

REPUBLIC OF KENYA



REPORT
THE NATIONAL ASSEMBLY
PAPERS LAJD

DATE: 24 FEB 2026

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Tuesday

OF

TABLED
BY:

Deputy leader Majority Party

Hon. Owen Baya, MP

Mr. Benson
Inzofu

PARLIAMENT
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THE AUDITOR-GENERAL

ON

**PROGRAMME FOR LEGAL
EMPOWERMENT AND AID DELIVERY
(PROJECT CREDIT NUMBER
KED/FED/2018/397-591)**

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

**OFFICE OF THE ATTORNEY GENERAL
AND DEPARTMENT OF JUSTICE**



**PROJECT NAME: PROGRAMME FOR LEGAL EMPOWERMENT AND AID
DELIVERY (PLEAD)**

**IMPLEMENTING ENTITY: OFFICE OF THE ATTORNEY GENERAL AND
DEPARTMENT OF JUSTICE**

PROJECT GRANT/CREDIT NUMBER: KE/FED/2018/397-591

ANNUAL REPORT AND FINANCIAL STATEMENTS

FOR THE FINANCIAL YEAR ENDED

JUNE 30, 2025

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

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1. Acronyms and Definition of Terms

CBK	Central Bank of Kenya
ICPAK	Institute of Certified Public Accountants of Kenya
IMF	International Monetary Fund
IPSAS	International Public Sector Accounting Standards
CT	County Treasury
NT	National Treasury
PFM	Public Finance Management.
PSASB	Public Sector Accounting Standards Board
WB	World Bank
Comparative FY	Financial year preceding the current financial year.
ADR	Alternative Dispute Resolution
AJS	Alternative Justice System
CUCs	Court Users Committees
EU	European Union
FY	Financial Year
GoK	Government of Kenya
ICT	Information Communication Technologies
KCS	Kenya Charity Sweepstake House
NALEAP	National Legal Aid and Awareness Programme
NaSCI -AJS	National Steering Committee on Alternative Justice Systems
NLAS	National Legal Aid Services
OAG&DOJ	Office of the Attorney General and Department of Justice

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PLEAD	Programme for Legal Empowerment and Aid Delivery
SDA	Special Deposit Account
SDG	Sustainable Development
SMART	specific, measurable, achievable, realistic and time bound Goals

2. Project Information and Overall Performance

2.1 Name and registered office

Name

The project's official name is Programme for Legal Empowerment and Aid Delivery (PLEAD).

The registered Office is Kenya Charity Sweepstake House (KCS), 10th Floor, Mama Ngina Street, Nairobi.

Objective

The key objective of the project is, "to enhance the rule of law as an effective means to address insecurity, conflicts and socio-economic grievances in Kenya".

The specific objective of PLEAD is to develop an integrated approach at the central and local levels aimed at equality of all before the law, through improved access to and the expeditious delivery of justice, particularly in high-risk counties.

Address

The project headquarters are in Kenya Charity Sweepstake (K.C.S) House, 10th Floor, Mama Ngina Street, Nairobi City County, Kenya.

The address of its registered office is: 45597-00100 Nairobi.

The project has no branch offices.

Contacts: The following are the project contacts

Telephone: (020) 2215627

E-mail: pleadnlas@gmail.com : nlas@ag.go.ke

Website: [https://statelaw.go.ke/departments/national-legal-aid-service/
www.nlas.go.ke](https://statelaw.go.ke/departments/national-legal-aid-service/www.nlas.go.ke)

Project information and overall performance (continued)

2.2 Project Information

Project Start Date:	The project start date is 1 st April 2020
Project End Date:	The project implementation period ends 31 st July 2024 and closure ends on 31 st March 2025.
Project Coordinator:	Mr. Orison Chaponda.
Project Development Partner:	The project sponsor is European Union

2.3 Project Overview

Line Ministry or State departments/ County Department	The project is under the supervision of the Office of the Attorney General and Department of Justice
Project number	KE/FED/037-676- funded under project estimate number KE/FED/2018/397-591
Strategic goals of the project	The strategic goals of the project are as follows: (i) Access to legal aid and assistance is enhanced, especially for the poor and vulnerable.
Summary of Project Strategies for achievement of strategic goals	The project management aims to achieve the goals through the following means: (i) Access to legal aid, particularly in the marginalized and high-risk counties is improved (ii) Effectiveness of legal aid enhanced (iii) Kenyans are aware of their legal rights and how to access them (iv) Operationalization of NLAS under the Legal Aid Act of 2016 supported (v) Efficiency and effectiveness of ADR improved
Other important background information of the project	PLEAD has four interlinked and mutually supportive outcomes implemented through the following modalities: Direct management (procurement of services); Indirect management with International Organisations (Delegation agreements with UNDP and UNODC respectively) and

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	Indirect management with the Republic of Kenya (Programme Estimate)
Areas that the project was formed to intervene	The project was formed to intervene in the following area: Support to the Department of Justice (DoJ) and the National Legal Aid Service (NLAS) to ensure implementation of the Legal Aid Act of 2016 and the regulatory framework on legal aid.
Project duration	The project implementation period ended 31 st July 2024 and closure ends on 31 st March 2025.

2.4 Bankers

The following are the bankers for the project:

- (i) National Bank of Kenya, Harambee Avenue Branch.

2.5 Independent Auditor

The project is audited by the Office of the Auditor General.

2.6 Roles and Responsibilities

List the different people who are working on the project. This list would include the project coordinator and all the key officers involved.

No	Names	Title designation	Key qualification	Responsibilities
1.	Mr. Orison Chaponda	Team Leader	Masters Degree, Business Administration, Integrated Results-Based Management	To offer technical advice for the implementation of the project
2.	Mr. Samuel Mugambi	Imprest Administrator	Bachelors in Finance.	Project Implementation

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3.	Ms. Fresiah Githumbi	Ag, Chief Executive Officer, Imprest Accounting Officer	Bachelors of Law, certified mediator and arbitrator.	Project Implementation and Beneficiary
4.	Mr. John Kogo	Alternate Imprest Administrator	Bachelors in Business Management option in finance and banking.	Project Implementation
5.	Mr. George Arrum	Alternate Imprest Accounting Officer	CPA-K	Project Finance Management

2.7 Funding summary

The Project is for a duration of (5) years from 2020 to 2025 with an approved budget of Euro 2,600,000 equivalent to Kshs 289,380,780 as highlighted in the table below:

Project information and overall performance (continued)

Below is the funding summary:

A. Source of Funds

Source of funds	Development Partner Commitment		Amount received to date – (30 th June 2025)		Undrawn balance to date	
	Development Partner currency	Kshs	Development Partner currency	Kshs	Development Partner currency	Kshs
	(A)	(A')	(B)	(B')	(A)-(B)	(A') - (B')
(i) Grant						
European Union	2,600,000	289,380,780	1,150,808	129,347,502	1,449,191	160,033,278
(ii) Counterpart funds						
Government of Kenya	0	0	0	4,000,000	0	0
Total	2,600,000	289,380,780	1,150,808	133,347,502	1,449,191	160,033,278

Project information and overall performance (continued)

B. Application of Funds

Application of funds	Amount received to date – (30 th June 2025)		Cumulative amount paid to date – (30 th June 2025)		Unutilised balance to date (30th June 2025)	
	Developm ent Partner currency	Kshs	Develop ment Partner currency	Kshs	Develop ment Partner currency	Kshs
	(A)	(A')	(B)	(B')	(A)-(B)	(A')-(B')
(i) Grant						
European Union	1,150,808	129,347,502	390,696	133,391,637	635,786	4,044,134
(i) Counterpart funds						
Government of Kenya		4,000,000	-	0	-	4,000,000
Total	1,150,808	133,347,502	390,696	133,391,637	635,786	-44,134

Project information and overall performance (continued)

2.8 Summary of Overall Project Performance:

- i) Budget performance against actual amounts for the current year and for cumulative to-date,

During the period under review, the PLEAD programme recorded an absorption of Kshs. 14,965,937.50 /which translates to an absorption rate of 99.9%. and Kshs 129,347,502/= which translates to an absorption rate of 100% cumulative to date.

- ii) Physical progress based on outputs and outcomes since project commencement,

The project implemented various activities outlined in the Programme Estimate. The team conducted feasibility studies and identified seven office locations in Marsabit, Isiolo, Wajir, Mandera, Lamu, Tana River, Garissa and Counties. The project supported the equipping of NLAS offices through procurement of furniture, office equipment, ICT equipment, office supplies, set up ICT infrastructure, procurement of twelve (12) motor vehicles, purchased a speed boat and partitioned the Nairobi office. The project supported NLAS to set up operational structures and execute its legal mandate.

Court Users Committees are forums that bring together actors in the justice sector as well as users in the justice system to address problems within the sector by all agencies and stakeholders concerned. The project facilitated the training of members of Court Users Committees in the 12 focal counties. The legal aid trainings are vital in ensuring the provision of high-quality, consistent, and ethical legal aid services. The trainings have contributed to capacity building, promoted collaboration and raised public awareness about legal rights and services.

An ICT consultant was engaged to support the efficient and effective implementation of the activities geared towards advancement of legal aid services. The consultant supported the evaluation of ICT-related tenders as an independent expert and supervised the implementation of ICT related contracts after award. These contracts included supervising the development of the National Legal Aid Service website and mobile application and ICT Policy system. The Consultant also developed an ICT Policy for NLAS. This improved efficiency in service delivery, access to information and expeditious delivery of justice.

The project also supported the development of a website and mobile phone application that will be used to deliver legal aid information as requested by the client. The website and mobile application will be used to link indigent persons with legal aid providers, provide information on legal aid services and provide links to stakeholders in the justice system such as the Judiciary, National Police Service, Kenya Prisons Service among many others.

The mobile application has been linked to the website and is available at no cost to the public. Digitization of NLAS Services through the use of the website and mobile phone application will speed up case resolution, enhance access to legal information and reduce backlog of cases. The website is available at www.nlas.go.ke and the NLAS mobile phone application has been published on Google Play Store and is available on <https://play.google.com/store/apps/details?id=ke.com.nlasmobile.android>

Community members in remote areas of the focal counties rarely have the opportunity to access legal aid services in any form. Mobile legal aid clinics therefore aim to offer free legal aid services to those in remote or harsh areas. NLAS developed Standard Operating procedures to guide the implementation of mobile legal aid clinics. NLAS conducted legal aid clinics in nine (9) counties; Kisumu, Mandera, Marsabit, Garissa, Isiolo, Tana River, Mombasa, Uasin Gishu and Lamu. The mode of delivery of legal aid services that were used during the clinics included: Legal awareness through community sensitization meetings and the media, Alternative Dispute Resolution (ADR) or Alternative Justice System (AJS) in line with the AJS policy, Psychosocial support, Legal advice and assistance, Legal representation and capacity building on legal rights. The clinics have been essential in ensuring equal access to justice and legal services for all members of society, regardless of their geographical location, economic status, or other barriers they may face. By bringing legal assistance directly to communities, NLAS through the clinics has promoted fairness, equity, and the protection of rights for those who may otherwise be left behind.

To enhance access to information, the project supported the production and dissemination of the simplified version of the Legal Aid Act in English, Kiswahili, Braille and Kenyan Sign language. Simplifying the Legal Aid Act into various versions addresses language barrier which has been identified as an impediment to access to justice by the indigent, marginalized and vulnerable members of the community.

NLAS has the mandate to promote and supervise the establishment of legal aid working groups in universities and other institutions. The project has supported NLAS to establish legal aid working groups in Kisumu and Mombasa Counties in order to raise awareness of the necessity and availability of legal aid services. The working groups have established common standards for legal aid activities, modalities and processes. This has enhanced and strengthened partnership amongst legal aid providers in the respective counties. The working groups have also been instrumental in coordinating legal aid providers under the leadership of NLAS, creation of awareness and strengthening the referral system and overall improving access to justice.

NLAS is a successor to The National Legal Aid and Awareness Programme (NALEAP). To ensure stakeholders and beneficiaries recognize NLAS as the primary state supported agency for legal aid, the project supported the rebranding of NLAS through registration of

a new logo, development of IEC materials such as notebooks, calendars, pens, diaries, folders banners among others. This enhanced visibility and creation of awareness about NLAS.

Many advocates are not sufficiently motivated to represent indigent persons on a pro bono basis. To address this, the project supported NLAS in developing pro bono and internship schemes designed to incentivize legal aid providers to take on pro bono cases. These incentives include recognition, the provision of certificates, and other forms of acknowledgment. As a result, access to justice through legal representation has been enhanced. Additionally, the project has facilitated the recruitment of 13 interns who will help address NLAS's capacity needs.

One of the key modes of service delivery employed by NLAS is the use of Alternative Dispute Resolution (ADR) mechanisms, which fall under the broader concept of Alternative Justice Systems (AJS). To ensure effective implementation and buy-in from management, the NLAS Board received training on AJS. Following this, NLAS staff were also trained to educate community members in Lamu and Nakuru about AJS. These training sessions equipped NLAS staff with the skills to implement AJS policies effectively, promote alternative dispute resolution methods, and assist individuals in resolving disputes outside of the court system. As a result of incorporating AJS policies into its service delivery, NLAS has enhanced the efficiency and effectiveness of its ADR processes, further advancing its core mandate of promoting access to justice and social justice.

NLAS has the mandate to establish a national legal aid scheme that is affordable, accessible, sustainable, credible and accountable. One of the core responsibilities of NLAS is to coordinate, monitor and evaluate legal aid service providers and give general directions for the proper implementation of legal aid programmes. To achieve its mandate, it is vital to map legal aid providers in the 12 focal counties to enable NLAS to identify stakeholders in order to enhance planning, coordination, collaboration, networking, information sharing and synergy to avoid duplication of roles. The project engaged a mapping consultant to identify, map and produce a database of legal aid providers in the 12 focal counties. The database has been instrumental to NLAS in monitoring activities of legal aid providers and conducting continuous collection and analysis on information on legal aid services which has improved the efficiency of legal aid.

NLAS, in partnership with the Paralegal Society of Kenya, has significantly advanced legal aid by training paralegals across multiple counties, including Isiolo, Nairobi, Garissa, Marsabit, Nakuru, and Kisumu. This training covered essential skills such as legal procedures, case management, and communication, with a strong emphasis on ethical conduct. As a result, paralegals are now better equipped to assist the indigent, vulnerable

and marginalized members of the society, enhancing their ability to advocate for clients and navigate the legal system. This activity has improved the effectiveness of legal aid services.

The core mandate of NLAS is to administer a national legal aid scheme, ensuring affordability, accessibility, sustainability, credibility, and accountability for indigent individuals seeking legal assistance. This encompasses various forms of support, including legal advice, representation, dispute resolution, and advocacy for law reform, all aimed at enhancing access to justice for low-income individuals. The Act envisions legal aid provision by various entities, including advocates under pro bono programs, paralegals, law firms, and accredited government agencies. Additionally, it establishes the legal aid fund to finance expenses such as staff salaries, maintenance, and training, with accredited providers entitled to reimbursement for their duties. The project has actively supported the development of regulations for the legal aid fund by a consultant. NLAS has conducted five (5) stakeholder workshops in Nairobi, Kisumu, Mombasa, Nakuru and Uasin Gishu Counties to collect views from the public. These regulations will enhance accountability and transparency by providing clear guidelines on fund utilization, ensuring resources are allocated efficiently for legal aid services.

The project has supported NLAS in developing a draft Strategic Plan for 2023-2028. This plan provides a clear roadmap for enhancing legal aid services over the next five years. To ensure the plan's effectiveness, a consultant was hired to lead its development. Additionally, stakeholder consultation workshops were conducted to gather public input, making sure the plan addresses community needs. With this strategic plan, NLAS aims to improve service delivery, allocate resources more effectively, and strengthen overall legal aid operations.

The project engaged a communications consultant to develop a comprehensive strategy, resulting in key outputs such as a robust communication framework with targeted messaging, media outreach, stakeholder engagement plans, and an increased social media presence. These efforts have led to greater stakeholder participation and community feedback, driving the project forward. The impact is evident in the improved visibility, recognition, and support from both existing and new stakeholders, contributing to the NLAS long term success and sustainability.

iii) Indicate the absorption rate for each year since the commencement of the project.

PLEAD project was implemented for five years from 1st April 2020 to 31st July 2024.

For the five years the absorption rate was 55%.

- iv) List the implementation challenges and recommend the next steps.
- a) At its inception, the project faced challenges in the currency to be used to transfer funds from the donor. Although the donor currency is Euro, the Programme estimate was drafted in Kenya Shillings. This challenge was resolved by opening a Kenya shillings account at the Central Bank of Kenya to facilitate the transfer of funds.
 - b) The global Covid 19 pandemic affected implementation of majority of the planned activities which involved travelling and trainings in the 12 counties, whereas there were Covid 19 prevention guidelines issued by the Government that restricted movements and gatherings. However, with the lifting of some containment measures, the programme staff are now able to travel and undertake activities within the 12 focal counties.
 - c) The variation in accounting period between the PLEAD programme and the Government of Kenya posed a challenge in making budget provisions and releasing the funds to the PLEAD programme. While as the commencement date of the PLEAD programme is 1st April, the GoK financial years begins on 1st July. During negotiation of future contracts, The National Authorizing Officer should ensure projects are aligned to the government financial year to fast track the disbursement of funds.
 - d) Institutional bureaucracy has resulted in funds from the EU being disbursed with delays, passing through The National Treasury, the Office of the Attorney General, and the Department of Justice before reaching the project account. This has caused eminent delays in the implementation of the project. The delays have led to underutilization of funds as project activities have not progressed as planned. Furthermore, the delayed project activities have slowed down overall progress thereby causing a backlog of tasks. As a result, the delays have a negative impact on activity implementation, leading to low absorption rates.
 - e) Opening offices in the 7 marginalized counties requires a significant financial investment, which NLAS currently lacks. The organization's budget is limited, and existing resources are allocated to ongoing programs and operational expenses. The project has supported NLAS by purchasing office equipment however expanding operations into the 7 counties requires a sufficient number of qualified and transfer of staff which lacks. NLAS Board and staff have formulated the Human Resource Policy documents that is at an advance stage of approval. The policy documents will enable NLAS to delink from OAG&DOJ and have the authority to independently recruit staff and operationalize 7 offices.
 - f) The project has faced high turnover of staff thereby hampering the implementation of the project due to lack of technical expertise in management, advisory and coordination. However, the hiring process has now improved with swift replacement of the Team Leaders.
 - g) A significant challenge encountered by the project has been the donor's decision not to extend the project. This lack of extension has constrained NLAS ability to continue and expand its activities as initially planned. Consequently, this has affected the scope and timeline of achieving the project's objectives, potentially impacting the overall effectiveness and sustainability of the activities. It is important to actively seek alternative

funding sources by identifying and approaching other potential donors or funding organizations that share the project's objectives can help bridge the funding gap.

2.9 Summary of Project Compliance:

PLEAD has been compliant with all provisions of the Financing Agreement signed between the Government of Kenya and the European Union in 2017, PLEAD Programme Estimate signed in April 2020, the Practical Guide for Programme Estimates 2015, Practical Guide for Procurement Grants and Contracts 2021, Public Finance Management Act, 2012 and local tax laws.

The programme has put in place appropriate internal control and policy measures by developing Finance and operations manual to guide programme implementation and has involved experts in various field to offer technical advice and undertake due diligence.

3. Statement of Performance against Project's Predetermined Objectives

Introduction

Section 81 (2) (f) of the Public Finance Management Act, 2012 requires that, at the end of each financial year, the Accounting Officer when preparing financial statements of each National Government entity in accordance with the standards and formats prescribed by the Public Sector Accounting Standards Board includes a statement of the national government entity's performance against predetermined objectives.

The key development objectives of the PLEAD are:

- a) Access to legal aid, particularly in the marginalized and high-risk counties is improved
- b) Effectiveness of legal aid enhanced
- c) Kenyans are aware of their legal rights and how to access them
- d) Operation of NLAS under the Legal Aid Act, 2016 supported
- e) Efficiency and effectiveness of ADR improved

Progress on the attainment of strategic development objectives

For purposes of implementing and cascading the above development objectives to specific sectors, all the development objectives were made specific, measurable, achievable, realistic and time-bound (SMART) and converted into development outcomes. Attendant indicators were identified for reasons of tracking progress and performance measurement:

Below, we provide the progress on attaining the stated objectives:

Project	Objective	Outcome	Indicator	Performance
Programme for Legal Empowerment and Aid Delivery	Access to legal aid, particularly in marginalized and high risk counties is improved.	Access to legal aid and assistance is enhanced, especially for the poor and vulnerable.	No. of NLAS offices opened/ refurbished/equipped & fully operational	Conducted feasibility studies, identified 7 additional office locations in Marsabit, Isiolo, Wajir, Mandera, Lamu, Tana River, Garissa counties. Procured furniture and office

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				equipment, ICT infrastructure, speed boat, office supplies and partitioned Nairobi office.
			NLAS-App- (developed, piloted, launched & publicized)	Developed a mobile phone application and published on Google Play Store for operation.
			NLAS Mobile Legal Aid Clinic programme.	Developed standard operating procedures for mobile legal aid clinics. Conducted mobile legal aid clinics.
			Translate the Legal Aid Act into Kiswahili, Kenyan Sign Language and Braille.	Legal Aid Act translated into Kiswahili, Kenyan Sign Language and Braille
			Conduct a mapping exercise of legal aid providers in the 12 focal counties	Legal aid providers in the 12 focal counties identified and mapped. Database of legal aid providers produced.
Programme for Legal Empowerment and Aid Delivery	Effectiveness of legal aid enhanced	Access to legal aid and assistance is enhanced, especially for	Conduct Training Needs Assessment for NLs Board, staff and legal aid providers.	Training Needs Assessment conducted and report prepared.

		the poor and vulnerable.	Design overall training programme for NLAS Board, staff and legal aid providers.	This activity has not been undertaken.
			Develop and pilot 3 training modules for legal aid providers.	This activity has not been undertaken.
			Create Training of Trainers manual for NLAS training programme	Training of Trainers Manual created and report prepared.
			Design, pilot and implement an Information, Communications and Technology (ICT) policy and system for NLAS administration.	ICT policy system developed and is being piloted.
			Supported NLAS to participate in legal aid forums.	Supported NLAS to participate in 6 legal aid forums.
			Design and strengthen research capability for NLAS and relevant stakeholders.	This activity has not been undertaken.
			Support provision of legal aid through pro	Developed pro bono and internship schemes and recruited 13 interns.

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			bono services and use of interns.	
			Conduct sessions with Court Users Committees (CUCs).	12 Court Users Committee sessions undertaken and members trained on legal aid. Facilitated thematic sessions on legal aid.
Programme for Legal Empowerment and Aid Delivery	Kenyan's are aware of their legal rights and how to access them	Access to legal aid and assistance is enhanced, especially for the poor and vulnerable.	Inaugurate annual Legal Awareness campaigns.	Developed Communications Strategy and legal awareness plans, printed visibility materials and launched awareness campaign.
			NLAS website developed	Designed and developed NLAS website which is operational.
			Establish National Legal Aid Day, April 26.	Established 2 legal aid working groups and conducted county meetings. Inaugurated annual legal aid awareness day on April 26 th
			Support activities related to drafting regulatory scheme.	Developed Draft Legal Aid Funds regulations.
			Review and update NLAS National Action Plan for Legal Aid 2017 - 2022	Developed Draft NLAS Strategic Plan 2023-2028.

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			NLAS Rebranded	Designed and registered NLAS new logo and disseminated 2566 IEC materials.
Programme for Legal Empowerment and Aid Delivery	Operation of NLAS under the Legal Aid Act, 2016 supported	Access to legal aid and assistance is enhanced, especially for the poor and vulnerable.	Support finalization of the formulation of Legal Aid General Regulations, 2019 and Code of conduct for accredited legal aid providers.	Legal Aid General Regulations and Code of Conduct gazetted.
			Conduct training of paralegals.	Paralegals trained in 5 counties.
			Prepare operational manual for NLAS offices.	Human resource manuals prepared with support from GoK.
			Develop a fundraising strategy for NLAS.	This activity has not been undertaken.
			Design and implement a Planning Monitoring, Evaluation, Review and Learning System	
Programme for Legal Empowerment and Aid Delivery	Efficiency and effectiveness of ADR	Access to legal aid and assistance is enhanced, especially for	Review and update the training manual for Alternative Dispute Resolution (ADR) and train ADR Practitioners.	1 consultative meeting conducted on Alternative Justice Systems policy framework and guidelines conducted.

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		the poor and vulnerable.		2 pilot training session conducted.
			Design and execute the civic awareness campaign on ADR	This activity has not been undertaken.
			Conduct sensitization and mediation training for legal aid providers.	This activity has not been undertaken.

4. Environmental and Sustainability Reporting

The overall objective of PLEAD is to enhance access to justice for the vulnerable, indigent and marginalized. Below is a brief highlight of our activities that drive towards sustainability.

1. Sustainability strategy and profile

In a bid to contribute to universal reform efforts, the PLEAD programme is aligned to Sustainable Development Goals (SDG). Its primary SDG is to "promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels" (SDG 16). Its second SDG is to "achieve gender equality and empower all women and girls" (SDG 5).

In compliance with SDG 16, The Constitution of Kenya, 2010, under Articles 48 and 50 among others obligates the state to enhance access to justice to all. To give effect to the mentioned articles, the Legal Aid Act, 2016 was enacted to establish a National Legal Aid Scheme that is affordable, accessible, sustainable and credible. The Act further provides for the establishment of the Legal Aid Fund which will consolidate funds from the Exchequer, grants, gifts, donations, loans or other endowments given to the Service, and funds that may vest in or accrue to the Service in the course of the exercise of its powers or the performance of its functions under the Act. To implement the Act, NLAS has developed the National Action Plan 2017-2022, draft strategic plan 2021 – 2025 which provide a roadmap on legal aid delivery in Kenya. The above legal frameworks are geared towards giving NLAS the necessary impetus to sustain itself beyond the project.

To enhance sustainability and accessibility of legal aid services to the indigent, vulnerable and marginalized, NLAS has adopted a collaborative approach whereby it will accredit state and non-state actors in the justice sector. The Legal Aid General Regulations, 2022 provide an accreditation framework for legal aid providers.

Since inception of the National Legal Aid and Awareness Programme (now NLAS) The Government of Kenya continues to provide resources to NLAS through recruitment of staff, payment of salaries, provision of office premises. The staff will continue to provide legal aid services beyond the project. To build the capacity of the staff and legal aid providers, PLEAD undertook a training needs assessment, supported the development of a

Training of Trainers manual that will inform various training modules to enhance the effectiveness of legal aid delivery.

2. Environmental performance

PLEAD has adopted a paperless policy in its operation and adopted ICT. This has had a great impact in reducing usage of paper.

3. Employee welfare

PLEAD is an equal opportunity employer and has adopted the Government of Kenya Human Resource Policies and Procedures Manual, 2016, to guide staff management. During the period under review, PLEAD had two staff members-one male and one female. The project was implemented in collaboration with NLAS staff, who served as implementers.

PLEAD undertook a training needs assessment for NLAS staff to inform the development of an overall training programme to build the capacity and enhance skill development of NLAS staff.

4. Marketplace practices

At the beginning of the Programme, PLEAD prequalified suppliers of goods and services through an open and transparent process. All the prequalified suppliers were granted an opportunity to place bidders for various supply contracts. Suppliers are paid upon delivery, inspection and acceptance of products or services in compliance with the specifications set out by PLEAD.

5. Community Engagements

Since its inception, PLEAD programme has not been involved in any Community Social Investment activities. However, the programme aims at enhancing access to legal aid services to the indigent members of the community. During the period under review, NLAS through PLEAD project simplified the Legal Aid Act in English which was then translated to Kiswahili, Braille and Kenyan Sign language. This activity aims at overcoming language barrier which has been identified as a challenge to access to justice by the indigent, marginalized and vulnerable members of the community.

The poor, vulnerable and marginalized face many barriers in accessing justice. These barriers include distances to the courts, legal aid centres, high cost of legal representation, lack of access to information. To address these barriers, NLAS conducted 9 mobile legal aid clinics in the focal counties. The clinics were held in the community centres and targeted marginalized and vulnerable populations, such as low-income individuals, rural communities, immigrants, and people with disabilities. By reaching out to these communities, the clinics addressed their specific legal needs and ensure their voices are heard and rights protected. The clinics brought legal services closer to communities, provided information and resources, simplified procedures, and actively engaged with individuals and organizations to ensure that everyone had the opportunity to seek and obtain legal remedies.

5. Statement of Project Management Responsibilities

The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project are responsible for the preparation and presentation of the Project's financial statements, which give a true and fair view of the state of affairs of the Project for the financial year ended on June 30, 2025.

This responsibility includes (i) Maintaining adequate financial management arrangement 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 project, (iii) Designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of the financial statement, and ensuring that they are free from material misstatements, whether due to error or fraud, (iv) safeguarding the assets of the project, (v) Selecting and applying appropriate accounting policies and (v) Making accounting estimates that are reasonable in the circumstances.

The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project accept responsibility for the Project's financial statements, which have been prepared on the Accrual Basis Method of Financial Reporting, using appropriate accounting policies in accordance with International Public Sector Accounting Standards.


The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project are of the opinion that the Project's financial statements give a true and fair view of the state of Project's transactions during the financial year ended June 30, 2025, and of the Project's financial position as at that date. The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project further confirm the completeness of the accounting records maintained for the Project, which have been relied upon in the preparation of the Project financial statements as well as the adequacy of the systems of internal financial control.

The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project confirm that the Project has complied fully with applicable Government Regulations and the terms of external financing covenants, and that Project funds received during the financial year/period

under audit were used for the eligible purposes for which they were intended and were properly accounted for.

Approval of the Project Financial Statements

The Project financial statements were approved by The Solicitor General, Office of the Attorney General and Department of Justice (OAG&DOJ) and the Project Coordinator for Programme for Legal Empowerment and Aid Delivery (PLEAD) project on 10/11/2025 and signed by them.


.....
Hon. Shadrack J. Mose, CPS, CBS
SOLICITOR GENERAL


.....
Fresiah Githumbi
PROJECT COORDINATOR

REPUBLIC OF KENYA

Telephone: +254-(20) 3214000
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HEADQUARTERS
Anniversary Towers
Monrovia Street
P.O Box 30084-00100
NAIROBI

REPORT OF THE AUDITOR-GENERAL ON PROGRAMME FOR LEGAL EMPOWERMENT AND AID DELIVERY (PROJECT CREDIT NUMBER KE/FED/2018/397-591) FOR THE YEAR ENDED 30 JUNE, 2025 - OFFICE OF THE ATTORNEY GENERAL AND DEPARTMENT OF JUSTICE

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 Programme for Legal

Report of the Auditor-General on Programme for Legal Empowerment and AID Delivery (Project Credit Number KE/FED/2018/397-591) for the year ended 30 June, 2025 - Office of the Attorney General and Department of Justice

Empowerment and Aid Delivery set out on pages 1 to 25, which comprise of the statement of financial position as at 30 June, 2025 and the statement of financial Performance, the 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 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 Programme for Legal Empowerment and Aid Delivery 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 (Accruals basis) and comply with and the Public Finance Management Act, 2012 and the Financing Agreement No. KE/FED/037-676 dated 26 August, 2017 between the European Commission and the Republic of Kenya.

Basis for Opinion

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs). I am independent of the Programme for Legal Empowerment and Aid Delivery Project 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.

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. I have determined that there are no key audit matters to communicate in my report.

Other Matter

Unresolved Prior Year Matters

In the prior years' audit reports, several issues were raised under the Report on Lawfulness and Effectiveness in the Use of Public Resources, and the Report on Effectiveness of Internal Controls, Risk Management and Governance. Review of the status during audit of the Project in 2024/2025 revealed that the following four (4) issues remained unresolved:

No.	Financial Year	Audit Issue
1	2023/2024	Budgetary Control and Performance-Underfunding and unauthorized over-expenditure
2	2023/2024	Failure to operationalize offices in marginalized/focal counties

No.	Financial Year	Audit Issue
3	2022/2023 and 2023/2024	Delayed project implementation and undrawn loan balance
4	2023/2024	Lack of a communication and visibility plan

Other Information

Management is responsible for the Other Information set out on pages iv to xxvi, which comprise of the Project Information and Overall Performance, Statement of Performance Against Project's Predetermined Objectives, Environmental and Sustainability Reporting, and the Statement of Project Management Responsibilities. The Other Information does not include the financial statements and my audit report thereon.

In connection with my audit on the Project'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. Based on the audit procedures performed and the matters described in my Basis for Qualified Opinion, I confirm that the Other Information is not materially inconsistent with the financial statements.

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 THE 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 effects of the matter 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

Undrawn Grants Balance

As previously reported, the project financing agreement signed in August, 2017 outlined that the project was scheduled to be implemented over a period of sixty (60) months with an additional closure period of twenty-four (24) months after the implementation phase. As indicated in the project information and overall performance, the total amount disbursed at 30 June, 2025, was EUR 1,026,482 (Kshs.133,347,502), out of the total donor commitment of EUR 2,600,000 (Kshs.289,380,780), representing 40% of the total donor commitment. Despite the completion of both the implementation and closure phases, the project did not fully utilize the committed funds nor achieve all the planned activities.

In the circumstances, the specific objectives of enhancing access to legal aid in marginalized and high-risk counties and the intended outcomes and performance of the project were not achieved, adversely affecting service delivery to the public.

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 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 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 Project'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.

Those charged with governance are responsible for overseeing the Project'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

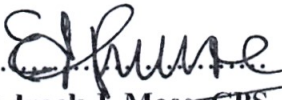
13 November, 2025

*Programme for Legal Empowerment and aid Delivery (PLEAD)
Report and Financial Statements for the financial year ended June 30, 2025*

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

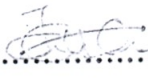
	Notes	FY 2024/2025
		Kshs.
Revenue		
Revenue Transfers	5	13,924,542
Total revenue		13,924,542
Expenses		
Employee costs	6	10,229,586
Use of goods and services	7	877,573
Total expenses		11,107,159
Other gains/(losses)		
Surplus/ (deficit)		2,817,383

The accounting policies and explanatory notes to these financial statements are an integral part of the financial statements.

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Shadrack J. Mose, CPS, CBS
SOLICITOR GENERAL

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Fresiah Githumbi
PROJECT COORDINATOR

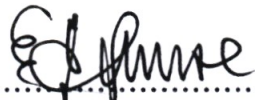
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Jacqueline Nyakundi
PROJECT ACCOUNTANT
ICPAK Member No. 17721

*Programme for Legal Empowerment and aid Delivery (PLEAD)
Report and Financial Statements for the financial year ended June 30, 2025*


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

	Note	2024-2025	1st July 2024
		Kshs.	Kshs.
Assets			
Current Assets			
Cash and Cash equivalents	8	2,056	996,061
Total Current Assets		2,056	996,061
Non-Current Assets			
Property, Plant and Equipment	10	103,207,628	103,207,628
Total Non- Current Assets		103,207,628	103,207,628
Total Assets (a)		103,209,684	104,203,689
Liabilities			
Current Liabilities			
Trade and other payables	11	-	3,811,388
Total Current Liabilities		-	3,811,388
Total Liabilities (b)		-	3,811,388
Net Assets (a-b)		103,209,684	100,392,301
Represented By:			
Accumulated Surplus		103,209,684	100,392,301
Total Net Assets		103,209,684	100,392,301

The financial statements were approved on 10/11 2025 and signed by:


.....
Shadrack J. Mose, CPS, CBS
SOLICITOR GENERAL


.....
Fresiah Githumbi
PROJECT COORDINATOR



.....
Jacqueline Nyakundi
PROJECT ACCOUNTANT
ICPAK Member No. 17721

Programme for Legal Empowerment and aid Delivery (PLEAD)
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9. Statement of Changes in Net Assets

Description	Accumulated Surplus
	Kshs.
As at 30 th June 2024 (Cash Basis)	(2,691,100)
Adjustments:	
prior year adjustments for over stated payments	3,687,161
Restated deficit/surplus	996,061
assets recognized	103,207,628
adjustments unpaid asset	-
adjusted assets	103,207,628
Liability	(3,811,388)
net assets accumulated surplus 1/July 2024	100,392,301
Surplus for the year	2,817,383
As at 30th June 2025	103,209,684


The financial statements were approved on 10/11 2025 and signed by:



Shadrack J. Mose, CPS, CBS
SOLICITOR GENERAL



Fresiah Githumbi
PROJECT COORDINATOR



Jacqueline Nyakundi
PROJECT ACCOUNTANT
ICPAK Member No. 17721

Programme for Legal Empowerment and aid Delivery (PLEAD)
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10. Statement of Cash flow for the year ended 30th June 2025

Description	Note	FY 2024-2025
		Kshs
Cash flow from operating activities		
Receipts		
Revenue Transfers	5	13,924,542
Total receipts		13,924,542
Payments		
Employee costs	6	10,229,586
Use of goods and services	7	877,573
Total payments		11,107,159
Net cash flow from operating activities		2,817,383
Cash flow from investing activities		
Acquisition of PPE(liability)		(3,811,388)
Net cash flows from investing activities		(3,811,388)
Cash flow from financing activities		
Net cash flow from financing activities		
Net increase/Decrease in cash and cash equivalents		(994,005)
Cash and cash equivalent at 1st July 2024		996,061
Cash and cash equivalent at end June 2025	8	2,056

Notes

- i. Payment of 3,811,388 relates to payment of liability for motor vehicle received in 2023/2024.

11. Statement of Comparison of Budget and Actual Amounts for the Year ended 30th June 2025

Receipts/Payments Item	Original Budget	Adjustments	Final Budget	Actual on Comparable Basis	Budget Utilization Difference	% of Utilization
	A	B	c=a+b	d	e=c-d	f=d/c %
	Kshs	Kshs	Kshs	Kshs	Kshs	
Budget Carry Overs from previous periods						
Receipts						
Revenue Transfers	14,965,938	0	14,965,938	13,924,542	1,043,451	93%
Miscellaneous Revenue						
Total Revenue	14,965,938	0	14,965,938	13,924,542	1,043,451	93%
Payments						
Employee costs	10,229,586	-	10,229,586	10,229,586	0	100%
Use of goods and services	924,964	-	924,964	877,573	0	95%
Capital Expenditure	3,811,388		3,811,388	3,811,388	0	100%
Total Payments	14,965,938		14,965,938	14,918,547	0	100%
Surplus	0	0	0	(994,005)		

*Programme for Legal Empowerment and aid Delivery (PLEAD)
Report and Financial Statements for the financial year ended June 30, 2025*

Budget Reconciliation

	Description of Particulars	Amount in Kshs
	Actual Surplus Amounts as per the statement of Budget	(994,005)
1	Balance brought forward	996,061
	Closing Cash and Cash Equivalent as per the statement of Cash flows	2,056

12. Notes to the Financial Statements

1. General Information

The National Legal Aid Service (NLAS) is established under the Legal Aid Act 2016 with a mandate to enhance access to justice to the vulnerable, marginalized and indigents persons. To implement the Legal Aid Act, NLAS received support from the European Union through PLEAD project.

NLAS is an entity established by and derives its authority and accountability from the Legal Aid Act 2016. The entity is wholly owned by the Government of Kenya and is domiciled in Kenya. The entity's principal activity is to enhance access to justice to the vulnerable, marginalized and indigent persons.

2. Statement of Compliance and Basis of Preparation

The financial statements have been prepared in accordance with the Public Finance Management Act, 2012 and with the International Public Sector Accounting Standards (IPSAS) however; the project has taken advantage of the transitional provisions under IPSAS 33, and therefore these 1st 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.

all assets have been listed at the available cost information and verification is undertaken towards full compliance with IPSAS accrual.

These financial statements were authorized for issue by the accounting officer on 7 August 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.

Standard	Effective date and impact:
IPSAS 43	<p>Applicable 1st January 2025</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 cash flows of an Entity.</p> <p>The new standard requires entities to recognise, measure and present information on right of use assets and lease liabilities.</p> <p>Project does not hold leases hence not affected by this standard.</p>

**Programme for Legal Empowerment and Aid Delivery (PLEAD)
Annual Reports and Financial Statements for the year ended June 30, 2025.**

Standard	Effective date and impact:
<p>IPSAS 44: Non- Current Assets Held for Sale and Discontinued Operations</p>	<p>Applicable 1st January 2025</p> <p>The Standard requires, 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: 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>Project does not hold leases hence not affected by this standard</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 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>Project does not hold land hence not affected by this standard</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> <p>Project is not affected by this standard</p>

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

Programme for Legal Empowerment and Aid Delivery (PLEAD)
Annual Reports and Financial Statements for the year ended June 30, 2025.

Standard	Effective date and impact:
IPSAS 47- Revenue	<p>Applicable 1st January 2026</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 standard is not applicable</p>
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>The standard to applicable</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>The standard is not applicable</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>The standard is not applicable</p>

iii) Early adoption of standards

The project did not early – adopt any new or amended standards in the financial

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 entity and can be measured reliably. To the extent that there is a related condition attached that would give rise to a liability to repay the amount, the amount is recorded in the statement of financial position and realised in the statement of financial performance over the useful life of the assets that have been acquired using such funds.

- ii) Revenue from exchange transactions

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.

b) Budget information

The budget under review was disbursed as the last instalment for closure of the project pursuant to the financing agreement. 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 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.

c) Property, plant and equipment

During the implement of the project, NLAS was supported by the European Union to purchase property, plant and equipment which have been depreciated in accordance with the guidelines of National Asset and Liability management (NALM). The assets are stated at cost less accumulated depreciation and impairment losses. Cost includes expenditure that is directly attributable to the acquisition or construction of the item. When significant parts of property, plant and equipment are required to be replaced at intervals, NLAS will recognize 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.

d) Leases

PLEAD project did not have any finance leases thus there are no leases that transfer substantially the entire risks and benefits incidental to ownership of the leased item to the Entity.

e) Intangible assets

PLEAD project did not have any intangible assets.

Notes to the financial statements

f) Research and development costs

As a project PLEAD did not have research and development costs.

g) Financial instruments

The project operations came to an end on 31st July 2024 thus the entity does not have any hedge relationships and therefore the new hedge accounting rules have no impact on the Company's financial statements.

Financial assets

Classification

PLEAD classifies its financial assets as subsequently measured at amortised cost, fair value through net assets/ equity, or fair value through surplus and deficit on the basis of both the entity's management model for financial assets and the contractual cash flow characteristics of the financial asset. A financial asset is measured at amortized cost when the financial asset is held within a management model whose objective is to hold financial assets in order to collect contractual cash flows and the contractual terms of the financial asset give rise on specified dates to cash flows that are solely payments of principal and interest on the principal outstanding. A financial asset is measured at fair value through net assets/ equity if it is held within the management model whose objective is achieved by both collecting contractual cash flows and selling financial assets and the contractual terms of the financial asset give rise on specified dates to cash flows that are solely payments of principal and interest on the principal amount outstanding. A financial asset shall be measured at fair value through surplus or deficit unless it is measured at amortized cost or fair value through net assets/ equity unless an entity has made an irrevocable election at initial recognition for particular investments in equity instruments.

Subsequent measurement

Based on the business model and the cash flow characteristics, PLEAD classifies its financial assets into amortized cost or fair value categories for financial instruments. Movements in fair value are presented in either surplus or deficit or through net assets/ equity subject to certain criteria being met.

Amortized cost

Financial assets that are held for collection of contractual cash flows where those cash flows represent solely payments of principal and interest, and that are not designated at fair value through surplus or deficit, are measured at amortized cost. A gain or loss on an instrument that is subsequently measured at amortized cost and is not part of a hedging relationship is recognized in profit or loss when the asset is de-recognized or impaired. Interest income from these financial assets is included in finance income using the effective interest rate method.

Notes to the financial statements

Fair value through net assets/ equity

Financial assets that are held for collection of contractual cash flows and for selling the financial assets, where the assets' cash flows represent solely payments of principal and interest, are measured at fair value through net assets/ equity. Movements in the carrying amount are taken through net assets, except for the recognition of impairment gains or losses, interest revenue and foreign exchange gains and losses which are recognized in surplus/deficit. Interest income from these financial assets is included in finance income using the effective interest rate method.

Fair value through surplus or deficit

Financial assets that do not meet the criteria for amortized cost or fair value through net assets/ equity are measured at fair value through surplus or deficit. A business model where the entity manages financial assets with the objective of realizing cash flows through solely the sale of the assets would result in a fair value through surplus or deficit model.

Trade and other receivables

Trade and other receivables are recognized at fair values less allowances for any uncollectible amounts. Trade and other receivables are assessed for impairment on a continuing basis. An estimate is made of doubtful receivables based on a review of all outstanding amounts at the year-end.

Impairment

PLEAD assesses, on a forward-looking basis, the expected credit loss ('ECL') associated with its financial assets carried at amortized cost and fair value through net assets/equity. The entity recognizes a loss allowance for such losses at each reporting date. Critical there are no estimates and significant judgments made by management in determining the expected credit loss (ECL) are set out in Note.

Financial liabilities

Classification

PLEAD classifies its liabilities as subsequently measured at amortized cost except for financial liabilities measured through profit or loss.

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:

- Raw materials: purchase cost using the weighted average cost method.
- 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.

Notes to the financial statements

Inventories (Continued)

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 Project.

Contingent liabilities

PLEAD does not recognize a contingent liability but discloses details of any contingencies in the notes to the financial statements unless the possibility of an outflow of resources embodying economic benefits or service potential is remote.

Contingent assets

PLEAD does not recognize a contingent asset but discloses details of a possible asset whose existence is contingent on the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of PLEAD in the notes to the financial statements. Contingent assets are assessed continually to ensure that developments are appropriately reflected in the financial statements. If it has become virtually certain that an inflow of economic benefits or service potential will arise and the asset's value can be measured reliably, the asset and the related revenue are recognized in the financial statements of the period in which the change occurs.

i) Changes in accounting policies and estimates

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

j) Foreign currency transactions

Transactions in foreign currencies are initially accounted for at the ruling rate of exchange on the date of the transaction. At each reporting date, foreign currency monetary items are translated using the closing rate. Non-monetary items measured in historical cost are translated using the exchange rate at the date of the transaction, and those measured at fair value are translated using the exchange rates at the date when the fair value was determined. Exchange differences arising from the settlement of monetary items or translation of monetary/non-monetary items at rates different from those at which they were initially reported are recognized in surplus or deficit in the period.

k) Borrowing costs

Borrowing costs are capitalized against qualifying assets as part of property, plant and equipment. Such borrowing costs are capitalized over the period during which the asset is being acquired or constructed and borrowings have been incurred. Capitalization ceases when construction of the asset is complete. Further borrowing costs are charged to the statement of financial performance.

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Notes to the financial statements

l) Related parties

The PLEAD 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 Entity, or vice versa. Members of key management are regarded as related parties and comprise the directors, the Principal and senior managers.

m) Service concession arrangements

PLEAD analyses all aspects of service concession arrangements that it enters into in determining the appropriate accounting treatment and disclosure requirements. In particular, where a private party contributes an asset to the arrangement, PLEAD recognizes that asset when, and only when, it controls or regulates the services. The operator must provide together with the asset, to whom it must provide them, and at what price. In the case of assets other than 'whole-of-life' assets, it controls, through ownership, beneficial entitlement or otherwise – any significant residual interest in the asset at the end of the arrangement. Any assets so recognized are measured at their fair value. To the extent that an asset has been recognized, PLEAD also recognizes a corresponding liability, adjusted by a cash consideration paid or received.

n) 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 National bank of Kenya

o) 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.

Notes to the financial statements

4. Significant Judgments and Sources of Estimation Uncertainty

The preparation of PLEAD'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. PLEAD 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 PLEAD. Such changes are reflected in the assumptions when they occur. IPSAS 1.140

Useful lives and residual values

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

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

Provisions

Provisions were raised and management determined an estimate based on the information available. Additional disclosure of these estimates of provisions is included in Notes.

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.

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Notes to the financial statements

5. Revenue Transfers

Description	FY 2024/25
	Kshs.
Unconditional Transfers	
Transfers from Development partners	13,924,542
Total Unconditional Transfers (a)	13,924,542
Conditional Transfers	
Total Transfers for the Year (a + b)	13,924,542

The funding was related to closure of expenditure and the outstanding project liability

6. Employees Costs

Description	FY 2024/25
	Kshs.
Basic wages of temporary employees	4,425,647
Compulsory national social security schemes	84,336
Compulsory national health insurance schemes	15,300
Gratuity	5,704,303
Total	10,229,586

7. Use of Goods and Services

Description	FY 2024/25
	Kshs
^c Bank charges	19,772
Communication, supplies and services	162,460
Domestic travel and subsistence	394,900
Stationery, Printing, advertising, and information supplies	161,240
Hospitality supplies and services	138,901
Other operating payments	300
Total	877,573

8. Cash and Cash Equivalents

Description	2024-2025	1 st July 2024
	Kshs	Kshs
Cash in Bank	2,047	993,350
Cash on hand	9	2,711
Total Cash and Cash Equivalents	2,056	996,061

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Notes to the financial statements

9. (a) Project Bank Accounts

Details	2024-2025	1 st July 2024
	Kshs	Kshs
Local Currency Accounts		
National Bank A/c No. 01071210963000	2,047	993,350
Total local currency balances	2,047	993,350
Total bank account balances	2,047	993,350

9.(b) Project cash at hand

Details	2024-2025	1 st July 2024
	Kshs	Kshs
Cash at hand	9	0
Total cash at hand	9	0

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Notes to the financial statements

10. Property, Plant and Equipment

Cost	Motor vehicles	Furniture and fittings	ICT	Other machinery and equipment's	Capital	Total
	Kshs	Kshs	Kshs	Kshs	Kshs	Kshs
As At 1 July 2024 (opening balances)	84,746,578	7,944,445	7,224,065	3,172,540	-	103,087,628
Year adjustment	-	-		-	-	-
Disposals	-	-		-	-	-
Transfers/Adjustments	-	-		-	-	-
As at 30th June 2025	84,746,578	7,944,445	7,224,065	3,172,540	-	103,087,628

Notes

During the year Assets liability of Ksh. **3,811,388** was paid

The department has not developed depreciation policy thus the PE has been reported at cost.

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Notes to the financial statements

11. Payables

Description	Note	2024-2025		1 st July 2024
		Kshs		Kshs
Unpaid Asset Liability	10	0		3,811,388
Total		0		3,811,388
Ageing analysis	Current	% of the total	Comparative FY 1 st July 2024	% of the total
Under one year	0	0	0	0
1-2 years	0		3,811,388	100%

Note

Liability Relate to payment for motor vehicle

12. Cash Generated from Operations

Description	2024-2025
	Kshs
Actual surplus for the year	2,817,383
Adjusted for:	
Decrease in payables	-
Decrease in receivable	-
Net cash flow from operating activities	2,817,383

13. Prior year adjustments

	Dr	Cr
Deficit b/f		(2,691,100)
r over stated payments for vehicle(creditor)	3,811,388	
prior year adjustments for understated expenses for vehicles registration and verifications	(124,227)	
total prior adjustments		3,687,161
Restated deficit/surplus		996,061

restated balance is equivalent to the prior year financial position .

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14. Special Deposit Accounts

The balances in the Project's Special Deposit Account(s) as of 30th June 2025 are not included in the Statement of Financial Assets since the line items are yet to be drawn into the Exchequer Account as a voted provision.

Below is the Special Deposit Account (SDA) movement schedule, which shows the flow of funds voted in the year. These funds have been reported as loans/grants received in the year under the Statement of Receipts and Payments.

Notes to the financial statements

15. Special Deposit Accounts Movement Schedule

Description	Insert Current FY	1 st July 2024
	Kshs	Kshs
(i) A/C Name [A/c No.....]		
Opening balance	0	0
Total amount deposited in the account	0	0
Total amount withdrawn	0	0
Closing balance (as per SDA bank account reconciliation attached)	0	0
(ii) A/c Name [A/c No.....]		
Opening balance (as per the SDA reconciliation)	0	0
Total amount deposited in the account	0	0
Total amount withdrawn	0	0
Closing balance (as per SDA bank account reconciliation attached)	0	0

16. Related Party Disclosures

Nature of related party relationships

Entities and other parties related to PLEAD 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 NLAS holding 100% of the PLEAD's equity interest. The Government of Kenya has provided full guarantees to all long-term lenders of the Entity, both domestic and external.

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17. Events after the Reporting Period

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

18. Ultimate And Holding Entity

The PLEAD is a project under the Office of the Attorney General and Department of Justice. Its ultimate parent is the Government of Kenya.

19. Currency

The financial statements are presented in Kenya Shillings (Kshs) rounded to the nearest Kshs.

13. Annexes

Annex 1: Prior Year Auditor-General's 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)
1.	Failure to operationalize offices in marginalized/focal counties	The failure to operationalize offices in the marginalized counties was due to lack of personnel. However, six offices have now been operationalized and staff deployed.	The issue has been addressed except for Mandera region.	30 June, 2026
2.	Delayed project implementation and undrawn balance	The delayed project implementation was due to the following reasons; Leadership and Management Challenges: The resignation of the Team Leader in August 2021, with a replacement not appointed until April 2022, caused a leadership vacuum. This affected decision-making, collaboration, and coordination within the Programme Estimate (PE).	Request for extension was not granted.	30 June, 2026

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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)
		<p>The absence of effective leadership for several months significantly hampered the operational efficiency and strategic direction of the project.</p> <p>The absence of effective leadership for several months significantly hampered the operational efficiency and strategic direction of the project.</p> <p>Operational and Logistical Challenges:</p> <p>Delay in fund</p> <p>Disbursements: There were delays in the disbursement of funds, which obstructed the full operation of the PE with only 10% of the committed funds disbursed by June 2022, financial constraints severely limited the project's ability to achieve its objectives within the stipulated timeline.</p>		

*Programme for Legal Empowerment and Aid Delivery (PLEAD)
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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)
		<p>Bank Account Signatory Issues: Frequent Staffing Changes: Frequent changes in the staff appointed as the Imprest Team to the PE Account by the Office of the Attorney General and Department of Justice (OAG&DOJ) led to delays in project implementation. Each staffing change required adjustments and re-authorization, disrupting the continuity of financial operations.</p>		
3.	Lack of communication and visibility plan.	Due to the absence of the project team leader, who was responsible for supervising the development of the communication and visibility plan, the plan could not be developed during the first year of	Resolved	30 June, 2026

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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)
		implementation. However, it was later developed once a team leader was in place.		



Hon. Shadrack J. Mose, CPS, CBS
SOLICITOR GENERAL



Fresiah Githumbi
PROJECT COORDINATOR

Annex 2: Reconciliation of inter-entity transfers

Project Name: PLEAD			
Break down of transfers from the Attorney General and Department of Justice			
a. Government Counterpart funding			
	Bank Statement Date	Amount (Kshs)	Indicate the FY to which the amounts relate
		0	
		0	
	Total	0	
B. Direct payments			
	Bank Statement Date	Amount (Kshs)	Indicate the FY to which the amounts relate
	Total	13,924,542.45	2024/2025
C. Others			
	Bank Statement Date	Amount (Kshs)	Indicate the FY to which the amounts relate
		0	
		0	
	Total	0	
	Total (A+B+C)	13,924,542.45	

Sign: 

Fresiah Githumbi
PROJECT COORDINATOR
PLEAD

Sign: 

CPA Irene M. Mbogo
HEAD, ACCOUNTING UNIT
OAG & DOJ
ICPAK No.6867

Annex 3: Fixed Asset Register

Asset class	Historical Cost b/f (Kshs) Previous Year	Additions during the year (Kshs)	Disposals during the year (Kshs)	Transfers in/(out) during the year	Historical Cost c/f (Kshs) Current Year
Transport equipment	84,746,578		-	-	84,746,578
Furniture and fittings	7,944,445		-	-	7,944,445
ICT	7,224,065		-	-	7,224,065
Other machinery and equipment's	3,172,540		-	-	3,172,540
Total	103,087,628	-	-	-	103,087,628

Asset are waiting transfer to implementing agency

Annex 4: Other Support Documents

- i. Signed confirmations from beneficiaries in Transfers to Other Government Entities
- ii. Bank Reconciliations statement as at 30th June 2025
- iii. Board of Survey Report