

REPUBLIC OF KENYA



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REPORT

OF

THE AUDITOR-GENERAL

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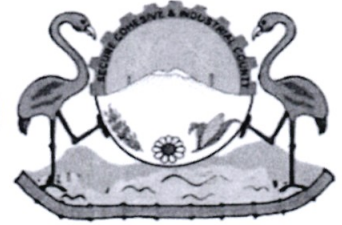
RECEIVER OF REVENUE
REVENUE STATEMENTS

FOR THE YEAR ENDED
30 JUNE, 2025

PAPERS LAID	
DATE	19/2/26
TABLED BY	Ledama Olekina
COMMITTEE	
CLERK AT THE TABLE	Mary

COUNTY GOVERNMENT OF NAKURU

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RECEIVER OF REVENUE
(County Government of Nakuru)

REVENUE STATEMENTS

FOR THE FINANCIAL YEAR ENDED
30TH JUNE 2025

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

***Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025***

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1. Acronyms and Definition of Key Terms

a) Acronyms

ATC	Agricultural Training Centre.
CA	County Assembly
CECM	County Executive Committee Member
COB	Controller of Budget
COT	Certificate of Transport
CPA	Certified Public Accountant
CRF	County Revenue Fund
CROR	County Receiver of Revenue
ECD	Early Childhood Education
FY	Financial Year
ICPAK	Institute of Certified Public Accountants of Kenya
IPSAS	International Public Sector Accounting Standards
KSHS	Kenya Shillings
NAWASCO	Nakuru Water and Sewerage Company
NEMA	National Environment Management Authority
NT	National Treasury
OSR	Own Source Revenue
PFMA	Public Finance Management Act
PSASB	Public Sector Accounting Standards Board
Tuk Tuk	Three-wheeler motor vehicle
NHIF	National Health Insurance

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SHA	Social Health Authority
MAKL	Medical Administrators Kenya Limited
NCRTH	Nakuru County Referral and Teaching Hospital

b) Key terms

Comparative FY Comparative Prior Financial Year

Fiduciary Management The key management personnel who had financial responsibility.

2. Key Entity Information and Management

Background information

The *receiver of revenue* is under the Department of Finance and Economic Planning. At the County Executive Committee level, the *receiver of revenue* is represented by the County Executive committee member for Finance and Economic Planning, who is responsible for the general policy and strategic direction of the *receiver of revenue*. The *receiver of revenue* is designated as a receiver on 10th August 2023 by the County Executive Committee member for Finance, in accordance with section 157 of the PFM Act.

(a) Principal activities

The receiver of revenue collects revenue and remits to the County Revenue Fund (CRF).

(b) Key Management Team

The County Government of Nakuru County executive's day-to-day management of revenue is under the following:

- County Executive Committee Member for Finance and Economic Planning – Mr. Iribe S. Njogu
- Chief Officer - Finance
- Chief Officer - Economic Planning and Revenue Administration – CPA. Everlyne B. Kakai (Receiver of Revenue)
- Deputy Directors of Revenue – Ms. Salome M. Ng'ang'a
CPA. Charles O. Lwanga
- Head of Revenue Reporting - CPA. Macktilder M. Anyembe

Key Entity information and Management (continued)

(c) County Headquarters

P.O. Box 2870-20100
New Town Hall Building
Moi Road
Nakuru, Kenya

(d) Entity Contacts

Telephone: (051) 221-6472
E-mail: info@nakuru.go.ke
Website: <https://nakuru.go.ke>

(e) Independent Auditors

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

(f) Principal Legal Adviser

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

(g) County Attorney

The County Attorney
New Town Hall Building
Moi Road
P.O. Box 2870-20100
Nakuru, Kenya

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(h) Bankers

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

(i) Bankers

Kenya Commercial Bank
Kencom House
P.O Box 48400
GPO 00100
Nairobi, Kenya

(j) Bankers

Equity Bank
Equity Centre, Hospital Road
P.O Box 75104
City Square 00200
Nairobi, Kenya

(k) Bankers

Access Bank Kenya
P.O Box 34353
GPO 00100
Muthangari Drive
Nairobi, Kenya

(l) Bankers

Cooperative Bank
Cooperative House
Haile Selassie Avenue
P.O Box 48231
GPO 00100
Nairobi, Kenya

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(m) Bankers

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

(n) Bankers

Family Bank Ltd
Four-way towers
Muindi Mbingu Street
P.O. Box 74145
City Square 00200
Nairobi, Kenya

(o) Bankers

Sidian Bank Limited
K-Rep Centre
Wood Avenue, Kilimani,
P.O. Box 25363-00603,
Nairobi, Kenya.

3. Foreword By the CECM Finance and Economic Planning

The Constitution of Kenya 2010 article 209 empowers the County Government to impose property tax, entertainment taxes and other fees and charges.

The County Government of Nakuru receipts and disbursements for the period ended 30th June 2025 statement represents the actual performance for Financial Year 2024/2025.

The own source revenue attained was Kshs. **1,852,061,738** against a set target of Kshs. **2,381,881,659** translating to **78%** achievement.

The County experienced an increase in actual own source revenue generated from Kshs. **1,818,118,425** in 2023/2024 to **Kshs 1,852,061,738** generated in the financial year 2024/25. The increase in OSR was **Kshs. 33,943,313** from the prior year. In the FY 2024/25, the County's own source revenue had a general increase.

Additionally, the Nakuru County Government collects Own Source Revenue in the form of Facility Improvement Fund (FIF). In the financial year under review, a total of **Kshs. 1,797,211,998** was collected against a set target of **Kshs 1,997,210,000** translating to a percentage collection of **90%**. In the preceding financial year, total FIF collection stood at **Kshs 1,468,498,216** translating to a revenue increase of **Kshs 328,713,782** which represent **22%** increase.

The aggregated Own Source Revenue collection for the financial year 2024/2025 stood at **Kshs. 3,649,273,736** against a set target of **Kshs. 4,379,091,659** translating to an aggregated percentage revenue collection of **83%**.

During the FY 2024/2025, the County faced several challenges that affected revenue collection. These included; the nationwide protests which led to resistance in compliance. This affected the overall revenue administration making it difficult for revenue staff to reach the business community to collect revenue. The global economic downturn also led to general economic decline and hence scaling down and /or closure of some businesses.

The disbursement of collected funds to the County Revenue Fund (CRF) in the financial year under review stood at **Kshs 1,882,647,699** Included in this disbursement, was **Kshs.38,683,030** carried down from the previous financial year 2023/2024.

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Revenue Statements for the Period Ended 30th June 2025***

In order to mitigate some of the challenges, the County introduced Performance contracting and Rapid Response Initiative (RRI) tools aimed at improving revenue collection through more enhancement strategies to address gaps experienced in revenue collection.



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**S. Iribe Njogu
CECM Finance and Economic Planning
County Government of Nakuru**

**Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025**

4. Management Discussion and Analysis

The office of County receiver of Revenue is established under provision of section 157 of the PFM Act. The Act stipulates the duties and responsibilities of County Receiver of Revenue which are mainly management of revenue collection and accounting for the revenue collected.

A receiver of revenue for a county government may authorize any public officer employed by that county government or any of its entity to be a collector of revenue for purpose of collecting revenue for that county government and remitting it to the receiver. (PFM act section 158).

The County Receiver of Revenue has continuously undertaken the preparation of Annual Receiver of revenue reports in compliance with the PFM Act 165 and Public Accounting Standards Board.

Further, the County Receiver has steered the department into ensuring integration of revenue collection accounts and revenue collection system in collection and management of Own Source Revenue.

Five-year revenue trend analysis

REVENUE SOURCE	ACTUAL 2020/2021	ACTUAL 2021/2022	ACTUAL 2022/2023	ACTUAL 2023/2024	ACTUAL 2024/2025
Property Tax (Land Rates)	401,518,169	358,025,333	299,846,895	265,935,172	283,447,865
Trade License (SBP)	316,448,065	340,914,255	368,530,455	432,030,600	404,691,560
Market Fees	40,093,432	42,902,255	36,953,827	39,694,395	41,361,192
Building Approval	62,731,124	62,899,592	59,338,984	57,365,213	41,139,251
Cess	22,284,895	19,906,004	17,667,491	35,293,228	81,201,020
Royalties	223,995,891	226,165,890	181,247,525	212,010,117	255,302,987
Stock/Slaughter Fees	8,431,939	10,032,019	9,651,794	11,099,135	8,531,376
House Rent	14,351,317	12,825,091	8,400,082	6,398,870	1,578,231
Advertising	108,618,320	135,641,699	133,598,036	159,616,862	180,515,312
Parking Fees	219,378,664	242,540,937	244,301,240	269,481,939	246,854,347
Liquor Licensing	39,783,231	78,088,705	55,491,224	138,327,082	100,568,570
County Park Fees	-	56,000	-	179,000	644,000
Health Fees	54,858,105	59,230,055	62,852,524	58,575,132	59,341,793
Other Fee and Charges	116,328,385	118,219,850	133,182,606	132,111,681	147,528,224
Sub Total	1,628,821,537	1,707,447,685	1,611,062,683	1,818,118,426	1,852,061,738
FIF(Facility Improvement Fund)	1,194,128,375	1,551,625,289	1,519,361,041	1,468,498,216	1,797,211,998
Total OSR	2,822,949,912	3,259,072,974	3,130,423,724	3,286,616,642	3,649,273,736

Note: classification is in accordance to the County Government of Nakuru approved revenue budget.

**Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025**



Comparison of budgeted vs. Actual Amounts for two years.

Receipt	BUDGETED FY 2023/2024	ACTUAL FY 2023/2024	BUDGETED FY 2024/2025	ACTUAL FY 2024/2025
Local sources	2,400,000,000	1,818,118,425	2,381,881,659	1,852,061,738
FIF (Facility Improvement Fund	1,700,000,000	1,468,498,216	1,880,210,000	1,797,785,103
Total OSR	4,100,000,000	3,286,616,641	4,262,091,659	3,649,846,841

Apart from the Frequent nationwide protests, the County Government of Nakuru experienced other challenges in revenue collection. These included litigations against the Nakuru County Finance Act 2023 specifically Alcoholic Drinks Control Licenses and Valuation Roll. To address this, Nakuru County has tabled its Finance Act 2025 to the County Assembly to improve buy in from the people of Nakuru County and also tackle gaps in taxpayer education and awareness to promote compliance.

.....
Name: CPA Everlyne B. Kakai
County Receiver of Revenue
ICPAK M/No 9735

***Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025***

5. Statement of the Receiver of Revenue's responsibilities

Section 165 (1) of the Public Finance Management Act, 2012 requires that, at the end of each financial year, a receiver of revenue for a county government shall prepare an account in respect of the revenue collected, received and recovered by the receiver during that financial year.

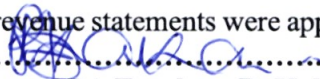
The Receiver of Revenue is responsible for the preparation and presentation of the *Receiver of Revenue account*, which gives a true and fair view of the state of affairs of the *Receiver of Revenue* for and as at the end of the financial year (period) ended on June 30, 2025. This responsibility includes: (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 statement of assets and liabilities of the entity, (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 entity, (v) selecting and applying appropriate accounting policies, and (vi) making accounting estimates that are reasonable in the circumstances.

The Receiver of Revenue in charge accepts responsibility for the County Government of Nakuru accounts, which have been prepared on the Accrual Basis method of financial reporting, using appropriate accounting policies in accordance with International Public Sector Accounting Standards (IPSAS) and the relevant legal framework of the Government of Kenya. The Receiver of Revenue is of the opinion that the County Government of Nakuru accounts give a true and fair view of the state of the County Government of Nakuru transactions during the financial year ended June 30, 2025, and of the County Government of Nakuru statement of assets and liabilities as at that date. The Receiver of Revenue further confirms the completeness of the accounting records maintained, which have been relied upon in the preparation of the *Receiver of Revenue account* as well as the adequacy of the systems of internal financial control.

The Receiver of Revenue confirms that the County Government of Nakuru has complied fully with applicable Government Regulations and the terms of external financing covenants (where applicable). The Receiver of Revenue confirms that the revenue statements have been prepared in a form that complies with relevant accounting standards as prescribed by the Public Sector Accounting Standards Board of Kenya.

Approval of the Revenue Statements

The revenue statements were approved and signed by the Receiver of Revenue on 25th August, 2025


.....
Name: CPA Everlyne B. Kakai
County Receiver of Revenue
ICPAK M/No 9735

REPUBLIC OF KENYA

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NAIROBI

REPORT OF THE AUDITOR-GENERAL ON RECEIVER OF REVENUE - REVENUE STATEMENTS FOR THE YEAR ENDED 30 JUNE, 2025 - COUNTY GOVERNMENT OF NAKURU

PREAMBLE

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

- A. Report on the Revenue Statements that considers whether the Revenue 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 revenue statements;
- B. Report on the Lawfulness and Effectiveness in 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 that the Government achieves value for money and that such funds are applied for the intended purpose; and,
- C. Report on the 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.

A Qualified Opinion is issued when the Auditor-General concludes that, except for material misstatements noted, the revenue statements are fairly presented in accordance with the applicable financial reporting framework. The Report on Revenue 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 are aimed at addressing the statutory roles and responsibilities of the Auditor-General 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 REVENUE STATEMENTS

Qualified Opinion

I have audited the accompanying transitional IPSAS revenue statements of Receiver of Revenue - County Government of Nakuru set out on pages 1 to 28, which comprise of the statement of financial position as at 30 June, 2025, and the statement of revenue and disbursements, the 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 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, except for the effect of the matters described in the Basis for Qualified Opinion section of my report, the transitional IPSAS revenue statements present fairly, in all material respects, the financial position of Receiver of Revenue-County Government of Nakuru 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 (including the transitional provisions permitted under IPSAS 33) and comply with the County Governments Act, 2012, the Public Finance Management Act, 2012 and The National Treasury and Economic Planning Circular No.3 of 14 April, 2025.

Basis for Qualified Opinion

1. Variance in the Disbursements to County Revenue Fund (CRF)

The statement of revenue and disbursements reflects disbursements to County Revenue Fund (CRF) of Kshs.1,882,647,699 as disclosed in Note 24 to the revenue statements. However, the financial statements of the County Revenue Fund (CRF) reflect receipts of non-exchange and exchange own source revenue totalling Kshs.1,789,715,175 resulting to an unexplained and unreconciled variance of Kshs.92,932,524.

In the circumstances, the accuracy and completeness of the disbursements to CRF amount of Kshs.1,882,647,699 for the period ended 30 June, 2025 could not be confirmed.

2. Unsupported Disbursements to Another County Fund

The statement of revenue and disbursements reflects disbursements to another County Fund amount of Kshs.1,960,729,790 as disclosed in Note 25 to the revenue statements. However, Management has not disclosed which fund benefited from this transfer in the financial statements.

In the circumstances, the accuracy, completeness and propriety of the disbursements to another County Fund amount of Kshs.1,960,729,790.

3. Unsupported Revenue from Administration Control Fees and Charges

The statement of revenue and disbursement reflects administration control fees and charges amount of Kshs.199,054,020 as disclosed in Note 10 to the revenue statements. However, the revenue was not supported with the register of the businesses, amount chargeable per revenue stream and the category of business from the revenue streams.

In the circumstances, the accuracy and completeness of the administration control fees and charges amount of Kshs.199,054,020 for the period ended 30 June, 2025 could not be confirmed.

4. Variances in the Cess and Park Fees Amounts

The statement of revenue and disbursement reflects amounts of Kshs.323,154,468 and Kshs.644,000 in respect of cess and park fees respectively as disclosed in Notes 6 and 22 to the revenue statements. However, review of the supporting ledgers revealed amounts of Kshs.322,915,690 and Kshs.698,000 resulting to unexplained and unreconciled variances of Kshs.238,778 and Kshs.54,000 respectively.

In the circumstances, the accuracy and completeness of cess and park fee amounts of Kshs.323,154,468 and Kshs.644,000 could not be confirmed.

5. Irregular Charges for Services Rendered – Parking Fees

The statement of revenue and disbursements reflects parking fees amount of Kshs.246,854,347 which includes an amount of Kshs.7,445,820 in respect of monthly toll/sticker fees as disclosed in Note 15 of the revenue statements. However, review of the supporting ledger revealed the following anomalies;

i. Use of Wrong Rate on Pickups

The supporting ledger revealed that pickups were charged a monthly parking fee of Kshs.2,000. However, this was contrary to the approved rates in the Nakuru County Finance Act, 2023 that categorized saloon cars, station wagons and pickups as small vehicles with approved rates of Kshs.2,350 per month resulting to under-payment totaling to Kshs.88,900 which was not explained.

ii. Non-Adoption of Prescribed Rate for Late Payments on Small Vehicles

Further, small vehicles were charged a monthly parking fee of Kshs.2,350 despite making payments after the 10th day of the month. However, by Part XII under item 1-6614 of the Nakuru County Finance Act, 2023 requires that the small vehicles be charged at a rate of Kshs.2,800 for payments made after the 10th day of the month, resulting to a total under-payment of Kshs.49,500 during the financial year.

iii. Non-Adoption of Prescribed Rate for Late Payments – Canter

In addition, canters were charged a monthly parking fee of Kshs.4,700 despite making payments after the 10 day of the month. However, Part XII under item 1-6620 of the Nakuru County Finance Act, 2023 requires that the canters be charged at Kshs.5,000 for payments made after the 10 day of the month, resulting to a total under-payment of Kshs.8,400 during the financial year.

In the circumstances, the propriety of the monthly toll/stickers fees amount of Kshs.7,445,820 could not be confirmed.

6. Under-Collection of Revenue on Unclamping Fees

The statement of revenue and disbursements reflects parking fees amount of Kshs.246,854,347 which includes an amount of Kshs.1,507,737 in respect of unclamping

fees as disclosed in Note 15 of the revenue statements. Review of the Nakuru County Finance Act, 2023 provided for audit revealed an approved rate of unclamping of Kshs.1,000 per vehicle. However, review of the revenue records revealed that seventy-one (71) vehicles were charged lower rates of Kshs.100 and Kshs.200 resulting to under-collection of unclamping fees of Kshs.608,290 for the year.

In the circumstances, the accuracy, completeness and propriety of the unclamping fees amount of Kshs.1,507,737 could not be confirmed.

7. Non-Compliance with Transitional IPSAS Reporting Template

The cover page to the annual report and financial statements indicates “Transitional IPSAS financial statements/ Prepared in accordance with accrual basis of accounting method under international public sector accounting standards (IPSAS). This is indicative of Management failure to choose the method adopted to prepare the financial statements. Further, under Note 2 to Financial Statements on Statement of Compliance and Basis of Preparation of the financial statements, Management having taken advantage of the transitional provisions under IPSAS 33 have not indicated the elements of the financial statements that have not been recognized and the steps being taken towards full compliance with IPSAS Accrual.

In the circumstances, the financial statements as prepared and presented are not in compliance with the IPSAS reporting framework.

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs). I am independent of the Receiver of Revenue-County Government of Nakuru 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 qualified opinion.

Emphasis of Matter

Budgetary Control and Performance

The statement of comparison of budget and actual amounts reflects final revenue budget and actual on a comparable basis amount of Kshs.4,445,967,739 and Kshs.3,649,273,735 respectively, resulting to an under collection of Kshs.796,694,004 or 18% of the budget. However, excluded from the explanatory notes were statements explaining variations between the actual revenue and sums voted for the items detailed in the table below:

Item	Target (Kshs)	Actual (Kshs)	Variance Kshs.	Percentage of Under Collection %
Cess	394,506,500	323,154,468	71,352,032	18%
Land rate	294,132,300	254,953,534	39,178,766	14%
Parking fees	307,822,822	246,854,347	60,968,475	20%
Advertising	203,218,680	180,515,312	22,703,368	11%
Property Rent	72,364,937	52,105,210	20,259,727	28%
Physical Planning and Development	127,877,015	54,391,742	73,485,273	58%
Hire of County Assets	2,307,292	1,620,038	687,254	30%

Further, an explanation on whether changes between the original and final budget arose as a consequence of revisions within the supplementary budget or other factors was not provided by way of note disclosure in the revenue statements as required under IPSAS 24.

The under collection of revenue affected the planned activities of the County Government 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. Except for the effect of the matters described in the Basis for Qualified Opinion section, I have determined that there are no other key audit matters to communicate in my report.

Other Matter

Unresolved Prior Year Matters

In the audit report of the previous year, several issues were raised under the Report on the Revenue Statements, Report on Lawfulness and Effectiveness in Use of Public Resources and Report on Effectiveness of Internal Controls, Risk Management and Governance. However, Management did not provide reasons for the delay in resolving the prior year audit issues.

Other Information

The Management are responsible for the Other Information set out on page v to xiii which comprise of Key Entity Information and Management, foreword by the CECM Finance and Economic Planning, Management Discussion and Analysis and Statement of Receiver of Revenue's Responsibilities. The Other Information does not include the financial statements and my audit report thereon.

In connection with my audit on the Receiver of Revenue 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 and I am required to report that fact. Based on the audit procedures performed I conclude that there is material misstatement of this Other Information, I am required to report that fact. I have nothing to report on this regard

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

REPORT ON LAWFULNESS AND EFFECTIVENESS IN 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 the Lawfulness and Effectiveness in 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. Failure to Prepare a Finance Bill for the Financial Year 2024/2025

The statement of revenue and disbursement reflects total revenue of Kshs.3,649,273,736 which was raised through the County's Finance Act, 2023 which came into operation on 1 January, 2024 and which stipulated revenue raising measures relating to county taxes, licenses, fees and charges for the County. However, Management did not provide for audit verification, the Finance Bill for the financial year 2024/2025 and approval of the Bill by the County Assembly. This is contrary to Section 132 of the Public Finance Management Act, 2012 which states that each financial year, the County Executive Member for Finance, with the approval of the County Executive Committee, makes a pronouncement of the revenue raising measures for the County Government, and; that on the same date he/she submits to the County Assembly the County Finance Bill, setting out the revenue raising measures for the County Government, together with a policy statement expounding on those measures.

In the circumstances, the Management was in breach of law.

2. Failure to Update Property Valuation

The statement of revenue and disbursements reflects an amount of Kshs.254,953,534 in respect of land rates and as disclosed in Note 7 to the revenue statements. However, review of the supporting documents including the valuation roll revealed that the County Executive has not updated its valuation since the year 2005 or extended the life of the

valuation roll though a supplementary roll. This is contrary to Section 30(1) of the National Rating Act, 2024 which states that the County Government shall prepare a valuation roll every five years on the ratable properties within the County.

In the circumstances, the Management was in breach of the law.

3. Long Outstanding Receivables from Non-Exchange Transactions

The statement of financial position and as disclosed in Note 32 to the revenue statements reflects receivables from non-exchange transactions balance of Kshs.10,588,563,647 which relates to land rates. Review of the ageing analysis revealed that an amount of Kshs.9,607,094,357 or 91% of the total receivables have been outstanding for more than one (1) year with a balance of Kshs.8,395,053,089 having been outstanding for more than three (3) years. Management did not provide debt recovery strategies and the debt management policy. This is contrary to Regulation 63(1) (a) and (b) of Public Finance Management (County Governments) Regulations, 2015 which requires an Accounting Officer and a receiver of revenue to be personally responsible for ensuring that adequate safeguards exist and are applied for the prompt collection and proper accounting for, all County Government revenue and other public moneys relating to their County departments or agencies; adequate measures, including legal action where appropriate, are taken to obtain payment.

In the circumstances, the recoverability of receivables from non-exchange transactions balance of Kshs.10,588,563,647 as at 30 June, 2025 could not be confirmed.

4. Long Outstanding Receivables from Exchange Transactions

The statement of financial position and as disclosed in Note 33 to the revenue statements reflects receivables from exchange transactions balance of Kshs.1,612,621,029 relates to outstanding housing and market stall rent and statutory deductions (NHIF and SHA). Review of the ageing analysis revealed that an amount of Kshs.1,103,147,211 or 68% of the total receivables was outstanding for more than one (1) year with a balance of Kshs.830,671,305 having been outstanding for more than three (3) years. This is contrary to Regulation 63 (1) (a) and (b) of Public Finance Management (County Governments) Regulations, 2015 which requires an accounting officer and a receiver of revenue to be personally responsible for ensuring that adequate safeguards exist and are applied for the prompt collection and proper accounting for, all County Government revenue and other public moneys relating to their county departments or agencies; and adequate measures, including legal action where appropriate, are taken to obtain payment.

In the circumstances, the recoverability of receivables from exchange transactions balance of Kshs.1,612,621,029 as at 30 June, 2025 could not be confirmed.

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 receiver of revenue 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 THE 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, I confirm that, nothing has come to my attention to cause me to believe that internal controls, risk management and governance were not effective.

Basis for Conclusion

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 the Management and those Charged with Governance

Management is responsible for the preparation and fair presentation of these revenue 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 revenue 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 Receiver of Revenue'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 revenue 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 revenue statements described above, Management is also responsible for ensuring that the activities, financial transactions and information reflected in the revenue statements comply with the authorities which govern them and that public resources are applied in an effective way.

Those charged with governance 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 revenue 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 revenue 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 revenue 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

05 December, 2025

Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025

7. Statement of Revenue and Disbursements for the year ended 30th June, 2025

	Note	FY 2024/25
		KSh
Revenue from non-exchange transactions		
Cess	6	323,154,468
Land Rates	7	254,953,534
Single/Business Permits	8	404,691,560
Conservancy Administration	9	16,000,380
Administration Control Fees and Charges	10	199,054,020
Other Fines, Penalties, And Forfeiture Fees	11	2,324,526
Public Health Service Fees	12	57,829,793
Physical Planning and Development	13	54,391,142
Donations/Grants Not Received Through CRF	14	33,432,040
Total Revenue from non-exchange transactions		1,345,831,464
Revenue from exchange transactions		
Parking Fees	15	246,854,347
Market Fees	16	23,428,132
Property Rent	17	52,105,210
Advertising	18	180,515,312
Hospital Fees	19	1,797,211,998
Hire of County Assets	20	1,620,038
Sale of assets	21	-
Park Fees	22	644,000
Miscellaneous receipts	23	1,063,235
Total Revenue from exchange transactions		2,303,442,272
Total Revenues (a)		3,649,273,736
Disbursements		
Disbursements To CRF	24	(1,882,647,699)
Disbursements to another County Fund	25	(1,960,729,790)
Bank charges	26	(1,927,554)
Waivers and exemptions	27	-

Receiver Of Revenue
County Government of Nakuru
Revenue Statements for the Period Ended 30th June 2025

Bad debts written off	28	-
Provision for bad debts	29	-
Total Disbursements and other charges (b)		(3,845,305,043)
Other gains/(losses)		-
Gain/Loss on foreign exchange transactions	30	-
		-
Increase/Decrease in Dues to County Revenue Fund		(196,031,307)

The accounting policies and explanatory notes to these revenue statements form an integral part of the revenue statements. These revenue statements were approved on 25th August, 2025 and signed by:


.....

Name: CPA Everlyne B. Kakai
County Receiver of Revenue
ICPAK M/No 9735


.....

Name: CPA Macktilder M. Anyembe
Head of Revenue Reporting
ICPAK M/No 28215

**Receiver Of Revenue
County Government of Nakuru
Revenue Statements for the Period Ended 30th June 2025**

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

	Note	FY 2024-25	Opening Statement 1 st July 2024
		Kshs	Kshs
Current Assets			
Cash and Cash Equivalents	31	242,646,700	438,678,005
Receivables from non-Exchange transactions	32	10,588,563,647	9,607,094,357
Receivables from Exchange transactions	33	1,612,621,029	2,372,117,502
Total Current Assets		12,443,831,376	12,417,889,864
Total Assets			
Financial Liabilities			
Payables-Due to CRF	34	242,646,700	438,678,005
Revenue Received in Advance	35	-	-
Total Financial Liabilities		242,646,700	438,678,005

The accounting policies and explanatory notes to these financial statements form an integral part of the financial statements. The entity financial statements were approved on 25th August, 2025 and signed by:

.....
Name: CPA Everlyne B. Kakai
County Receiver of Revenue
ICPAK M/No 9735

.....
Name: CPA Macktilder M. Anyembe
Head of Revenue Reporting
ICPAK M/No 28215

*Receiver Of Revenue
County Government of Nakuru
Revenue Statements for the Period Ended 30th June 2025*

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

Statement of Cash Flows for the Year Ended 30 th June, 2025		
Operating Activities		
Receipts		
Cess		323,154,468
Land Rate		254,953,534
Single/Business Permits		404,691,560
Conservancy Administration		16,000,380
Administration Control Fees and Charges		199,054,020
Other Fines, Penalties, And Forfeiture Fees		2,324,526
Public Health Service Fees		57,829,793
Physical Planning and Development		54,391,142
Donations/Grants Not Received Through CRF		33,432,040
Parking Fees		246,854,347
Market Fees		23,428,132
Property Rent		52,105,210
Advertising		180,515,312
Hospital Fees		1,797,211,998
Hire of County Assets		1,620,038
Sale of assets		-
Park Fees		644,000
Miscellaneous receipts		1,063,235
Total Receipts		3,649,273,736
Payments		
Disbursements To CRF		1,882,647,699
Disbursements To FIF accounts		1,960,729,790
Bank charges		1,927,554
Total Payments		3,845,305,043
Net Cash from operating Activities		196,031,307
Cash and Cash Equivalent as at 1 st July 2024	31	438,678,005
Cash and Cash Equivalent as at 30th June 2025	31	242,646,700

10. Statement of Comparison of Budget vs Actual Amounts for Year Ended 30th June 2025

County Own Source Revenue	Original Budget	Adjustment	Final Budget	Actual On Comparison Basis	Actual Realization	% of Realization
	Kshs	Kshs	Kshs	Kshs	Kshs	Kshs
Cess	371,519,823	22,986,677	394,506,500	323,154,468	71,352,032	82%
Land Rate	275,000,000	19,132,300	294,132,300	254,953,534	39,178,766	86%
Single/Business Permits	480,000,000	33,394,560	513,394,560	404,691,560	108,703,000	79%
Parking Fees	287,800,000	20,022,822	307,822,822	246,854,347	60,968,475	80%
Market Fees	40,467,536	2,815,407	43,282,943	23,428,132	19,854,811	54%
Property Rent	68,758,153	3,606,784	72,364,937	52,105,210	20,259,727	72%
Advertising	190,000,000	13,218,680	203,218,680	180,515,312	22,703,368	89%
Hospital Fees	1,997,210,000	-	1,997,210,000	1,797,211,998	199,998,002	90%
Public Health Service Fees	89,907,741	6,241,260	96,149,001	57,829,193	38,319,807	60%
Physical Planning and Development	117,985,621	9,891,394	127,877,015	54,391,742	73,485,273	42%
Hire of County Assets	2,008,660	298,732	2,307,392	1,620,038	687,354	70%
Conservancy Administration	15,432,054	2,398,810	17,830,864	16,000,380	1,830,484	90%
Administration Control Fees and Charges	285,417,115	20,352,728	305,769,843	199,054,020	106,715,823	65%

*Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025*


Receipts	Original Targets	Adjustments	Final Targets	Actual On Comparable Basis	Budget Realization Difference	% of Realization
	A	B	C=A+B	D	E=C-D	F=D/C %
Proceeds from sale of assets	-	-	-	-	-	
Park Fees	220,535	473,458	693,993	644,000	49,993	93%
Other Fines, Penalties, and Forfeiture Fees	2,430,810	100,000	2,530,810	2,324,526	206,284	92%
Miscellaneous Receipts	-	-	-	1,063,235	1,063,235	
Total County Own Source Revenue	4,224,158,048	154,933,612	4,379,091,660	3,615,841,695	763,249,965	83%
Other Receipts						
Donations /Grants Not Received Through CRF	66,876,079	0	66,876,079	33,432,040	33,444,039	50%
Total Other Receipts	66,876,079	0	66,876,079	33,432,040	33,444,039	50%
Total Receipts	4,291,034,127	154,933,612	4,445,967,739	3,649,273,735	796,694,004	82%

- (a) **Physical planning and development** - The shortfall in physical planning and development revenue is mainly due to the ongoing economic downturn. This has caused financial difficulties for many people, resulting in fewer construction projects. As a result, the total income from these sources has decreased.


Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025

- (b) **Markets** - Nationwide demonstrations prevented market fees from reaching the 90% target, primarily by disrupting the transportation of farm produce to markets. Additionally, the rise of informal markets contributed to the shortfall.
- (c) **Single/Business Permits** - The collection rate for Single/Business Permits fell short of the target due to economic constraints and litigations that affected Unified Trade Licenses (UTP).
- (d) **Administration Control Fees and Charges** - Collection of Administration Control Fees and Charges fell short of expectations because of lawsuits over alcoholic drinks control licenses. These litigations disrupted compliance and hindered the collection process.
- (e) **Public health service fees** – This did not achieve its intended target due to the tough economic times which led to businesses downsizing and some closing shop.
- (f) **Hire of county assets** - collection did not hit the 90% mark due to the current renovation of county stadia and social halls.
- (g) **Property rent** - Did not attain the 90% threshold due to defaults in house and stall rent payments occasioned by harsh economic conditions.
- (h) **Parking Fees** – Nationwide demonstrations which affected car parking within the town centers hence a negative effect
- (i) **Advertisement** – Low uptake of the advertisements due to the harsh economic times
- (j) **Cess** - Nationwide demonstrations which disrupted the transportation of farm produce
- (k) **Land rates** – this was due to litigation to the valuation roll 2017 which is still pending in court
- (l) Changes arose as a consequence of upward revisions within the supplementary budget

The County Receiver of Revenue's financial statements were approved on 25th August, 2025 and signed by:


.....
Name: CPA Everlyne B. Kakai
County Receiver of Revenue

ICPAK M/No 9735


.....
Name: CPA Macktilder M. Anyembe
Head of Revenue Reporting

ICPAK M/No 2821

11. Notes to the Financial Statements

1. General Information

County Government of Nakuru Receiver of Revenue was appointed by the CEC member of Finance of Nakuru County Government in accordance with section 157 of the PFM Act. The Entity's principal activity is revenue collection as outlined in the appointment letter and section 157 of the PFM Act.

2. Statement of Compliance and Basis of Preparation

The revenue statements have been prepared in accordance with and comply with International Public Sector Accounting Standards (IPSAS) Accrual Basis of Accounting and relevant legal framework of the County Government Nakuru. The financial statements comply with and conform to the form of presentation prescribed by the Public Sector Accounting Standards Board of Kenya.

Guiding note during the transition period:

The financial statements have been prepared in accordance with the PFM Act, and International Public Sector Accounting Standards (IPSAS), or the entity has taken advantage of the transitional provisions under IPSAS 33 and therefore these 1st/ 2nd/ 3rd/year financial statements are transitional financial statements and the following elements of the financial statements have not been recognized as the entity has taken advantage of the transition provisions outlined in IPSAS 33. (entity to state the transitional provisions it has applied and the steps being towards full compliance with IPSAS Accrual).

The financial statements are presented in Kenya Shillings, which is the functional and reporting currency of the County Government of Nakuru. The accounting policies adopted have been consistently applied to all the years presented.

The Financial statements were authorized for issue by the Accounting Officer on 25th August, 2025.

**Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025**

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	<p><i>Applicable 1st January 2025</i></p> <p>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. The new standard requires entities to recognise, measure and present information on right of use assets and lease liabilities.</p> <p>Not applicable to County Government of Nakuru Receiver of Revenue</p>
IPSAS 44: Non- Current Assets Held for Sale and Discontinued Operations	<p><i>Applicable 1st January 2025</i></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>Not applicable to County Government of Nakuru Receiver of Revenue</p>
IPSAS 45- Property Plant and Equipment	<p><i>Applicable 1st January 2025</i></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</p>

*Receiver Of Revenue
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Standard	Effective date and impact:
	<p>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>Not applicable to County Government of Nakuru Receiver of Revenue</p>
<p>IPSAS 46 Measurement</p>	<p><i>Applicable 1st January 2025</i></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> <p>Applicable to County Government of Nakuru Receiver of Revenue. It will determine what revenue streams are accrued overtime.</p>
<p>IPSAS 47 REVENUE</p>	<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>Impacts how Receiver of Revenue recognizes revenue i.e whether revenue will be matched with or will not be matched with service obligations.</p>

**Receiver Of Revenue
County Government Of Nakuru
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Standard	Effective date and impact:
IPSAS 48- Transfer Expenses	<p>Applicable 1st January 2026</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>Not applicable to County Government of Nakuru Receiver of Revenue</p>
IPSAS 49- Retirement Benefit Plans	<p>Applicable 1st January 2026</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> <p>Not applicable to County Government of Nakuru Receiver of Revenue</p>
IPSAS 50: Exploration For & Evaluation of Mineral Resources	<p>Applicable 1st January 2027</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> <ol 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. iii. 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>Not applicable to County Government of Nakuru Receiver of Revenue</p>

iii) Early adoption of standards

The County Government of Nakuru did not early -adopt any new or amended standards in the financial year under review.

4. Significant Accounting Policies

The principal accounting policies adopted in the preparation of these revenue statements are set out below:

i) Revenue from non-exchange transactions

Fees, taxes, fines and charges

The *Receiver of Revenue* recognizes revenues from fees, taxes, fines and charges when the event occurs and the asset recognition criteria is met. Other non-exchange revenues are recognized when it is probable that the future economic benefits or service potential associated with the asset will flow to the Entity and the fair value of the asset can be measured reliably.

ii) Revenue from exchange transactions

Rendering of services

The *Receiver of Revenue* recognizes revenue from the rendering of services by reference to the stage of completion when the outcome of the transaction can be estimated reliably. The stage of completion is measured by reference to labour hours incurred to date as a percentage of total estimated labour hours. Where the contract outcome cannot be measured reliably, revenue is recognized only to the extent that the expenses incurred are recoverable.

Sale of goods

Revenue from the sale of goods is recognized when the significant risks and rewards of ownership have been transferred to the buyer, usually on delivery of the goods and when the amount of revenue can be measured reliably, and it is probable that the economic benefits or service potential associated with the transaction will flow to the Entity.

Interest income

Interest income is accrued using the effective yield method. The effective yield discounts estimated future cash receipts through the expected life of the financial asset to that asset's net carrying amount. The method applies this yield to the principal outstanding to determine interest income each period.

Dividends

Dividends or similar distributions must be recognized when the shareholder's or the Entity's right to receive payments is established.

Notes to the Financial Statements (Continued)

Summary of Significant Accounting Policies (Continued)

Rental income

Rental income arising from operating leases on investment properties is accounted for on a straight-line basis over the lease terms and included in revenue.

iii) Budget

The County Revenue budget is developed on cash basis. The budget has the same accounts classification basis, and for the same period as the financial statements. The County budget was approved as required by law. The original budget was approved by the County Assembly on 25th June 2024 for the period 1st July 2024 to 30 June 2025. There was one supplementary budget passed in the year. A high-level assessment of the County's actual performance against the comparable budget for the financial year under review has been included in these financial statements.

The County Government of Nakuru 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. A statement to reconcile the actual amounts on a comparable basis included in the statement of comparison of budget and actual amounts and the actuals as per the statement of financial performance has been presented under table 10 of these financial statements.

iv) 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 revenue collection accounts held at Commercial banks.

Notes to the Financial Statements (Continued)

Summary of Significant Accounting Policies (Continued)

v) Revenue in Arrears

Revenue in arrears relate to revenue earned and is yet to be received or collected by the receiver of revenue. These arrears are presented as receivables from exchange and non- exchange transactions in the statement of financial position. These receivables are assessed for impairment on a continuous basis. The details of these arrears are presented as an appendix to the financial statements under the statement of arrears as required under the PFM Act, 2012 Section 165 (2) (b).

vi) Disbursements to CRF

The Receiver of Revenue has an arrangement for transfer of funds from its bank account to the CRF account. Total disbursements to the CRF are as a result of the transfer arrangement during the year.

vii) Payables due to CRF

These relate to amounts yet to be disbursed to the County Revenue Fund at the end of the period. The amount also includes monies that are yet to be collected by the receiver of revenue at the end of the reporting period.

viii) Comparative Figures

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

ix) Subsequent Events

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

Notes to the financial statements

5. Significant Judgments and Sources of Estimation Uncertainty

The preparation of the County Government of Nakuru'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.

State all significant judgements, estimates and assumptions made:

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 Entity based its assumptions and estimates on parameters available when the 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 Entity. Such changes are reflected in the assumptions when they occur.

Provisions

Provisions were raised and management determined an estimate based on the information available. Additional disclosure of these estimates of provisions is included in Note xxx. Provisions are measured at the management's best estimate of the expenditure required to settle the obligation at the reporting date and are discounted to present value where the effect is material.

(include provisions applicable to your organization, e.g., provision for bad debts and how management estimates these provisions).

Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025

Notes to the Financial Statements

6. Cess

Description	FY 2024-25
Farm produce	24,229,144
Quarrying	255,302,987
Livestock	375,460
Fish farming	642,470
Others	
Slaughter House Fees/Fisher man's licenses e.g. Meat Inspection, C.O. T, Private & County Slaughter house, Animal movement Permits e.tc	8,531,376
Forest Cess	7,911,921
A.I licenses/Renewal Fees	-
Vaccination of Pets e.g. Dogs, Cats etc.	5,110,155
Mineral Water- Commercial	5,500,500
Water charges (NAWASCO)	298,000
Transporters Certificate per year	15,251,420
Total	323,153,433

7. Land rates

Description	FY 2024-25
Land rates	254,953,534
Land penalties and interest	-
Arrears	-
Total	254,953,534

Note: The revenue collection system has not been enabled to breakdown rates paid into principal amount, penalties and arrears. The County has instructed the system developer to configure the revenue system to allow for detailed reports.

8. Single /Business Permits

Description	FY 2024-25
Business permit application fees	-
Annual Business permit fees	404,691,560
Business permit penalties and interest	-
Business permit fees arrears	-
Total	404,691,560

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Note: The County does not charge for business permits application. The revenue system configuration does not allow for accrual of business permit fees. The County has appointed committee on accrual which is supposed to come up with guidelines to be tabled for approval.

9. Conservancy Administration

Description	FY 2024-25
Refuse disposal fees	9,904,830
Dumpsite fees	-
Sewerage fees	-
Sale of seedlings	130,000
Public cemetery	1,512,000.0
Disposal of carcasses	-
Noise control	1,172,500
Others	
Sale of county trees	44,000
Tree cutting/pruning fees	616,290
Car Wash Certificates	697,220
Environmental Impact assessment (NEMA)	718,540
Environmental Certificates (Quarries etc.)	1,205,000
Total	16,000,380

10. Administration Control Fees and Charges

Description	FY 2024-25
Weights and measures	1,925,561
Fire Services	85,386,581
Liquor licenses	100,568,570
Betting levy	2,338,250
Others	
All Bed Occupancy Fees	4,452,970
Cooperative Audit Fees	877,288
Approval of Way-leaves	3,504,800
Total	199,054,020

11. Other Fines, Penalties and Forfeitures

Description	FY 2024-25
Impounding Fees	2,324,526
Towing Fees	-
Others	
Total	2,324,526

Notes to the Financial Statements (continued)

12. Public Health Service Fees

Description	FY 2024-25
Inspection of buildings/premises/Institutions	2,152,675
Inspection for issuance of hygiene license	31,260,780
Vaccination: Yellow fever, Typhoid, etc	8,545,000
Applications for medical examination	13,235,509
Sanitation inspection for schools	-
Public health permit	-
Rodent Control/Fumigation	-
Others	
Private Water Boozers Health Certificates	85,000
Private Exhauster Certificate	15,000
Exhumation fees	53,000
Building Plan Health Occupation Certificates	2,482,829
Total	57,829,793

13. Physical Planning and Development

Description	FY 2024-25
Sale of County planning documents	-
Land valuation and registration fees	-
Change / Renewal of user	1,040,000
Building plans approval	35,940,559
Signboards	-
Occupational Permits	1,954,817
Enforcement / Demolition	-
Architectural designs by county officers	838,300
Hoarding fees	194,000
Others	
Development Application Fees	3,385,692
Renovation/Alteration of Buildings	630,000
Building Inspection fees	32,000
Construction Site Boards	10,314,774
Total	54,330,142

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Notes to the Financial Statements (continued)

14. Donations and Grants Not Received Through CRF

Description	FY 2024-25
Donations	0
Grants (Tea Cess budgeted as Grants)	33,432,040
Others	0
Total	33,432,040

Note: The Tea cess was budgeted as a grant

15. Parking Fees

Description	FY 2024-25
Street parking fees	69,058,424
Monthly toll/sticker fees	7,445,820
Motorbike fees	2,469,360
Registration fees	-
Reserved parking	28,168,700
Bus Park fees	137,879,306
Others	
Three-wheeler Monthly Sticker	325,000
Unclamping fees	1,507,737
Total	246,854,147

16. Market Fees

Description	FY 2024-25
Market entry fees	23,428,132
Hawking fees	-
Others	
Total	23,428,132

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Notes to the Financial Statements (continued)

17. Property Rent

Description	FY 2024-25
County Housing	1,426,620
Plot Rent	-
Tenancy Agreement	-
Transfer of Property	5,780,000
Stalls/kiosks rent	17,933,060
Others	
House rent (CRF Direct Banking)	151,611
Clearance Certificate	4,956,000
Ground Rent	15,718,340
Extension of Lease	2,993,079
Beacon Search/Beacon Certificates	891,500
Amalgamation	7,000
Certificate of Compliance	50,000
Survey Fees	2,033,000
Consent fees	165,000
Total	52,105,210

18. Advertising

Description	FY 2024-25
Branding	70,654,616
Billboard advertising	24,354,020
Signage	32,923,765
Roadshows	22,879,659
Banners	1,560,500
Posters	12,226,487
Tent advertising	4,805,500
Street pole/clock advertising	-
Others	-
Signboards	10,871,766
PA systems	239,000
Total	180,515,312

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Notes to the Financial Statements (continued)

19. Hospital Fees

Description	FY 2024-25
	Kshs
Level 5 hospitals	1,072,043,098
Level 4 hospitals	725,168,900
Others (<i>Specify</i>)	-
Total	1,797,211,998

Note : All level 5 and 4 hospitals prepare their own financial statements

20. Hire Of County Assets

Description	FY 2024-25
	Kshs
Agricultural Mechanization Services (AMS)	-
Hire of Machines and Equipment	-
Hire of County Stadia	20,000
Hire of County Halls	487,488
Conference facilities/Agricultural Training Centers (ATC)	1,068,750
Others	
Social Welfare/ Cultural/Group Registration	23,800
Application/Approval for Registration of Educational Institutions e.g. ECD, Vocational Colleges, Private Schools, Universities etc.	20,000
Total	1,620,038

21. Sale of assets.

	FY 2024-25
	Kshs
Receipts from Sale of Buildings	000
Receipts from Sale of Vehicles and Transport Equipment	000
Receipts from Sale of Plant Machinery and Equipment	000
Receipts from Sale of Certified Seeds and Breeding Stock	000
Receipts from Sale of Strategic Reserves Stocks	000
Receipts from Sale of Inventories, Stocks and Commodities	000
Disposal and Sales of Non-Produced Assets	000
Total	000

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Notes to the Financial Statements (continued)

22. Park Fees

Description	FY 2024-25
Lodge Tariffs and levies	-
Park entry fees	-
Filming and Photography fees	-
Camping fees	-
Balloon landing fees	-
Others	-
Hire of County Parks	644,000
Total	644,000

23. Miscellaneous Revenues

Description	FY 2024-25
Dividends	-
Interest	-
Commissions	-
Others	-
Insurance reimbursement	-
Refund of Salaries/ Imprest Surrender	1,063,235
Total	1,063,235

24. Disbursements to CRF

Description	Period ended 30 th June 2025 Kshs
Quarter 1	155,232,591
Quarter 2	252,712,179
Quarter 3	657,389,249
Quarter 4	817,313,680
Total	1,882,647,699

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Notes to the Financial Statements (continued)

25. Disbursement to another County Fund

Description	Period ended 30th June 2025 Kshs
Quarter 1	523,029,232
Quarter 2	483,384,570
Quarter 3	450,245,600
Quarter 4	504,070,388
Total	1,960,729,790

26. Bank Charges

Description	FY 2024-25 Kshs
Bank Charges & commissions (OSR)	53,359
FIF (Facility Improvement Fund) Bank Charges & commissions	1,874,195
Total	1,927,554

27. Waivers and Exemptions

Description	FY 2024-25 Kshs
Penalties (Land rates)	42,907,400
Interest	-
Others	
House rent	66,504,414
Land rates (Block 10/188)	843,413
Land rates (Church of God in East Africa)	19,260
Road closure, road show and road side banner (Nakuru Rugby Football Club)	42,000
Hospital fees	70,417,204
Total	180,733,691

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Notes to the Financial Statements (continued)

28. Bad debts written off.

Description	FY 2024-25
	Kshs
Bad debts written off (<i>Specify revenue stream</i>)	000
Total	000

29. Provision for bad debts

Description	FY 2024-25
	Kshs
Provision for bad debts (<i>Specify revenue stream</i>)	000
Total	000

30. Gain/Loss on Foreign Exchange Transactions

Description	FY 2024-25
	Kshs
Gain or loss on foreign exchange transactions	000
Gain or loss on balances in foreign exchanges	000
Total	000

31. Cash and Cash Equivalents

Name of Bank, Account No. & currency	Amount	Exc. rate (if in foreign currency)	FY 2023/2024	FY 2024/2025
			Kshs	Kshs
KCB Bank Account number 1140746057	180,960		14,875	180,960
Cooperative Bank 1141521630800	944,938		30,909,963	944,938
Equity Bank 130261954816	16,745		1,361,850	16,745
Access Bank 80130000007	0		276,870	0
Family Bank 18000053211	10,210		29,405	10,210
National Bank 1001065283400	1,829,077		6,090,068	1,829,077
Sidian Bank 01004710003256	4,756,573		0	4,756,573
Mpesa	305,210		0	305,210
FIF	234,602,987		399,994,974	234,602,987
Total	242,646,700	0	438,678,005	242,646,700

Note: M-pesa balance refers to the amount in the county's paybill not disbursed to bank as at 30th June 2025.

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Notes to the Financial Statements (continued)

32. Receivables for non-exchange transactions

Description	FY 2024-25	Opening Statement 1st July 2024
	Kshs	Kshs
Receivables		
Land Rates	10,588,563,647	9,607,094,357
Sub total	10,588,563,647	9,607,094,357
Less impairment Allowance	-	-
Total Current Receivables	10,588,563,647	9,607,094,357

Ageing analysis for Receivables from Non-exchange transactions

Description	FY 2024-25		Opening Statement 1st July 2024	
	Current FY	% of the total	Opening Balance	% of the total
	Kshs		Kshs	
Less than 1 year	-	%	-	
Between 1- 2 years	981,469,290	9%	1,212,041,268	13%
Between 2-3 years	1,212,041,268	13%	1,104,796,972	13%
Over 3 years	8,395,053,089	78%	7,290,256,117	74%
Total (a+b)	10,588,563,647	100%	9,607,094,357	100%

Reconciliation for Impairment Allowance on Receivables from Non-Exchange Transactions

Impairment allowance/ provision	FY 2024 -25
	Kshs
At the beginning of the year	000
Additional provisions during the year	000
Recovered during the year	(000)
Written off during the year	(000)
At the end of the year	000

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34. Payables- Due To CRF

	FY 2024-25	Opening Statement
	Kshs	Kshs
Amount collected yet to be disbursed to CRF	8,043,713	38,683,031
Amount collected yet to be disbursed to FIF accounts	234,602,987	399,994,974
Amount billed and yet to be collected for disbursement to CRF	-	-
Total Due to CRF	242,646,700	438,678,005

Note: Payables due to CRF amounting to Kshs.8,043,713 were subsequently disbursed on 1st July and 3rd July 2025.

The balance was amount disbursed to other County funds (FIF)

Movement Disclosure on Dues to CRF

	Kshs
Opening Dues to CRF	38,683,031
Opening Dues to FIF accounts	399,994,974
Total	438,678,005
Increase/Decrease in Dues to CRF	(196,031,307)
Closing Dues to CRF	8,043,713
Closing Dues to FIF accounts	234,602,987
Closing Dues to CRF (Total)	242,646,700

35. Revenue received in advance

	Period ended 2025	Statement for 2025
	Kshs	Kshs
<i>Specify</i>	000	000
Total	000	000

33. Receivables from exchange transactions

Description	FY 2024-25	Comparative Statement (30 June 2024)
	Kshs	Kshs
Receivables		
House rent	697,631,044	679,243,008
Market stall Rent	5,722,307	5,087,711
NHIF	432,934,272	557,824,960
SHA	456,894,881	1,110,057,155
MAKL	19,438,525	19,904,668
Sub total	1,612,621,029	2,372,117,502
Less impairment Allowance	-	-
Total Current Receivables	1,612,621,029	2,372,117,502

Ageing analysis for total receivables in exchange transactions

	FY 2024-25		Comparative FY 2023-24	
	Current FY	% of the total	Comparative FY	% of the total
	Kshs		Kshs	
Less than 1 year	509,473,818	24%	1,110,057,155	47%
Between 1- 2 years	190,553,496	8%	639,747,370	27%
Between 2-3 years	81,922,410	31%	79,668,355	3%
Over 3 years	830,671,305	36%	542,644,622	23%
Total (a+b)	1,612,621,029	100%	2,372,117,501.85	100%

Reconciliation for Impairment Allowance on Receivables from Exchange Transactions

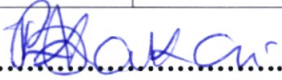
Description	Kshs
At the beginning of the year	000
Additional provisions during the year	000
Recovered during the year	(000)
Written off during the year	(000)
At the end of the year	000


12. Appendices

Appendix 1: Progress on follow up of prior Year Auditor Recommendations.

The following is the summary of issues raised by the external auditor, and management comments that were provided to the auditor.

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)
1	Failure to remit own source generated receipts into county revenue fund	To be affected in FY 2024/2025	Resolved	
2	Long outstanding revenue arrears	<p>The buildup of revenue receivables arrears stems from multiple factors, including:</p> <ul style="list-style-type: none"> i. Penalties accrued on outstanding arrears from government entities and individual ratepayers. ii. Outdated data in the system. <p>To address these:</p> <ul style="list-style-type: none"> • The County is actively working on a data cleanup initiative to eliminate obsolete records, thereby reducing overstated receivables. • In partnership with the National Government, advanced discussions are ongoing to recover the huge arrears from government entities such as Kenya Railways, Kenya Wildlife Services, and the Pyrethrum Board. 	Not resolved	30 th June 2026


 Name: CPA Everlyne B. Kakai
 County Receiver of Revenue
 ICPAK M/No 9735


 Name: CPA Macktilder M. Anyembe
 Head of Revenue Reporting
 ICPAK M/No 28215

*Receiver Of Revenue
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Appendix 2: Statement of Arrears of Revenue As at 30th June 2025

Classification Of Receipts (Indicate As Applicable)	Balance as at The beginning of the current year (1 st July 2024) A	Arrears received during the year. B	Additions in arrears for the current year to June 30, 2025 C	Total arrears as at 30 June 2025 D=A+(B)+C	Measures taken to recover the arrears	Assessment to the recoverability of arrears
Cess	0	0	0	0		
Land rate	9,607,094,357	-	981,469,290	10,588,563,647	Enforce compliance	
Single/Business Permits	-	-	-	-		
Property Rent	-	-	-	-		
i. House rent	679,243,008		18,388,036	697,631,044	Enforce compliance	
ii. Market Stall rent	5,087,711		634,596	5,722,307	Enforce compliance	
Parking Fees	-	-	-	-		
Market Fees	-	-	-	-		
Advertising	-	-	-	-		
Hospital Fees	577,729,628	-	-	889,829,153	Enforce compliance	
Public Health Service Fees	-	-	-	-		
Physical Planning and Development	-	-	-	-		
Hire Of County Assets	-	-	-	-		
Conservancy Administration	-	-	-	-		
Administration Control Fees and Charges	-	-	-	-		
Park Fees	-	-	-	-		
Total Arrears	<u>10,869,154,704</u>		<u>1,000,491,922</u>	<u>12,181,746,151</u>		

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County Government Of Nakuru
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.....
Name: CPA Everlyne B. Kakai
County Receiver of Revenue
ICPAK M/No 9735



.....
Name: CPA Macktilder M. Anyembe
Head of Revenue Reporting
ICPAK M/No 28215

*Receiver Of Revenue
County Government Of Nakuru
Revenue Statements for the Period Ended 30th June 2025*

Appendix 3: Ageing Analysis of Revenue in Arrears

Description (indicate as applicable)	Less than	Between	Between	Over 3 years	Total
	1 year	1-2 years	2-3 years		
Cess	-	-	-	-	-
Land rate	-	981,469,290	1,212,041,268	8,395,053,089	10,588,563,647
Single/business permits	-	-	-	-	-
Property rent		19,022,632	81,922,410	602,408,309	703,353,351
Hospital fees	509,473,818	171,530,864	-	228,262,996.00	909,267,678
Public health service fees	-	-	-	-	-
Physical planning and development	-	-	-	-	-
Hire of County Assets	-	-	-	-	-
Conservancy administration	-	-	-	-	-
Administration control fees and charges	-	-	-	-	-
Proceeds from sale of assets	-	-	-	-	-
Park fees	-	-	-	-	-
Other fines, penalties, and forfeiture fees	-	-	-	-	-
Miscellaneous receipts	-	-	-	-	-
Others (<i>Specify</i>)	-	-	-	-	-
Total	-	1,000,491,922	1,293,963,679	8,997,461,397	12,201,184,676

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Appendix 4: A Report of Waivers and Variations of Fees or charges granted by the Receiver of Revenue during the year.

S/No	Name of person / organisation benefitting from waiver/ variation	Year in which waiver/ variation relates	Amount of variation/ waiver (fee or charge)	Reasons for waiver/ variation	The law in terms of which the variation/waiver was granted
1	Rates Tax payers	2025	42,862,400	Revenue Enhancement	PFM ACT section 165
2	Nakuru County Tenancy - Naivasha	2025	66,504,414	Request by rent payer	PFM ACT section 165
3	Kaloleni Church of God	2025	19,260	Request by rate payer	PFM ACT section 165
4	Fatima Ahmed	2025	45,000	Request by rate payer	PFM ACT section 165
5	Manases Kuria	2024	843,413	Request by rate payer	PFM ACT section 165
6	Nakuru Rugby Football Club	2025	42,000	Request by tax payer	PFM ACT section 165
7	Hospital fees	2025	70,417,204	Request by tax payer	PFM ACT section 165
	TOTAL		180,733,691		

NOTE: The waiver table above is derived from waiver letters from the CECM of Finance and Economic Planning and the Excel list of beneficiaries from the system

(PFM ACT section 165 subsection 4, 5)



**Sign and date
Accounting Officer**

DATE	
TIME	
LOCATION	
COMMITTEE	
REPORT NO.	