

OFFICE OF THE CONTROLLER OF BUDGET



**COUNTY GOVERNMENTS
BUDGET IMPLEMENTATION REVIEW REPORT**

FY 2024/25

AUGUST, 2025





FOREWORD

The FY 2024/2025 County Governments Budget Implementation Review Report (CBIRR) provides a thorough analysis of the budget performance of the forty-seven County Governments. It examines various aspects, including receipts to the County Revenue Fund, issues related to the exchequer, expenditures, and funds absorption relative to the approved budget. Additionally, the report tracks pending bills and revenue arrears. It identifies key issues that hindered budget implementation during the FY 2024/2025 and offers recommendations to address these challenges.

This report is prepared per Article 228 (6) of the Constitution, which mandates the Controller of Budget to submit a report on the implementation of the budgets of the National and County Governments to each House of Parliament every four months. Furthermore, it aligns with Section 9 of the Controller of Budget Act, 2016, which outlines the required contents of budget implementation reports. The report serves as a means for the Controller of Budget to disseminate information about budget implementation at the County Government level, as stipulated in Section 39 (8) of the Public Finance Management Act, 2012.

To compile this report, financial and non-financial data were reviewed and analysed, including reports submitted to the Controller of Budget under Sections 166 and 168 of the Public Finance Management Act. It draws on data from the Integrated Financial Management Information System and the approved budgets for FY 2024/2025. Continuous monitoring of budget implementation by the Office of the Controller of Budget further enhances the findings of this report.

This report will be valuable to the Legislature and Executive branches of County Governments and the public by increasing awareness of budget implementation and improving the management of public funds. I encourage the public and other stakeholders to use this report to scrutinise how County Governments are utilising public funds.

The preparation of this report was made possible through the dedication and hard work of the Controller of Budget staff and County Government personnel, whom I would like to acknowledge and greatly appreciate.

The report is also available at <https://cob.go.ke/>



FCPA Dr Margaret Nyakang'o, CBS
CONTROLLER OF BUDGET



- regulate staff engagement on contract and casual workers as provided under Section 74 of the County Governments Act 2012. Furthermore, strict adherence to the approved staff establishment should be maintained.
- vi. The County Leadership should liaise with the Social Health Authority for the settlement of outstanding claims
 - vii. The County should focus on completing all feasible stalled projects and address the recurring issue of contractors abandoning job sites. To do this, it is important to determine the reasons behind these abandonments and take appropriate measures.

3.13. County Government of Kiambu

3.13.1 Overview of FY 2024/25 Budget

The Kiambu County Approved Supplementary II Budget for FY 2024/25 was Kshs.23.48 billion. It comprised Kshs.7.96 billion (34 per cent) and Kshs.15.52 billion (66 per cent) allocation for development and recurrent programmes respectively. The budget estimates represented an increase of Kshs.265.52 million (1 per cent) from the FY 2023/24 budget, which comprised a development budget of Kshs.6.97 billion and a recurrent budget of Kshs.16.25 billion. The growth in the budget was primarily attributed to the rise in pending bills.

The budget was to be financed from various revenue sources, including the equitable share of revenue raised nationally, amounting to Kshs.12.29 billion (52 per cent), additional allocations of Kshs.2.92 billion (12 per cent), a cash balance of Kshs.984.60 million (4 per cent) brought forward from FY 2023/24, Kshs.26.32 million from development partners (less than 1 per cent) and Kshs.7.25 billion (32 per cent) generated as own-source revenue. The own-source revenue comprised Kshs.5.45 billion (75 per cent) deposited into the CRF and Kshs.1.80 billion (25 per cent) as Appropriations-in-Aid (A-I-A) spent at source. The A-I-A comprised of only Facility Improvement Financing (revenue from health facilities). A breakdown of the additional allocations is shown in Table 3.148.

3.13.2 Revenue Performance

The County received Kshs.18.93 billion in revenues in the review period to fund its development and recurrent activities. This amount represented a decrease of 1 per cent compared to the amount received in FY 2023/24 of Kshs.19.11 billion. The total revenue consisted of Kshs.13.27 billion from the equitable share of revenue raised nationally. Other revenue streams included additional allocations from the national government and development partners, amounting to Kshs.586.53 million, as well as own-source revenue (OSR) collection of Kshs.5.06 billion. Additionally, the County had a cash balance of Kshs.984.60 million from FY 2023/24.

The total OSR collection of Kshs.5.06 billion included Facilities Improvement Financing (FIF) of Kshs.1.82 billion, and Kshs.3.24 billion from other OSR sources. Table 3.148 summarises the total revenue available to the County Government during FY 2024/25.

Table 3.148: Kiambu County, Revenue Performance in FY 2024/25

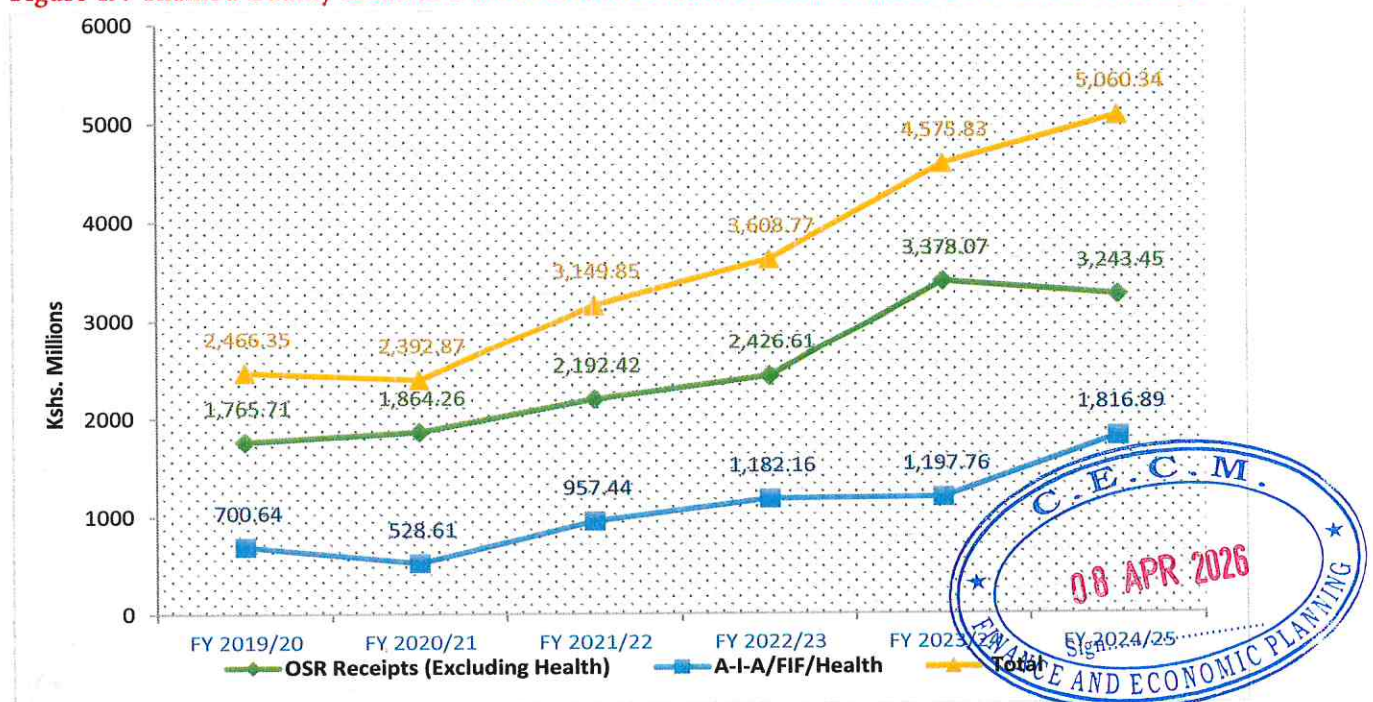
S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
A.	Equitable Share of Revenue Raised Nationally	12,293,696,674	12,293,696,674	100
Sub Total		12,293,696,674	12,293,696,674	100
B	Conditional Grants			
1	Industrial Park & Aggregate Centre Grant	52,631,579	52,631,579	100
2	Community Health Promoters	94,680,000	0	-
3	Road Maintenance Fuel Levy Fund	335,429,530	118,951,472	35
4	Basic Salary Arrears for County Government Health workers	119,957,202		-
5	Court Fines	5,084,684	0	-
6	Mineral Royalties	5,697,644	0	-
7	DANIDA Grant - Universal Health Care for Devolved System Program	14,527,500	14,527,500	100
8	World Bank - Kenya Informal Settlement Improvement Project II (KISIP II)	464,543,092	264,543,092	57

S/No	Revenue	Annual Budget Allocation (in Kshs)	Actual Receipts (in Kshs.)	Actual Receipts as Percentage of Annual Allocation (%)
9	IDA (World Bank) National Agricultural Value Chain Development Project (NAVCDP)	151,515,152	91,303,899	60
10	IDA (World Bank) Credit - Kenya Devolution Support Project (KDSP) - Level II	37,500,000	0	-
11	IDA (World Bank) FLoLoCA - County Climate Resilience Investment Grant, (CCRI)	254,578,726	0	-
12	IDA (World Bank) FLoLoCA - County Climate Institutional Support (CCIS)	11,277,015		-
13	IDA (World Bank) credit - Kenya Urban Support Project (KUSP)-Urban institutional Grant (UIG)	35,000,000	32,309,300	92
14	IDA (World Bank) credit - Kenya Urban Support Project (KUSP)-Urban Development Grant (UDG)	1,331,483,863	0	-
15	SIDA -Kenya Agricultural Business Development Project (KABDP)	10,918,919	0	-
Sub Total		2,924,824,906	574,266,842	20
C	Other Sources of Revenue			
1	Ordinary Own Source Revenue	5,450,940,717	3,243,452,999	60
2	Balance b/f from FY2023/24	984,598,316	984,598,316	100
3	Facility Improvement Fund (FIF)	1,800,000,000	1,816,885,575	101
4	Other Revenues- (MSF-Belgium and Nutrition International)	26,316,695	12,261,470	47
Sub Total		8,261,855,728	6,057,198,360	73
Grand Total		23,480,377,308	18,925,161,876	81

Source: Kiambu County Treasury

The County has a governing legislation on the operation of ordinary A-I-A and FIF, known as the Kiambu County Health Services Act of 2019. Figure 49 shows the collection trend in own-source revenue from FY 2019/20 to FY 2024/25.

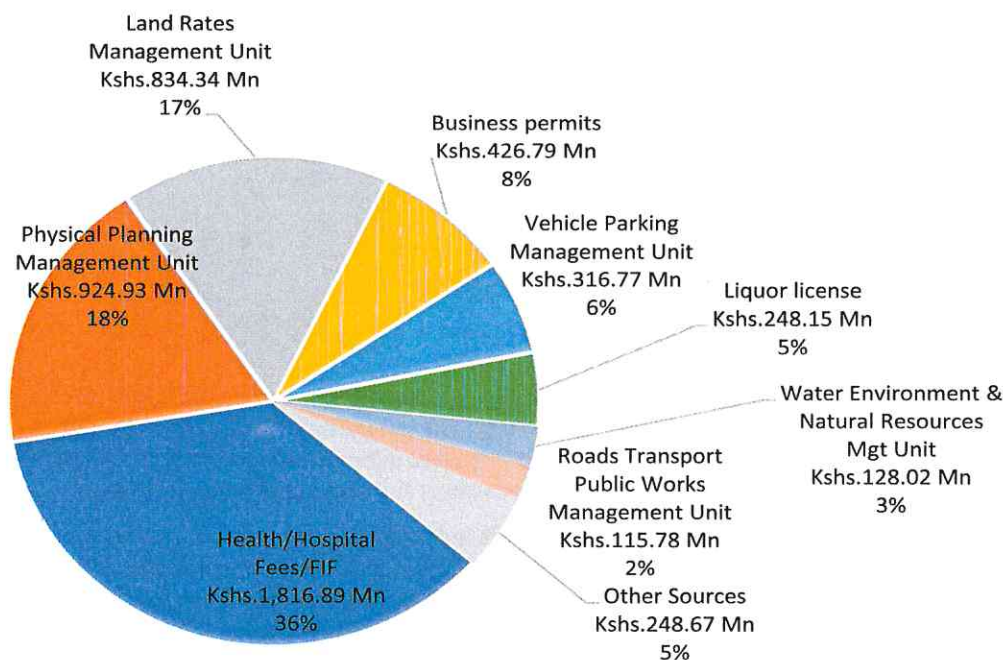
Figure 49: Kiambu County Trend in Own-Source Revenue Collection from FY 2019/20 to FY 2024/25



Source: Kiambu County Treasury

During the year, the County generated Kshs.5.06 billion from its revenue sources, including FIF. This amount represented an 11 per cent increase compared to Kshs.4.58 billion realised in a similar period in FY 2023/24, accounting for 70 per cent of the annual target and 38 per cent of the equitable revenue share disbursed. The OSR included revenue arrears and penalties charged on fees and levies from previous financial years, amounting to Kshs.129.16 million. The revenue streams which contributed the highest OSR receipts are shown in Figure 50.

Figure 50: Kiambu County Top Own Source Revenue Streams in FY 2024/25



Source: Kiambu County Treasury

As shown in Figure 50, the highest revenue stream, at Kshs.1.82 billion, was from FIF, which accounted for 36 per cent of the total OSR receipts. The County Government has indicated that it has automated all revenue streams.

3.13.3 Revenue Arrears

At the beginning of the financial year, the County had outstanding revenue arrears of Kshs.5.63 billion. This amount increased to Kshs.5.90 billion as of 30 June 2025, indicating that the County had accumulated additional arrears of Kshs.276.15 million. Table 3.149 presents a breakdown of the County's revenue arrears.

Table 3.149: Kiambu County Revenue Arrears as of 30 June 2025

	Revenue Stream	Revenue Arrears as of 1 July 2024 (Kshs.)	Progress made in FY 2024/25			OSR Arrears as of 30 June 2025 (Kshs.)
			Waivers (Kshs)	Arrears paid in FY 2024/25 (Kshs)	Arrears earned during the FY 2025/25 (Kshs)	
		A	B	C	D	E=A-B-C+D
A	Own Sources of Revenue					
1	Land rates	5,145,607,784	1,097,989	148,085,113	-	5,292,594,908
2	Property rent	183,772,924	-	-	-	183,772,924
3	SBP	-	4,113,300	4,113,300	-	-
	Sub-Total	5,329,380,708	5,211,289	152,198,413	-	5,476,367,832
B	Facility Improvement Fund (FIF)					
1	FIF	-	756,472	756,472	-	-



	Revenue Stream	Revenue Arrears as of 1 July 2024 (Kshs.)	Progress made in FY 2024/25			OSR Arrears as of 30 June 2025 (Kshs.)
			Waivers (Kshs)	Arrears paid in FY 2024/25 (Kshs)	Arrears earned during the FY 2025/25 (Kshs)	
2	SHA	-	-	-	129,159,694	129,159,694
3	NHIF	295,840,306				295,840,306
	Sub-Total	295,840,306	756,472	756,472	129,159,694	425,000,000
	Total	5,625,221,014	5,967,761	152,954,885	129,159,694	5,901,367,832

Source: Kiambu County Treasury

As of 30 June 2025, the revenue arrears comprised entirely the principal amount of Kshs.5.90 billion (100 per cent) without interest and penalties. The measures instituted by the County to collect the outstanding arrears in FY 2025/26 include regular revenue collection meetings to monitor collections, completion of the physical planning module and operationalisation of the Kiambu County Revenue Authority.

3.13.4 Borrowing by the County

The County did not have any borrowing during the review period.

3.13.5 Exchequers Approved

The Controller of Budget approved withdrawals of Kshs.16.95 billion from the CRF account in FY 2024/25, which comprised Kshs.3.19 billion (19 per cent) for development programmes and Kshs.13.76 billion (81 per cent) for recurrent programmes. Analysis of the recurrent exchequers released indicates that Kshs.7.88 billion was towards employee compensation and Kshs.5.88 billion for operations and maintenance expenditure.

The operations and maintenance exchequer analysis indicates that 5 per cent was for domestic travel and less than one per cent for foreign travel. The domestic travel exchequer amounted to Kshs.304 million and included Kshs.75.30 million for the County Executive and Kshs.229.19 million for the County Assembly. The foreign exchequer totalled Kshs.77.80 million and was entirely for the County Assembly.

As of the closure of FY 2024/25, the County Government's cash balance in the CRF account was Kshs.556.69 million.

3.13.6 County Expenditure Review

The County spent Kshs.16.50 billion on development and recurrent programmes in the reporting period. The expenditure represented 97 per cent of the total funds released by the CoB. It comprised Kshs.2.95 billion for development programmes and Kshs.13.54 billion for recurrent programmes. Expenditure on development programmes represented an absorption rate of 37 per cent, while recurrent expenditure represented 87 per cent of the annual recurrent expenditure budget.

3.13.7 Settlement of Pending Bills

As of 30 June 2024, the county reported pending bills totalling Kshs.6.92 billion. This amount included Kshs.6.82 billion from the County Executive and Kshs.100.38 million from the County Assembly. The pending bills from the County Executive consisted of Kshs.4.34 billion for recurrent expenditures and Kshs.2.47 billion for development expenditures.

During the year, the County Executive settled pending bills amounting to Kshs.1.28 billion, comprising Kshs.752.70 million (59 per cent) for recurrent programmes and Kshs.523.50 million (41 per cent) for development programmes. The County Assembly did not pay any pending bills during the reporting period. Table 3.150 provides additional details of pending bills.

Table 3.150: Kiambu County Pending Bills as of 30 June 2025

	Pending Bills as of 1 July 2024 (Kshs.)	Settled Pending Bills in FY 2024/25 (Kshs.)	Pending bills incurred in FY 2024/25 (Kshs.)	Outstanding pending bills as of 30 June 2025 (Kshs. Mn)
County Executive				
Recurrent	4,341,788,541	752,699,181	670,796,640	4,259,886,000
Development	2,474,890,405	523,496,007	1,401,349,720	3,352,744,119



	Pending Bills as of 1 July 2024 (Kshs.)	Settled Pending Bills in FY 2024/25 (Kshs.)	Pending bills incurred in FY 2024/25 (Kshs.)	Outstanding pending bills as of 30 June 2025 (Kshs. Mn)
Total	6,816,678,946	1,276,195,188	2,072,146,360	7,612,630,119
County Assembly				
Recurrent	77,228,246		166,808,841.46	244,037,087
Development	23,153,446		8,054,754.56	31,208,201
Total	100,381,692	-	174,863,596.02	275,245,288

Source: Kiambu County Treasury

The County Executive submitted a payment plan for pending bills and committed to paying Kshs.1.20 billion in FY 2024/25. The County Executive adhered to this payment plan, as it cleared Kshs.1.28 billion. The County Assembly did not submit a payment plan despite having unsettled pending bills. Table 3.151 presents the ageing of the total outstanding bills as of 30 June 2025, which was Kshs.7.61 billion.

Table 3.151: Kiambu County Pending Bill Ageing Analysis as of 30 June 2025

Category	Ageing analysis (Amount in Kshs.)				Total
	Under one year	1-2 years	2-3 years	Over 3 years	
Development Pending Bills	1,409,090,657	318,433,195	523,284,902	1,133,143,566	3,383,952,320
Recurrent Pending Bills (Goods & Services)	870,261,028	470,700,752	492,058,945	2,670,902,364	4,503,923,088
Total Recurrent Pending Bills	870,261,028	470,700,752	492,058,945	2,670,902,364	4,503,923,088
Total Pending Bills	2,279,351,685	789,133,947	1,015,343,847	3,804,045,930	7,887,875,408
% of Total	29	10	13	48	100

Source: Kiambu County Treasury

3.13.8 Expenditure by Economic Classification

The County Executive incurred Kshs.7.27 billion for employee compensation, Kshs.5.19 billion for operations and maintenance, and Kshs.2.95 billion for development activities. Similarly, the County Assembly spent Kshs.617.53 million on employee compensation, Kshs.465.85 million on operations and maintenance, and nil expenditure million on development activities, as shown in Table 3.152.

Table 3.152: Kiambu County 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	14,259,944,321	1,258,932,748	12,459,722,879	1,083,381,683	87	86
Compensation to Employees	8,785,633,601	617,531,011	7,265,388,060	617,531,011	83	100
Operations and Maintenance	5,474,310,720	641,401,737	5,194,334,819	465,850,672	95	73
Development Expenditure	7,851,500,239	110,000,000	2,952,471,870	-	38	-
Total	22,111,444,560	1,368,932,748	15,412,194,749	1,083,381,683	70	79

Source: Kiambu County Treasury

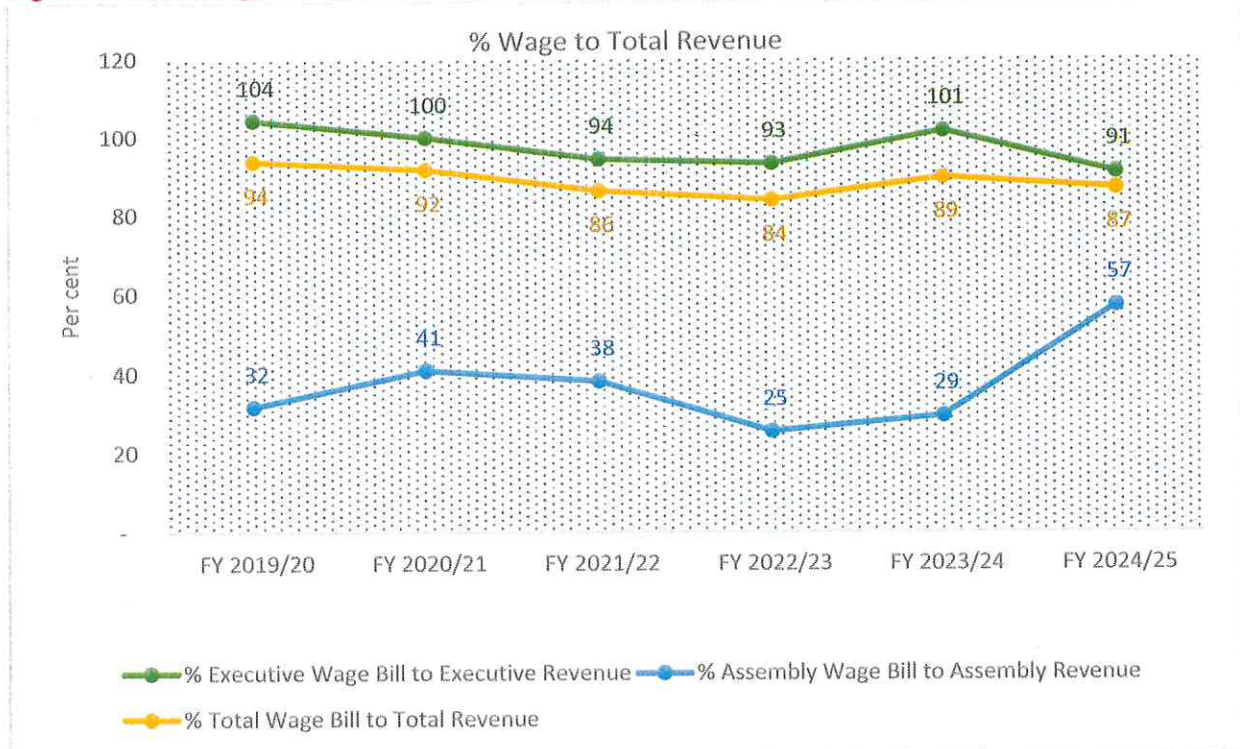
3.13.9 Expenditure on Compensation of Employees

During the period under review, the expenditure on employee compensation totalled Kshs.7.88 billion. Therefore, the percentage of employee compensation to adjusted revenue was 42 per cent. This expenditure on employee compensation shows a decrease compared to the Kshs.7.92 billion reported in FY 2023/24. Of this total, Kshs.3.92 billion related to the Health Sector employees, which accounted for 50 per cent of the overall employees' compensation.

Figure 51 shows the compensation trend of employees' expenditures as a percentage of total revenue received from FY 2019/20 to FY 2024/25.



Figure 51: Percentage of Employee Compensation to Total Revenue Received from FY 2019/20 to FY 2024/25



Source: Kiambu County Treasury

Further analysis revealed that PE costs totalling Kshs.7.48 billion were processed through the Human Resource Information System (HRIS) while Kshs.403.57 million was processed through manual payroll, which accounted for 5 per cent of the total PE cost.

The manual payroll comprised salaries for staff not onboarded into the HRIS, salaries for casuals, top-up allowance for security personnel, gratuity remittances to pension schemes for staff on contract, and LAPTRUST/LAPFUND Pension Contributions, as shown in Table 3.153.

Table 3.153: Breakdown of Kiambu County Manual Payroll

Category	County Executive	County Assembly	Total
1 Salaries for staff yet to be onboarded into UHR (Gross Salary). The number of employees per month is given in Figure 1 below	324,075,960	-	324,075,960.0
2 Salaries for casual staff	306,434,022	-	306,434,022.2
3 Top-up Allowances for security officers	33,479,967	-	33,479,966.5
4 LAPTRUST/LAPFUND Pension Contributions	2,776,061	-	2,776,061.1
5 Gratuity for contract staff	37,202,348	-	37,202,347.7
6 NSSF	4,821,840	-	4,821,840.0
7 Housing Levy	4,182,032	-	4,182,032.4
8 NITA	289,750	-	289,750.0
Total	713,261,980	-	713,261,980

Source: Kiambu County Treasury

All the County Assembly staff have been onboarded into the UHR system.

The County Assembly spent Kshs.75 million on committee sitting allowances for the 89 MCAs against the annual budget allocation of Kshs.75 million. The average monthly sitting allowance was Kshs.70,224 per MCA. The County Assembly has 23 House Committees.



3.13.10 County-Established Funds

Section 116 of the PFM Act 2012 allows County Governments to establish other public funds, subject to approval from the County Executive Committee and the County Assembly. The County allocated Kshs.2.66 billion to County-Established funds in FY 2024/25, or 11 per cent of the County's overall budget. Further, the County allocated Kshs.50 million to the Emergency Fund (0.2 per cent of the total budget) in line with Section 110 of the PFM Act, 2012. Table 3.154 summarises each established Fund's budget allocation and performance during the reporting period.

Table 3.154: Performance of Kiambu County Established Funds in FY 2024/25

S/No.	Name of the Fund	Year Established	Approved Budget Allocation in FY 2024/25 (Kshs.)	Exchequer Issues in FY 2024/25 (Kshs.)	Actual Expenditure in FY 2024/25 (Kshs.)	Cumulative disbursements to the Fund (Kshs)	Submission of Financial Statements (Yes/No.)
County Executive Established Funds							
1	Kiambu Alcoholic Drinks Control Fund	2024	70,000,000	15,000,000	275,387,384	-	Yes
2	Kiambu County Education Bursary Fund	2018	200,000,000	200,000,000	100,297,772	-	Yes
3	Kiambu County Emergency Fund	2013	50,000,000	35,000,000	2,113,360	-	Yes
4	Kiambu County Executive Car Loan & Mortgage Scheme Fund	2015	-	-	27,014,975	-	Yes
5	Kiambu County Jiinue Fund	2021	50,000,000	-	1,967,490	-	Yes
6	Kiambu County Facility Improvement Fund	2019	1,800,000,000	-	1,544,201,483	-	Yes
7	Kiambu County Climate Fund	2021	486,031,792	40,000,000	22,276,146	-	Yes
County Executive Established Funds							
8	Kiambu County Assembly Car Loan & Mortgage Scheme Fund	2014	-	-	3,104,489	-	Yes
9	Kiambu County Assembly Staff Mortgage Scheme Fund	2018	-	-	9,040	-	Yes
	Total		2,656,031,792	290,000,000	1,976,372,139		

Source: Kiambu County Treasury

During the reporting period, the CoB received quarterly financial reports from all the Fund Administrators, as indicated in Table 3.154, as required in Section 168 of the PFM Act, 2012.

Regulation 197(1)(i) of the Public Finance Management (County Governments) Regulations, 2015 allows County Governments to establish public funds with a lifespan capped at 10 years unless extended by the County Assembly. In FY 2024/25, the CoB established that the lifespan of the Emergency Fund, the Kiambu County Executive Mortgage and Car Loan Fund and the Kiambu County Assembly Car Loan and Mortgage Fund had lapsed.

3.13.11 County Corporations

The County has 8 County Corporations allocated Kshs.22 million in FY 2024/25. Their total expenditure for the year amounted to Kshs.94.63 million, as shown in Table 3.155.



Table 3.155: Performance of Kiambu County Corporations in FY 2024/25

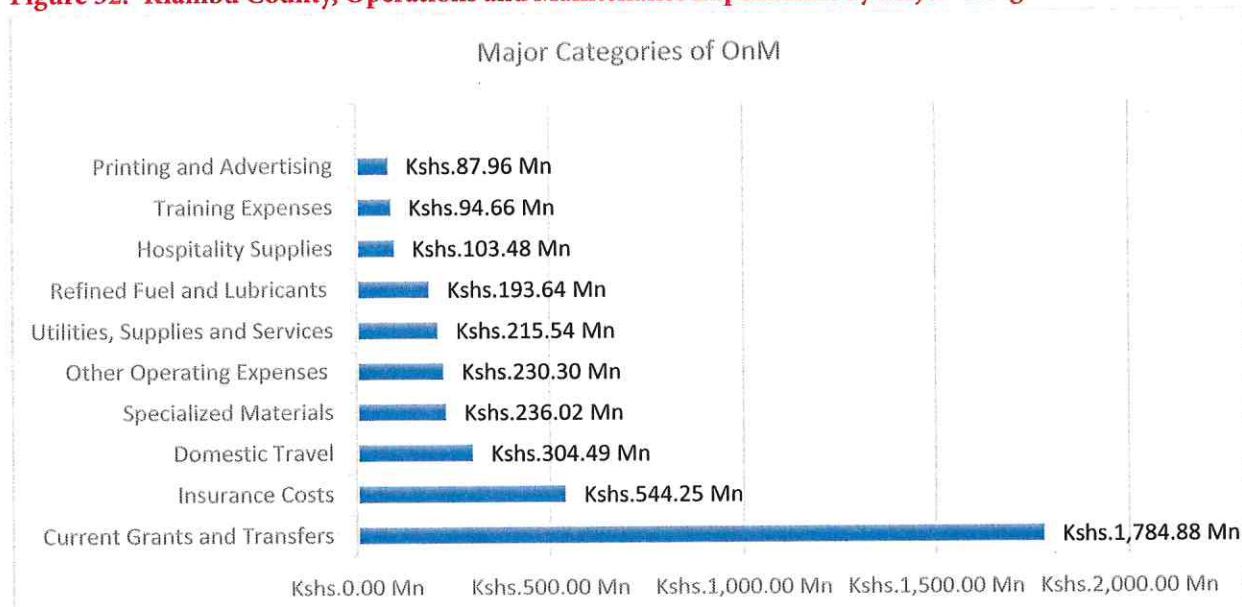
S/No.	Name of the Corporation	Approved Budget Allocation in FY 2024/25 (Kshs.)	Exchequer Issues in FY 2024/25 (Kshs.)	Actual Expenditure in FY 2024/25 (Kshs.)	Cumulative Exchequer Issues to the Corporation since its inception (Kshs.)
	FY 22/23/24/25				
1	Karuri Water and Sanitation Company Ltd	-	-	-	5,000,000
2	Kiambu Water & Sewerage Company Ltd	-	-	-	5,000,000
3	Githunguri Water and Sanitation Company Ltd	7,000,000	6,247,287	6,247,287	18,251,987
4	Thika Water & Sewerage Company Ltd	13,000,000	12,704,140	12,704,140	22,837,080
5	Ruiru Juja Water & Sewerage Company	-	-	-	5,000,000
6	Limuru Water & Sewerage Company Ltd	-	-	-	6,000,000
7	Gatundu Water & Sanitation Company Ltd	-	-	-	5,000,000
8	Kikuyu Water Company Ltd	2,000,000	1,471,000	1,471,000	27,540,812
	TOTAL	22,000,000	20,422,427	20,422,427	94,629,879

Source: Kiambu County Treasury

3.13.12 Expenditure on Operations and Maintenance

Figure 52 summarises the Operations and Maintenance expenditure by major categories.

Figure 52: Kiambu County, Operations and Maintenance Expenditure by Major Categories



Source: Kiambu County Treasury

Other operating expenditure includes: "Other operating Expenses-Others" of Kshs.50.65 million, Management fees of Kshs.48.76 million, Bank charges and commission of Kshs.41.95 million and Contracted professionals at Kshs.23.68 million.

Expenditure on domestic travel amounted to Kshs.304.49 million and comprised Kshs.229.19 million spent by the County Assembly and Kshs.75.30 million by the County Executive. Expenditure on foreign travel amounted to Kshs.77.80 million which was entirely incurred by the County Assembly. The County Executive did not incur any expenditure on foreign travel. Expenditure on foreign travel is summarised in Table 3.156.



Table 3.156: Summary of Expenditure on Foreign Travel in FY 2024/25

Arm of County Government	No. of Officers Travelled	Dates Travelled	Purpose of Travel	Destination	Total Costs of Travel (Kshs.)
County Assembly of Kiambu	5	26th Sept To 2nd Oct 2024	Caksb & Esami Consultative Meeting	Arusha, Tanzania	1,942,735
County Assembly of Kiambu	21	6-12 Oct 2024	Training on Capacity Building for Legislators	Dubai, UAE	15,826,083
County Assembly of Kiambu	1	15-21 Sept 2024	7th African Network of Parliamentary Budget Offices Annual Conference	Kampala, Uganda	354,850
County Assembly of Kiambu	1	22-28 Sept 2024	Capacity Building Training on Performance Budget Program	Dubai, UAE	759,929
County Assembly of Kiambu	12	3rd -10th Nov2024	Training on Evidence-Based Decision Making and Technology Governance	Dubai, UAE	7,524,789
County Assembly of Kiambu	13	4-11 December 2024	Governance and Oversight Training	Dubai, UAE	7,237,776
County Assembly of Kiambu	14	26th January-2 February 2025	Cpst Training for Legislators	Dubai, UAE	7,914,130
County Assembly of Kiambu	6	30th January -6th February 2025	Training On Corporate Governance and Board Competence	Arusha, Tanzania	2,531,020
County Assembly of Kiambu	12	9th -16th March 2025	Esami Training on Effective Governance	Dubai, UAE	6,453,994
County Assembly of Kiambu	1	14-21 March 2025	Leadership Training	London	487,710
County Assembly of Kiambu	13	13-20 April 2025	Training On Capacity Building for Legislators	Dubai, UAE	7,178,841
County Assembly of Kiambu	7	11-18 May 2025	Training On Capacity Building for Legislators	Dubai, UAE	3,522,889
County Assembly of Kiambu	13	11-18 May 2025	Training On Management Development Programme	Arusha, Tanzania	3,615,019
County Assembly of Kiambu	1	19-25 May 2025	Speakers Round Table Training	Singapore	962,884
County Assembly of Kiambu	2	15-21 June 2025	Training on Leadership and Change Management	Dubai, UAE	1,228,190
County Assembly of Kiambu	1	30th June -5th July 2025	Training on Legislative Procedures	Washington USA	500,420

Source: Kiambu County Assembly

3.13.13 Facility Improvement Financing

In FY 2024/25, the County reported collections of Kshs.1.82 billion as FIF, which was 101 per cent of the annual target of Kshs.1.80 billion. The collected amount was retained and utilised at source in line with the Facility Improvement Financing Act, 2023. The County has a governing legislation on the operation of FIF, known as the Kiambu County Health Services Act of 2019.

Health facilities were owed a combined total of Kshs.589 million across the two schemes: the Social Health Insurance Fund (SHIF) and outstanding debts from the defunct National Health Insurance Fund (NHIF). Table 3.157 presents a breakdown of the claims.

Table 3.157: Kiambu County Health Facilities FIF Performance in FY2024/25

S/NO	Level of Health Facility and number of facilities	SHIF/ SHA			NHIF
		Approved Claims (Kshs.)	Claims Paid (Kshs.)	Balance (Kshs.)	Pending Debt (Kshs.)
1	Thika level 5 hospital	256,750,385	163,027,869	93,722,516	103,215,150

S/NO	Level of Health Facility and number of facilities	SHIF/ SHA			NHIF
		Approved Claims (Kshs.)	Claims Paid (Kshs.)	Balance (Kshs.)	Pending Debt (Kshs.)
2	Kiambu level 5 hospital	202,895,159	82,688,023	120,207,136	95,950,365
3	Gatundu level 5 hospital	77,291,868	56,602,233	20,689,635	41,313,322
4	Ruiru Sub-County hospital	52,944,832	34,558,274	18,386,558	17,122,690
5	Tigoni level 4 hospital	49,319,362	40,563,993	8,755,369	22,192,045
6	Wangige level 4 hospital	19,518,400	15,219,929	4,298,471	10,254,350
7	Igegania level 4 hospital	14,647,555	11,686,676	2,960,879	5,674,515
8	Kihara level 4 hospital	9,912,367	7,198,300	2,714,067	7,331,531
9	Lusigetti level 4 hospital	7,526,627	7,149,335	377,292	2,248,340
10	Lari Level 4 hospital	5,149,242	3,519,884	1,629,358	4,653,170
11	Karuri level 4 hospital	3,420,053	1,640,000	1,780,053	1,247,893
12	Nyathuna level 4 hospital	210,000	30,000	180,000	458,545
13	Kigumo level 4 hospital	1,245,019	2,620,991		1,227,500
14	Karatu level 4 hospital	348,331	709,594		409,450
15	level 2 and 3	32,096,170	101,526,439		
	Total	733,275,370	528,741,540	275,701,334	313,298,866

Source: Kiambu County Treasury

In FY 2024/25, health facilities recorded approved claims from the SHIF amounting to Kshs.733.28 million. Of this, only Kshs.528.74 million was disbursed, occasioning a pending balance of Kshs.275.70 million. Similarly, the de-funct NHIF still owes health facilities Kshs.313.30 million.

The expenditure by the health facilities amounted to Kshs.1.53 billion, as shown in Table 3.158.

Table 3.158: Kiambu County Health Facilities Expenditure Performance in FY 2024/25

No.	Level of Health Facility and number of facilities	Approved Budget for the Facility (Kshs.)	Actual Expenditure of the Facility (Kshs.)	Absorption rate (%)
1.	Thika level 5 hospital	787,952,983	472,988,452	60
2	Kiambu level 5 hospital	589,610,924	313,221,244	53
3	Gatundu level 5 hospital	240,462,349	153,207,337	64
4	Ruiru level 4 hospital	121,115,141	101,877,266	84
5	Igegania level 4 hospital	33,058,077	30,193,850	91
6	Kihara level 4 hospital	29,659,551	24,708,649	83
7	Karuri level 4 hospital	23,806,407	16,999,753	71
8	Tigoni level4 hospital	106,027,063	90,027,533	85
9	Wangige level 4 hospital	32,274,724	30,266,925	94
10	Nyathuna level 4 hospital	5,050,066	2,498,346	49
11	Lussigatte level 4 hospital	18,037,679	15,513,731	86
12	Lari level 4 hospital	18,105,572	11,987,057	66
13	Kigumo level 4 hospital	10,934,059	9,094,572	83
14	Karatu level 4	4,085,831	4,560,727	112
15	Kiambu afya	0	65,556,965	0
16	UHC	0	6,512,850	0
17	Level 2 & 3	79,819,572	183,145,767	229
	Total	2,100,000,000	1,532,361,024	73

Source: Kiambu County Treasury

3.13.14 Development Expenditure

In the review period, the County reported spending Kshs.2.95 billion on development programmes, representing a decrease of 14 per cent compared to FY 2023/24, when the County spent Kshs.3.45 billion. Table 3.159 summarises



the development projects with the highest expenditure in the reporting period. The decline in development expenditure was attributed to the delay in the disbursement of the equitable share.

Table 3.159: Kiambu County, List of Development Projects with the Highest Expenditure

No	Sector	Project Name	Project Location	Expected date of Completion of the Project	Contract sum (Kshs)	Expenditure in FY 2024/25 (Kshs.)	Cumulative project expenditure as of 30 June 2025 (Kshs.)	Percentage (%) of Completion
1	Trade Tourism Industry and Cooperative	Construction of Industrial Park (CAIPS)	Githunguri	30 June 2025	498,828,815	101,031,912	232,890,724	70
2	Agriculture, Livestock and Cooperative Development	Procurement & distribution of certified seeds/seedlings	County-wide	30 June 2025	111,405,302	99,430,800	99,430,800	100
3	Health Services	Construction of a multistorey hospital block at Thogoto Level 4 Hospital	Kikuyu ward	October 2025	257,304,215	80,164,773	80,164,773	95
4	Health Services	Construction of a level IV Hospital at Karuri level IV hospital	Karuri ward	September 2025	180,734,625	79,923,718	95,232,561	80
5	Health Services	Construction of Bibirioni level 4 hospital	Bibirioni ward, Limuru sub-County.	30 June 2025	285,999,364	75,336,410	185,670,628	80
6	Roads, Transport, Public Works & Utilities	Proposed Rehabilitation of various bus parks within Kiambu County	All Wards	30 June 2025	125,000,000	73,323,281	73,323,281	95
7	Agriculture, Livestock and Cooperative Development	Procurement of food crop fertiliser, coffee fertiliser	County-wide	30 June 2025	100,000,000	70,000,000	70,000,000	70
8	Youth and Sports	Rehabilitation of Thika Stadium Phase II	Township Ward	multi year	165,669,432	62,689,237	0	10
9	Youth and Sports	Construction of Kanjeru Stadium	Gitaru Ward	multi year	163,875,850	37,081,475	0	10
10	Health Services	Construction of a 4-storey type medical ward block at Tigoni level 4 hospital	Tigoni/Ngecha	30 June 2025	201,000,000	33,319,185	33,319,185	100

Source: Kiambu County Treasury

The County Assembly reported one stalled development project as of 30 June 2025, with an estimated value of Kshs.40 million, of which no amount has been paid. The stalled projects are shown in Table 3.160.



Table 3.160: Kiambu County Stalled Projects as of 30 June 2025

No	Sector	Project Name	Project Location	Project Commencement Date	Expected Completion Date of the Project	Estimated Value of the Project (Kshs.)	Amount Paid on the stalled project	Outstanding Balance As of 30 June 2025	Percentage of Completion before Stalling of the Project	Reason for Project Stalling
1	County Assembly	Construction of the County Assembly archives and Members' welfare facility	Kiambu	2021		40,000,000	-	-	20	The 1 st certificate has not been paid due to a lack of exchequer disbursement.

Source: Kiambu County Assembly

3.13.15 Budget Performance by Department

Table 3.161 summarises the approved budget allocation, expenditure and absorption rate by departments in the period under review.

Table 3.161: Kiambu County, Budget Allocation and Absorption Rate by Department

Department	Budget Allocation (Kshs.Millions)		Exchequer Issues (Kshs. Millions)		Expenditure (Kshs. Millions)		Expenditure to Exchequer Issues (%)		Absorption rate (%)	
	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev	Rec	Dev
County Assembly	1,258.93	110	1,083.38	-	1,083.38	-	100	-	86	-
County Executive	447.11	-	324.72	-	370	-	114	-	83	-
Public Service Board	83.48	-	64.39	-	63.90	-	99	-	77	-
Finance, Economic Planning, and ICT	1,497.66	80.78	1,295.87	10.70	1,220.81	25.70	94	240	82	32
Water, Environment and Natural Resources	595.34	594.56	520.43	123.07	469.70	120.94	90	98	79	20
Health Services	7,011.03	819.74	6,592.87	709.71	6,675.85	649.55	101	92	95	79
Roads, Transport and Public Works	862.47	1,945.20	624.42	638.38	595.46	571.38	95	90	69	29
Administration and Public Service	1,004	29.55	916.31	-	818.64	1.35	89	-	82	5
Agriculture, Livestock and Fisheries	492.93	546.52	433.32	310.23	429.51	284.68	99	92	87	52
Education, culture and Social Services	1,580.09	1,082.35	1,390.58	779.02	1,324.57	806.99	95	104	84	75
Youth and Sports	126.66	203	119.71	134.60	93.48	138.84	78	103	74	68
Lands, Physical Planning and Housing	384.21	1,916.47	254.39	18.67	264.23	18.67	104	100	69	1
Trade Tourism Industry and Cooperative	174.97	633.32	143.15	460.81	133.59	334.36	93	73	76	53
Total	15,518.88	7,961.50	13,763.54	3,185.19	13,543.10	2,952.47	98	93	87	37

Source: Kiambu County Treasury

Analysis of expenditure by departments shows that the Department of Health Services recorded the highest absorption rate of development budget at 79 per cent, followed by the Department of Education, Culture and Social Services at 75 per cent. The Department of Health Services had the highest percentage of recurrent expenditure to budget at 95 per cent, while the Department of Lands, Physical Planning and Housing had the lowest at 69 per cent.



3.13.16 Key Observations and Recommendations

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

- i. The County Treasury's late submission of financial reports to the Controller of Budget affected the timely preparation of the budget implementation report, which was received on 6 August 2025.
- ii. Regulation 197(1)(i) of the Public Finance Management (County Governments) Regulations, 2015, limits the lifespan of public funds to 10 years unless extended by the County Assembly. As of 30 June 2025, the lifespan of the Emergency Fund, the Kiambu County Executive Mortgage and Car Loan Fund and the Kiambu County Assembly Car Loan and Mortgage Fund had lapsed, making them ineligible for further withdrawals.
- iii. High level of pending bills, which amounted to Kshs.7.71 billion as of 30 June 2025
- iv. Use of manual payroll. Personnel emoluments amounting to Kshs.403.57 million, accounting for 5 per cent of the total payroll cost. Manual payroll is prone to abuse and may result in the loss of public funds.
- v. In the FY2024/25 reporting period, health facilities were owed a combined total of Kshs.589 million across the two schemes—SHIF and the defunct NHIF.

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

- i. *The County Treasury should ensure the timely preparation and submission of financial reports to the Office of the Controller of Budget per the timelines prescribed in Section 166 of the PFM Act, 2012.*
- ii. *The County should ensure the timely review and extension of public funds whose lifespan is nearing expiration to prevent operational disruptions. Additionally, any expenditure from lapsed funds should cease immediately, and legal mechanisms should be followed to re-establish or wind up such funds in compliance with the Public Finance Management Act.*
- iii. *The County Leadership should ensure that genuine pending bills are paid promptly. Further, compliance with the Pending Bills Action Plan should be observed.*
- iv. *The Government requires that salaries be processed through the HRIS system, and the County is advised to fast-track the acquisition of Unified Personnel Numbers for their staff. The County Public Service Board should regulate staff engagement on contract and casual workers as provided under Section 74 of the County Governments Act 2012. Furthermore, strict adherence to the approved staff establishment should be maintained.*
- v. *The County Leadership should liaise with the Social Health Authority for the settlement of outstanding claims*

3.14. County Government of Kilifi

3.14.1 Overview of FY 2024/25 Budget

The Kilifi County Approved Supplementary I Budget for FY 2024/25 was Kshs.21.41 billion. It comprised Kshs.11.44 billion (53 per cent) and Kshs.9.97 billion (47 per cent) allocation for development and recurrent programmes, respectively. The budget estimates represented an increase of Kshs.4.39 billion (26 per cent) from the FY 2023/24 budget comprised a development budget of Kshs.5.42 billion and a recurrent budget of Kshs.11.59 billion. The increase in the budget was primarily attributed to a high balance from the previous financial year and a growth in the equitable share.

The budget was to be financed from the following revenue sources: the equitable share of revenue raised nationally, of Kshs.12.55 billion (59 per cent), additional allocations of Kshs.3.45 billion (16 per cent), a cash balance of Kshs.3.43 billion (16 per cent) brought forward from FY 2023/24, and Kshs.1.97 billion (9 per cent) generated as gross own-source revenue. The own-source revenue includes Kshs.400 million (20 per cent) as Facility Improvement Fund (revenue from health facilities), and, Kshs.1.57 million (80 per cent) as ordinary own-source revenue. A breakdown of the additional allocations is shown in Table 3.162.

3.14.2 Revenue Performance

The County received Kshs.19.22 billion in revenues in the review period to fund its development and recurrent activities. This amount represented a 20 per cent increase compared to the amount received in FY 2023/24 of Kshs.16.03 billion. The total revenue consisted of Kshs.12.11 billion from the equitable share of revenue raised nationally. Other revenue streams included additional allocations from the national government and development partners, amounting to Kshs.2.17 billion and own-source revenue (OSR) collection of Kshs.1.51 billion. Additionally, the County had a cash balance of Kshs.3.43 billion from FY 2023/24.



