

REPUBLIC OF KENYA



PARLIAMENT
OF KENYA
LIBRARY



THE NATIONAL ASSEMBLY
PAPERS LAID
DAY.

REPORT

DATE: 12 FEB 2026 *Thursday*

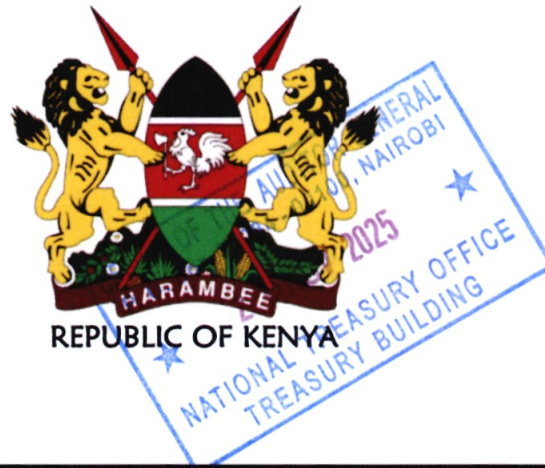
| | |
|---------------------|---------------------------|
| TABLED BY: OF | <i>Hon. George Mungai</i> |
| CLERK-AT THE TABLE: | <i>On behalf of LOM</i> |
| | <i>Kanola T.</i> |

THE AUDITOR-GENERAL

ON

EQUALIZATION FUND

**FOR THE YEAR ENDED
30 JUNE, 2025**



THE NATIONAL TREASURY

EQUALISATION FUND

ANNUAL REPORT AND FINANCIAL STATEMENTS
FOR THE FINANCIAL YEAR ENDED
30TH JUNE 2025

Prepared in accordance with the Accrual Basis of Accounting Method under the
International Public Sector Accounting Standards (IPSAS)

Equalisation Fund
Annual Report and Financial Statements for the year ended 30th June, 2025.

| Table of Contents | Page |
|--|-------------|
| 1. Acronyms and Glossary of Terms | ii |
| 2. Key Entity Information and Management | iii |
| 3. The Equalisation Fund Advisory Board | viii |
| 4. Key Management Team | xii |
| 5. Chairman’s Statement | xiii |
| 6. Report of the Chief Executive Officer..... | xv |
| 7. Statement of Performance against Predetermined Objectives for FY 2024/25 | xvii |
| 8. Corporate Governance Statement | xxi |
| 9. Management Discussion and Analysis..... | xxx |
| 10. Environmental and Sustainability Reporting..... | xli |
| 11. Report of the Directors..... | xliii |
| 12. Statement of Directors Responsibilities..... | xliv |
| 13. Report of the Independent Auditor for the Financial Statement of Equalisation Fund | xlvi |
| 14. Statement of Financial Performance for the Year Ended 30 th June 2025 | 1 |
| 14. Statement of Financial Position as at 30 th June 2025 | 2 |
| 15. Statement of Changes in Net Assets for the Year Ended 30 th June 2025 | 3 |
| 16. Statement of Cash Flows for the Year Ended 30 th June 2025 | 4 |
| 17. Statement of Comparison of Budget & Actual Amounts for the Year Ended 30 th June 2025 | 5 |
| 18. Notes to the Financial Statements | 7 |
| 19. Appendices | 23 |

1. Acronyms and Glossary of Terms

A: Acronyms

| | |
|-------|--|
| CEO | Chief Executive Officer |
| CRA | Commission on Revenue Allocation |
| EFAB | Equalisation Fund Advisory Board |
| EF | Equalisation Fund |
| NT | National Treasury |
| OCOB | Office of the Controller of Budget |
| OAG | Office of the Auditor General |
| PFM | Public Finance Management |
| PPE | Property Plant & Equipment |
| ICPAK | Institute of Certified Public Accountants of Kenya |

B: Glossary of Terms

Fiduciary Management- Members of Management directly entrusted with the responsibility of financial resources of the organisation.

2. Key Entity Information and Management

(a) Background information

The Equalisation Fund was established under Chapter 12 Article 204 (1) of the Constitution of Kenya. Up to November 2019 the Equalisation Fund was administered *directly* through the defunct Equalisation Fund Guidelines published in the Gazette Notice No 1711 dated 13th March, 2015.

However, on 5th November, 2019 the High Court made a ruling on Petition no. 292 of 2016. The ruling declared the Equalisation Fund guidelines as unconstitutional, null and void. This in effect disbanded the EFAB and stopped any further expenditure from Equalisation Fund.

The National Treasury was directed to develop a statutory instrument for the administration of the Equalisation Fund within six months and it is on this basis; a multi-agency committee was put in place to develop new Equalisation Fund statutory instrument.

The committee developed the Public Finance Management (Equalisation Fund Administration) Regulations 2021 which was published through Kenya gazette supplement No 69, Legal Notice No 54 of 29th April, 2021 and subsequently approved by the Parliament. The publication and approval of the Regulations paved way for the operationalization of the Equalisation Fund.

The Public Finance Management (Equalisation Fund Administration) Regulations, 2021, provides for the establishment of an unincorporated board, the Equalisation Fund Advisory Board (EFAB) to: provide guidance on the administration and management of the Fund; provide for the withdrawals from the Fund; provide for completion of ongoing projects under the first policy; provide for implementation of new projects under all subsequent policies; and provide for the procedures in relation to winding up of the Fund.

The main source of funds for the Equalisation Fund is stipulated by Article 204 (1) of the Constitution of Kenya, i.e. is, one half per cent (0.5%) of all the revenue collected by the National Government each year, calculated on the basis of the most recent audited revenue received, as approved by the National Assembly. It is worth noting that, another source of funds for the EF going forward is the unutilized cumulative amount of revenue from the previous financial year's entitlement and allocation.

According to *Article 204(5) of the Constitution Kenya, Section 18 (6) of the Public Finance Management Act, 2012 and Regulation 30(5) of the PFM (Equalisation Fund Administration) Regulations 2021*, EF unutilized or unspent balances do not lapse at the end of the financial year but are retained in the EF accounts for the purposes for which the Fund was established.

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

The Equalisation Fund is domiciled in Kenya and is one of the entities under the National Treasury and Planning. It is located at the National Bank Building on the 8th Floor, Harambee Avenue, Nairobi.

(b) Principal Activities

The principal mandate of the Equalisation Fund is stipulated under Article 204 (2) of the Constitution of Kenya to provide funding to support the provision of basic services including water, roads, health facilities and electricity to marginalized areas to the extent necessary to bring the quality of those services in those areas to the level generally enjoyed by the rest of the nation, so far as possible.

(c) Vision

Improved access of basic services for the marginalized

(d) Mission

To provide advisory on prioritization and disbursements of the Equalisation funds, oversight project implementation and foster collaboration between the National and County Governments.

(e) Core Values

To achieve its mission and vision, the Fund is committed to the following: -

- 1) Inclusivity
- 2) Transparency and Accountability
- 3) Collaboration
- 4) Professionalism
- 5) Teamwork

(f) Core Objectives

- 1) Equitable provision of basic services
- 2) Engage in participatory development that will promote the attainment of equity through communities' participation in local level planning processes.

***Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.***

(g) Key Management

The Equalisation Fund's day-to-day management is under the following key organs:

▪ **Equalisation Fund Advisory Board**

The Fund is governed by an Advisory Board charged with the responsibility of providing policy and strategic direction. The Board as outlined in Section 4 (1) of the EF Regulations 2021 comprises of a maximum of ten (10) members.

▪ **The Administrator of the Fund**

Pursuit to Section 18(1) and Section 24(5) of the Public Finance Management Act 2012, the Administrator of the Fund was appointed by the Cabinet Secretary, National Treasury and Planning.

▪ **Equalisation Fund Secretariat**

The Board is supported in the discharge of its functions by a Secretariat constituted by the Chief Executive Officer (CEO) as provided under Section 22 of the Equalisation Fund Administration Regulations, 2021. To effectively discharge its functions, the Secretariat is organized into:

- Two (2) Divisions: (Technical Services Division and Finance and Administration Division)
- Two (2) Units: Supply Chain Management and Internal Audit units that are independent of the two Divisions

(h) Fiduciary Management

The key management personnel who held office during the financial year ended 30th June 2025 and who had direct fiduciary responsibility were:

| No. | Designation/Role | Name |
|-----|--|--------------------|
| 1) | Chief Executive Officer/Fund Administrator | Mr. Guyo Boru |
| 2) | Head, Finance and Administration | Mr. Benson Gichohi |
| 3) | Head, Technical Services | Donald Matumaini |
| 4) | Head, Supply Chain Management | Mr. Caleb Adongo |
| 5) | Head, Human Resource and Administration | Mrs. Regina Dennis |

(i) Fiduciary Oversight Arrangements

Besides the Parliamentary Oversight, The Equalisation Fund (EF) management has constituted four (4) different Board committees as per the EF Board Charter and pursuant to PFM (EF Administration) Regulations 2021 Regulation 9 which provides for the establishment of committees for the better performance of the Board functions and the exercise of its powers. Diversity of experience, skills, educational qualifications and other factors form the basis in constituting these committees.

The Fiduciary oversight arrangements at EFAB are outlined below: -

i. Audit and Risk Committee

The Audit and Risk Committee assist in fulfilling the following key oversight responsibilities among others: internal control and risk management; external audit oversight; disclosure matters and financial reporting and internal audit function.

ii. Technical Committee

The Technical Committee considers management's proposals; provide oversight to management and recommend to the Board on matters relating to EF's strategic direction and technical services.

iii. Finance and General-Purpose Committee

The Finance Committee considers all matters of financial strategy and policy, financial forecasts, annual budgets and reviewing expenditures/ procurements for each quarter of the financial year.

iv. Human Resource Committee

The Human Resource Committee Reviews and recommends different Human Resources Policies and handling all other human resource matters as prescribed in the EF Human Resource Instruments.

Notwithstanding the above, Regulations 8(i) of the PFM (Equalisation Fund Administration) Regulations 2021 provides for EFAB to review and propose the annual estimates of expenditure of the Fund for approval by the Cabinet Secretary. Thus, transfers to defray the expenses in respect of the administration of the Fund are approved by the Advisory Board at the start of the respective financial year.

Section 4(1) of the EF Appropriation Act of 2018 provides for multi-year implementation, which stipulates that the Appropriation Act of 2018 does not lapse until all projects identified in each county are fully implemented. Further, the EFAB developed EF Appropriation Act 2023 which was enacted on 30th June 2023 to facilitate implementation of Second Marginalisation Policy. The Fund is also in receipt of office of Controller of Budget guidelines and procedures on exchequer issue from the Equalisation Fund.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

(j) Entity Headquarters

P.O. Box 30007 – 00100
National Bank Building, 8th Floor,
Harambee Avenue
Nairobi, Kenya

(k) Entity Contacts

Telephone: (254) 20 2252299
E-mail: Equalisationfund@treasury.go.ke

(l) Entity Bankers

Central Bank of Kenya
Haile Selassie Avenue
P.O. Box 60000
City Square 00200
Nairobi, Kenya

National Bank of Kenya
Harambee Avenue
P.O Box 72866
City Square 00200
Nairobi, Kenya

(m) Independent Auditors




Auditor General
Office of the Auditor General
Anniversary Towers, University Way
P.O. Box 30084
GPO 00100
Nairobi, Kenya

(n) Principal Legal Adviser




The Attorney General
State Law Office
Harambee Avenue
P.O. Box 40112
City Square 00200
Nairobi, Kenya

**Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.**

3. The Equalisation Fund Advisory Board

| Directors | Details |
|--|--|
|  <p data-bbox="213 808 596 898">Amb (Eng.) Mahboub Mohamed BSc (Civ. Eng.), MSc (Civ. Eng.), R. Eng., MIEK</p> | <p data-bbox="639 421 1402 483">Amb (Eng) Mahboub Mohamed was appointed the Chairman of the Equalisation Fund Advisory Board on 1st November 2021.</p> <p data-bbox="639 510 1402 779">Amb (Eng) Mahboub is a career civil servant with experience spanning four decades. He has a vast working experience in public service including; Permanent Secretary, Ministry of State for Special Programmes, Office of the President, Permanent Secretary, Ministry of Water and Irrigation, Executive Secretary, Inter-Governmental Authority on Development (IGAD), Chairman, Kenya Power and Lighting Company, Executive Director Saharan Research Group in Nairobi and Chairman, Jomo Kenyatta University of Agriculture and Technology (JKUAT) Council.</p> <p data-bbox="639 808 1402 1016">Amb (Eng) Mahboub holds Master of Science and Bachelors of Science degrees in Civil Engineering from Texas A&I University in USA. He is a registered Engineer with the Kenya Engineers' Registration Board, a member of the Institute of Engineers of Kenya and an associate member of the American Society of Civil Engineers. Amb Mahboub is a recipient of the CBS, OGW and Hero of Independence (HoI) (Djibouti).</p> |
|  <p data-bbox="213 1395 424 1424">Mr Joseph Mbatha</p> | <p data-bbox="639 1043 1402 1133">Mr. Joseph Mbatha was appointed on 10th March 2022, as an alternate Director, representing the Principal secretary -National Treasury and Planning.</p> <p data-bbox="639 1162 1402 1435">Mr. Mbatha has a vast working experience having worked in public service for over 20 years. He is currently serving as a Senior Deputy Director, Intergovernmental Fiscal Relations Department (IGFRD) at the National Treasury. He has held other senior positions including town clerk and county/municipal treasurer at the defunct Ministry of Local Government and various county governments. He holds a Master of Business-Finance degree and a Bachelors' of Commerce degree from the University of Nairobi. He is a member of Kenya Institute of Management and Public Relations Society of Kenya.</p> |
|  <p data-bbox="213 1832 461 1861">Ms Tamina Ahmed Ali</p> | <p data-bbox="639 1458 1402 1525">Ms Tamima Ahmed Ali was appointed an Equalisation Fund board member on 25th February 2022.</p> <p data-bbox="639 1554 1402 1850">Ms. Tamima is currently the Deputy CEO at Frontier Counties Development Council. She has previously been the Head of Intergovernmental and donor relations and Chief of Staff to the Governor, Mandera County. Ms. Tamima has vast experience in devolved governance, policy formulation, gender policy, peace-building, cohesion and integration, refugee and displaced population, and community participation. Ms. Tamima has a decade of experience in humanitarian work both in Kenya and USA. She also has experience working with community groups, non-profit organisations, national and county governments.</p> <p data-bbox="639 1879 1402 1962">Ms. Tamima has a Masters of Social Work and Public Administration degree from Arizona State University, USA, a post graduate certificate in Global Mental Health: Refugee Trauma and Recovery from</p> |

**Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.**

| | |
|--|--|
| | <p>Harvard Medical school and Bachelors of Science degree in Business Management from University of Phoenix, Arizona, USA.</p> |
|  <p>Mrs Jane Bokayo Sora</p> | <p>Ms Jane Bokayo Sora was appointed an Equalisation Fund board member on 1st November 2021.</p> <p>She has a vast working experience having worked in community development for over 15 years. She has served in different Non-Government Organizations with focus on governance, conflict prevention, peace building, cohesion and women/youth empowerment. She is an expert in result-based programme management, design, implementation, monitoring and reporting. In her capacity, Ms. Bokayo has coordinated and collaborated with different partners to link and harmonize approaches and promote innovations and lessons in achievement of common results. Her interest covers a wide spectrum of community development.</p> <p>Ms. Bokayo holds a Master of Arts in Development Studies degree from St Pauls University and Bachelors of Arts in Sociology degree from the Moi University.</p> |
|  <p>Mr Victor Odanga</p> | <p>Mr. Victor Odanga was appointed an Equalisation Fund board member on 25th February 2022.</p> <p>Mr Odanga, is a public policy specialist with over 10 years of practical experience in public policy related matters including Public Finance Management (PFM) and Devolution. Currently, Mr. Odanga is the CEO of Expertise Global Consulting Limited (EGCL), a PFM consulting firm. He has experience working in institutions such as the Constitution Implementation Committee (CIC) and the Council of Governors (CoG) which are highly political environments that require precise and expert communication, negotiation, consensus building, analytical and problem-solving skills.</p> <p>Mr. Odanga holds a Masters' degree in Public Policy and Management from the Strathmore University, Bachelor of Commerce degree from the University of Nairobi and is currently pursuing a post graduate diploma in Tax Administration from the Kenya School of Revenue Administration</p> |
|  <p>Ms. Flavia Lemoosa Ralia</p> | <p>Ms. Flavia Lemoosa Ralia was appointed an Equalisation Fund board member on 1st November 2021.</p> <p>Ms. Lemoosa is currently working with the County Government of Samburu. She has a wealth of experience in the banking industry having worked with the Consolidated Bank of Kenya Limited for a period of five years. She has also worked with Kenya Electricity Transmission Company Limited (KETRACO) for a period of one year. Ms. Lemoosa is actively involved in community development and social work in her home County of Samburu, Baragoi- South Horr, having being engaged in World Food Programme.</p> |

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

| | |
|---|--|
| | <p>Ms. Lemoosa holds a Bachelors of Commerce Accounting and Finance degree from Kenyatta University. She is in the process of attaining CPA certification.</p> |
|  | <p>Mr Abdirizack Golicha was appointed an Equalisation Fund board member on 1st November 2021.</p> <p>Mr. Golicha has over 10 years' experience in finance, accounting and administration. Mr. Golicha is currently employed as a finance and administration officer at Merti Integrated Development Programme (MID-P) which is based in Isiolo and works in various sectors including education, climate change, livelihood, governance etc. During the period 2012-2017, he worked at Red Sea Central Ltd, Juba South Sudan as Finance and Administration Officer.</p> <p>He holds a Bachelor of Commerce (Accounting Option) degree and is a CPA Finalist.</p> |
| <p>Mr Abdirizack Golicha</p> | |
|  | <p>Mr Abdullahi A. Khalif was appointed an Equalisation Fund board member on 25th February 2022.</p> <p>Mr. Khalif has extensive experience in working for several construction firms and NGOs and has overseen successful implementation of government projects in liaison with several government agencies and development partners. Most of the projects he had oversighted have greatly benefited marginalized communities.</p> <p>Mr. Khalif holds a Bachelor of Economics and Bachelor of Laws from the University of Nairobi.</p> |
| <p>Mr Abdullahi A. Khalif</p> | |
|  | <p>Mr. Maurice Ogola was appointed a Director on 29th March, 2023 as an alternate to the Principal Secretary, State Department for Devolution.</p> <p>Mr. Ogola has vast experience in Public Service spanning for over 20 years. He is currently a Director, in charge of Policy and Research as well as Co-Ordinator of Donor Funds at State Department for Devolution.</p> <p>He has previously been a Town Clerk in Various Municipalities as well as a County Secretary in the new dispensation making him an all-rounded expert in Sub-National Governance. Mr. Ogola has a Master's Degree in Business Administration from Egerton University.</p> <p>He is also a member of African Association for Public Administration and Management (AAPAM). He brings to the Board a wealth of experience in managing Devolution</p> |
| <p>Mr. Maurice Ogola</p> | |



Mr Guyo Boru

Mr Guyo Boru is Chief Executive Officer and Secretary to Equalization Fund Advisory Board and Fund Administrator –Equalization Fund.

He was previously Head of Equalisation at National Treasury and Planning from December 2020 with key highlights of responsibility being to operationalize the Fund, administer and manage the Fund on day-to-day basis, establish the Fund Board, structure a mechanism for implementing the Fund among other responsibility.

With appointment of Board, he was appointed the Interim CEO and Secretary to the Board on 25th November 2021 and subsequently appointed substantive CEO effective 30th June 2022.

Mr Boru has a wealth of experiences with a career spanning over 16 years both in corporate and public sector of which a decade has been spent in public finance management. He started his career in 2006 as graduate trainee at Barclays Bank (Now Absa) where he worked and gained significant experience in operation management with focus on operation process efficiency, process re-engineering and risk management for retail business operation among other roles.

He later joined Co-operative Bank of Kenya as Relationship manager in 2009 with responsibility of managing and growing corporate asset finance portfolio before he was tapped for branch manager trainee during talent management exercise.

Mr Boru served at the Office of the Controller of Budget between 2012-2020 with main responsibility for overseeing and monitoring the utilization of public funds issued to spending entities/county and exchequer issue management by processing requests for approval from exchequer request for county governments.

He has also served in the Board of Special Economic Zone Authority as well as Arts, Sport and Social Development Fund Oversight Board as an alternate member to Principal secretary -National Treasury and Planning and has served as a member of various Board Committees of both the Board. Mr Boru has attended numerous trainings in public finance management, Strategic governance, senior leadership and management, among others both locally and internationally.

Mr. Boru has Bachelor of Science (Hons) degree and MBA-Finance degree from University of Nairobi, Master's Degree in Public Policy and Management from Strathmore University (Ongoing) and is CPA finalist.

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

4. Key Management Team

| | Management | Details |
|----|----------------------|---|
| 1) | Mr. Guyo Boru | Chief Executive Officer Fund Administrator |
| 2) | Mr. Benson Gichohi | Head, Finance and Administration |
| 3) | Mr. Donald Matumaini | Head, Technical Services |
| 4) | Mr. Caleb Adongo | Head, Supply Chain Management |
| 5) | Mrs. Regina Dennis | Head, Human Resource and Administration |

5. Chairman's Statement



On behalf of the Board of Directors of the Equalisation Fund Advisory Board (EFAB), I am delighted to share the Third Equalisation Fund Annual Report and Financial Statement for the year ended 30th June 2025, under the Public Finance Management (Equalisation Fund Administration) Regulations, 2021

The Equalisation Fund was established under Chapter 12 Article 204 (1) of the Constitution of Kenya to provide funding for the development of basic services including water, roads, health facilities and electricity to marginalized areas to the extent necessary to bring the quality of those services in those areas to the level generally enjoyed by the rest of the nation, so far as possible.

The publication and approval of the Public Finance Management (Equalisation Fund Administration) Regulations, 2021, paved way for the formation of the EFAB to advise the Cabinet Secretary on the proper and effective administration of the Fund, ensure completion of ongoing projects identified under the First Policy of Marginalization, as well as implement new projects identified under all subsequent policies.

Pursuant to the PFM (Equalisation Fund Administration) Regulations, 2021, the EFAB membership is comprised of: the chairperson appointed by the Cabinet Secretary; representative of the Principal Secretary to the National Treasury; a person from a pastoralist community nominated by the National Assembly; nominees from Senate and Council of Governors; the chief executive officer/ secretary and three other persons nominated from organizations working in Equalisation Fund beneficiary counties and special interest groups.

The Board held several meetings during the period under review whereby pertinent issues were agreed upon and roadmaps drawn. Among the various highlights were; the launch of the first Equalization Fund five-year Strategic Plan, consideration and approval of the County Technical Committee project proposals from the 34 beneficiary counties. The respective Board resolutions were communicated to the counties to commence project implementation and comply with the conditions set for the utilisation of Equalisation Fund. Additionally, the Board did various courtesy calls to some Counties to discuss various challenges encountered during project identification and implementation. As at the end of the period under review, the majority of the projects have been implemented and money transferred for payment.

In addition, the Board has engaged EF projects implementing Ministries Departments and Agencies in a bid to complete and handover projects from the First Marginalization Policy.

On behalf of the Board of Directors, I would like to recognise and appreciate all our stakeholder for their support. We also wish to recognize and celebrate our secretariat for their continued agility and resilience throughout these difficult times.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

I would also like to thank my fellow Board members for their unwavering support and dedication throughout the year and for delivering a strong corporate governance environment.



AMB. (ENG.) MAHBOUB M. MAALIM, CBS, OGW
CHAIRMAN
EQUALISATION FUND ADVISORY BOARD

6. Report of the Chief Executive Officer



It is with great pleasure and honour that I present the Equalisation Fund Annual Report and Financial Statements for the year ended 30th June 2025.

In compliance with the Public Finance Management Act 2012, the Fund has prepared a report of its operations for the FY 2023/24. This report is based on work programme implemented within the year. It highlights the Fund's performance driven by a professional, committed workforce, steered by the Board of Directors.

During the year, the Fund achieved various major milestones. Among them was the launch of the five-year Strategic Plan and the First and Second Marginalisation Policy projects; receipt, review, analysis and consideration of County Technical Committee project proposals from the 34 beneficiary counties; communication of respective Board resolutions; courtesy calls to the implementing Counties and Ministry and Departmental Agencies (MDAs); uploading of EF projects on IFMIs and transfer of funds to various Counties for payment of complete works of the approved projects.

In addition to the operational milestone, the Secretariat has grown with additional critical human resource personnel who were deployed from various Ministries and the Board's approval for employment of additional personnel on renewable contracts.

Acknowledging the success in the payment of pending bills relating to Equalisation Fund projects the secretariat engaged EF projects implementing Counties and Ministries Departments and Agencies to submit the projects' implementation status reports on quarterly basis. Additionally, the Secretariate in together with the implementing agencies conducted verification exercises to ascertain the progress of project implementation and completion.

Notwithstanding the above progress, the secretariat faces the following challenges which may impact negatively on its performance: Delays in accessing the 0.5% entitlement as outlined in Article 204 of the Constitution; delays in the approval of the annual recurrent budget by the National Treasury; revision of the annual allocation during the National Supplementary Budgets; lengthy legislative process for the Equalization Fund Appropriation Acts; delays in identification, submission and implementation of county projects.

In the 2025/26 financial year, the secretariat targets to: complete and handover all the First Marginalization Policy projects; fast-track completion of the approved projects under the Second Marginalization Policy and as appropriated in the EF Appropriation Act 2023, call for new project proposals upon the enactment of the EF Appropriation Bill 2025; Carry out verification/ M&E and handover for the projects implemented under the Second Marginalization Policy; review the project proposals and reporting templates and Board consideration checklist; capacity build counties on project implementation and reporting and review various operational guidelines, conditions and standards for administration of the Fund.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

The Board and Secretariat look forward to continued support and cooperation from stakeholders and other government agencies in order to expedite the full operationalization and implementation of the EF as enshrined in Article 204 of the Kenyan Constitution.



GUYO BORU
CEO/SECRETARY AND FUND ADMINSTRATOR
EQUALISATION FUND ADVISORY BOARD

7. Statement of Performance against Predetermined Objectives for FY 2024/25

The publication and approval of the PFM (Equalisation Fund Administration) Regulations, 2021, paved way for the appointment of the Equalisation Fund Advisory Board (EFAB) and its functions and the establishment of the Secretariat and its functions to facilitate administration of the Fund.

The Equalisation Fund remains committed to its mandate to provide funding to support the provision of basic services including water, roads, health facilities and electricity to marginalized areas to the extent necessary to bring the quality of those services in those areas to the level generally enjoyed by the rest of the nation, so far as possible. Regulation 10(2) of the PFM (Equalisation Fund Administration) Regulation 2021 stipulates that expenditure incurred on the Fund shall be on the basis of and limited to annual work programmes and budget estimates prepared by the Secretary and approved by the Board at the beginning of the financial year to which they relate. Pursuant to the Regulation, the Board approved the Equalisation Fund annual workplan, annual budget and procurement plan at the beginning of the financial year 2024/2025 based on the Board's implementation matrix.

In the period under review the Secretariat successfully carried out a series of activities as per the implementation matrix and the EFAB's FY 2024/25 Work Programme.

Key activities include:

1. The Equalisation Fund Advisory Board is in the process of winding up the implementation of projects in First Marginalization Policy as provided in *Regulation 3(d)* of the Public Finance Management (Equalisation Fund Administration) Regulations, 2021. To fast tract the completion of the projects the Secretariat:
 - a. Processed Ministry Departmental Agencies (MDAs) exchequer requests to facilitate completion of payment of pending bills for Equalisation Fund projects, as appropriated in the Equalisation Fund Appropriation Act of 2018.
During the period under review, the total number of projects reported to be complete and ready for handover were **270** out of **359**.
2. To ensure smooth operations and execution of the Equalisation Fund mandate as stipulated in the Constitution of Kenya, the Fund finalized the development of the Equalisation Fund 5-year Strategic Plan. The Strategic planning which is a component of results-based management framework aimed at ensuring that Equalisation Fund Advisory Board properly defines its strategic directions and make appropriate decisions on resource allocation towards administration of the Fund. During the period under review, the secretariat subjected the draft 5-year Strategic Plan to stakeholders for comments, incorporated the comments, validation, Board's approval and the presidential launch of the SP.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

Following the approval of the Cabinet Secretary, National Treasury and subsequent acceptance by the Office of the Chief of Staff and Head of Public service to launch Equalisation Fund projects, the Fund conducted the following:

- a. Produced a documentary on status of implementation of first and second marginalisation policies
 - b. Designed the logo and corporate colours for the Fund
 - c. Projects graphics for the 1,236 projects which were launched by Prime Cabinet Secretary
 - d. Procurement of goods and services for the presidential launch
 - e. Printing of the five-year Strategic Plan
3. The Fund organised the presidential launch of the Equalisation Fund projects and Equalisation Fund five-year Strategic Plan which was held on 4th December, 2024
4. Pursuant to Regulation 23 of the Public Finance Management (Equalisation Fund Administration) Regulations, 2021, which requires the beneficiary counties to submit project workplans to the Board for approval. During the period under review, the management received project proposals from the 34 beneficiary counties, scope of works and additional information for the conditionally approved projects, new project proposals to replace the declined or deferred or approved and conditionally approved. These proposed projects were reviewed and analysed as per the approved project proposal checklist and subjected to the Board for approval. The Board resolutions were communicated to the counties for implementation.
5. The Public Finance Management (Equalisation Fund Administration) Regulations, 2021 provides that the Equalisation Fund will be administered indirectly through county government. In order to ensure prudent and transparent use of public resources through increased visibility of financial transactions by the Government, the Integrated Financial Management System (IFMIS) would be used in disbursing the Equalisation Fund to beneficiary counties. This will enable integration with the county governments hence enabling cross referencing of data to reduce any opportunities for fraud. During the period under review, the secretariat in consultation with the National Treasury-IFMIS department configured and onboarded Equalisation Fund projects from **32** counties: **Baringo, Busia, Bungoma, Elgeyo Marakwet, Homa Bay, Isiolo, Garissa, Kajiado, Kisumu, Kwale, Kitui, Kilifi, Laikipia, Mandera, Marsabit, Machakos, Meru, Migori, Murag'a, Nakuru, Narok, Nandi, Siaya, Samburu, Tana River, Tharaka Nithi, Trans Nzoia, Taita Taveta Isiolo, Turkana, Wajir and West Pokot** in IFMIS.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

6. Scheduled and attended courtesy calls to **Busia, Kisumu, Trans Nzoia, Bungoma, Kwale, Kilifi, Lamu, Tana River** and **Kitui** counties to oversee in consultation with the County government, the implementation of the Second Marginalisation Projects to ensure compliance with the Constitution and deliberate on the challenges encountered during implementation.
7. Conducted trainings on end-to-end payment process on IFMIs for **8 counties: Nandi, Laikipia, Marsabit, Mandera, Isiolo, Turkana, Tana River, West Pokot, Kitui, Kisumu and Kajiado.**
8. Undertook a verification and assessment exercise for six projects in Kwale and Kilifi counties implemented by the Coast Water Works Development Agency under the First Marginalization Policy.
9. Accompanied the Parliamentary Special Funds Committee to verify selected water, roads and education projects implemented in the Coast region under the First marginalization Policy
10. Following the successful completion of systems review of the Equalisation Fund, the Secretariat together with the National Treasury Internal Audit Team conducted a sampled review of the Governance, institutional capacity, legal and regulatory frameworks of the implementing counties. The sampled counties were; **Turkana, West Pokot and Samburu.**
11. The secretariat developed the Fund's transport and medical policies for presentation to the Equalisation Fund Board Human Resource Committee for consideration and adoption for onwards submission to the Board for approval.
12. An inter-agency team with officers from Equalization Fund, the National Treasury and Ministry of ICT uploaded the Equalization Fund projects in the Intergovernmental Fiscal Relations portal. This entailed: capturing user requirements for each department; full-stack portal development; defining key business processes and system functionalities including data management quality, system workflows and collaborate with developers to translate business needs into technical features; and maintained comprehensive documentation, including user manuals, technical guides and reports.
13. During the period under review, the Fund transferred a total of **Ksh. 3,162,278,353** to other Government entities; **Ksh. 311,353,325** transferred to the State Department for Water completion of projects under the first marginalisation policy. A total of **Ksh. 2,850,925,027** was transferred to West Pokot, Nandi, Samburu, Kilifi, Marsabit, Nakuru, Tana River, Isiolo, Mandera, Turkana, Homa Bay, Laikipia, Baringo, Kajiado and Kisumu counties for implementation of second policy projects.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

14. The Fund, together with the respective County Governments and the County Technical Committees undertook a joint project verification and monitoring exercise of the following counties:

- i. West Pokot – 51 projects
- ii. Isiolo County-16 projects
- iii. Samburu – 28 projects
- iv. Tana River – 28 projects
- v. Nandi –30 projects
- vi. Mandera- 25 projects
- vii. Kisumu – 4 projects

15. Review of Equalization Fund's Human Resource instruments to align with the five-year Strategic Plan and the revised Public Service Commission guidelines. The instruments reviewed were: -

- i. organization structure, staff establishment;
- ii. grading structure;
- iii. career progression guidelines; and
- iv. human resource policy and procedure manual.

8. Corporate Governance Statement

Corporate governance is the exercise of ethical and effective leadership by the governing body towards the achievement of governance outcomes namely; ethical cultures, good performance, effective control and legitimacy.

Being an unincorporated board, the responsibility of governing the Equalisation Fund lies with the Advisory Board and the National Treasury and Planning. The EFAB has put in place systems to ensure that high standards of corporate governance are maintained at all levels in the Fund.

This statement of corporate governance provides an update of Equalisation Fund governance performance to date.

8.1. Statement of Compliance

The Board of Directors upholds the tenets of good governance as guided by the following documents:



8.2. Board Charter

The EFAB developed, approved and adopted a Board Charter that provides all members with a high-level policy document to guide and direct them as they undertake their mandate. The Charter allows Board members to think creatively and critically about how their strategic direction and operational plans align with the organization's governance expectations.

The Charter documents the Board's composition, roles and responsibilities, the powers to establish Board committees, the separation of roles between the Board and Management, as well as the Board's corporate governance policies and practices.

The Charter is complimentary and does not intend to change or interpret any statute law or regulation. All Board members have access to it.

8.3. Constitution of the Board

Regulation 4 (1) of the PFM (Equalisation Fund Administration) Regulations, 2021 establishes the Equalisation Fund Advisory Board which comprises of:

- 1) The Chairperson appointed by the Cabinet Secretary;
- 2) The Principal Secretary to the National Treasury or his representative designated in writing;
- 3) The Principal Secretary responsible for matters relating to devolution or his or her representative designated in writing;
- 4) One person from a pastoralist community nominated by the National Assembly;
- 5) One person nominated by the Senate;
- 6) One person nominated by the Council of Governors drawn from the areas defined as marginalized;
- 7) The Chief Executive Officer who shall be the Secretary to the Board; and
- 8) Three other persons nominated from organizations working in Equalisation fund beneficiary counties and special interest group, appointed by the Cabinet Secretary.

The Board therefore has ten (10) members.

As at 30th June 2025, EFAB had ten (10) directors, nine (9) of whom are non- executive and one (1) executive member. Out of the nine (9) non-executives, seven (8) directors are expected to hold office for a non-renewable term of six (6) years.

8.4. Process of Appointment

Regulation 5 of the PFM (Equalisation Fund Administration) Regulations, 2021 provides that a person is qualified for appointment as a board member if that person meets the following requirements:

- 1) is a citizen of Kenya;
- 2) holds a degree from a university recognized in Kenya;
- 3) has at least five years' professional experience in a relevant field; and
- 4) meets the requirements of Chapter Six of the Constitution.

Regulation 6 of the PFM (Equalisation Fund Administration) Regulations, 2021 stipulates that the Board members shall hold office for a period not exceeding six (6) years non-renewable. Apart from the PS representative's other appointment shall be by name and by notice in the Kenya Gazette. The Chief Executive Officer has ensured that a record of the appointment

***Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.***

letter, gazette notice and written acceptance by the Board member are kept in the personal file of the Board member.

8.5. Removal of Directors

According to Regulation 7 of the PFM (Equalisation Fund Administration) Regulations, 2021:

A member of the Board, other than ex-officio member, may–

- 1) at any time resign from office by notice in writing to the appointing authority;
- 2) be removed from office by the appointing authority, if the member–
 - (a) has been absent from three consecutive meetings of the Board without permission from the chairperson;
 - (b) is adjudged bankrupt or enters into a composition scheme or arrangement with his creditors;
 - (c) is convicted of an offense involving dishonesty or fraud;
 - (d) is convicted of a criminal offence and sentenced to imprisonment for a term exceeding six months;
 - (e) is incapacitated by prolonged physical or mental illness; or
 - (f) is otherwise unable or unfit to discharge his functions.

Apart from the PS representatives, any removal of a Board member, shall be through formal revocation.

8.6. Director Appointments and Classification

In the year under review, the Cabinet Secretary, National Treasury and Planning, appointed the EFAB members for a non-renewable term of six years pursuant to the PFM (Equalisation Fund Administration) Regulations, 2021. The members and appointment dates are tabulated below:

EFAB Members and Effective Appointment Date

| | Director | Effective Date |
|----|----------------------------|--------------------------------|
| 1) | Amb. (Eng.) Mahboub Maalim | 1 st November 2021 |
| 2) | Ms. Lemoosa Ralia | 1 st November 2021 |
| 3) | Mr. Abdirizack Golicha | 1 st November 2021 |
| 4) | Ms. Jane Bokayo | 1 st November 2021 |
| 5) | Mr. Victor Odanga | 14 th December 2021 |
| 6) | Ms. Tamima Ali | 25 th February 2022 |
| 7) | Mr. Abdullahi Khalif | 25 th February 2022 |
| 8) | Mr. Joseph Mbatha | 10 th March 2022 |
| 9) | Mr. Maurice Ogolla | 29 th March 2023 |

Mr Guyo Boru was appointed as the Chief Executive Officer, administrator of the Fund and Secretary to the Board from 25th November 2021.

EQUALISATION FUND ADVISORY BOARD

Amb. (Eng.) Mahbub Maalim (Chairman)

Mr. Joseph Mbatha

Mr. Abdirizack Golicha

Ms. Lemoosa Ralia

Ms. Jane Bokayo

Mr. Abdullahi Khalif

Mr. Victor Odanga

Ms. Tamima Ali

Mr. Maurice Ogola

CHIEF EXECUTIVE OFFICER/SECRETARY

Mr. Guyo Boru

8.7. Functions of the Board

The functions of the Board with regard to the Fund, as outlined in Section 8 (a) – (j) of the PFM (Equalisation Fund Administration) Regulations, 2021, include:

- 1) Advise and make recommendations to the Cabinet Secretary on the distribution of resources for the provision of the basic services to the marginalized areas under Article 204 of the Constitution;
- 2) Appraise and evaluate projects proposed under the workplans submitted by county technical committees to ensure compliance with the Constitution and the recommendations issued by the Commission on Revenue Allocation;
- 3) Make recommendations on the priority areas requiring financing and implementation in accordance with the workplans considered under paragraph (2);
- 4) Oversee, in consultation with the county governments, the implementation of the projects to ensure compliance with the Constitution;
- 5) Monitor and evaluate the projects implemented by county governments using Equalisation funds to determine their impact in addressing the factors contributing to the marginalization of the areas identified in the counties;

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

- 6) Put in place measures to ensure transparency and accountability in the implementation of Equalisation fund projects by county governments;
- 7) Establish a framework for collaboration between the national government and county governments in the implementation of projects in line with the Constitution;
- 8) Review the consolidated quarterly reports prepared by the Secretary on the implementation of the projects and make recommendations to the Cabinet Secretary on performance improvement;
- 9) Review and propose the annual estimates of expenditure of the Fund for approval by the Cabinet Secretary; and
- 10) Undertake project public participation in line with Article 201 of the Constitution.

8.8. Capacity Building for the Board

In adherence to the best practice, the Fund develops an induction program for new Board members which entails the directors' receiving knowledge about the Fund through interactions with Management and staff, regular in-depth reports and presentations.

The CEO also ensures that management updates the Board on matters relevant to Fund's business, changes in law and regulation including government accounting policies through briefs and board papers during board meetings.

The management is in the process of setting up an annual development program for all its Board members to improve on their individual capacity. Board members are also encouraged to undertake continuous professional development in their respective professional bodies.

During the year, the EFAB members attended various training programs and retreats to enhance their knowledge and understanding in various facets thus strengthening their oversight and advisory role in the Fund. The trainings attended were 360 Board Development Programme and an Induction Workshop for Board Members conducted by the Institute of Certified Secretaries

8.9. Board and Member Performance

Board meetings are constituted in accordance with the constitutive document and are held at least four (4) times a year with a period of at most four (4) months between meetings.

Notices of meetings are issued by the secretary. The Board papers/board packs are circulated in advance to enable the directors prepare adequately for the meetings. Special Board or Committee meetings are held when critical and urgent matters arise. These special meetings only cater for the specified agenda matters.

The quorum for a Board meeting is five (5) members while for the Board Committees is (3) members. Senior staff or heads of units are invited by the Secretary to the board to attend Board or Committee meetings whenever considered necessary.

During the period under review, the EFAB members held three (3) meetings which were attended as follows: -

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

| S/No | Name of Director | Board Position | No. of Meetings Held | No. of Meetings Attended |
|------|---------------------------|----------------|----------------------|--------------------------|
| 1) | Amb. (Eng.) Mahbub Maalim | Chairman | 3 | 3 |
| 2) | Mr. Joseph Mbatha | Director | 3 | 2 |
| 3) | Mr. Victor Odanga | Director | 3 | 3 |
| 4) | Ms. Tamima Ali | Director | 3 | 3 |
| 5) | Mr. Abdullahi Khalif | Director | 3 | 2 |
| 6) | Mr. Lemoosa Ralia | Director | 3 | 3 |
| 7) | Mr. Abdulrazak Golicha | Director | 3 | 3 |
| 8) | Ms. Jane Bokayo | Director | 3 | 3 |
| 9) | Mr. Maurice Ogola | Director | 3 | 2 |
| 10) | Mr. Guyo Boru | CEO | 3 | 3 |

The Board has constituted 4 board committees:

1. Technical Committee

- Ms. Jane Bokayo- Chairperson
- Mr. Victor Odanga
- Mr. Abdullahi Khalif
- Mr. Joseph Mbatha
- Mr. Maurice Ogola

2. Finance Committee

- Mr. Victor Odanga-Chairperson
- Mr. Abdullahi Khalif
- Mr. Joseph Mbatha
- Mr. Maurice Ogola

3. Audit and Risk Committee

- Mr. Abdulrazak Golicha-Chairperson
- Ms. Lemoosa Ralia
- Ms. Jane Bokayo
- Mr. Joseph Mbatha

4. Human Resource Committee

- Ms. Tamima Ali-Chairperson
- Mr. Abdulrazak Golicha
- Ms. Lemoosa Ralia
- Mr. Joseph Mbatha

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

The committees held various meetings as outlined in the table below during the year under review.

| MEETING | Ms. Jane Bokayo- | Mr. Victor Odanga | Mr. Abdullahi Khalif | Ms. Tamima Ali | Ms. Lemoosa Ralia | Mr. Joseph Mbatha | Mr. Maurice Ogola | Mr. Abdirizak Golicha | CEO |
|--|------------------|-------------------|----------------------|----------------|-------------------|-------------------|-------------------|-----------------------|-----|
| Technical Committee Meeting | | | | | | | | | |
| 9 th Technical Committee Meeting held on 09-10-2024 | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | | ✓ |
| 10 th Technical Committee Meeting held on 19-11-2024 | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | | ✓ |
| 11 th Technical Committee Meeting held on 20-2-2025 | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | | ✓ |
| 12 th Technical Committee Meeting held on 19-6-2025 | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | | ✓ |
| Finance Committee Meeting | | | | | | | | | |
| 6 th Finance Committee meeting held on 20-11-2024 | | ✓ | ✓ | | | ✓ | ✓ | | ✓ |
| 7 th Finance Committee meeting held on 25-2-2025 | | ✓ | ✓ | | | ✓ | ✓ | | ✓ |
| 8 th Finance Committee meeting held on 27-06-2025 | | ✓ | ✓ | | | ✓ | ✓ | | |
| Audit and Risk Committee Meetings | | | | | | | | | |
| 3 rd Audit and Risk Committee meeting held on 20 -11-2024 | ✓ | | | | ✓ | ✓ | | ✓ | ✓ |
| 4 th Audit and Risk Committee meeting held on 19 -02-2025 | ✓ | | | | ✓ | ✓ | | ✓ | ✓ |
| Human Resource Committee | | | | | | | | | |
| 2 nd Human Resource Committee meeting held on 19 -11-2024 | | | | | ✓ | ✓ | | ✓ | ✓ |

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

8.10. Board Remuneration

Board members are remunerated for their services in accordance with the prevailing relevant legislative provisions and guidance circulars issued from time to time from the relevant authorities. The regular allowances for board chairpersons and board members are as tabulated below. The rates are based on circular Ref. No. PSC/HRM/12/IV/ (53) dated 16th May 2018 on revised remuneration guidelines for board members

| No. | Allowance | Chairperson | Board Members |
|------------|---------------------------------------|--|------------------------|
| 1) | Monthly honoraria | KSh 80,000 per month | N/A |
| 2) | Sitting Allowance | KSh 20,000 per sitting | KSh 20,000 per sitting |
| 3) | Accommodation allowances | KSh 18,200 per day | KSh 18,200 per day |
| 4) | Telephone services/Airtime | KSh.10,000 per month | N/A |
| 5) | Accommodation on International Travel | As stipulated in Circular Ref. OP/SCAC.9/21/2A dated 7 th December 2009 | |
| 6) | Lunch | KSh.2,000 per day subject to meeting extending to lunch hours (1pm - 2pm). If lunch is provided the allowance is not payable. | |
| 7) | Transport allowance | Determined by prevailing government guidelines; currently National Treasury Circular of 2015. Paid at the current prevailing Automobile Association of Kenya (AA) rates. | |
| 8) | Medical insurance | Inpatient KSh. 2 million per annum Outpatient KSh. 100,000 per annum Last expense (self) KSh. 100,000 | |

8.11. Conflict of Interest

Board members are required to avoid conflict of interest in any matter that relates to the Fund. Board members are expected to declare any real or perceived conflict of interest with the Fund upon appointment to the Board. A Board member who subsequently identifies an area of conflict shall be required to disclose any actual or potential conflict of interest to the Board, and provide all relevant information and abstain from decision making where conflict exists.

Declaration of conflict of interest is a standard agenda item which is addressed at the onset of each Board and Committee meeting. EFAB directors declare conflict of interest at the beginning of each and every Board and Committee meetings and immediately thereafter sign in the register of conflict of interest.

No conflicts of interest were declared or reported by Directors in the year under review.

8.12. Board Succession

The Board will put in place a succession plan for the Board and review the same regularly.

8.13. Governance Audit

The Board will ensure that a governance audit of the Fund is undertaken on an annual basis. The purpose of the governance audit will be to ensure that the Fund conforms to the highest standards of good governance. The governance audit should cover the following parameters among others.

- 1) Leadership and strategic management;
- 2) Transparency and Disclosure;
- 3) Compliance with Laws and Regulations;
- 4) Communication with stakeholders;
- 5) Board independence and governance;
- 6) Board systems and procedures;
- 7) Consistent shareholder and stakeholders' value enhancement; and
- 8) Corporate social responsibility and investment.

During the time period under consideration, there was governance audit performed. The auditors' recommendation was that the Board should develop a Risk Management Framework.

9. Management Discussion and Analysis

The Equalisation Fund was established by the Constitution of Kenya under Chapter 12 Article 204 (1) to facilitate the development of marginalized counties. However, the operationalization of the Fund did not take place immediately in 2013 until 13th March, 2015 when Equalisation Fund Gazette Notice No. 1711 was published providing Guidelines for the Administration of the Fund to the beneficiary counties.

The Fund was first operationalized by the National Treasury under the Intergovernmental Fiscal Relations Department using Guidelines on Administration of the Equalisation Fund that established unincorporated Board comprising of Principal Secretaries from implementing Agencies and four (4) members outside the Civil Service appointed by the Cabinet Secretary. The Secretariat comprised of technical officers from implementing Agencies including public works, water, energy and education, and the National Treasury's Intergovernmental Fiscal Relations Department's officers who provided fiscal and administrative support. The administration of the Fund was therefore, a function of the Intergovernmental Fiscal Relations Department.

The Equalisation Fund was administered through Guidelines on Administration of Equalisation Fund Gazette Notice No.1711 until 5th November, 2019 when the High Court ruling on Petition No. 272 of 2016 declared the Equalisation Fund Guidelines as unconstitutional, null and void. This in effect disbanded the Equalisation Fund Advisory Board (EFAB) and stopped any further expenditure from Equalisation Fund.

The Court directed the National Treasury to develop a statutory instrument on the administration of the Equalisation Fund within six months and it is on this basis, that a multi-agency committee comprising of representatives from National Treasury, National Assembly, Senate, Council of Governors, Commission of Revenue Allocation and Controller of Budget was put in place to develop new Equalisation Fund statutory instrument.

This team developed the Public Finance Management (Equalisation Fund Administration) Regulations 2021 which has since been published through Kenya gazette supplement No 69, Legal Notice No 54 of 29th April, 2021 and subsequently approved by the Parliament. The publication and approval of the Regulations paved way for the operationalization of the EF with the appointment and inauguration of the new EFAB.

9.1. Legal and Policy Framework

In appropriating the Fund, the following legal and policy documents provide the framework for the operationalization of the Equalisation Fund:

9.1.1. Constitution of Kenya 2010

Article 204. Stipulates that:

Clause (1): There is established an Equalisation Fund into which shall be paid one-half percent of all the revenue collected by the national government each year calculated on the basis of the most recent audited accounts of revenue received, as approved by the National Assembly.

Clause (2): The National Government shall use the Equalisation Fund only to provide basic services including water, roads, health facilities and electricity to marginalized areas to the extent necessary to bring the quality of those services in those areas to the level generally enjoyed by the rest of the nation, so far as possible.

Clause (3): The National Government may use the Equalisation Fund-

- (a) only to the extent that the expenditure of those funds has been approved in an Appropriation Bill enacted by Parliament; and
- (b) either directly, or indirectly through conditional grants to counties in which marginalized communities exist.

Clause (4): The Commission on Revenue Allocation shall be consulted and its recommendations considered before Parliament passes any Bill appropriating money out of the Equalisation Fund.

Clause (5): Any unexpended money in the Equalisation Fund at the end of a particular financial year shall remain in that Fund for use in accordance with clauses (2) and (3) during any subsequent financial year.

Clause (6): This Article lapses twenty years after the effective date, subject to clause (7).

Clause (7): Parliament may enact legislation suspending the effect of clause (6) for a further fixed period of years, subject to clause (8).

Clause (8): Legislation under clause (7) shall be supported by more than half of all the members of the National Assembly, and more than half of all the county delegations in the Senate.

Clause (9): Money shall not be withdrawn from the Equalisation Fund unless the Controller of Budget has approved the withdrawal.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

9.1.2. The Public Finance Management Act, 2012

Section 18 of the PFM Act 2012 stipulates that:

Section 18 (1)

The National Treasury shall administer the Equalisation Fund in accordance with Article 204 of the Constitution.

Section 18 (2)

The National Treasury shall keep the Equalisation Fund in a separate account maintained at the Central Bank of Kenya and shall: -

- (a) transfer into that Equalisation Fund all revenues payable into the Fund under Article 204(1) of the Constitution; and
- (b) transfer from that Equalisation Fund, without undue delay, all money for purposes specified in Article 204(2) of the Constitution.

Section 18 (3)

The National Treasury shall ensure that the Equalisation Fund Account is not overdrawn at any time.

Section 18 (4)

Where a withdrawal from the Equalisation Fund is authorized under an Act of Parliament that approves the appropriation of money, the National Treasury shall make a requisition for the withdrawal and submit it to the Controller of Budget for approval.

Section 18 (5)

The approval by the Controller of Budget of a withdrawal from the Equalisation Fund, together with written instructions from the National Treasury requesting for the withdrawal, shall be sufficient authority for the Central Bank of Kenya to pay amounts from the Equalisation Fund Account in accordance with the approval and instructions given.

Section 18 (6)

Any unutilized balances in the Equalisation Fund shall not lapse at the end of the financial year, but shall be retained for use for the purposes for which the Equalisation Fund was established.

9.1.3. The PFM (Equalisation Fund Administration) Regulations, 2021

According to Regulation 3 of the PFM (EF Administration) Regulations, 2021, the Fund was established to: -

- (a) establish an unincorporated Board to advise the Cabinet Secretary on the proper and effective performance of the Fund;
- (b) provide guidance on the administration and management of the Fund;
- (c) provide for the withdrawals from the Fund;
- (d) provide for completion of ongoing projects under the first policy;
- (e) provide for implementation of new projects under all subsequent policies; and
- (f) provide for the procedures in relation to winding up of the Fund

9.1.4. Marginalization Policy

Article 215 of the Constitution of Kenya establishes the Commission on Revenue Allocation (CRA). Further, as a precondition to the allocation and utilization of the Equalisation Fund, Article 216(4) of the Constitution requires that the CRA determines, publishes and regularly reviews a policy in which it sets out the criteria by which to identify marginalized areas

The CRA Marginalization Policy also provides a framework that guides in the planning, implementation, monitoring and evaluation the use of the Equalisation Fund. In setting out the criteria for identifying marginalized areas, the Commission has so far developed and reviewed two (2) policy frameworks namely:

- (i) The First Marginalization Policy; and
- (ii) Second Marginalization Policy.

The First Marginalization Policy was developed in 2013 and approved by parliament in December 2014. The Policy was to be effective for three financial years from the date of its approval that is (2014/15; 2015/16/ 2016/17). The Policy identified fourteen (14) counties as marginalized and have benefited from the Fund namely: **Kilifi, Kwale, Taita Taveta, Garissa, Mandera, Wajir, Tana River, Marsabit, Isiolo, Samburu, Narok, Turkana, West Pokot and Lamu**

The Second Policy was developed and published in 2018. The Policy identified wards/areas as planning units spread in 34 counties in total (1,424 marginalised areas). The Second Policy will be used to share revenues for FYs 2011/12; 2012/13; 2013/14; 2017/18; 2018/19 2019/20; 2020/21.

9.2. A Report on the Fund's Operational and Financial Performance

The Equalisation Fund facilitates the identification, implementation and monitoring and evaluation of projects. The implementation of the projects is the responsibility of the implementing agencies and beneficiary counties. In carrying out its mandate, the Equalisation Fund has made the following milestones:

9.2.1 Appropriation into the Equalisation Fund to date

The disbursements made up to date are based on the First Policy on Marginalization which identified 14 counties as marginalized areas. The policy also recommended the criteria for sharing revenue among the 14 marginalized counties for three consecutive financial years, namely, 2014/15, 2015/16 and 2016/17.

The Equalisation Fund entitlement and allocation since promulgation of the Kenya Constitution 2010 is as shown in Table 1 below: -

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

Table 1: Equalisation Fund Entitlement and Allocation since Inception (Figures in KSh)

| S/N. | Financial Year | Most recent audited revenues approved by the National Assembly | | Equalisation Fund Allocation (KSh.) | Equalisation Fund Entitlement (0.5% of most recent audited and approved revenues) (KSh.) | Amount Reflected in the DORA |
|--------------------|----------------|--|---|-------------------------------------|--|------------------------------|
| | | Base Year for most recent audited revenues approved by National Assembly | Audited and approved revenues by National Assembly (KSh.) | | | |
| | (a) | (b) | (c) | (d) | (e) | |
| 1) | 2011/12 | 2008/2009 | 468,151,970,000 | 0* | 2,340,759,850 | 0 |
| 2) | 2012/13 | 2009/2010 | 529,300,000,000 | 0* | 2,646,500,000 | 0 |
| 3) | 2013/14 | 2009/2010 | 529,300,000,000 | 0* | 2,646,500,000 | 0 |
| 4) | 2014/15 | 2009/2010 | 529,300,000,000 | 400,000,000 | 2,646,500,000 | 3,400,000,000 |
| 5) | 2015/16 | 2012/2013 | 776,900,000,000 | 6,000,000,000 | 3,884,500,000 | 6,000,000,000 |
| 6) | 2016/17 | 2013/2014 | 935,653,000,000 | 6,000,000,000 | 4,678,265,000 | 6,000,000,000 |
| 7) | 2017/18 | 2013/2014 | 935,653,000,000 | 0 | 4,678,265,000 | 7,727,000,000 |
| 8) | 2018/19 | 2013/2014 | 935,653,000,000 | 0 | 4,678,265,000 | 4,700,000,000 |
| 9) | 2019/20 | 2014/2015 | 1,038,035,000,000 | 0 | 5,190,175,000 | 5,760,000,000 |
| 10) | 2020/21 | 2016/2017 | 1,357,698,000,000 | 0 | 6,788,490,000 | 6,788,490,000 |
| 11) | 2021/22 | 2016/2017 | 1,357,698,000,000 | 3,261,843,222 | 6,788,490,000 | 6,825,317,433 |
| 12) | 2022/23 | 2017/2018 | 1,413,694,840,000 | 7,068,474,211 | 7,068,474,200 | 7,068,474,211 |
| 13) | 2023/24 | 2019/20 | 1,673,715,000,000 | 10,867,400,000 | 8,368,575,000 | 8,368,574,000 |
| 14) | 2024/25 | 2020/21 | 1,570,562,814,725 | 8,000,000,000 | 7,852,814,725 | 7,852,814,725 |
| GRAND TOTAL | | | 14,051,314,755,014 | 41,597,717,433 | 70,256,573,775 | 70,490,670,369 |

Source: Division of Revenue Act, 2024, 2023, 2022, 2021, 2020, 2019, 2018, 2017, 2016, 2015 & 2014.

1. There was no allocation in the first three financial years i.e., 2011/12, 2012/13 and 2013/14 since the First Policy identifying the marginalized areas had not been put in place by the CRA.
2. The total entitlement to the Fund since inception is **KSh 70,490,670,369**. The total allocation to the Fund (approved by Parliament) since inception is **KSh. 33,597,717,437**. Out of this, **KSh.12,400,000,000** was appropriated through the Equalisation Fund Appropriation Act 2018 and **Ksh. 10,330,317,433** appropriated in the Equalisation Fund Appropriation Act 2023

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

3. The **Ksh. 10,330,317,433** appropriated in the EF Appropriation Act 2023 was allocation for **FY 2021/2022 (Ksh.3,261,843,222)** and **FY 2022/2023 (Ksh.7,068,474,211)**. However, in the FY 2022/23 Supplementary II, the National Treasury revised the Equalisation Fund allocation to zero due to the following reasons:

- i. The National Treasury encountered shortfall in financing since the revenue collection was below target by over Ksh.100 billion;
- ii. The National Treasury were not able to raise all the projected borrowing; and
- iii. By the time of Supplementary budget II, the Equalisation Fund Appropriation Bill 2023 had not been approved and assented, therefore, the National Treasury did not have authority to expense the funds.

In view of above the National Treasury committed to consider and allocate the **Ksh.10.3 billion** in FY 2023/24 first supplementary budget. However, the amount was not allocated in the FY 2023/2024 supplementary budgets and the National Treasury guided that the Equalisation Fund to utilize **Ksh. 10,867,400,000** being allocation for FY 2023/2024 for implementation of the EF Appropriation Act 2023. The project implementation of approved projects for Equalisation Fund Appropriation Act, 2023 is ongoing and at different stages of implementation.

Additionally, the National Treasury vide letter **Ref: TNT/ZZ/81/014/E (74)** dated 19th May, 2023 to the clerk of senate, committed to pay the Equalisation Fund arrears as per the table below.

Table 2: Proposed Plan on Appropriation of Equalisation Fund Arrears

| Financial Year (A) | Budget Estimates (B) | Equalisation Fund Arrears (C) |
|--------------------|-----------------------|-------------------------------|
| 2023/24 | 8,368,574,000 | - |
| 2024/25 | 8,368,574,000 | 9,976,766,000 |
| 2025/26 | 9,590,000,000 | 9,976,766,000 |
| 2026/27 | 10,960,000,000 | 9,976,766,000 |
| 2027/28 | 14,393,000,000 | 9,976,766,000 |
| Grand Total | 51,680,148,000 | 39,907,064,000 |

9.2.2. Disbursements from the Equalisation Fund to date

As mentioned above, a total of **KSh.15.93 billion** on Equalisation Fund entitlements relating to financial years 2014/15, 2015/16, 2016/17, 2023/24 and 2024/25 have been allocated and appropriated to finance projects identified by the first and second marginalization policies and for the purpose of administrative expenses.

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

Of these funds, the Equalisation Fund has to date disbursed a total of **KSh. 10,730,467,153.34** in Financial Years 2016/17, 2017/18, 2018/19, 2022/23, 2023/24 and 2024/25 to the Ministries, Departments and Agencies (MDAs) implementing the identified projects in the 14 marginalized counties as shown in tables 3, 4, 5, 6 and 7 below:

Table 3: Disbursements in FY 2016/17 (Figures in KSh)

| COUNTIES | State Department for Irrigation | State Department Vocational & Technical Training | State department for Water | Ministry of Health | State Department for Infrastructure Roads | State Department for Energy | State department for Basic Education | The National Treasury | Total |
|---------------------------------|---------------------------------|--|----------------------------|--------------------|---|-----------------------------|--------------------------------------|-----------------------|--------------------|
| Garissa County | | | 97,816,106.00 | | | 70,000,000.00 | | | 167,816,106 |
| Isiolo County | | | 50,000,000.00 | | | 16,600,000.00 | | | 66,600,000 |
| Kilifi County | | | | | | 5,750,000.00 | | | 5,750,000 |
| Kwale County | | | | | | 20,000,000.00 | | | 20,000,000 |
| Lamu County | | | | | | 60,000,000.00 | | | 60,000,000 |
| Mandera County | | | | | | 27,000,000.00 | | | 27,000,000 |
| Marsabit county | | | | | | 16,000,000.00 | | | 16,000,000 |
| Narok County | | | | | | | | | - |
| Samburu County | | | | | | | | | - |
| Taita Taveta County | | | | | | | | | - |
| Tana River County | | | | | | 15,000,000.00 | | | 15,000,000 |
| Turkana county | | | | | | | | | - |
| Wajir county | | | | | | | | | - |
| West Pokot County | | | 103,782,138.00 | | | | | | 103,782,138 |
| Secretariat Administrative Cost | 54,791,200.00 | 7,870,000.00 | 166,300,000.00 | 88,155,000.00 | 102,500,000.00 | 38,500,000.00 | 2,249,500.00 | | 460,365,700 |
| Total | 54,791,200 | | 417,898,244 | 88,155,000 | 102,500,000 | 268,850,000 | 2,249,500 | - | 942,313,944 |

Table 4: Disbursements in FY 2017/18 (Figures in KSh)

| COUNTIES | State Department for Irrigation | State Department Vocational & Technical Training | State department for Water | Ministry of Health (Health Facilities) | State Department for Infrastructure (Roads) | State Department for Energy | State department for Education | The National Treasury | Total |
|---------------------|---------------------------------|--|----------------------------|--|---|-----------------------------|--------------------------------|-----------------------|----------------------|
| Garissa County | | | 185,682,609.00 | 35,000,000.00 | 317,520,000.00 | 70,000,000.00 | | | 608,202,609.00 |
| Isiolo County | | | 45,158,734.00 | 30,900,000.00 | 450,300,000.00 | 16,600,000.00 | | | 542,958,734 |
| Kilifi County | | | 98,883,566.00 | 56,214,369.00 | 181,721,610.00 | 6,000,000.00 | | | 342,819,545 |
| Kwale County | | | 136,750,654.00 | 2,706,250.00 | 317,475,000.00 | 77,000,000.00 | | | 533,931,904 |
| Lamu County | 21,841,872.00 | | 55,068,900.00 | 89,965,723.00 | 178,805,300.00 | 60,000,000.00 | | | 405,681,795 |
| Mandera County | 185,312,520.00 | | 127,070,518.00 | 170,600,000.00 | 300,000,000.00 | 27,000,000.00 | | | 809,983,038 |
| Marsabit county | 106,978,800.00 | | 46,759,121.00 | 94,149,100.00 | 148,928,000.00 | 16,000,000.00 | | | 412,815,021 |
| Narok County | | | 92,500,543.00 | 69,393,303.00 | 270,904,145.00 | | | | 432,797,991 |
| Samburu County | | | 305,010,167.00 | | 111,800,000.00 | | | | 416,810,167 |
| Taita Taveta County | | | 40,255,235.00 | 167,725,000.00 | 414,500,000.00 | 15,000,000.00 | | | 637,480,235 |
| Tana River County | 204,327,007.00 | | 28,171,309.00 | | 179,000,000.00 | | | | 411,498,316 |
| Turkana county | | | 39,847,657.00 | 23,750,000.00 | 320,066,668.00 | | | | 383,664,325 |
| Wajir county | | | 289,454,791.00 | 141,200,000.00 | 80,000,000.00 | | | | 510,654,791 |
| West Pokot County | | | 32,173,822.00 | 38,800,000.00 | 417,575,000.00 | | | | 488,548,822 |
| Total | 518,460,199 | - | 1,522,787,626 | 920,403,745 | 3,688,595,723 | 287,600,000 | - | - | 6,937,847,293 |

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

Table 5: Disbursements in FY 2018/19 (Figures in KSh)

| COUNTIES | State Department for Irrigation | State Department Vocational & Technical Training | State department for Water | Ministry of Health (Health Facilities) | State Department for Infrastructure (Roads) | State Department for Energy | State department for Education Education | The National Treasury | Total |
|---------------------|---------------------------------|--|----------------------------|--|---|-----------------------------|--|-----------------------|----------------------|
| Garissa County | | | 57,566,258.00 | | | | | | 57,566,258 |
| Isiolo County | | | 36,361,403.50 | 59,750,000.00 | | | | | 96,111,404 |
| Kilifi County | | | 101,576,474.20 | 64,045,502.00 | | | 23,000,000.00 | | 188,621,976 |
| Kwale County | | | 42,074,602.00 | 8,118,750.00 | | | 50,000,000.00 | | 100,193,352 |
| Lamu County | 5,312,684.00 | | 91,460,101.90 | 53,024,948.00 | | | | | 149,797,734 |
| Mandera County | 125,328,632.60 | | 22,522,900.00 | | | | | | 147,851,533 |
| Marsabit county | 189,333,006.10 | | 50,183,477.50 | 122,496,400.00 | | | | | 362,012,884 |
| Narok County | | | 61,925,816.50 | 132,929,908.00 | | | | | 194,855,725 |
| Samburu County | | | 234,895,466.10 | | | | | | 234,895,466 |
| Taita Taveta County | | | 21,005,493.00 | 3,975,000.00 | | | | | 24,980,493 |
| Tana River County | 189,059,101.30 | | 68,993,349.35 | | | | 60,000,000.00 | | 318,052,451 |
| Turkana county | | | 124,963,665.40 | 67,500,000.00 | | | | | 192,463,665 |
| Wajir county | | | 76,137,534.00 | 162,800,000.00 | | | | | 238,937,534 |
| West Pokot County | | | 40,071,341.00 | 120,000,000.00 | | | | | 160,071,341 |
| Total | 509,033,424 | - | 1,029,737,882 | 794,640,508 | - | - | 133,000,000 | - | 2,466,411,814 |

Table 6: Disbursements in FY 2022/23 (Figures in Ksh)

| COUNTIES | State Department for Irrigation | State Department for Vocational & Technical Training | State Department for Water & Sanitation | Ministry of Health | State Department for Infrastructure | State Department for Ministry of Energy | State Department for Ministry of Education | Total |
|--------------|---------------------------------|--|---|--------------------|-------------------------------------|---|--|-----------------------|
| Garissa | | | 4,480,965.16 | | | | | |
| Isiolo | | | 0 | | | | | |
| Kilifi | | | 41,122,501.24 | | | | 17,380,475 | |
| Kwale | | | 43,728,993.40 | | | | | |
| Lamu | | | 77,842,536.09 | | | | | |
| Mandera | | | 0 | | | | | |
| Marsabit | | | 55,852,377.95 | | | | | |
| Narok | | | 30,985,859.60 | | | | | |
| Samburu | | | 62,908,798.00 | | | | | |
| Taita Taveta | | | 66,179,537.00 | | | | | |
| Tana River | | | 60,515,648.90 | | | | | |
| Turkana | | | 107,350,031.44 | | | | | |
| Wajir | | | 69,607,076.99 | | | | | |
| West Pokot | | | 19,164,644.00 | | | | | |
| Total | - | - | 639,738,969.77 | - | - | - | 17,380,475.00 | 657,119,444.77 |

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

Table 7: Disbursements in FY 2023/24 (Figures in Ksh)

| COUNTIES | State Department for Irrigation | State Department for Vocational & Technical Training | State Department for Water & Sanitation | Ministry of Health | State Department for Infrastructure | State Department for Ministry of Energy | State Department for Ministry of Education | The National Treasury | Total |
|--------------|---------------------------------|--|---|--------------------|-------------------------------------|---|--|-----------------------|-----------------------|
| Garissa | - | - | | - | - | - | - | - | |
| Kwale | - | - | 18,485,296.00 | - | - | - | - | - | 18,485,296.00 |
| Lamu | - | - | 13,961,003.80 | - | - | - | - | - | 13,961,003.80 |
| Kilifi | - | - | 68,268,336.00 | - | - | - | - | - | 68,268,336.00 |
| Isiolo | - | - | | - | - | - | - | - | |
| Mandera | - | - | | - | - | - | - | - | |
| Marsabit | - | - | | - | - | - | - | - | |
| Narok | - | - | 8,417,842.90 | - | - | - | - | - | 8,417,842.90 |
| Samburu | - | - | 13,717,250.00 | - | - | - | - | - | 13,717,250.00 |
| Taita Taveta | - | - | | - | - | - | - | - | |
| Tana River | - | - | 27,683,452.00 | - | - | - | - | - | 27,683,452.00 |
| Turkana | - | - | | - | - | - | - | - | |
| Wajir | - | - | 5,603,851.00 | - | - | - | - | - | 5,603,851.00 |
| West Pokot | - | - | | - | - | - | - | - | |
| Total | - | - | 156,137,031.70 | - | - | - | - | - | 156,137,031.70 |

Table 8: Disbursements in FY 2024/25 (Figures in Ksh)

| COUNTIES | State Department for Irrigation | State Department for Vocational & Technical Training | State Department for Water & Sanitation | Ministry of Health | State Department for Infrastructure | State Department for Ministry of Energy | State Department for Ministry of Education | The National Treasury | Total |
|--------------|---------------------------------|--|---|--------------------|-------------------------------------|---|--|-----------------------|--------------------|
| Garissa | - | - | 6,223,358. | - | - | - | - | - | 6,223,358. |
| Kwale | - | - | 32,928,388.38 | - | - | - | - | - | 32,928,388.38 |
| Lamu | - | - | 1,747,218.68 | - | - | - | - | - | 1,747,218.68 |
| Kilifi | - | - | 20,174,970 | - | - | - | - | - | 20,174,970 |
| Isiolo | - | - | | - | - | - | - | - | |
| Mandera | - | - | | - | - | - | - | - | |
| Marsabit | - | - | 14,167,599 | - | - | - | - | - | 14,167,599 |
| Narok | - | - | | - | - | - | - | - | |
| Samburu | - | - | 16,157,388.32 | - | - | - | - | - | 16,157,388.32 |
| Taita Taveta | - | - | 1,434,138.00 | - | - | - | - | - | 1,434,138.00 |
| Tana River | - | - | 57,920,164.96 | - | - | - | - | - | 57,920,164.96 |
| Turkana | - | - | 120,584,059 | - | - | - | - | - | 120,584,059 |
| Wajir | - | - | 26,912,636 | - | - | - | - | - | 26,912,636 |
| West Pokot | - | - | 3,671,354 | - | - | - | - | - | 3,671,354 |
| Total | - | - | 311,353,325 | - | - | - | - | - | 311,353,325 |

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

9.2.3. Status of Projects Undertaken by implementing MDAs identified in Financial Years 2016/17, 2017/18 and 2018/19 in the 14 Counties

Since the commencement of the Fund, projects identified for funding from the Fund have been in the 14 counties identified by the first marginalization policy. These projects were to be financed to their completion, from allocations to the EF for the FY 2014/15, 2015/16 and 2016/17 and as appropriated in EF Appropriation Act of 2018. As such, projects have only been identified once and the same have been under implementation since then. New projects will only be identified based on the second policy on marginalization.

The projects, as per EF Appropriation Act of 2018 are implemented by specific MDAs who periodically forward status reports on these projects to the National Treasury. Based on submission by MDAs, there are a total of 360 projects, financed by the EF and are at different status of implementation as shown in Table 8 below;

Table 6: Status of all the Equalisation projects as at 30th June, 2025.

| Implementing MDA | No. of Projects | <50% | 50%-74% | 75%-89% | 90%-100% (Completed) |
|--|-----------------|-----------|-----------|-----------|----------------------|
| Ministry of Health | 84 | 15 | 8 | 8 | 53 |
| State Department for Infrastructure, through KERRA | 84 | 7 | 1 | 1 | 75 |
| State Department for Irrigation | 30 | 3 | 2 | 5 | 20 |
| Ministry of Water and Sanitation | 127 | 14 | 11 | 9 | 93 |
| State Department for Technical and Vocational Training | 4 | 4 | 0 | 0 | 1 |
| State Department for Early Learning Basic Education | 10 | 3 | 0 | 2 | 9 |
| Ministry of Energy | 20 | 1 | 0 | 0 | 19 |
| Total | 359 | 53 | 23 | 30 | 270 |

9.3. Equalisation Fund's compliance with statutory requirements

During the year ended 30th June 2025, the Fund complied with all its statutory obligations to tax authorities, the National Treasury, the office of the Auditor General and all other statutory entities.

9.4. Material Arrears in Statutory and Other Financial Obligations,

No material arrears in statutory or other financial obligations had been identified as at 30th June 2025.

9.5. Overall Challenges Encountered

The Fund was operationalized in the FY 2015/16 and projects to be financed from the Fund were identified in December 2016. The operationalization and implementation of the Fund has faced the following challenges since inception to date: -

Equalisation Fund

Annual Report and Financial Statements For the year ended 30th June 2025.

- 1) In 2019 the High Court on its ruling on Petition no. 272 of 2016 directed the National Treasury to develop new statutory instrument on the administration of the Equalisation Fund and the lengthy nature of the process of developing new statutory instrument caused more delays in operationalizing the Fund;
- 2) Delayed disbursement of funds into the Equalisation Fund has slowed down implementation;
- 3) Tight fiscal space to allocate and appropriate all Equalisation Fund entitlement resulting in Fund arrears;
- 4) Revision of EF allocation long after the enactment of the EF Appropriation Acts have caused challenges in resourcing/funding of the EF appropriation;
- 5) Delays in approval of Equalisation Fund annual budget by the Cabinet Secretary National Treasury resulting in delays in Fund's operations;
- 6) Court cases: **Petition number 003 of 2023** in the High Court of Kenya at Garissa and court order dated 31st May, 2023 and **Petition 4 of 2023** in the High Court of Kenya at Garissa. This resulted in restricting of withdrawals from Equalisation Fund delaying timely implementation of projects;
- 7) The shift of unit of consideration for marginalization from County to sub location in the second Policy resulted in identification of 1,424 areas as Marginalised resulting to thinly spread of resources. Therefore, the impact of the Fund on the marginalised communities may not be immediately felt and doubtful in most instances;
- 8) There are 2 marginalisation policies currently running concurrently, this has made it difficult to conduct impact assessment/ evaluation of the policies and CRA is developing a third marginalization. Need to have one marginalization policy in place for at least 5years;
- 9) The EF Appropriation Act, 2023 did not provide for administration costs for beneficiary County Governments and County Technical Committees resulting to challenges in project identification and oversight at the county level;
- 10) Delays in submission of project proposals identified by the County Technical Committee by the County Executive Committee Members for Finance for the respective beneficiary counties; and
- 11) Litigation; and multi legislative instruments in National Assembly and Senate

10. Environmental and Sustainability Reporting

1.1. Sustainability Strategy and Profile

The subject of environmental and sustainability reporting and its relation between their financial performances continue to gain traction. The Equalisation Fund is committed to facilitating development of basic services including water, roads, health facilities and electricity in marginalized areas to the extent necessary to bring the quality of those services in those areas to the level generally enjoyed by the rest of the nation, so far as possible.

1.2. Environmental Performance

The Fund takes cognisance in nurturing friendly co-existence in an environment that supports socio economic development and sustainability as advocated for by Sustainable Development Goals No. 3 on good health; No. 6 on provision of clean water and sensitization; No. 7 on provision of affordable and clean energy and No. 10 on reducing inequality.

The Fund commits to comply to all relevant national and international environmental and other statutory regulatory provisions, best practices and standards. The Fund will ensure that its environmental and social management/ monitoring plans are anchored and comply with all the relevant regulations and standards.

1.3. Employee Welfare

In order to guide management of staff, attain optimal staffing levels and attract and facilitate appointment and retention of suitably qualified officers, the Fund has developed various Human Resource Instruments namely: Organizational Structure and Staffing; Job Descriptions and Specification Guidelines; Human Resource Policies and Procedures Manual; and Salary Structure for EFAB Secretariat.

During recruitment and management of staff, the Fund will strive to adhere to its human resources policies, procedures and guidelines while taking into account the gender ratio, regional balance and special groups. Additionally, the Fund will continually provide a conducive work environment and facilitate staff to undertake continuous training and skill development. Finally, the Fund will procure a medical and insurance cover to take care of any uncertainties.

To enhance effective delivery of its broad mandate the Fund recognizes the need for employees training and skill development. During the period under review, the Fund conducted a training need assessment and analysis and sponsored employees for the following courses:

- Senior Management Course - Kenya School of Government
- Records Management Course - Kenya School of Government
- Advanced Leadership Programme- Eastern and Southern Africa Management Institute (ESAMI)

1.4. Market place practices

In sourcing for goods, works and services, the Fund shall comply with the provisions of Public Procurement and Asset Disposal Act 2015 and other enabling legislations. Under the preference and reservations schemes, the Fund shall allocate 30% of its procurement opportunities to firms owned by the affirmative action groups (youth, women and persons with disability).

Moreover, following laid down procedures and guidelines, the Fund shall adopt best practices and endeavour to honour contractual obligations to supplier/contractors by making timely payment for goods, works and services. The Fund shall appraise its suppliers/contractors of goods, works and services to develop and regularly update its suppliers' database.

1.5. Corporate Social Responsibility / Community Engagements

The Fund commits to undertake CSR activities, Corporate Social Investment and other forms of community engagements in the next financial years.

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

11. Report of the Directors

The Directors submit their report together with the audited financial statements for the year ended June 30, 2025, which show the state of the Fund's affairs.

i) Principal activities

The principal activities of the entity are on page (iii).

ii) Results

The results of the entity for the year ended June 30, 2025, are set out on page 1 to 8.

iii) Directors

The members of the Board who served during the year are shown on page Xlii.

iv) Auditors

The Auditor General is responsible for the statutory audit of the Fund in accordance with Article 229 of the Constitution of Kenya and the Public Audit Act 2015.

By Order of the Board



.....
Guyo Boru
Secretary to the Board
Date: 21/11/2025

12. Statement of Directors Responsibilities

Section 81 of the Public Finance Management Act, 2012 requires the Directors to prepare financial statements in respect of that Fund, which give a true and fair view of the state of affairs of the Fund at the end of the financial year and the operating results of the Fund for that year. The Directors are also required to ensure that the Fund keeps proper accounting records which disclose with reasonable accuracy the financial position of the Fund. The Directors are also responsible for safeguarding the assets of the Fund.

The Directors are responsible for the preparation and presentation of the Fund’s financial statements, which give a true and fair view of the state of affairs of the Fund for and as at the end of the financial year ended on June 30, 2025. This responsibility includes: (i) Maintaining adequate financial management arrangements and ensuring that these continue to be effective throughout the reporting period; (ii) Maintaining proper accounting records, which disclose with reasonable accuracy at any time the financial position of the Fund; (iii) Designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of the financial statements, and ensuring that they are free from material misstatements, whether due to error or fraud; (iv) Safeguarding the assets of the Fund; (v) Selecting and applying appropriate accounting policies; and (vi) Making accounting estimates that are reasonable in the circumstances.

The Directors accept responsibility for the Fund’s financial statements, which have been prepared using appropriate accounting policies supported by reasonable and prudent judgements and estimates, in conformity with International Public Sector Accounting Standards (IPSAS), and in the manner required by the PFM Act, 2012. The Directors are of the opinion that the Fund’s financial statements give a true and fair view of the state of Fund’s transactions during the financial year ended June 30, 2025, and of the Fund’s financial position as at that date.

The Directors further confirms the completeness of the accounting records maintained for the Fund, which have been relied upon in the preparation of the Fund’s financial statements as well as the adequacy of the systems of internal financial control.

Nothing has come to the attention of the Directors to indicate that the Fund will not remain a going concern for at least the next twelve months from the date of this statement.

Approval of the financial statements

The Fund’s financial statements were approved by the Board on 25th July, 2025 and signed on its behalf by:



.....
Name: Amb. (Eng.) Mahbub Maalim
Chairman of the Board



.....
Name: Guyo Boru
CEO/Fund Administrator

REPUBLIC OF KENYA



Telephone: +254-(20) 3214000
E-mail: info@oagkenya.go.ke
Website: www.oagkenya.go.ke

HEADQUARTERS
Anniversary Towers
Monrovia Street
P.O. Box 30084-00100
NAIROBI

REPORT OF THE AUDITOR-GENERAL ON EQUALIZATION FUND FOR THE YEAR ENDED 30 JUNE, 2025

PREAMBLE

I draw your attention to the contents of my report which is in three parts:

- A. Report on Financial Statements that considers whether the financial statements are fairly presented in accordance with the applicable financial reporting framework, accounting standards and the relevant laws and regulations that have a direct effect on the financial statements;
- B. Report on Lawfulness and Effectiveness in the Use of Public Resources which considers compliance with applicable laws, regulations, policies, gazette notices, circulars, guidelines and manuals and whether public resources are applied in a prudent, efficient, economic, transparent and accountable manner to ensure the Government achieves value for money and that such funds are applied for the intended purpose; and,
- C. Report on Effectiveness of Internal Controls, Risk Management and Governance which considers how the entity has instituted checks and balances to guide internal operations. This responds to the effectiveness of the governance structure, risk management environment and internal controls, developed and implemented by those charged with governance for orderly, efficient and effective operations of the entity.

An Unmodified Opinion is issued when the Auditor-General concludes that the financial statements are fairly presented in accordance with the applicable financial reporting framework. The Report on Financial Statements should be read together with the Report on Lawfulness and Effectiveness in the Use of Public Resources, and the Report on Effectiveness of Internal Controls, Risk Management, and Governance.

The three parts of the report aim to address the Auditor-General's statutory roles and responsibilities as provided by Article 229 of the Constitution, the Public Finance Management Act, 2012, and the Public Audit Act, 2015. The three parts of the report when read together constitute the report of the Auditor-General.

REPORT ON THE FINANCIAL STATEMENTS

Opinion

I have audited the accompanying financial statements of Equalization Fund set out on pages 1 to 24, which comprise of the statement of financial position as at 30 June, 2025 and the statement of financial performance, statement of changes in net assets, statement of cash flows and the statement of comparison of budget and actual amounts for the year then ended, and a summary of significant accounting policies and other explanatory information in accordance with the provisions of

Report of the Auditor-General on Equalization Fund for the year ended 30 June, 2025

Article 229 of the Constitution of Kenya and Section 35 of the Public Audit Act, 2015. I have obtained all the information and explanations which, to the best of my knowledge and belief, were necessary for the purpose of the audit.

In my opinion, the financial statements present fairly, in all material respects, the financial position of Equalization Fund as at 30 June, 2025 and of its financial performance and its cash flows for the year then ended, in accordance with International Public Sector Accounting Standards (Accrual Basis) and comply with the Public Finance Management Act, 2012.

Basis for Opinion

The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs). I am independent of the Equalization Fund Management in accordance with ISSAI 130 on the Code of Ethics. I have fulfilled other ethical responsibilities in accordance with the ISSAI and in accordance with other ethical requirements applicable to performing audits of financial statements in Kenya. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Emphasis of Matter

Budgetary Control and Performance

The statement of comparison of budget and actual amounts reflects budgeted receipts of Kshs.2,838,729,096 against actual receipts on comparable basis of Kshs.4,805,729,096 resulting in a revenue overcollection of Kshs.1,976,000,000 or 469% of the budget. This has been attributed to reduction of the approved budget after transfers had been made to the Fund based on the original budget estimates. Similarly, the statement reflects actual expenditure of Kshs.4,486,978,218 against approved budget of Kshs.10,304,329,096 resulting in an under-performance of Kshs.5,817,350,878 or 56% of the budget.

The under-performance affected implementation of the planned activities and may have impacted negatively on service delivery to the public.

My opinion is not modified in respect of this matter.

Key Audit Matters

Key audit matters are those matters that, in my professional judgement, are of most significance in the audit of the financial statements. There were no key audit matters to report in the year under review.

Other Matter

1. Delayed Implementation of Equalization Fund Projects

The Second Policy was operationalized by the Equalization Fund Appropriation Act, 2023 which allocated Kshs.10,020,407,910 for the 1,424 identified marginalized areas in 34 counties. Review of the performance indicated six (6) counties, namely, Bomet, Bungoma, Kericho, Kitui, Lamu and Narok with a total appropriation of

Kshs.1,365,639,170 had no approved projects as they had not presented project proposals for approval.

Further, only Kshs.2,898,928,827 or 48% of the amount approved for projects was requisitioned and transferred to the respective counties. Thirteen (13) counties with a combined approved project costing Kshs.2,059,851,482 had zero absorption of the appropriated amounts.

The Fund had transferred only 29% of the appropriation as at 30 June, 2025.

In view of the above, there was delayed implementation of projects and the ultimate objective of the Fund might not be achieved.

2. Gaps in the Laws Governing the Equalization Fund

Review of the Public Finance Management (Equalization Fund Administration) Regulations, 2021 which guides the operations of the Fund revealed the following gaps;

- i. Regulation 8(j) of the Public Finance Management (Equalisation Fund Administration) Regulations, 2021 assigns the responsibility of conducting public participation to the Board, in line with Article 201 of the Constitution. However, Regulations 18 and 19 designate this function to the Project Identification and Implementation Committee, of which Board members are not part. This misalignment in roles may lead to confusion in execution and accountability of public participation activities.
- ii. Regulation 15 provides that the County Technical Committee shall be responsible for approving all projects to be financed from the Fund while Regulation 23 provides that the County Executive Committee Member responsible for matters relating to finance shall submit work plans through county technical committee to the Board for approval. It is not clear whose role it is to approve projects.
- iii. Regulation 20(b) provides that County Executive Committee Member for finance shall prepare financial statements for the Fund for each financial year in a form prescribed by the Accounting Standards Board in accordance with the Act and submit to the Secretary of the Board. This requirement is not clear on reporting responsibilities to the Auditor-General by the County Executive Committee Member for finance.

Management has not caused amendments to the law to address the above gaps for effective operation of the Fund.

Other Information

Management is responsible for the Other Information set out on page iii to xlv which comprise of Key Entity Information and Management, the Equalization Fund Advisory Board Members, Management Team, Chairman's Statement, Report of the Chief Executive Officer, Corporate Governance Statement, Management Discussion and Analysis, Environmental and Sustainability Reporting, Report of the Directors and Statement of Directors Responsibilities. The Other Information does not include the financial statements and my audit report thereon.

In connection with my audit on the Fund's financial statements, my responsibility is to read the Other Information and in doing so, consider whether the Other Information is materially inconsistent with the financial statements or my knowledge obtained in the audit or otherwise appears to be materially misstated. If based on the work I have performed, I conclude that there is a material misstatement of this Other Information, I am required to report that fact. I have nothing to report in this regard.

My opinion on the financial statements does not cover the Other Information and accordingly, I do not express an audit opinion or any form of assurance thereon.

REPORT ON LAWFULNESS AND EFFECTIVENESS IN THE USE OF PUBLIC RESOURCES

Conclusion

As required by Article 229(6) of the Constitution, based on the audit procedures performed, except for the effect of the matters described in the Basis for Conclusion on Lawfulness and Effectiveness in the Use of Public Resources section of my report, I confirm that nothing else has come to my attention to cause me to believe that public resources have not been applied lawfully and in an effective way.

Basis for Conclusion

1. Unauthorized Withdrawal from the Fund

The statement of financial performance reflects an amount of Kshs.4,225,091,212 in respect of transfers to other government entities which, as disclosed in Note 10 to the financial statements, includes an amount of Kshs1,014,809,059 being recovery by the National Treasury. However, the supporting instructions from the Equalization Fund Administrator, authorization by the Controller of Budget and the Treasury Order were not provided for audit verification. This was contrary to Regulation 30 (2) of The Public Finance Management (Equalization Fund Administration) Regulations, 2021 which require inter alia that any withdrawal from the Fund shall be authorized by the Controller of Budget.

The withdrawal from the Fund may have been unauthorized.

2. Non-Compliance with the Constitution

Review of records maintained by the Secretariat revealed that only an amount of Kshs.15,930,000,000 out of the expected Kshs.67,807,602,775 of the total entitlement from the years 2011/2012 to 2024/2025 had been transferred to the Equalisation Fund Account as tabulated below:

| Financial Year | Approved Audited Revenues (Kshs.) | Amount of Equalisation Fund Entitlement (Kshs.) | Amount Transferred to the Fund (Kshs.) |
|----------------|-----------------------------------|---|--|
| 2011/2012 | 468,151,970,000 | 2,340,759,850 | |
| 2012/2013 | 529,300,000,000 | 2,646,500,000 | |
| 2013/2014 | 529,300,000,000 | 2,646,500,000 | |
| 2014/2015 | 776,900,000,000 | 3,884,500,000 | 6,400,000,000 |

| Financial Year | Approved Audited Revenues (Kshs.) | Amount of Equalisation Fund Entitlement (Kshs.) | Amount Transferred to the Fund (Kshs.) |
|----------------|-----------------------------------|---|--|
| 2015/2016 | 776,900,000,000 | 3,884,500,000 | |
| 2016/2017 | 776,900,000,000 | 3,884,500,000 | 6,000,000,000 |
| 2017/2018 | 776,900,000,000 | 3,884,500,000 | |
| 2018/2019 | 776,900,000,000 | 3,884,500,000 | |
| 2019/2020 | 776,900,000,000 | 3,884,500,000 | |
| 2020/2021 | 1,357,698,000,000 | 6,788,490,000 | |
| 2021/2022 | 1,357,689,000,000 | 6,788,490,000 | |
| 2022/2023 | 1,413,694,840,000 | 7,068,474,200 | |
| 2023/2024 | 1,673,715,000,000 | 8,368,574,000 | 1,030,000,000 |
| 2024/2025 | 1,570,562,814,725 | 7,852,814,725 | 2,500,000,000 |
| Total | 13,561,511,624,725 | 67,807,602,775 | 15,930,000,000 |

The National Treasury had not remitted the outstanding balance of Kshs.51,877,602,775 to the Fund as at 30 June, 2025.

In the circumstances, the National Treasury was in breach of the law.

3. Activities Performed by the Board Under Local Travels

The statement of financial performance reflects Board expenses of Kshs.26,991,448 which, as disclosed in Note 9 to the financial statements, includes local travel and accommodation expenses of Kshs.9,192,800. Review of the domestic travel and subsistence attributed to board expenses indicate that the Board members participated in review, monitoring and verification of projects and courtesy calls across various Counties incurring an amount of Kshs.4,531,800 on activities that were executive functions. As a result, the board expenses exceeded the budgetary allocation by Kshs.2,151,448 or approximately 9% of their allocation. This was contrary to Part D of Circular OP/CAB.9/1A dated 11 March, 2020 on Management of State Corporations which requires inter alia that field/inspection visits, as well as international engagements are an executive function that fall in the domain of executive team led by the Chief Executive Officer.

In the circumstances, the activities were in breach of Government circular.

The audit was conducted in accordance with ISSAI 3000 and ISSAI 4000. The standards require that I comply with ethical requirements and plan and perform the audit to obtain assurance about whether the activities, financial transactions and information reflected in the financial statements comply in all material respects, with the authorities that govern them. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my conclusion.

REPORT ON EFFECTIVENESS OF INTERNAL CONTROLS, RISK MANAGEMENT AND GOVERNANCE

Conclusion

As required by Section 7(1)(a) of the Public Audit Act, 2015, based on the audit procedures performed, except for the effect of the matters described in the Basis for Conclusion on Effectiveness of Internal Controls, Risk Management and Governance section of my report, I confirm that nothing else has come to my attention to cause me to believe that internal controls, risk management and governance were not effective.

Basis for Conclusion

1. Understaffing at the Fund

As previously reported, review of staff records revealed that twenty-five (25) officers were actively serving within the Equalisation Fund Secretariat, compared to the approved establishment of thirty-seven (37). This staffing shortfall raises concerns regarding the Fund's capacity to effectively execute its mandate, as key departments may be operating with inadequate personnel, potentially impacting service delivery and operational efficiency.

In the circumstances, the Fund may not achieve its mandate due to staff shortage.

2. Failure by the Equalisation Fund Advisory Board to Conduct Performance Evaluation on its Performance Targets

Review of Board activities indicated that the Board of Directors did not conduct self-evaluation of its performance as enshrined in the Mwongozo, the Code of Governance for State Corporations. Management has explained that this was due to absence of a strategic plan from which targets would be set. The delay in having a strategic plan impacted in the board's ability to provide strategic direction to the Fund.

In the circumstances, the Fund operated without set targets and strategic direction.

The audit was conducted in accordance with ISSAI 2315 and ISSAI 2330. The standards require that I plan and perform the audit to obtain assurance about whether effective processes and systems of internal controls, risk Management and overall governance were operating effectively in all material respects. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my conclusion.

Responsibilities of Management and the Advisory Board

Management is responsible for the preparation and fair presentation of these financial statements in accordance with International Public Sector Accounting Standards (Accrual Basis) and for maintaining effective internal controls as Management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error and for its assessment of the effectiveness of internal controls, risk management and governance.

In preparing the financial statements, Management is responsible for assessing the Fund's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless Management is aware of the intention to cease operations.

Management is also responsible for the submission of the financial statements to the Auditor-General in accordance with the provisions of Section 47 of the Public Audit Act, 2015.

In addition to the responsibility for the preparation and presentation of the financial statements described above, Management is also responsible for ensuring that the activities, financial transactions and information reflected in the financial statements comply with the authorities which govern them and that public resources are applied in an effective way.

The Advisory Board is responsible for overseeing the Fund's financial reporting process, reviewing the effectiveness of how Management monitors compliance with relevant legislative and regulatory requirements, ensuring that effective processes and systems are in place to address key roles and responsibilities in relation to governance and risk management, and ensuring the adequacy and effectiveness of the control environment.

Auditor-General's Responsibilities for the Audit

My responsibility is to conduct an audit of the financial statements in accordance with Article 229(4) of the Constitution, Section 35 of the Public Audit Act, 2015 and the International Standards of Supreme Audit Institutions (ISSAIs). The standards require that, in conducting the audit, I obtain reasonable assurance about whether the financial statements as a whole are free from material misstatements, whether due to fraud or error and to issue an auditor's report that includes my opinion in accordance with Section 48 of the Public Audit Act, 2015. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISSAIs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

In conducting the audit, Article 229(6) of the Constitution also requires that I express a conclusion on whether or not in all material respects, the activities, financial transactions and information reflected in the financial statements are in compliance with the authorities that govern them and that public resources are applied in an effective way. In addition, I consider the entity's control environment in order to give an assurance on the effectiveness of internal controls, risk management and governance processes and systems in accordance with the provisions of Section 7(1) (a) of the Public Audit Act, 2015.

Further, I am required to submit the audit report in accordance with Article 229(7) of the Constitution.

Detailed description of my responsibilities for the audit is located at the Office of the Auditor-General's website at: <https://www.oagkenya.go.ke/auditor-generals-responsibilities-for-audit/>. This description forms part of my auditor's report.


FCPA Nancy Gathungu, CBS
AUDITOR-GENERAL

Nairobi

01 December, 2025

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

14. Statement of Financial Performance for the Year Ended 30th June 2025

| | Notes | Jun-25 | Jun-24 |
|---|-------|------------------------|----------------------|
| | | Kshs | Kshs |
| Revenue from non-exchange transactions | | | |
| Transfers from other governments entities | 6 | 2,500,000,000 | 1,030,000,000 |
| | | | |
| Total revenue | | 2,500,000,000 | 1,030,000,000 |
| | | | |
| Expenses | | | |
| Employee Cost | 7 | 24,823,838 | 8,282,285 |
| Use of goods | 8 | 187,123,982 | 121,087,123 |
| Board Expenses | 9 | 26,991,448 | 14,705,148 |
| Transfers to other Government entities | 10 | 4,225,091,212 | 156,137,032 |
| Depreciation Expense | 11 | 21,377,731 | 11,000,454 |
| Total Expenditure | | 4,485,408,210 | 311,212,042 |
| Surplus/(deficit) for the period | - | (1,985,408,210) | 718,787,958 |

The Financial Statements set out on pages 1 to 7 were signed on behalf of the Board of Directors by



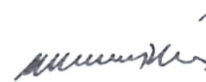
.....

Benson K. Gichohi
 Head of Finance
 ICPAK M/No: 25013
 Date: 21/11/2025



.....

Guyo Boru
 CEO/ Fund Administrator
 Date: 21/11/2025



.....

Amb. (Eng.) Mahboub M.
 Maalim CBS, OGW
 Chairman of the Board
 Date: 21/11/2025

*Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.*

14. Statement of Financial Position as at 30th June 2025

| | Notes | Jun-25 | Jun-24 |
|--------------------------------------|-------|--------------------|----------------------|
| | | Kshs | Kshs |
| Assets | | | |
| Current Assets | | | |
| Cash And Cash Equivalents | 12 | 318,750,879 | 2,305,729,096 |
| Inventory | 13 | 1,345,574 | 834,651 |
| Total Current Assets | | 320,096,453 | 2,306,563,747 |
| Non-Current Assets | | | |
| Property and Equipment | 14 | 105,202,093 | 107,019,976 |
| Total Non-Current Assets | | 105,202,093 | 107,019,976 |
| Total Assets (A) | | 425,298,546 | 2,413,583,723 |
| Current Liabilities | | | |
| Trade Payables | 15 | 2,932,107 | 5,809,074 |
| Total Current Liabilities (B) | | 2,932,107 | 5,809,074 |
| Net Assets (A-B) | | 422,366,439 | 2,407,774,649 |
| Represented by: | | | |
| Accumulated Surplus | | 422,366,439 | 2,407,774,649 |
| Total Net Assets | | 422,366,439 | 2,407,774,649 |

The Financial Statements set out on pages 1 to 7 were signed on behalf of the Board of Directors by



.....

Benson K. Gichohi

Head of Finance

ICPAK M/No: 25013

Date: 21/11/2025



.....

Guyo Boru

CEO/ Fund Administrator

Date: 21/11/2025



.....

Amb. (Eng.) Mahboub M.
Maalim CBS OGW

Chairman of the Board

Date: 21/11/2025

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

15. Statement of Changes in Net Assets for the Year Ended 30th June 2025

| | Accumulated Surplus |
|---------------------------------|----------------------|
| As at July 1, 2023 | 1,688,986,691 |
| Surplus/ deficit for the Period | 718,787,958 |
| As at June 30, 2024 | 2,407,774,649 |
| | |
| As at July 1, 2024 | 2,407,774,649 |
| Surplus/ deficit for the period | (1,985,408,210) |
| As at June 30, 2025 | 422,366,439 |

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

16. Statement of Cash Flows for the Year Ended 30th June 2025

| | Note | Jun-25 | Jun-24 |
|--|------|------------------------|----------------------|
| | | Kshs | Kshs |
| Cash flows from operating activities | | | |
| Receipts | | | |
| Transfers from other governments entities | 6 | 2,500,000,000 | 1,030,000,000 |
| Total receipts | | 2,500,000,000 | 1,030,000,000 |
| | | | |
| Payments | | | |
| Employee Costs | | 21,909,734 | 8,346,544 |
| Use of Goods and Services | | 193,265,976 | 119,511,845 |
| Board Expenses | | 27,151,448 | 14,545,148 |
| Transfer to Other Govt Entities | | 4,225,091,212 | 156,137,032 |
| Total payments | | 4,467,418,370 | 298,540,570 |
| Net cash flows from operating activities | 16 | (1,967,418,370) | 731,459,430 |
| | | | |
| Cash flows from investing activities | | | |
| Purchase of PPE | 14 | (19,559,848) | (62,578,193) |
| Net cash flows from investing activities | | (19,559,848) | (62,578,193) |
| | | | |
| Cash flows from financing activities | | | |
| Financing activities | | | - |
| Net cash flows from financing Activities | | - | - |
| | | | |
| Net increase/(decrease) in cash & Cash equivalents | | (1,986,978,218) | 668,881,238 |
| Cash and cash equivalents at 1st July,2024 | | 2,305,729,096 | 1,636,847,858 |
| Cash and cash equivalents at 30th June, 2025 | 12 | 318,750,879 | 2,305,729,096 |

Equalisation Fund
Annual Report and Financial Statements For the year ended 30th June 2025.

17. Statement of Comparison of Budget & Actual Amounts for the Year Ended 30th June 2025

| | Original budget | Adjustments | Final budget | Actual on comparable basis | Performance difference | % of utilisation |
|---|-----------------------|------------------------|------------------------|----------------------------|------------------------|------------------|
| | Kshs | Kshs | Kshs | Kshs | Kshs | |
| | A | b | C=(a+b) | d | e=(c-d) | F=d/c |
| Receipts | | | | | | |
| Fund Balance B/F | 2,305,729,096 | - | 2,305,729,096 | 2,305,729,096 | - | 100% |
| Transfers From Other Governments Entities | 8,000,000,000 | (7,467,000,000) | 533,000,000 | 2,500,000,000 | (1,967,000,000) | 469% |
| | | | | | | |
| Total Receipts | 10,305,729,096 | (7,467,000,000) | 2,838,729,096 | 4,805,729,096 | (1,967,000,000) | 169.3% |
| Payments | | | | | | |
| Employee Cost | 50,000,000 | - | 50,000,000 | 21,909,734 | 28,090,266 | 43.8% |
| Use of goods | 198,145,806 | - | 199,945,806 | 193,265,976 | 6,679,831 | 96.7% |
| Board Expenses | 27,000,000 | - | 25,000,000 | 27,151,448 | (2,151,448) | 109% |
| Transfers to Other Government entities | 10,008,883,290 | - | 10,008,883,290 | 4,225,091,212 | 5,783,792,078 | 42.2% |
| Capital Expenditure | 21,700,000.00 | - | 20,500,000 | 19,559,848 | 940,152 | 95% |
| Total Payments | 10,305,729,096 | - | 10,304,329,096 | 4,486,978,218 | 5,817,350,878 | 43.5% |
| Balance | - | 533,000,000 | (7,465,600,000) | 318,750,879 | (7,784,350,878) | |

Budget Notes

- i. The Fund had an allocation of **Ksh. 8 billion** for FY 2024/25 which was revised to **Ksh. 6.2 billion** during supplementary II of FY 2024/25. This amount was later revised to **Ksh 533 million** in supplementary III of FY 2024/25.
- ii. The under absorption in the employee cost is as result of non-recruitment by the Fund. The Fund developed it's HR instrument in line with the strategic plan and has forwarded to PSC for approval. Majority of the employees in the Fund are on deployment from other parent ministries.
- iii. The under absorption in the transfers to other government entities is due to court cases, late submission of projects leading delay in implementation of projects.

18. Notes to the Financial Statements

1. General Information

The Equalisation Fund is established by the Constitution of Kenya under article 204 and derives its authority and accountability from PFM (Equalisation fund administration) regulations 2021 and other related legislations. The Fund is wholly owned by the Government of Kenya and is domiciled in Kenya. The Fund’s principal activity is to provide funding for the development of basic services including water, roads, health facilities and electricity to marginalized areas.

2. Statement of Compliance and Basis of Preparation

The financial statements have been prepared on a historical cost basis. The preparation of financial statements in conformity with International Public Sector Accounting Standards (IPSAS) allows the use of estimates and assumptions. It also requires management to exercise judgement in the process of applying the Fund’s accounting policies. The areas involving a higher degree of judgement or complexity, or where assumptions and estimates are significant to the financial statements, are disclosed in Note 5 of these financial statements.

The financial statements have been prepared and presented in Kenya Shillings, which is the functional and reporting currency of the Fund.

The financial statements have been prepared in accordance with the PFM Act, the State Corporations Act and International Public Sector Accounting Standards (IPSAS). The accounting policies adopted have been consistently applied to all the years presented.

3. Adoption of New and Revised Standards

i. New and amended standards and interpretations in issue effective in the year ended 30 June 2025.

There were no new and amended standards issued in the financial year.

ii. New and amended standards and interpretations in issue but not yet effective in the year ended 30 June 2025

| Standard | Effective date and impact: |
|---------------------|---|
| IPSAS 43: Leases | <i>Applicable 1st January 2025</i> The standard sets out the principles for the recognition, measurement, presentation, and disclosure of leases. The objective is to ensure that lessees and lessors provide relevant information in a manner that faithfully represents those transactions. This information gives a basis for users of financial statements to assess the effect that leases have on the financial position, financial performance and cashflows of an Entity. |

| Standard | Effective date and impact: |
|--|---|
| | <p>The new standard requires entities to recognise, measure and present information on right of use assets and lease liabilities.</p> <p>In the Statement of Financial Position, the Fund will recognize a right-of-use asset representing its right to use the office space and a corresponding lease liability for the obligation to make lease payments. This will increase the total assets and liabilities reported on the balance sheet, providing a more transparent view of the fund's financial obligations.</p> <p>The right-of-use asset will be depreciated over the lease term on a straight-line basis and depreciation expense recognised in the Statement of Financial Performance.</p> |
| <p>IPSAS 44: Non- Current Assets Held for Sale and Discontinued Operations</p> | <p>Applicable 1st January 2025</p> <p>The Standard requires,</p> <p>Assets that meet the criteria to be classified as held for sale to be measured at the lower of carrying amount and fair value less costs to sell and the depreciation of such assets to cease and:</p> <p>Assets that meet the criteria to be classified as held for sale to be presented separately in the statement of financial position and the results of discontinued operations to be presented separately in the statement of financial performance.</p> <p>The Fund will apply the standard whenever it has classified Non-Current Assets as held for sale.</p> |
| <p>IPSAS 45: Property Plant and Equipment</p> | <p>Applicable 1st January 2025</p> <p>The standard supersedes IPSAS 17 on Property, Plant and Equipment. IPSAS 45 has additional guidance/ new guidance for heritage assets, infrastructure assets and measurement. Heritage assets were previously excluded from the scope of IPSAS 17 in IPSAS 45, heritage assets that satisfy the definition of PPE shall be recognised as assets if they meet the criteria in the standard. IPSAS 45 has an additional application guidance for infrastructure assets, implementation guidance and illustrative examples. The standard has clarified existing principles e.g. valuation of land over or under the infrastructure assets, under- maintenance of assets and distinguishing significant parts of infrastructure assets.</p> <p>The Fund will apply the requirements of the new standard to its PPE.</p> |
| <p>IPSAS 46: Measurement</p> | <p>Applicable 1st January 2025</p> <p>The objective of this standard was to improve measurement guidance across IPSAS by:</p> <ul style="list-style-type: none"> i. Providing further detailed guidance on the implementation of commonly used measurement bases and the circumstances under which they should be used. ii. Clarifying transaction costs guidance to enhance consistency across IPSAS. iii. Amending where appropriate guidance across IPSAS related to measurement at recognition, subsequent measurement and measurement related disclosures. <p>The standard also introduces a public sector specific measurement bases called the current operational value.</p> |

| Standard | Effective date and impact: |
|--|--|
| | The Fund will apply the newly introduced measurement bases. |
| IPSAS 47: Revenue | <p><i>Applicable 1st January 2026</i></p> <p>This standard supersedes IPSAS 9- Revenue from exchange transactions, IPSAS 11 Construction contracts and IPSAS 23 Revenue from non- exchange transactions. This standard brings all the guidance of accounting for revenue under one standard. The objective of the standard is to establish the principles that an entity shall apply to report useful information to users of financial statements about the nature, amount, timing and uncertainty of revenue and cash flow arising from revenue transactions.</p> <p>The Management of the Fund is assessing the impact of this standard and will apply the requirements of the new standards upon adoption.</p> |
| IPSAS 48: Transfer Expenses | <p><i>Applicable 1st January 2026</i></p> <p>The objective of the standard is to establish the principles that a transfer provider shall apply to report useful information to users of financial statements about the nature, amount, timing and uncertainty of expenses and cash flow arising from transfer expense transactions. This is a new standard for public sector entities geared to provide guidance to entities that provide transfers on accounting for such transfers.</p> <p>The Management of the Fund is assessing the impact of this standard and will apply the requirements of the new standards upon adoption.</p> |
| IPSAS 49: Retirement Benefit Plans | <p><i>Applicable 1st January 2026</i></p> <p>The objective is to prescribe the accounting and reporting requirements for the public sector retirement benefit plans which provide retirement to public sector employees and other eligible participants. The standard sets the financial statements that should be presented by a retirement benefit plan.</p> |
| IPSAS 50: Exploration For & Evaluation of Mineral Resources | <p><i>Applicable 1st January 2027</i></p> <p>The objective of this Standard is to specify the financial reporting for the exploration for and evaluation of mineral resources. The Standard requires:</p> <ul style="list-style-type: none"> i. Limited improvements to existing accounting practices for exploration and evaluation expenditures. ii. Entities that recognize exploration and evaluation assets to assess such assets for impairment in accordance with this Standard and measure any impairment in accordance with IPSAS 26. <p>Disclosures that identify and explain the amounts in the entity’s financial statements arising from the exploration for and evaluation of mineral resources and help users of those financial statements understand the amount, timing and certainty of future cash flows from any exploration and evaluation assets recognized.</p> |

iii. Early adoption of standards

The Entity did not adopt any new or amended standards in the financial year 2024/25.

4. Summary of Significant Accounting Policies

a) Revenue recognition

i) Revenue from non-exchange transactions

Transfers from other government entities

Revenues from non-exchange transactions with other government entities are measured at fair value and recognized on obtaining control of the asset (cash, goods, services and property) if the transfer is free from conditions and it is probable that the economic benefits or service potential related to the asset will flow to the Fund and can be measured reliably. Recurrent grants are recognized in the statement of comprehensive income. Development/capital grants are recognized in the statement of financial position and realised in the statement of comprehensive income over the useful life of the assets that has been acquired using such funds.

b) Budget information

The Fund's expenditure is based on an Equalisation Fund Appropriation Act enacted by Parliament. Currently, the Fund has two appropriations approved by Parliament namely; Equalisation Fund Appropriation Act, 2018 and Equalisation Fund Appropriation Act, 2023 which are still in place to date. Subsequent revisions or additional appropriations were made to the approved budget in accordance with specific approvals from the appropriate authorities. The additional appropriations are added to the original budget by the Fund upon receiving the respective approvals in order to conclude the final budget. Accordingly, the Fund recorded additional appropriations budget following the governing body's approval.

The Fund's budget is prepared on a different basis to the actual income and expenditure disclosed in the financial statements. The financial statements are prepared on accrual basis using a classification based on the nature of expenses in the statement of financial performance, whereas the budget is prepared on a cash basis. The amounts in the financial statements were recast from the accrual basis to the cash basis and reclassified by presentation to be on the same basis as the approved budget. A comparison of budget and actual amounts, prepared on a comparable basis to the approved budget, is then presented in the statement of comparison of budget and actual amounts.

In addition to the Basis difference, adjustments to amounts in the financial statements are also made for differences in the formats and classification schemes adopted for the presentation of the financial statements and the approved budget.

c) Property, Plant and Equipment

All property, plant and equipment are stated at cost less accumulated depreciation and impairment losses. Cost includes expenditure that is directly attributable to the acquisition of the items. When significant parts of property, plant and equipment are required to be replaced at intervals, the Entity recognizes such parts as individual assets with specific useful lives and depreciates them accordingly. Likewise, when a major inspection is performed, its cost is recognized in the carrying amount of the plant and equipment as a replacement if the recognition criteria are satisfied. All other repair and maintenance costs are recognized in surplus or deficit as incurred. Where an asset is acquired in a non-exchange transaction for nil or nominal consideration the asset is initially measured at its fair value.

Assets are depreciated in accordance with the National Assets and Liabilities Management approved guidelines and assets acquired during the year are depreciated on a pro-rata basis as follows:

Motor Vehicle - 12.5%

Furniture and Fittings – 12.5%

ICT Equipment – 30%

Assets acquired within a quarter will be depreciated in the succeeding quarter.

d) Nature and purpose of reserves

The Fund creates and maintains reserves in terms of specific requirements.

Fund Balance/Accumulated surplus is the residue of funds received from The National Treasury and Secretariat expenses and the transfers to the implementing agencies.

e) Changes in accounting policies and estimates

The Fund recognizes the effects of changes in accounting policy retrospectively. The effects of changes in accounting policy are applied prospectively only if retrospective application is impractical.

f) Related parties

The Fund regards a related party as a person or an entity with the ability to exert control individually or jointly, or to exercise significant influence over the Fund, or vice versa. Members of key management are regarded as related parties and comprise the Directors, the CEO and Senior Managers.

g) Cash and cash equivalents

Cash and cash equivalents comprise cash on hand and cash at bank, short-term deposits on call and highly liquid investments with an original maturity of three months or less, which are readily convertible to known amounts of cash and are subject to insignificant risk of changes in value. Bank account balances include amounts held at the Central Bank of Kenya and at various commercial banks at the end of the financial year. For the purposes of these financial statements, cash and cash equivalents also include short term cash imprests and advances to authorised public officers and/or institutions which were not surrendered or accounted for at the end of the financial year.

h) Inventories

Inventory is measured at cost upon initial recognition. To the extent that inventory was received through non-exchange transactions (for no cost or for a nominal cost), the cost of the inventory is its fair value at the date of acquisition. Costs incurred in bringing each product to its present location and conditions are accounted for, as follows:

- i) Raw materials: purchase cost using the weighted average cost method.
- ii) Finished goods and work in progress: cost of direct materials and labour and a proportion of manufacturing overheads based on the normal operating capacity but excluding borrowing costs.

After initial recognition, inventory is measured at the lower of cost and net realizable value. However, to the extent that a class of inventory is distributed or deployed at no charge or for a nominal charge, that class of inventory is measured at the lower of cost and current replacement cost. Net realizable value is the estimated selling price in the ordinary course of operations, less the estimated costs of completion and the estimated costs necessary to make the sale, exchange, or distribution. Inventories are recognized as an expense when deployed for utilization or consumption in the ordinary course of operations of the Fund.

i) Comparative figures

Where necessary comparative figures for the previous financial year have been amended or reconfigured to conform to the required changes in presentation.

j) Subsequent events

There have been no events subsequent to the financial year end with a significant impact on the financial statements for the year ended June 30, 2025.

5. Significant Judgments and Sources of Estimation Uncertainty

The preparation of the Fund's financial statements in conformity with IPSAS requires management to make judgments, estimates and assumptions that affect the reported amounts of revenues, expenses, assets and liabilities, and the disclosure of contingent liabilities, at the end of the reporting period. However, uncertainty about these assumptions and estimates could result in outcomes that require a material adjustment to the carrying amount of the asset or liability affected in future periods.

Estimates and Assumptions

The key assumptions concerning the future and other key sources of estimation uncertainty at the reporting date, that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities within the next financial year, are described below. The Fund based its assumptions and estimates on parameters available when the consolidated financial statements were prepared. However, existing circumstances and assumptions about future developments may change due to market changes or circumstances arising beyond the control of the Fund. Such changes are reflected in the assumptions when they occur. IPSAS 1.140

Useful Lives and Residual Value

The useful lives and residual values of assets are assessed using the following indicators to inform potential future use and value from disposal:

- a) The condition of the asset based on the assessment of experts employed by the Fund.
- b) The nature of the asset, its susceptibility and adaptability to changes in technology and processes.
- c) The nature of the processes in which the asset is deployed.
- d) Availability of funding to replace the asset.
- e) Changes in the market in relation to the asset

6. Transfers from Other Government Entities

| | Jun-25 | Jun-24 |
|-----------------------|----------------------|----------------------|
| | Kshs | Kshs |
| The National Treasury | 2,500,000,000 | 1,030,000,000 |
| Total | 2,500,000,000 | 1,030,000,000 |

7. Employee Cost

| | Jun-25 | Jun-24 |
|---------------------------------|-------------------|------------------|
| | Kshs | Kshs |
| Basic Salary | 15,473,031 | 4,380,660 |
| Allowances | 4,100,900 | 3,354,450 |
| Pension Contribution | 179,280 | 79,110 |
| Gratuity | 1,117,116 | - |
| Board & Staff Medical Insurance | 3,953,511 | 468,065 |
| Total | 24,823,838 | 8,282,285 |

8. Use of Goods and Services

| | Jun-25 | Jun-24 |
|---|------------|------------|
| | Kshs | Kshs |
| Branding and Publicity | 4,115,850 | 936,750 |
| Airtime, Telephone & Internet | 1,333,240 | 2,870,222 |
| Courier and Postal Services | 147,173 | 165,000 |
| Sanitary and Cleaning Materials | 3,490,550 | 1,103,200 |
| Contracted Guards and Cleaning Services | 588,000 | 322,831 |
| Conference and Seminar | 11,734,700 | 9,240,500 |
| Domestic subsistence allowances | 26,521,600 | 18,078,100 |
| Travel Costs | 5,943,424 | 3,063,140 |
| Foreign Travel and allowances | 2,052,440 | 920,900 |
| Fuel and Lubricants | 3,496,178 | 2,591,037 |
| Purchase of Uniform & Clothing | 108,000 | 267,000 |
| General Office Supplies | 22,475,571 | 17,152,120 |
| Verification of Projects | 15,304,095 | 9,350,800 |
| Administration Fees for MDA's & County Committees | - | 1,062,400 |
| Sensitization of Counties | 4,689,600 | 439,600 |

Equalisation Fund**Annual Reports and Financial Statements For the year ended 30th June 2025.**

| | | |
|--|--------------------|--------------------|
| Development of Guidelines & Policies | 9,814,850 | 9,981,200 |
| IFMIS Roll Out | 19,478,700 | - |
| Advertisement and Related Services | 205,045 | - |
| Subscription to Clubs & Newspapers | 125,000 | 125,000 |
| Membership fees to Professional bodies | 22,400 | 67,800 |
| Hospitality & Entertainment | 1,170,040 | 1,367,016 |
| Office Lease and Parking Fees | 8,686,080 | 7,683,840 |
| Repairs and Maintenance | 5,482,959 | 3,653,777 |
| Parking Fees | - | 835,200 |
| Staff Training | 7,828,175 | 4,457,523 |
| Printing & Publishing | 1,972,149 | - |
| Bank Charges | 115,218 | 15,907 |
| Installation of CCTV Camera | - | 1,500,000 |
| Project Identification | 3,329,700 | 10,046,600 |
| Hand Over of Projects | 16,631,705 | - |
| Performance Contract Implementation | 2,254,200 | - |
| Development of Strategic Plan | 7,151,440 | 13,789,660 |
| Corporate Social Responsibility | 855,900 | - |
| Total | 187,123,982 | 121,087,123 |

9. Board Expenses

| | Jun-25 | Jun-24 |
|----------------------------------|-------------------|-------------------|
| | Kshs | Kshs |
| Honoraria | 960,000 | 1,010,000 |
| Airtime | 120,000 | 160,000 |
| Sitting Allowances | 3,040,000.00 | 4,340,000 |
| Medical Insurance | - | 931,915 |
| Mileage | 1,615,921 | 1,406,384 |
| Travel Costs | 3,955,167 | 646,785 |
| Induction And Training | 1,894,400 | 960,000 |
| Conference and Seminars | - | - |
| Local Travel and Accommodation | 9,192,800 | 5,041,400 |
| Foreign Travel and Accommodation | 5,793,460 | - |
| Other board Expenses | 419,700 | 208,665 |
| Total | 26,991,448 | 14,705,149 |

10. Transfers to other Government Entities

| | Jun-25 | Jun-24 |
|---|----------------------|--------------------|
| | Kshs | Kshs |
| State Department for Water and Sanitation | 311,353,325 | 156,137,032 |
| Beneficiary Counties: | | |
| West Pokot County | 586,561,741.54 | - |
| Nandi County | 104,413,036.18 | - |
| Samburu County | 318,952,605 | - |
| Kilifi County | 196,091,145.34 | - |
| Marsabit County | 212,307,316.04 | - |
| Nakuru County | 3,046,902.40 | - |
| Tana River County | 143,331,449.12 | - |
| Isiolo County | 89,991,630.72 | - |
| Mandera County | 693,457,163.70 | - |
| Laikipia County | 30,636,737 | - |
| Turkana County | 238,091,895.30 | - |
| Homa Bay County | 123,569,224.61 | - |
| Baringo County | 62,917,991.76 | - |
| Kajiado County | 72,785,804.80 | - |
| Kisumu County | 22,774,183.73 | - |
| Recovery by the National Treasury | 1,014,809,059 | - |
| Total | 4,225,091,212 | 156,137,032 |

11. Depreciation Expense

Asset deprecation was done in accordance to the National Assets and Liabilities Management Guidelines as follows:

Motor Vehicle - 12.5%

Furniture and Fittings – 12.5%

ICT Equipment – 30%

| | Jun-25 | Jun-24 |
|----------------------|-------------------|-------------------|
| | Kshs | Kshs |
| Motor Vehicle | 2,814,146.38 | 1,597,500 |
| Furniture & Fittings | 8,375,327 | 4,304,306 |
| ICT Equipment | 10,000,757 | 5,098,648 |
| Intangible Asset | 187,500 | |
| Total | 21,377,731 | 11,000,454 |

*Equalisation Fund
Annual Reports and Financial Statements For the year ended 30th June 2025.*

12. Cash and Cash Equivalents

| | Bank Account Number | Jun-25 | Jun-24 |
|--|---------------------|--------------------|----------------------|
| | | Kshs | Kshs |
| Equalization Fund Account | 1000183225 | 290,455,215 | 2,301,446,386 |
| Equalization Fund Advisory Board CBK Account | 1000342056 | 18,303,803 | 179,428 |
| Equalization Fund Advisory Board NBK Account | 01570244909900 | 9,991,861 | 4,103,282 |
| Total | | 318,750,879 | 2,305,729,096 |

13. Inventory

| Description | Jun-25 | Jun-24 |
|--------------|------------------|----------------|
| | Kshs | Kshs |
| Consumables | 1,345,574 | 834,651 |
| Total | 1,345,574 | 834,651 |

Equalisation Fund

Annual Reports and Financial Statements For the year ended 30th June 2025.

14. Property, Plant and Equipment

| | Motor vehicles | Furniture and fittings | ICT Equipment | Intangible Asset | Total |
|------------------------------------|-------------------|------------------------|-------------------|------------------|--------------------|
| Cost | Shs | Shs | Shs | Shs | Shs |
| Depreciation Rate | 12.50% | 12.50% | 30% | 12.5% | |
| As At 1st July 2022 | 12,780,000 | 1,976,820 | 10,826,518 | - | 25,583,338 |
| Additions | | 28,900,423 | 7,289,690 | - | 36,190,113 |
| Disposals | | | | | |
| Transfer/Adjustments | | | | | |
| As At 30th Jun 2023 | 12,780,000 | 30,877,243 | 18,116,208 | - | 61,773,451 |
| Depreciation And Impairment | | | | | |
| As At 1st July 2022 | - | - | - | - | - |
| Charge for the Period | 1,597,500 | 593,622 | 4,140,092 | - | 6,331,215 |
| As At 30th June 2023 | 1,597,500 | 593,622 | 4,140,092 | - | 6,331,215 |
| At 1st July 2023 | 12,780,000 | 30,877,243 | 18,116,208 | - | 61,773,451 |
| Additions | 9,733,171 | 36,125,372 | 15,219,650 | 1,500,000 | 62,578,193 |
| Disposals | | | | | |
| Transfer/Adjustments | | | | | |
| As At 30th June 2024 | 22,513,171 | 67,002,615 | 33,335,858 | 1,500,000 | 124,351,644 |
| Depreciation And Impairment | | | | | |
| As At 1st July 2023 | 1,597,500 | 593,622 | 4,140,092 | - | 6,331,215 |
| Charge for the Period | 1,597,500 | 4,304,306 | 5,098,648 | - | 11,000,454 |
| As At 30th Jun 2024 | 3,195,000 | 4,897,929 | 9,238,740 | - | 17,331,668 |
| As At 1st July 2024 | 22,513,171 | 67,002,615 | 33,335,858 | 1,500,000 | 124,351,644 |
| Additions | 15,135,648 | - | 4,424,200 | - | 19,559,848 |
| Disposals | | | | | |
| Transfer/Adjustments | | | | | |
| As At 30th Jun 2025 | 37,648,819 | 67,002,615 | 37,760,058 | 1,500,000 | 143,911,492 |
| Depreciation And Impairment | | | | | |
| As At 30th Jun 2024 | 3,195,000 | 4,897,929 | 9,238,740 | - | 17,331,668 |
| Charge for the Period | 2,814,146 | 8,375,327 | 10,000,757 | 187,500 | 21,377,731 |
| As At 30th June 2025 | 6,009,146 | 13,273,256 | 19,239,497 | 187,500 | 38,709,399 |
| Net Book Values | | | | | |
| As At 30th Jun 2025 | 31,639,673 | 53,729,359 | 18,520,561 | 1,312,500 | 105,202,093 |
| As At 30th Jun 2024 | 19,318,171 | 65,672,503 | 20,529,302 | 1,500,000 | 107,019,976 |

15. Payables

| | Jun-25 | Jun-24 |
|-------------------------|------------------|------------------|
| | Kshs | Kshs |
| Conference & Seminar | - | 922,414 |
| Office Partitioning | - | 3,757,293 |
| Domestic Travel | - | |
| Travel Costs | - | 777,245 |
| Employee Cost | 2,932,106 | 18,003 |
| General Office Supplies | - | 106,573 |
| Parking Fees | - | 14,400 |
| Staff Training | - | 10,299 |
| Cleaning Services | - | 2,043 |
| Maintenance and Repairs | - | 6,119 |
| Office Lease | - | 33,120 |
| Fuel and Lubricant | - | 1,565 |
| Board Expense | - | 160,000 |
| Total | 2,932,106 | 5,809,074 |

16. Net Cash from Operating Activities

| | Jun-25 | Jun-24 |
|--|------------------------|--------------------|
| | Kshs | Kshs |
| Surplus for the year before tax | (1,985,408,210) | 718,787,958 |
| Adjusted for: | | |
| Depreciation | 21,377,731 | 11,000,454 |
| Working capital adjustments | | |
| Increase in Inventory | (510,923) | (834,651) |
| Increase in receivables | | - |
| Increase in payables | (2,876,967) | 2,505,669 |
| Net cash flow from operating activities | (1,967,418,370) | 731,459,430 |

Other Disclosures

17. Financial Risk Management

The Fund's activities expose it to a variety of financial risks including credit and liquidity risks and effects of changes in foreign currency. The Fund's overall risk management programme focuses on unpredictability of changes in the business environment and seeks to minimise the potential adverse effect of such risks on its performance by setting acceptable levels of risk. The Fund does not hedge any risks.

The Fund's financial risk management objectives and policies are detailed below:

i) **Credit Risk**

The Fund has exposure to credit risk, which is the risk that a counterparty will be unable to pay amounts in full when due. Credit risk arises from cash and cash equivalents, and deposits with banks, as well as trade and other receivables.

ii) **Liquidity Risk Management**

Ultimate responsibility for liquidity risk management rests with the Fund's Directors, who have built an appropriate liquidity risk management framework for the management of the Fund's short, medium and long-term funding and liquidity management requirements. The Fund manages liquidity risk through continuous monitoring of forecasts and actual cash flows.

iii) **Market Risk**

The Fund purposes to put in place an internal audit function to assist it in assessing the risk faced by the Fund on an ongoing basis, evaluate and test the design and effectiveness of its internal accounting and operational controls.

Market risk is the risk arising from changes in market prices, such as interest rate, equity prices and foreign exchange rates which will affect the Fund's income. The objective of market risk management is to manage and control market risk exposures within acceptable parameters, while optimising the return. Overall responsibility for managing market risk rests with the Audit and Risk Management Committee.

The Fund's Finance Department is responsible for the development of detailed risk management policies (subject to review and approval by Audit and Risk Management Committee) and for the day-to-day implementation of those policies. There has been no change to the Fund's exposure to market risks or the manner in which it manages and measures the risk.

a) Foreign Currency Risk

The Fund has no transactional currency exposures. Such exposure arises through purchases of goods and services that are done in currencies other than the local currency. Invoices denominated in foreign currencies are paid after 30 days from the date of the invoice and conversion at the time of payment is done using the prevailing exchange rate.

iv) Capital Risk Management

The objective of the Fund's capital risk management is to safeguard the Fund's ability to continue as a going concern. The Fund capital structure comprises of the following funds:

| | Jun-25 | Jun-24 |
|-----------------------------|--------------------|----------------------|
| | Kshs | Kshs |
| Retained Earnings | 422,366,439 | 2,407,774,649 |
| Total | 422,366,439 | 2,407,774,649 |
| Total Borrowings | - | - |
| Less cash and Bank Balances | - | - |
| Gearing | 0% | 0% |

18. Related Party Disclosures

Nature of related party relationships

Entities and other parties related to the Fund include those parties who have ability to exercise control or exercise significant influence over its operating and financial decisions. Related parties include management personnel, their associates and close family members.

Government of Kenya

The Government of Kenya is the principal shareholder of the Fund, holding 100% of the Fund's equity interest.

Other related parties include:

- i) The Parent Ministry.
- ii) County Governments
- iii) Key management.
- iv) Board of directors.

Other Disclosures (Continued)

| | Jun-25 | Jun-24 |
|--|---------------|---------------|
| | Kshs | Kshs |
| Transactions with related parties | | |
| a) Transfers to/From the government | | |
| Transfers from national govt | 2,500,000,000 | 1,030,000,000 |
| Transfers to MDAs and Counties | 3,210,282,153 | 156,137,032 |
| | | |
| b) Key management compensation | | |
| Directors' emoluments | 26,991,448 | 14,705,148 |
| Compensation to key management | | |

19. Events after the Reporting Period

There were no material adjusting and non- adjusting events after the reporting period.

20. Ultimate And Holding Fund

The Fund is a Semi- Autonomous Government Agency under The National Treasury. Its ultimate parent is the Government of Kenya.

21. Currency

The financial statements are presented in Kenya Shillings (Kshs).

*Equalisation Fund
Annual Reports and Financial Statements For the year ended 30th June 2025.*

19. Appendices

Appendix I: Progress on Follow up Of Auditor Recommendations

| Reference No. on the external audit Report | Issue / Observations from Auditor | Management comments | Status: (Resolved / Not Resolved) | Timeframe: (Put a date when you expect the issue to be resolved) |
|--|--|--|--------------------------------------|---|
| OAG/EF/2023/2024/ (17) | Unsupported transfers to other Government Entities | The transfers were all against the Equalisation Fund Appropriation Act 2018 and were within the voted amounts. | Resolved | - |
| | Low Allocations Under the Second Policy | The Commission for Revenue Allocation, identified 1,424 marginalized areas identified as planning units spread in 366 wards, 111 constituencies and 34 counties. Subsequently, on this basis parliament appropriated the Equalisation Fund allocated amount to the 1,424 areas as per the approved marginalization policy. Therefore, the Fund was in compliance with the act of parliament and the law. | Not Resolved | FY 2025/26 |
| | Non-Compliance with the Constitution | The Cabinet Secretary for the National Treasury and Economic Planning vide a letter Ref No. TNT /ZZ/81/014/E (74) dated 19th May, 2023 to the Clerk to the Senate, during his submission on the County Allocation Revenue Bills before the standing committee on the Finance and | Not Resolved | FY 2025/26 |

Equalisation Fund
Annual Reports and Financial Statements For the year ended 30th June 2025.

| | | | | |
|--|--|--|--------------|------------|
| | | Budget proposed how to appropriate the Equalisation Fund arrears by allocating Kshs 9,976,766,000 each Financial Year from FY 2024/25 to FY 2027/28. | | |
| | Lack of Value for Money in Projects under the First Policy | The High Court ruling on 5 th November, 2019 n Petition no. 292 of 2016 declared the Equalisation Fund guidelines as unconstitutional, null and void. This in effect disbanded the EFAB and stopped any further expenditure from Equalisation Fund. The effects of the Court ruling were; stalling of projects that were under implementation due to lack of funding, variation of the initial contract sums of stalled projects due to cost escalation overtime and cases of vandalism on projects after they were abandoned by contractors. However, the Fund will develop frameworks and policies to enhance value for money and accountability is obtained for public expenditure. | Not Resolved | FY 2025/26 |



Guyo Boru

CEO/ Fund Administrator

Date 21/11/2025.....

*Equalisation Fund
Annual Reports and Financial Statements For the year ended 30th June 2025.*

Appendix II: Inter-Fund Transfers FY2024/25

| | | | | |
|-----------|---|----------------------------|----------------------|--|
| | Entity Name: | | | |
| | Break Down of Transfers from The National Treasury | | | |
| a. | Transfers | Bank Statement Date | Amount (Kshs) | Indicate the FY to which the amounts relate |
| | Equalisation Fund allocations | 12/11/2024 | 900,000,000 | FY 2024/25 |
| | Equalisation Fund allocations | 08/05/2025 | 1,600,000,000 | FY 2024/25 |

The above amounts have been communicated to and reconciled with the parent Ministry



.....

Head of Finance

Benson K. Gichohi

Equalisation Fund