239,317.45	78
	Grand Total	11,584,955,785.00	9,946,529,652.72	1,638,426,132.28	86

Source: Wajir County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: the Kenya Devolution Sector Support Program in the Department of Finance and Economic Planning at 154 per cent, the ICT services program in the Department of ICT, E-government, Trade, Industrialization and Cooperatives Development at 132 per cent, Irrigation Management services in the Department of Agriculture, Livestock and Fisheries at 122 per cent, and Prevention and promotive services at 117 per cent of budget allocation. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than that for which the funds were intended.

3.46.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 44.4 per cent of the annual realised revenue of Kshs.9.9 billion in FY 2021/22, thus constraining funding to other programmes.
2. The underperformance of own-source revenue at Kshs.52.42 million against an annual projection of Kshs.100 million, representing 52.4 per cent of the annual target.
3. Weak budgeting practice is shown in Table 3.311 and Table 3.312, where the County incurred expenditure over approved budgetary allocations. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than that for which the funds were intended.
4. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The Emergency Fund, Bursary Fund, and Climate Change Fund reports were not submitted to the Controller of Budget.
5. High level of pending bills, which amounted to Kshs.3.47 billion as of 30th June 2022.
6. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The report was submitted on 15th August 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The County should address its revenue performance to ensure the approved budget is fully financed.*
3. *The County Treasury should improve the Vote book and budgetary control to ensure that expenditure is within the approved budget. Further, all revenues should be banked in the CRF according to Section 109 (2) of the PFM Act, 2012.*
4. *The County Treasury should ensure all unspent funds are refunded to the County Revenue Fund in line with Section 136 of the PFM Act, 2012.*
5. *The County leadership should take charge of the worsening pending bills situation to ensure genuine bills are paid without delay in the remaining period of the financial year.*
6. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

3.47 County Government of West Pokot

3.47.1 Overview of FY 2021/22 Budget

The County's approved Supplementary budget for FY 2021/22 was Kshs.7.67 billion, comprising Kshs.2.52 billion (32.9 per cent) and Kshs 5.15 billion (67.1 per cent) allocations for development and recurrent programmes, respectively.

To finance the budget, the County expected to receive Kshs.6.30 billion (82.1 per cent) as the equitable share of revenue raised nationally, generate Kshs.170 million (2.2 per cent) from its own sources of revenue, and use a cash balance of Kshs.644.44 million (8.4 per cent) from FY 2020/21. The County also expected to receive Kshs.559.95 million (7.3 per cent) as conditional grants, which consisted of Kshs.353.54 million for the Kenya Climate Smart Agriculture Project (KCSAP), Kshs.51.22 million for Transforming Health systems for Universal care Project (WB), Kshs.66.27 million for Kenya Devolution Support Project (KDSP) Level 2 Grant, Kshs.11 million for Instruments for Devolution Advise and Support (IDEAS), Kshs.34.5 million for Emergency Locusts Project, Kshs.32.31 million for Agricultural Sector Development Support Programme (ASDSP) II, and Kshs.11.29 million for DANIDA Primary Health Care.

3.47.2 Revenue Performance

In FY 2021/22, the County received Kshs.5.79 billion as the equitable share of the revenue raised nationally, raised Kshs.113.44 million as own-source revenue, Kshs.559.95 million as conditional grants, and had a cash balance of Kshs.664.44 million from FY 2020/21. The total funds available for budget implementation during the period amounted to Kshs.7.11 billion, as shown in Table 3.313.

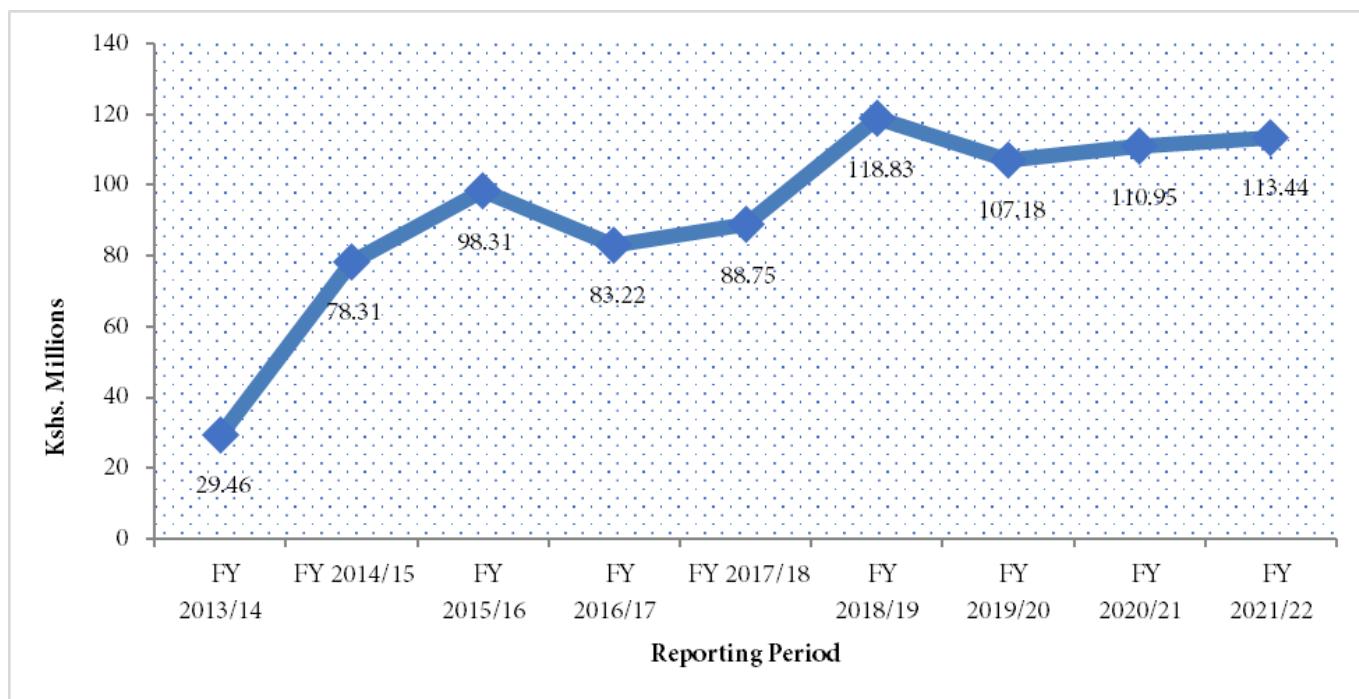
Table 3.313: West Pokot County, Revenue Performance in FY 2021/22

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts in the FY 2021/22 (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	6,297,284,329	5,793,501,582	92.0
Sub Total		6,297,284,329	5,793,501,582	92.0
B	Other Sources of Revenue			
1.	Own Source Revenue	170,000,000	113,444,832	66.7
2.	Conditional Grants	559,953,126	559,953,126	100.0
3.	Balance b/f from FY2020/21	644,441,894	644,441,894	100.0
Sub Total		1,374,395,020	1,317,839,852	95.9
Grand Total		7,671,679,349	7,111,341,434	92.7

Source: West Pokot County Treasury

Figure 3.93 shows the annual trend in own-source revenue collection from FY 2013/14 to FY 2021/22.

Figure 3.93: Annual Trend in Own-Source Revenue Collection from FY 2013/14 to FY 2021/22



Source: West Pokot County Treasury

In FY 2021/22, the County generated a total of Kshs.113.44 million as own-source revenue. This amount represented a decrease of 2.2 per cent compared to Kshs.110.95 million realised in FY 2020/21 and was 66.7 per cent of the annual target. The County has implemented an automated OSR collection system called Sense Network& Equity Bank. The increase is largely attributed to an enhanced sand, gravel and ballast collection, Single Business Permits (SBP) and Market fees & Dues, and receipts from Facility Improvement Fund.

3.47.3 Exchequer Issues

The Controller of Budget approved Kshs.6.70 billion withdrawals from the CRF account during the reporting period. The amount comprised of Kshs.1.71 billion (25.5 per cent) for development programmes and Kshs.4.99 billion (74.5 per cent) for recurrent programmes, as shown in Table 3.318.

3.47.4 Overall Expenditure Review

The County spent Kshs.6.54 billion on development and recurrent programmes during the reporting period. This expenditure represented 97.6 per cent of the total funds released by the COB and comprised of Kshs.1.60 billion and Kshs.4.94 billion on development and recurrent programmes, respectively. Expenditure on development programmes represented an absorption rate of 63.3 per cent, while recurrent expenditure represented 95.9 per cent of the annual recurrent expenditure budget.

3.47.5 Settlement of Pending Bills

The outstanding pending bills as of 30th June 2021 amounted to Kshs. 222.59 million comprised of Kshs.75.50 million for recurrent expenditure and Kshs.147.09 million for development expenditure, as shown in Table 3.314.

Table 3.314: Progress on Settlement of Pending Bills as of 30th June, 2022

Budget Classification	Outstanding Pending Bills Amount as of 30th June 2021 (Kshs.)	Amount Paid in FY 2021/22 (Kshs.)	Outstanding Pending Bill from previous financial years (Kshs.)	Pending Bills for FY 2021/22 (Kshs.)	Total Outstanding Pending Bills as of 30 th June, 2022
	A	B	C=A-B	D	E=C+D
Recurrent Expenditure	75,496,951	23,164,801	52,332,150	-	52,332,150
Development Expenditure	147,090,962	65,293,456	81,797,506	324,379,456	406,176,962
Total	222,587,913	88,458,257	134,129,656	324,379,456	458,509,112

Source: West Pokot County Treasury

The outstanding pending bills as of 31st June, 2022 of Kshs.458.51 million include the bills classified as eligible by the Office of the Auditor General. The Auditor General reported that eligible pending bills as of 30th June 2020 was Kshs.673.36 million, out of which the County has settled bills amounting to Kshs.539.23 million, leaving a balance of Kshs.134.13 million as of 31st June, 2022.

3.47.6 Expenditure by Economic Classification

Analysis of expenditure by economic classification indicates that the County Executive spent Kshs.2.64 billion on employee compensation, Kshs.1.69 billion on operations and maintenance, and Kshs.1.57 billion on development activities. Similarly, the County Assembly spent Kshs.320.45 million on employee compensation, Kshs.286.58 million on operations and maintenance, and Kshs.23.35 million on development activities, as shown in Table 3.145.

Table 3.315: Summary of Budget and Expenditure by Economic Classification

Expenditure Classification	Budget (Kshs.)		Expenditure (Kshs)		Absorption (%)	
	County Executive	County Assembly	County Executive	County Assembly	County Executive	County Assembly
Total Recurrent Expenditure	4,498,420,177	652,173,508	4,334,158,865	607,028,437	96.3	93.1
Compensation to Employees	2,672,188,217	321,452,296	2,643,986,029	320,452,296	98.9	99.7
Operations and Maintenance	1,826,231,960	330,721,212	1,690,172,836	286,576,141	92.5	86.7
Development Expenditure	2,488,151,631	32,934,033	1,573,356,355	23,349,676	63.2	70.9
Total	6,986,571,808	685,107,541	5,907,515,221	630,378,113	84.6	92.0

Source: West Pokot County Treasury

3.47.7 Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the County Government's expenditure on wages and benefits at 35 per cent of the County's total revenue. Expenditure on compensation to employees was 41.7 per cent of the annual realised revenue of Kshs.7.11 billion.

Personnel emoluments amounting to Kshs.2.51 billion were processed through the Integrated Personnel and Payroll Database (IPPD) system, while Kshs.451.25 million was processed through manual payrolls. The manual payroll accounted for 15.2 per cent of the total P.E costs against which the County cited a lack of Personal Numbers as a reason for failing to process all salaries in the IPPD system.

The wage bill of Kshs.2.96 billion includes Kshs.1.66 billion attributable to the health sector, which translates to 56.1 per cent of the total wage bill in the reporting period.

3.47.8 County Established Funds

Section 116 of the PFM Act, 2012, allows County governments to establish other public funds with approval from the County Executive Committee and the County Assembly. The County allocated Kshs.648.31 million to county-established Funds in FY 2021/22, constituting 8.5 per cent of the County's overall budget for the year. Table 3.316 below summarises each established fund's budget allocation and performance during the reporting period.

Table 3.316: County Established Fund performance as of 31st June 2022

S/No.	Name of the Fund	Approved Budget Allocation in FY 2021/22 (Kshs.)	Actual Expenditure as of 30 th June 2022 (Kshs.)	Submission of Annual Financial Statements as of 30 th June 2022	Absorption (%)
				(Yes/No.)	
		A	B	C	B/A*100
1.	Bursary & Scholarships Fund	538,000,000	522,957,050	No	97
2.	County Cooperative Development Fund	88,311,154	58,020,687	No	66
3.	West Pokot County Assembly staff Car Loans	22,000,000	22,000,000	No	100
	Total	648,311,154	602,977,737		93.0

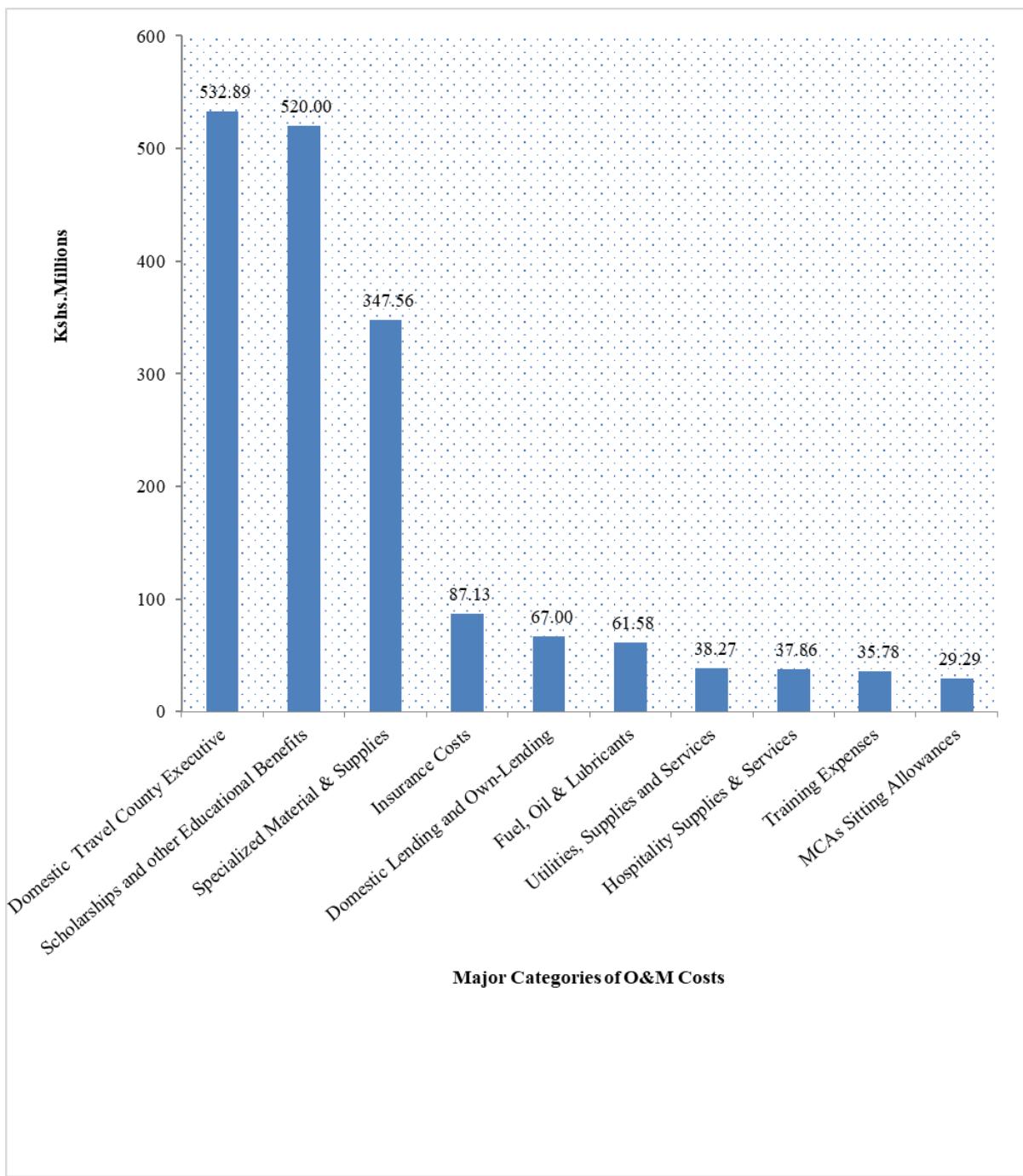
Source: West Pokot County Treasury

The OCOB did not receive the fourth quarter financial returns from the Fund Administrators, as indicated in Table 3.316.

3.47.9 Expenditure on Operations and Maintenance

Figure 3.94 shows a summary of operations and maintenance expenditure by major categories.

Figure 3.94: West Pokot County, Operations and Maintenance Expenditure by Major Categories



Source: West Pokot County Treasury

The County Assembly spent Kshs.29.29 million on committee sitting allowances for the 45 MCAs and the Speaker against the annual budget allocation of Kshs.29.29 million. The average monthly sitting allowance was Kshs.95,715 per MCA. The County Assembly has established 25 Sectorial Committees.

During the period, expenditure on domestic travel amounted to Kshs.532.89 million and comprised of Kshs.78.61 million spent by the County Assembly and Kshs.454.29 million by the County Executive. Expenditure on foreign travel amounted to Kshs.7.78 million and comprised of Kshs.0.34 million by the County Assembly and Kshs.7.44 million by the County Executive.

3.47.10 Development Expenditure

The County incurred Kshs.1.60 billion on development programmes, representing an increase of 108.1 per cent compared to FY 2020/21, when the County spent Kshs.887.52 million. Table 3.317 summarises development projects with the highest expenditure in the reporting period.

Table 3.317: West Pokot County, List of Development Projects with the Highest Expenditure

S>No.	Sector	Project Name	Project Location	Contract sum	Budget	Amount paid to date (Kshs)	Contract variation (Kshs)	Imple-mentation status (%)	Source of Funding (GoK/donor)
				(Kshs)	(Kshs)				
1	Land Housing and Urban Development	Tarmacking of Kacheliba Township Roads-	Kacheliba	4,491,423	4,491,423	4,491,423	None	100	GoK
2	Agriculture and Irrigation	Purchase of Certified Crop Seeds to be distributed to farmers in All Wards(- Maise, Onions, Green grams, Millet, Sorghum etc)	County wide	95,616,600	95,616,600	95,616,600	None	100	GoK
3	Agriculture and Irrigation	Purchase of assorted seedlings (coffee, Tea, Sisal, Pyrethrum, Cotton, Sunflower, Aloe vera, Onions, Horticulture crops) in Respective Wards	Various wards	10,000,000	9,749,000	9,749,000	None	100	GoK
4	Agriculture and Irrigation	Kenya Climate Smart Agriculture Project	Siyo, sook, enough, lo-mut, alale and seker	353,574,020		229,826,240	None	65	Donor
5	Public work and Roads	Kaptukor-Am-kokon-Kokunur-Kapel-nyang Road-Tapach Ward	Tapach	3,498,733	3,500,000	3,498,733	None	100	GoK
6	Public work and Roads	Embough-Psa-pai-Krich-Matolong road (part expansion and heavy grading works 28kms)	Endugh	6,440,320	6,440,320	6,440,320		70	GoK
7	Public work and Roads	Chewoyet pri.-Tampu-Lutheran road (drainage works, heavy grading and spot graveling works 4kms)	Kapenguria Ward	6,404,893	6,404,893	6,404,893		100	GoK
8	Pastoral Economy	EU -IDEAS Grant		11,000,000	11,000,000	11,000,000		100	Donor
9	Education & ICT	Disbursement of Bursaries	Entire County	538,000,000	538,000,000	522,957,050	None	100	GoK
10	Water and Environment	Construction of Kapkorus-Makutano Water Supply Project(ROLLOVER	Kapenguria	13,127,972	6,966,960	9,565,476	None	82	GoK

Source: West Pokot County Treasury

3.47.11 Budget Performance by Department

Table 3.318 summarises the approved budget allocation, expenditure and absorption rate by departments in FY 2021/22.

Table 3.318: West Pokot County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs. Million)		Exchequer Issues (Kshs. Million)		Expenditure (Kshs. Million)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
Office of the Governor	362.47	160.48	361.17	69.05	354.24	68.91	98.1	99.8	97.7	24.2
Finance and Economic Planning	255.52	138.90	226.30	135.92	226.30	80.32	100.0	59.1	88.6	57.8
Roads, Public Works, Transport and Infrastructure	72.25	403.67	71.00	318.60	69.37	331.66	97.7	104.1	96.0	82.2
Health, Sanitation and Emergencies	2,105.16	286.47	2,051.23	196.96	2,048.90	159.37	99.9	80.9	97.3	55.6
Education and Technical Training	856.66	293.26	834.31	264.65	834.31	249.70	100.0	94.4	97.4	85.1
Agriculture and Irrigation	80.31	481.08	79.13	293.70	75.92	290.92	95.9	99.1	94.5	60.5
Pastoral Economy	81.60	196.11	80.60	118.05	80.60	105.14	100.0	89.1	98.8	53.6
Trade, Industrialisation, Investment & Co-operatives	123.34	81.70	117.85	46.02	117.85	44.27	100.0	96.2	95.5	54.2
Land, Housing, Physical Planning and Urban Dev	97.33	62.08	92.39	15.90	97.12	28.23	105.1	177.6	99.8	45.5
Water, Environment and Natural Resources	97.30	328.86	88.23	188.56	88.23	178.03	100.0	94.4	90.7	54.1
Tourism, Youth, Sports, Gender and Social Services	94.75	55.53	86.91	42.80	87.91	35.80	101.2	83.6	92.8	64.5
County Public Service, ICT & Decentralised Units	224.25	-	220.43	-	220.43	1.00	100.0	0.0	98.3	0.0
Intergovernmental., Special programmes and Directorates	47.49	-	32.99	-	32.99	-	100.0	0.0	69.5	0.0
County Assembly	652.17	32.93	646.74	23.35	607.03	23.35	93.9	100.0	93.1	70.9
TOTAL	5,150.59	2,521.09	4,989.28	1,713.55	4,941.19	1,596.71	99.0	93.2	95.9	63.3

Source: West Pokot County Treasury

Analysis of expenditure by department shows that the Department of Education and Technical Training recorded the highest absorption rate of development budget at 85.1 per cent, followed by the Department of Roads, Public Works, Transport and Infrastructure at 82.2 per cent. The Department of Lands, Housing and Physical Planning had the highest percentage of recurrent expenditure to budget at 99.8 per cent, while the Department of Intergovernmental, Special programs and Directorates had the lowest at 69.5 per cent.

3.47.12 Budget Execution by Programmes and Sub-Programmes

Table 3.319 summarises the budget execution by programmes and sub-programmes in FY 2021/22.

Table 3.319: West Pokot County, Budget Execution by Programmes and Sub-programmes

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
COUNTY EXECUTIVE	SP 1 - (General Administration, planning and Support Services)	453,940,963.00	362,762,726.95	91,178,236.05	79.91
	SP 2 -(County Public service Board	20,497,120.00	19,086,774.55	1,410,345.45	93.12
	SP 3 -(County Executive Affairs)	34,037,415.00	27,036,818.40	7,000,596.60	79.43
	SP 4-(Liasion and Intergovernmental service)	14,473,815.00	14,266,425.00	207,390.00	98.57
	TOTAL	522,949,313.00	423,152,744.90	99,796,568.10	80.92
FINANCE &ECONOMIC PLANNING	SP 1(General Administration, Planning and Support Services	356,496,444.00	223,793,800.35	132,702,643.65	62.78
	SP 2-(Treasury Accounting Services)	7,659,823.00	7,072,600.00	587,223.00	92.33
	SP 3-(Supply Chain Management Services)	7,938,000.00	6,082,899.65	1,855,100.35	76.63
	SP 4-(Resource Mobilization)	10,910,000.00	8,916,400.75	1,993,599.25	81.73
	SP 5-(Internal Audit Services)	6,243,600.00	6,208,239.90	35,360.10	99.43
	SP 6-(Budget Formulation Services)	16,821,282.00	15,474,080.00	1,347,202.00	91.99
	SP 7-(Economic Planning)	51,718,485.00	40,146,916.60	11,571,568.40	77.63
	SP 8-(Monitoring and Evaluation)	2,900,000.00	2,899,638.65	361.35	99.99
	TOTAL	460,687,634.00	310,594,575.90	150,093,058.10	67.42
ROADS, PUBLIC WORKS, TRANSPORT AND INFRASTRUCTURE	SP 1(General Administration, Planning and Support Services	63,685,590.00	61,886,183.95	1,799,406.05	97.17
	SP 2(Road Transport)	267,189,628.00	230,179,337.30	37,010,290.70	86.15
	SP 3(CONSTRUCTION OF BRIDGES)	22,080,000.00	12,714,563.90	9,365,436.10	57.58
	SP 4(Public works)	2,080,000.00	778,600.00	1,301,400.00	37.43
	SP 5-(Ward Specific Projects)	126,564,819.00	96,251,075.70	30,313,743.30	76.05
	TOTAL	481,600,037.00	401,809,760.85	79,790,276.15	83.43
HEALTH AND SANITATION	SP 1(General Administration, Planning and Support Services	1,742,642,577.00	1,728,360,502.70	14,282,074.30	99.18
	SP 2-(Preventive Health Services)	96,166,000.00	95,320,945.15	845,054.85	99.12
	SP 3-(Curative Health Services)	302,815,840.00	203,326,991.00	99,488,849.00	67.15
	SP 4-(Kacheliba Sub-county hospital)	19,980,000.00	18,430,978.20	1,549,021.80	92.25
	SP 5-(Sigor Sub-county hospital)	15,430,000.00	14,462,245.35	967,754.65	93.73

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
EDUCATION AND TECHNICAL TRAINING	SP 6-(Chepareria Sub-county hospital)	16,330,000.00	12,600,984.90	3,729,015.10	77.16
	SP 7(Facility Improvement Fund)	76,800,000.00	72,345,485.10	4,454,514.90	94.20
	SP 8(Ward Specific)	121,463,042.00	87,164,152.30	34,298,889.70	71.76
	TOTAL	2,391,627,459.00	2,232,012,284.70	159,615,174.30	93.33
AGRICULTURE AND IRRIGATION	SP 1(General Administration, Planning and Support Services)	384,973,967.00	352,441,033.45	32,532,933.55	91.55
	SP 2 -(ECD Services)	39,659,648.00	35,810,236.20	3,849,411.80	90.29
	SP 3-(Youth Vocational training)	24,184,886.00	24,107,147.10	77,738.90	99.68
	SP 4-(Bursary Fund)	538,000,000.00	522,957,050.00	15,042,950.00	97.20
	SP 5 - (Ward specific)	163,106,046.00	148,695,395.55	14,410,650.45	91.16
	TOTAL	1,149,924,547.00	1,084,010,862.30	65,913,684.70	94.27
PASTORAL ECONOMY	SP 1 - (General Administration, Planning and Support Services)	76,523,315.00	72,234,383.10	4,288,931.90	94.40
	SP 2 -(Crop Development and Management)	455,324,020.00	275,225,795.65	180,098,224.35	60.45
	SP 3-(Cash Crop Production(Special Programs)	11,142,000.00	10,990,000.00	152,000.00	98.64
	SP 4 -(Ward specific)	18,400,000.00	8,393,145.50	10,006,854.50	45.61
	TOTAL	561,389,335.00	366,843,324.25	194,546,010.75	65.35
	SP 1 - (General Administration, Planning and Support Services)	66,672,569.00	64,588,724.15	2,083,844.85	96.87
TRADE, INDUSTRIALISATION, INVESTMENT & COOPERATIVES DEVELOPMENT	SP 2 - (Livestock Production and Range Management)	129,203,397.00	82,348,654.80	46,854,742.20	63.74
	SP 3-(Livestock Disease management)	7,718,400.00	6,091,595.40	1,626,804.60	78.92
	SP 4-(Fisheries Development)	434,400.00	428,569.55	5,830.45	98.66
	SP 5-(Nasukuta Livestock Improvement Center)	743,500.00	587,000.00	156,500.00	78.95
	SP 6 -(Ward specific)	69,797,562.00	37,444,756.60	32,352,805.40	53.65
	SP 7 -(Dairy Development(Special Programmes)	3,142,000.00	1,854,140.00	1,287,860.00	59.01
	TOTAL	277,711,828.00	193,343,440.50	84,368,387.50	69.62
	SP 1 - (General Administration, Planning and Support Services)	84,389,786.00	57,345,273.00	27,044,513.00	67.95
	SP 2-(Cooperative Development)	116,861,155.00	28,091,618.00	88,769,537.00	24.04
	SP 3 - (Trade, License and Market Development)	6,860,000.00	1,928,000.00	4,932,000.00	28.10
	SP 4-(Ward specific)	21,873,887.00	997,362.00	20,876,525.00	4.56
	TOTAL	229,984,828.00	88,362,253.00	141,622,575.00	38.42

Budget Execution by Programmes and Sub-Programmes					
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)
LANDS, HOUSING, PHYSICAL PLANNING AND URBAN DEVELOPMENT	SP 1 - (General Administration, Planning and Support Services)	64,440,457.00	59,390,592.45	5,049,864.55	92.16
	SP 2 -(Land Policy and Physical Planning)	3,753,800.00	3,677,021.35	76,778.65	97.95
	SP 3-(Housing Development)	912,000.00	911,839.60	160.40	99.98
	SP 4-(Urban Development)	31,241,250.00	28,957,177.40	2,284,072.60	92.69
	SP 5-(Kapenguria Municipality)	55,259,448.00	24,664,602.50	30,594,845.50	44.63
	SP 6-(Ward specific)	3,801,728.00	1,149,783.00	2,651,945.00	30.24
	TOTAL	159,408,683.00	118,751,016.30	40,657,666.70	74.49
WATER, ENVIRONMENT AND NATURAL RESOURCES	SP 1 - (General Administration, Planning and Support Services)	71,803,452.00	67,815,468.55	3,987,983.45	94.45
	SP 2 -(Water Supply Services)	164,329,745.00	77,107,147.45	87,222,597.55	46.92
	SP 3 -(Environment & Natural Resource Development)	12,831,042.00	12,821,087.50	9,954.50	99.92
	SP 4 -(Ward Specific)	177,199,599.00	109,612,548.75	67,587,050.25	61.86
	TOTAL	426,163,838.00	267,356,252.25	158,807,585.75	62.74
YOUTH, SPORTS, TOURISM, GENDER AND SOCIAL SERVICES.	SP 1 - (General Administration, Planning and Support Services)	54,062,504.00	52,945,379.30	1,117,124.70	97.93
	SP 2-(Tourism Development)	3,978,413.00	3,083,214.40	895,198.60	77.50
	SP 3-(Gender, Youths and Sports Development)	70,648,131.00	48,019,201.50	22,628,929.50	67.97
	SP 4(Culture and Social Development)	1,939,718.00	1,780,454.45	159,263.55	91.79
	SP 5-(Ward Specific)	19,652,289.00	17,379,546.35	2,272,742.65	88.44
	TOTAL	150,281,055.00	123,207,796.00	27,073,259.00	81.98
COUNTY PUBLIC SERVICE, ICT AND DE-CENTRALISED UNITS	SP 1 - (General Administration, Planning and Support Services)	169,322,774.00	167,822,379.75	1,500,394.25	99.11
	SP 2-(Human Resource)	2,344,000.00	2,309,950.00	34,050.00	98.55
	SP 3-(Legal Services)	26,286,089.00	26,260,964.00	25,125.00	99.90
	SP 4 - (Records Management)	2,144,000.00	2,133,720.00	10,280.00	99.52
	SP 5- (Communication Services)	840,000.00	792,000.00	48,000.00	94.29
	SP 6 - (ICT Infrastructure Connectivity)	2,116,422.00	2,059,744.00	56,678.00	97.32
	SP 7 - (Field Administration)	21,201,680.00	20,046,051.15	1,155,628.85	94.55
	TOTAL	224,254,965.00	221,424,808.90	1,674,527.25	98.74

Budget Execution by Programmes and Sub-Programmes						
Programme	Sub- Programme	Approved Budget (Kshs)	Actual Payments (Kshs)	Variance (Kshs.)	Absorption (%)	
Programme 13 -SPECIAL PROGRAMMES AND DIRECTORATES	SP 1 - (General Administration, Planning and Support Services)	17,844,444.00	16,023,339.10	1,821,104.90	89.79	
	SP 2 -(Dairy Development)	-		-	0.00	
	SP 3-(Cash crop production)	-		-	0.00	
	SP 4-(Investment and Cooperative development)	575,900.00	575,750.00	150.00	99.97	
	SP 5 - (Emergency and disaster response)	11,250,000.00	11,249,950.00	50.00	100.00	
	SP 6 -(Peacebuilding and reconciliation)	5,826,000.00	5,800,200.00	25,800.00	99.56	
	SP 7- (Resource mobilisation and Coordination)	1,350,000.00	1,350,000.00	-	100.00	
	SP 8(Gender and special needs)	10,640,000.00	7,989,300.00	2,650,700.00	75.09	
	TOTAL	47,486,344.00	42,988,539.10	4,497,804.90	90.53	
COUNTY ASSEMBLY	SP 1 - (General Administration, Planning and Support Services)	367,264,236.00	351,369,692.30	15,894,543.70	95.67	
	SP 2 -(Legislation and Representation)	249,213,338.00	246,373,680.10	2,839,657.90	98.86	
	SP 3-(Staff Affairs and Development)	68,629,967.00	68,629,200.00	767.00	100.00	
	TOTAL	685,107,541.00	666,372,572.40	18,734,968.60	97.27	

Source: West Pokot County Treasury

Sub-programmes with high levels of implementation based on absorption rates were: Emergency and Disaster Response in the Department of Special Programmes at 100 per cent, Resource Mobilisation in the Department of Special Programmes at 100 per cent, Staff affairs at County Assembly at 100 per cent Staff Affairs and Development and County Assembly at 100 per cent and Housing Development at the Department of Lands, Housing, Physical Planning and Urban Development.

3.47.13 Key Observations and Recommendations

In the course of overseeing and reporting on the implementation of the County budget, the OCOB identified the following challenges which hampered effective budget implementation;

1. A high wage bill, which accounted for 41.7 per cent of the annual realised revenue of Kshs.7.11 billion in FY 2021/22, thus constraining funding to other programmes.
2. Failure by Fund Administrators to submit quarterly financial and non-financial reports to the COB, which is against the requirement of Section 168 of the PFM Act, 2012. The reports for the Bursary Fund, Co-operative Development Fund, County Executive and Assembly Car Loan & Mortgage Fund, and the Emergency Fund were not submitted to the Controller of Budget.
3. Use of manual payroll. Personnel emoluments amounting to Kshs.451.25 million were processed through the manual payroll and accounted for 15.2 per cent of the total payroll cost. The manual payroll is prone to abuse and may lead to loss of public funds where there is a lack of proper controls.
4. The underperformance of own-source revenue at Kshs.113.44 million against an annual projection of Kshs.170 million, representing 66.7 per cent of the annual target.
5. Late submission of financial reports by the County Treasury to the Controller of Budget, which affected the timely preparation of the budget implementation report. The County Treasury submitted final financial reports

on 5th August, 2022 against a stipulated timeline of 20th July 2022.

The County should implement the following recommendations to improve budget execution;

1. *The County Public Service Board should establish an optimal staffing structure to ensure expenditure on personnel emoluments complies with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.*
2. *The CECMF should follow up to ensure Fund Administrators prepare and submit statutory reports in line with the PFM Act, 2012.*
3. *The Government policy is that salaries should be processed through the IPPD system, and the County is advised to fast-track the acquisition of personal numbers for their staff.*
4. *The County should address its revenue performance to ensure the approved budget is fully financed and reduce the accumulation of pending bills.*
5. *The County Treasury should ensure timely preparation and submission of financial reports to the Office of the Controller of Budget in line with Section 166 of the PFM Act, 2012.*

4 KEY CHALLENGES AND RECOMMENDATIONS

4.1 Introduction

This section highlights cross-cutting issues that affected budget implementation in FY 2021/22 and include appropriate recommendations to address the challenges. The cross-cutting challenges included:

4.2 Under-performance in Own Source Revenue Collection

Article 209 (3) of the Constitution allows County Governments to impose property rates, entertainment taxes and any other tax that a county is authorised to charge by an Act of Parliament.

During the reporting period, the County Governments generated a total of Kshs.35.91 billion, which was 59.4 per cent of the annual target of Kshs.60.42 billion. The OCOB noted that eight counties recorded below 50 per cent performance, namely; - Busia, Murang'a, Garissa, Kajiado, Embu, Kitui, Nairobi City, Nyandarua, and Bungoma. The underperformance of own-source revenue collection implies that some planned activities were not implemented during the financial year due to budget deficits.

Own Source Revenue provides an important source of revenue for Counties to finance their budget, and the shortfalls in revenue collection have resulted in pending bills since the anticipated revenue is not realised. In view of the under-collection of OSR by County Governments, the Intergovernmental Budget and Economic Forum (IBEC) approved the Tax Administration Diagnostic Assessment Tool (TADAT) assessment to be carried out in county governments. TADAT is an approach that addresses the weak OSR administrative capacity of in county governments and enhances revenue generation and improves accountability.

The Controller of Budget advises Counties to review the revenue targets to realistic amounts during the planning and budgeting process. Further, Counties should build capacity of key staff to undertake TADAT assessments and implement revenue enhancement programmes in the coming financial year.

4.3 Low Expenditure on the Development Budget

Section 107(2) (b) of the Public Finance Management (PFM) Act, 2012, provides that over the medium term, a minimum of thirty per cent of the County Government's budget shall be spent on development programmes.

In FY 2021/22, County Governments incurred a total of Kshs.98.47 billion representing an absorption rate of 50.9 per cent of the County Governments' cumulative annual development expenditure budget of Kshs.193.53 billion. This performance decreased from an absorption rate of 62.1 per cent, reported in FY 2020/21 when development expenditure was Kshs.116.07 billion. A total of 17 counties recorded an absorption rate of less than 50 per cent on development expenditure, namely; -Laikipia, Kisii, Bungoma, Baringo, Murang'a, Nyandarua, Turkana, Mombasa, Kilifi, Busia, Vihiga, Narok, Taita Taveta, Machakos, Kisumu, Nairobi City, and Garissa.

The low absorption of the development budget indicated that Counties did not prioritise the implementation of development projects in FY 2021/22. The Controller of Budget recommends that the identified 17 County Governments develop and implement strategies to enhance the utilisation of funds allocated for development activities in the coming financial year. Further, county governments should ensure that expenditure on development activities meets the minimum set ceiling of 30 per cent of their budgets.

4.4 High Expenditure on Personnel Emoluments

Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015 sets a limit of the county government's expenditure on wages and benefits at 35 per cent of the county's total revenue.

Overall, County Governments spent Kshs.190.11 billion on personnel emoluments, which accounted for 47.4 per cent of the total expenditure of Kshs.400.96 billion and 43.6 per cent of the realised revenue of Kshs.436.46 billion in FY 2021/22. This expenditure increased from Kshs.176.03 billion incurred in FY 2020/21.

The Controller of Budget notes that personnel expenditure by only four counties was within the 35 per cent ceiling, namely;- Mandera, Tana River, Isiolo and Kwale, at 28.4 per cent, 29.6 per cent, 33.1 per cent, 33.1 per cent, and 34.9 per cent, respectively.

The OCOB recommends that County Governments should ensure that expenditure on personnel emoluments is contained at sustainable levels and in compliance with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015.

4.5 High Level of Pending Bills

A pending bill is an unsettled financial obligation at the end of a financial year. It arises when an entity fails to settle invoiced amounts for goods properly procured and delivered or services rendered at the end of a financial year.

As of June 30, 2022, Counties reported accumulated pending bills amounting to Kshs.153.02 billion, comprised of Kshs.151.68 billion by the County Executive and Kshs.1.34 billion by the County Assemblies. Outstanding pending bills by Nairobi City County accounted for 69.5 per cent of the entire stock of pending bills at Kshs.99.06 billion. Other Counties with a high level of pending bills are Mombasa at Kshs.5.87 billion and Kiambu at Kshs.5.23 billion.

County Governments are advised to settle the eligible pending bills as a first charge on the budget in line with Regulation 41 (2) of the Public Finance Management (County Governments) 2015, which states that “debt service payments shall be a first charge on the County Revenue Fund and the Accounting Officer shall ensure this is done to the extent possible that the county government does not default on debt obligations”.

4.6 Use of Manual Systems to Process Payroll

The Office of the Controller of Budget noted that wages amounting to Kshs.15.63 billion were processed through manual systems and vouchers. County governments cited lack of Personal Numbers for failing to process all salaries in the IPPD system. This is contrary to Government policy, which requires wages to be processed through the IPPD system. The manual payroll is prone to abuse and may lead to the loss of public funds due to lack of proper controls.

The counties that made high wage payments through the manual systems were; Bomet at Kshs.1.24 billion, Nakuru at Kshs.1.06 billion, Garissa at Kshs.1.03 billion, Vihiga at Kshs.934.89 million, Siaya at Kshs.792.55 million, Kiambu at Kshs.776.11 million, Homa Bay at Kshs.694.33 million, Laikipia at Kshs.646.68 million, Kisumu at Kshs.515.30 million and Murang'a at Kshs.504.12 million.

The Controller of Budget advises county governments to fast-track the acquisition of staff personal numbers to ensure the entire wage bill is processed through the prescribed personnel system. County governments are required to migrate to the Unified Human Resource Information System by October 2022 in line with the guidelines by the Head of Public Service.

4.7 Delay in Submission of Financial and Non-Financial Reports to the Controller of Budget

County Governments are required to prepare and submit financial and non-financial reports in line with Section 166(4) and Section 168 (3) of the PFM Act, 2012, not later than one month after the end of each quarter. Further, Section 16 of the Controller of Budget Act, 2016, requires Accounting Officers to co-operate with the Controller of Budget to enable the Controller of Budget to carry out their functions per the Constitution and any other law. Accounting Officers are required to respond promptly to any inquiry made by the Controller of Budget; furnish

the Controller of Budget with periodic reports as to the status of management of the budget and public funds in respect of the question raised within such period as may be prescribed by the Controller of Budget, and provide any other information that the Controller.

In line with the above requirement, the Controller of Budget issued a letter to County Treasuries requesting for submission of financial and financial reports for the period under review by 30th July 2022.

Despite the above legal provisions, county governments did not submit the financial and financial reports within the recommended timeline, which led to a delay in finalising this County Budget Implementation Review Report. Nine county governments submitted their reports after 11th August 2022, namely; Elgeyo Marakwet, Embu, Isiolo, Kajiado, Kilifi, Narok, Tana River, Turkana, and Wajir.

Consequently, county governments must put in place mechanisms to ensure adherence to the legal provisions on the submission of quarterly financial and non-financial reports as provided in law.

4.8 Weak Budgetary Control and Use of Revenue at Source

Article 207(1) of the Constitution states that all money raised by or on behalf of a county government shall be paid into the County Revenue Fund (CRF) Account unless reasonably excluded by an Act of Parliament. Further, Section 136(2) of the PFM Act, 2012, requires all unspent cash balances to be refunded to the CRF Account at the close of the financial year.

In FY 2021/22, the OCOB noted that county governments reported expenditures that exceeded the approved exchequer issues by the Controller of Budget and approved budget allocations as approved by their respective County Assemblies, which led to absorption rates above 100 per cent. This indicates a weak budgetary control by County Treasuries and possible use of revenue at the source. An absorption rate above 100 per cent implies unauthorised use of funds for purposes other than that for which funds were intended. This weakness was observed in; Baringo, Homa Bay, Isiolo, Kilifi, Kitui, Kwale, Laikipia, Marsabit, Mombasa, Nairobi City, Siaya, Tana River, Tharaka Nithi, Vihiga, and Wajir.

It is recommended that County Governments should ensure all own source revenue receipts are banked intact into the County Revenue Fund Account, unspent cash balances are refunded to the CRF at the close of a financial year in line with the law, and that there are proper internal control mechanisms to ensure expenditure is within the approved budget and in line with approved work plans.

5 CONCLUSION

This report sought to provide information on the status of budget implementation in FY 2021/22 by County Governments. The report is prepared in fulfilment of Article 228(6) of the Constitution of Kenya, 2010, and Section 9 of the Controller of Budget Act, 2016.

In FY 2021/22, the County Governments' budgets approved by the County Assemblies amounted to Kshs.535.74 billion. This amount comprised Kshs.193.53 billion (36.1 per cent) allocated to development expenditure and Kshs.342.21 billion (63.9 per cent) for recurrent expenditure. The aggregate development expenditure allocation conforms to Section 107 (2(b)) of the PFM Act, 2012, which requires an allocation of at least 30 per cent of the budget to development programmes. To finance the budgets, county governments were expected to receive Kshs.370 billion as the equitable share of revenue raised nationally, generate Kshs.60.42 billion from their own revenue sources, receive Kshs.7.54 billion as conditional grants from the National Government and Kshs.32.34 billion from Development Partners, and utilise Kshs.58.88 billion unspent cash balance from FY 2020/21.

The total funds available to the County Governments in the FY 2021/22 amounted to Kshs.436.46 billion. This amount consisted of Kshs.340.4 billion as an equitable share of revenue raised nationally disbursed by the National Treasury, Kshs.12.01 billion as conditional grants, Kshs.48.14 billion actual reconciled cash balance from FY 2020/21, and Kshs.35.91 billion raised from own sources. The own source revenue generated was 59.4 per cent of the annual target.

The total expenditure by County governments in FY 2021/22 was Kshs.400.96 billion, representing an absorption rate of 74.8 per cent of the total annual County Governments' budget. This was a decrease from an absorption rate of 79.3 per cent reported in FY 2020/21, where total expenditure was Kshs.398.01 billion. Recurrent expenditure was Kshs.302.49 billion, representing 88.4 per cent of the annual recurrent budget, a decline from 89.5 per cent reported in FY 2020/21. Development expenditure amounted to Kshs.98.47 billion, representing an absorption rate of 50.9 per cent and a decline from 62.1 per cent attained in FY 2020/21 when total development expenditure was Kshs.116.07 billion.

The key challenges that hampered effective budget execution have been identified. They included; a high level of pending bills, low expenditure on the development budget, under-performance in own-source revenue collection, high expenditure on personnel emoluments, and use of manual systems to process payroll. Other challenges included delay in submission of financial and non-financial reports by county governments, weak budgetary control by the County Treasuries, and use of own revenue at source contrary to Article 207 (1) of the Constitution.

The report has provided appropriate recommendations on addressing the challenges to enhance the smooth execution of the budget in the future, which included; advicee for county governments to settle pending bills as a first charge in the FY 2022/23 budget in line with Regulation 41 (2) of the Public Finance Management (County Governments) 2015, prioritisation of implementation of development projects in FY 2022/23 to improve the standard of living for their citizens, counties are advised to review their FY 2022/23 revenue targets to confirm that they are realistic. Further, the County Governments should ensure that spending on personnel emoluments is contained at sustainable levels and in compliance with Regulation 25 (1) (b) of the Public Finance Management (County Governments) Regulations, 2015. In FY 2022/23, all the County Governments are required to migrate to the Unified Human Resource (HR) Information System for the public service by 1st October 2022, in line with the guidelines by the Head of the Public Service. County governments are advised to put in place mechanisms to ensure adherence to legal provisions on submitting financial and non-financial statutory reports, and to develop mechanisms to ensure all own source revenue receipts are banked intact into the County Revenue Fund and that expenditure is within the approved budget and in line with work plans.

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