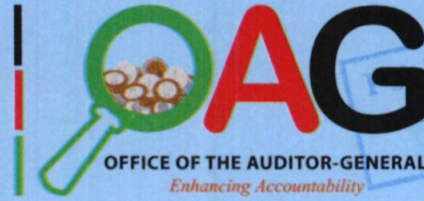


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REPORT

THE NATIONAL ASSEMBLY
PAPERS LAID

DATE: 18 FEB 2026

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Wednesday

TABLED
BY:

Deputy Leader of
Majority Party

CLERK-AT
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Irene Nduku

THE AUDITOR-GENERAL

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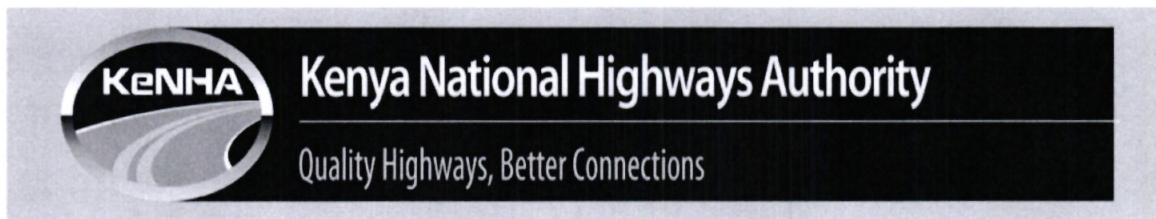
**MOMBASA GATE BRIDGE CONSTRUCTION
PROJECT - JICA LOAN NO. KE - P34**

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

KENYA NATIONAL HIGHWAYS AUTHORITY



MINISTRY OF ROADS AND TRANSPORT



PROJECT NAME: MOMBASA GATE BRIDGE CONSTRUCTION PROJECT (I)

IMPLEMENTING ENTITY: KENYA NATIONAL HIGHWAYS AUTHORITY

PROJECT LOAN NUMBER: KE – P34

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 the International Public Sector Accounting Standards (IPSAS)**

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

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1. Acronyms and Definition of Terms

CBK	Central Bank of Kenya
CPA	Certified Public Accountant
Comparative FY	Financial year preceding the current financial year.
EIA	Environmental Impact Assessment
EIK	Environmental Institute of Kenya
FY	Financial Year
GK	Government of Kenya
ICPAK	Institute of Certified Public Accountants of Kenya
IPSAS	International Public Sector Accounting Standards
JICA	Japan International Cooperation Agency
KeNHA	Kenya National Highways Authority
KISM	Kenya Institute of Supplies and Management
Kshs.	Kenya Shillings
NEMA	National Environment Management Authority
TNT	National Treasury
PAPs	Project Affected Persons
PFM	Public Finance Management.
PSASB	Public Sector Accounting Standards Board
SDG	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Realistic and Time-bound

2. Project Information and Overall Performance

2.1 Name and registered office

Name: Mombasa Gate Bridge Construction Project

Objective:

The objective of the Project is to mitigate traffic congestion and facilitate efficient transportation and logistics, by constructing a bridge linking Mombasa Island and South Mainland (Likoni Area) and related roads improvement, thereby contributing to stimulation of regional economic activities including the proposed Special Economic Zone and economic development in Kenya and neighbouring countries.

Registered Office Address

Barabara Plaza

Jomo Kenyatta International Airport (JKIA) off Mazao Road

Nairobi Kenya

Contacts:

Director General

Kenya National Highways Authority

Po Box 49712-00100

Nairobi

Telephone: (254) 020 495000

E-mail: dg@Kenha.co.ke

Website: www.kenha.co.ke

Project Information and Overall Performance (Continued)

2.2 Project Information

Project Start Date:	5 th December 2019
Project End Date:	30 th June 2027
Project Engineer	Eng. Clarence Karot
Project Sponsor:	1. Government of Kenya (GK) 2. Japan International Cooperation Agency (JICA)

2.3 Project Overview

Line Ministry/State Department of the project	The project is under the supervision of State Department for Roads
Project number	KE-P34
Strategic goals of the project	The strategic goals of the project are as follows: (i) To relieve traffic congestion and improve traffic smoothness by y constructing a bridge between Mombasa Island and Likoni. (ii) Upgrading regional roads, leading to revitalized regional economic activities.
Achievement of strategic goals	The project management aims at implementation of the project in timely, efficient and effective manner.
Other important background information of the project	The project will enhance regional integration, trade, tourism, blue economy and socio-economic development in the coastal region
Current situation that the project was formed to intervene	The project was formed to reduce cost and time of travel between Mombasa Island and Likoni area.
Project duration	The project started on 5 th December 2019 and is expected to be completed by June 2027

Project Information and Overall Performance (Continued)

2.4 Bankers Co-operative Bank of Kenya
 Upper Hill Branch
 Nairobi

 Kenya Commercial Bank
 JKIA, Nairobi
 Account Number:1274695775

2.5 Independent Auditor

The project is audited by:
The Auditor General
Office of the Auditor - General
P.O. Box 30084 - 00100 GPO
Nairobi

Project Information and Overall Performance (Continued)

2.6 Roles and Responsibilities

List of the people who are working on the project

Names	Title designation	Key qualification	Responsibilities
Eng. Henry Gakuru	Director-Development	Registered Civil Engineer	Project Implementing Team Leader
Eng. Clarence Karot	Deputy Director-Special Projects	Registered Civil Engineer	Project Engineer
Ms Levina Wanyoyi	Deputy Director-Supply Chain Management	Registered Member KISM	Project Procurement Specialist
Mr. Walter Nyatwanga	Deputy Director-Environment & Social Interest	Member EIK, NEMA Lead Expert	Project Safeguards Specialist
Mr Chanje Kera	Deputy Director-Finance & Accounts	Certified Public Accountant of Kenya	Project Financial Specialist

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

Project information and overall performance (continued)

2.7 Funding summary

The Project is for duration of seven (7) years from 5th December 2019 to 30th June 2027 with an approved budget of Japanese Yen 47,800,000,000 equivalent to Kshs. 49,047,624,422 as highlighted in the table below:

A. Source of Funds

Source of funds	Development Partner Commitment		Amount received to date (30th June 2025)		Undrawn balance to date	
	JPY	Kshs	JPY	Kshs	JPY	Kshs
	(A)	(A')	(B)	(B')	(A)-(B)	(A') – (B')
(i) Loan						
Japan International Cooperation	47,800,000,000	49,047,624,422	983,320,074	1,008,985,641	46,816,679,926	48,038,638,781
(ii) Counterpart Funds						
Government of Kenya	-	23,105,833	-	23,105,833	-	-
Total		49,070,730,255		1,032,091,474		48,038,638,781

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

Project information and overall performance (continued)

B. Application of Funds

Application of funds	Amount received to date- (30th June 2025)		Cumulative Amount paid to date-(30th June 2025)		Unutilised balance to date- (30th June 2025)	
	JPY	Kshs	JPY	Kshs	JPY	Kshs
	(A)	(A')	(B)	(B')	(A)-(B)	(A') – (B')
i) Loan						
Japan International Cooperation	983,320,074	1,008,985,641	983,320,074	1,008,985,641	-	-
(ii) Counterpart Funds						
Government of Kenya	-	23,105,833	-	23,104,358	-	1,475
Total	-	1,032,091,474	-	1,032,089,999	-	1,475

Project information and overall performance (continued)

2.8 Summary of Overall Project Performance:

(i) Budget performance against actual amounts for current year and for cumulative to-date: -

	2024/2025			Cumulative		
	Budget	Actual	%	Budget	Actual	%
Counterpart Funds-GOK	859,320	859,320	100%	64,916,860	23,104,358	36%
Loan from external Development Partners	2,000,000,000	70,771,628	3.54%	1,030,000,000	1,008,985,641	98%
Total	2,000,859,320	71,630,948		1,094,916,860	1,032,089,999	94%

(ii) Physical progress based on outputs, outcome and impacts since project commencement: -

There was no physical progress as at 30th June 2025 since the consultant is at the preparatory works which are necessary prior to commencement of the construction work.

(iii) Absorption rate for each year since the commencement of the project.

Financial Year	Budget	Actual	Percentage (%)
FY 2024/25	72,861,335	71,630,948	98%
FY 2023/24	30,057,540	-	0%
FY 2022/23	24,000,000	9,998,525	42%
FY 2021/22	1,010,000,000	946,038,165	94%
FY 2020/21	30,000,000	4,422,361	15%
Total	1,166,918,875	1,032,089,999	88%

(iv) Comment on value for money achievements.

- The project procurement process is conducted through International Competitive Bidding (ICB) which results in excellent value for money.
- The authority (KeNHA) has put in place adequate checks & balances on appointment of the works supervision consultant who oversees the project implementation on daily basis in consultation and subsequent approvals from the employer and the bank.
- In addition to works supervision, the consultant will undertake design review before commencement of roads construction works to reduce uncertainties.
- Regular auditing of the project by Internal Auditors, External Auditors and Quality Assurance Departments.
- Project site review meetings by the Development Partners through supervision missions
- Monthly site meetings that involve the employer, the consultant and the contractor.

Project information and overall performance (continued)

2.9 Summary of Project Compliance:

There are no significant cases of non-compliance with applicable laws and regulations, and essential external financing agreements/covenants, which has been reported

3. Statement of Performance Against Project’s Predetermined Objectives

Introduction

Section 81 (2) (f) of the Public Finance Management Act, 2012 requires that, the Accounting Officer include a statement of Mombasa Gate Bridge Construction Project (I) performance against predetermined objectives at the end of each financial year.

The key development objectives of the project are to:

- a) Reduce traffic congestion and improve traffic smoothness between Mombasa Island and South Coast (Likoni) mainland
- b) To improve current traffic status in Mombasa and contribute to development of Southern Coast undeveloped districts.

Progress on 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:

Objective	Outcome	Indicator	Performance
It aims at making Kenya a newly industrialized, middle income country, providing high quality of life for all its citizens by the year 2030	Efficient and safe transport means between the mainland south and Mombasa Island	Strengthened economic trade within and between the regions	Mitigation of traffic congestion in the urban areas by improved road network
Enhance social economic development of the people along the project road.	Improved air quality along the project road hence improved health among communities along the project road.	Reduced CO2 concentration along the project road as a result of reduced traffic congestion	Project at its initial preparation stage

4. Environmental and Sustainability Reporting

Mombasa Gate Bridge Construction Project (I) exists to transform lives. This is our purpose; the driving force behind everything we do. It's what guides us to deliver our strategy. Below is a brief highlight of our activities that drive towards sustainability.

i) Sustainability strategy and profile

Sustainable Development Goals (SDGs) 2015-2030 provides a plan of action for the people and their prosperity. Five out of the seventeen goals are pertinent to management of projects being undertaken by the Authority. These are being addressed through the following initiatives;

- a) *Good health and well-being (SDG 3)*: The Authority strives to undertake Road Safety Audits to identify accident black spots, implement intervention measures and provide road safety education to reduce accidents;
- b) *Gender Equality (SDG 5)*: The Authority encourages mainstreaming of gender equality in project and programmes by incorporating compliance to one third gender rule in procurement and recruitment;
- c) *Industry, innovation and infrastructure (SDG 9)*: The Authority develops quality, reliable, sustainable and resilient infrastructure including regional and trans-border infrastructure to support economic development and human wellbeing with a focus on affordable and equitable access for all;
- d) *Sustainable cities and communities (SDG 11)*: The Authority endeavours to extend the paved road network to hitherto underserved areas in the region to improve nationwide access to high speed and all – weather connectivity; and
- e) *Climate action (SDG 13)*: The Authority endeavours to combat negative impacts of road development through environmental mitigation, climate change measures and compliance with National Environment Management Authority (NEMA) requirements in all development projects

Environmental and Sustainability reporting (Continued)

ii) Environmental performance

The Authority is working towards ensuring environmental sustainability in projects by undertaking tree planting exercises, implementation of road beautification programs, enforce reinstatement of quarries and borrow pits after construction works, undertakes regular Environmental Impact Assessment (EIA)

Audits, carries out M&E on Environment and Social Management Plan (ESMPs) as well as Environmental Social Impact Assessment (ESIA) on projects.

While executing works, the Contractor continued to perform air quality management such as regularly dampening of deviations and other dust-prone accesses to lay dust; Sprinkling of stockpiles (mainly the quarry dust) at the construction camp; control of construction vehicle speed limits along the deviations and dusty accesses; regularly servicing of vehicles and other machinery to control exhaust gas emissions, maintenance of the asphalt and concrete batching plants including the dust collection systems to ensure effectiveness in dust collection.

iii) Employee welfare

In all its staff appointments, the Authority takes deliberate actions to embrace Equal Employment Opportunity policies, gender mainstreaming, addresses concerns around Persons Living with Disabilities (PWDs) and takes affirmative action in line with prevailing Government Policy guidelines. The Authority prioritizes training to develop technical capacity of staff in the fields of Value Engineering, Project Financing, Project, Contract Management, Performance Based Maintenance and Safety.

iv) Market place practices

The Authority strives to ensure responsible competition practices through undertaking annual governance audits in projects, monitoring the implementation of policies and further promotes ethical conduct in projects. The Authority equally sensitizes staff on corruption and integrity.

The Authority undertakes to be actively involved in the negotiations during budget sector hearings in order to increase budgetary allocations for projects thus honouring contracts by paying its liabilities on time.

Environmental and Sustainability reporting (Continued)

v) Community Engagements

During the implementation of the Project, the Authority is committed to remaining a responsible corporate citizen by being accountable for its actions through engaging in Public Participation. The Project's goal in terms of community engagement is to ensure that the projects foster long-term relationships with stakeholders and communities around the project. The aim is not just to build roads that foster development but to ensure collaboration with the local communities to achieve sustainable development. The project staff is also encouraged to give back to society by participating in the Authority's corporate social responsibility projects.

During the project execution, the Contractor is encouraged to offer employment opportunities to the locals as casuals, carry out awareness and education on HIV and protection against the disease and other sexually transmitted diseases.

To enhance social safeguards in projects, the Authority undertakes Resettlement Action Plan (RAP) studies and implements its recommendations, carries out Social Impact Assessments (SIA), undertakes gender mainstreaming and conduct stakeholders' forum to sensitize the public in several cross-cutting issues.

5. Statement of Project Management Responsibilities

The Director General, KeNHA and the Project Implementation Team Leader for Mombasa Gate Bridge Construction Project (I) 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 arrangements and ensuring that these continue to be effective throughout the reporting period; (ii) Maintaining proper accounting records, which disclose with reasonable accuracy at any time the financial position of the 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 (vi) making accounting estimates that are reasonable in the circumstances.

The Director General, KeNHA and the Project Implementation Team Leader accept responsibility for the Project's financial statements, which have been prepared on the the Accrual Basis Method of Financial Reporting, using appropriate accounting policies in accordance with International Public Sector Accounting Standards.

The Director General, KeNHA and the Project Implementation Team Leader are of the opinion that the Project's financial statements give a true and fair view of the state of the Project's transactions during the financial year ended June 30, 2025, and of the Project's financial position as at that date. The Director General, KeNHA and the Project Implementation Team Leader 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 and the adequacy of the systems of internal financial control.

The Director General, KeNHA and the Project Implementation Team Leader 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 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 Director General, KeNHA and the Project Implementation Team Leader on 27 AUG 2025 and signed by:



Eng. Luka Kimeli
Ag. Director General



Eng. Henry Gakuru
Director- Development

REPUBLIC OF KENYA

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



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

REPORT OF THE AUDITOR-GENERAL ON MOMBASA GATE BRIDGE CONSTRUCTION PROJECT - JICA LOAN NO. KE - P34 FOR THE YEAR ENDED 30 JUNE, 2025 – KENYA NATIONAL HIGHWAYS AUTHORITY

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 transitional IPSAS financial statements of Mombasa Gate Bridge Construction Project set out on pages 1 to 24, which comprise of the statement of financial position as at 30 June, 2025 and the statement of financial performance, statement of changes in net assets, statement of cash flows and 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 transitional IPSAS financial statements present fairly, in all material respects, the financial position of Mombasa Gate Bridge Construction Project 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 Financing Agreement No. KE-P34 between the Republic of Kenya and Japan International Cooperation Agency (JICA) dated 5 December, 2019 and the Public Finance Management Act, 2012; and The National Treasury and Economic Planning Circular No.3 of 14 April, 2025.

Basis for Opinion

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs). I am independent of the Mombasa Gate Bridge Construction 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.

Emphasis of Matter

Low Absorption of Project Funds

As previously reported, Paragraph 2.7 of the funding summary indicates that the Project was to be implemented within seven (7) years from 5 December, 2019 with the targeted completion date of 30 June, 2027. The donor made a commitment of JPY 47,800,000,000 equivalent to Kshs.49,047,624,422. However, as at 30 June, 2025, with over five (5) years of the Project duration lapsed, only JPY 983,320,074 equivalent of Kshs.1,008,985,641 or 2% had been drawn leaving JPY 46,816,679,926 equivalent of Kshs.48,038,638,781 or 98% of Donor commitment undrawn.

The low absorption rate is primarily attributed to failure to secure the Right of Way (RoW) through compensation to Project Affected Persons (PAPs) and delay in approval of designs. The absorption rate of funds is slow, an indication that the project may not be completed within the remaining period.

My opinion is not modified in respect of this matter.

Key Audit Matters

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

Other Matter

Unresolved Prior Year Matters

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

	Financial Year	Audit Issue
1.	2023/2024	Budgetary Control and Performance
2.	2023/2024	Slow Absorption of Project Funds
3.	2023/2024	Pending Accounts Payables
4.	2023/2024	Delayed Commencement of Project

Other Information

The Management is responsible for the Other Information set out on page iii to xv which comprise of Project Information and Overall Performance, Statement of Performance Against Project's Predetermined Objectives, Environmental and Sustainability Reporting and 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. I have nothing to report in this regard.

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

REPORT ON LAWFULNESS AND EFFECTIVENESS IN THE USE OF PUBLIC RESOURCES

Conclusion

As required by Article 229(6) of the Constitution, based on the audit procedures performed, except for the effect(s) of the matter(s) 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

Delayed Commencement of Project

Review of Project records revealed that the implementing agency had entered into a contract for the provision of project consultancy services on 31 August, 2021 at a contract

sum of USD 36,579,745 (JPY 2,270,091,056). The scope of the consultancy, was to assist in preparation of tender documents, construction supervision, facilitation of implementation of environmental and social monitoring plan and transfer of technology. As at 30 June, 2025, the consultant had been paid advance payments amounting to Kshs.1,008,985,641 from donor commitments while an amount of Kshs.23,104,358 under the GoK counterpart funds, had been utilized on procurement of goods and services all amounting to a cumulative expenditure of Kshs.1,032,089,999. Despite the above payments, the Project has remained in the preparation phase for a period of over four (5) years.

The delay in Project commencement is a result of failure to secure the Right of Way (RoW) through compensation to Project Affected Persons (PAPs) and delay in approval of designs.

In the circumstances, the value for money for the amount paid to the consultant 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 financial statements comply in all material respects, with the authorities that govern them. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my conclusion.

REPORT ON EFFECTIVENESS OF INTERNAL CONTROLS, RISK MANAGEMENT AND GOVERNANCE

Conclusion

As required by Section 7(1)(a) of the Public Audit Act, 2015, based on the audit procedures performed, 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.

REPORT ON OTHER LEGAL AND REGULATORY REQUIREMENTS

Conclusion

As required by Financing Agreement No. KE-P34 between the Republic of Kenya and Japan International Cooperation Agency dated 5 December, 2019, I report based on my audit, that:

- i. 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;
- ii. In my opinion, adequate accounting records have been kept by the Project, so far as appears from the examination of those records; and,
- iii. The Project financial statements are in agreement with the accounting records and returns.

Basis for Conclusion

The Financing Agreement requires that I report on the legal or regulatory requirements, or on performance information disclosed. These matters require expressing a separate opinion as to the Project's compliance with laws and regulations. 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 Transitional 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


26 November, 2025

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

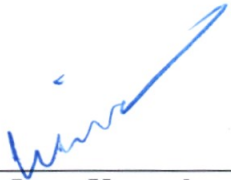
7. Statement of Financial Performance for the Year Ended 30th June 2025.

	Notes	FY 2024/25
		Kshs
Revenue		
Revenue Transfers	6a	-
Miscellaneous Revenue		-
Total revenue		-
Expenses		
Employee costs		-
Use of goods and services		-
Depreciation and amortization expense		-
Transfer to other Government Entities		-
Other Transfers/Subsidies/Grants		-
Certified Works		-
Total expenses		-
Other gains/(losses)		
Gain/Loss on sale of assets		-
Loss on foreign exchange transactions		
Impairment loss		
Surplus/ (deficit)		-

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


Eng. Luka Kimeli
Ag. Director General


Eng. Henry Gakuru
Director-Development



CPA Isaac Karumba
Ag. Deputy Director (F&A)
ICPAK Member No. 3321


Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025


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

	Note	FY 2024/25	1 st July 2024
		Kshs	Kshs
Assets			
Current Assets			
Cash and Cash equivalents	7	1,475	1,475
Receivables	8	907,883,318	938,214,013
Inventories		-	-
Prepayment		-	-
Total Current Assets		907,884,793	938,215,488
Non-Current Assets			
Property, Plant and Equipment	9	101,961,643	859,320
Intangible Assets		-	-
Total Non- Current Assets		101,961,643	859,320
Total Assets (a)		1,009,846,436	939,074,808
Liabilities			
Current Liabilities			
Trade and Other Payables	10	-	859,320
Third Party Deposits		-	-
Total Current Liabilities		-	859,320
Total Liabilities (b)		-	859,320
Net Assets (a-b)		1,009,846,436	938,215,488
Represented By:			
Capital Grants		1,009,844,961	938,214,013
Accumulated Surplus		1,475	1,475
Total Net Assets		1,009,846,436	938,215,488

The financial statements were approved on 27 AUG 2025 and signed by:


 Eng. Luka Kimeli
 Ag. Director General


 Eng. Henry Gakuru
 Director-Development


 CPA Isaac Karumba
 Ag. Deputy Director (F&A)
 ICPAK Member No. 3321

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

9. Statement of Changes in Net Assets


Description	Capital Grant	Accumulated Surplus	Total
	Kshs	Kshs	Kshs
As at 30 th June 2024 (Cash Basis)	-	1,475	1,475
Adjustments:			
Asset Recognition	939,073,333		939,073,333
Liabilities recognition	(859,320)		(859,320)
As at 1st July 2024	938,214,013	1,475	938,215,488
Capital Grants received during the year	71,630,948	-	71,630,948
Surplus/(Deficit) for the year	-	-	-
As at 30th June 2025	1,009,844,961.00	1,475	1,009,846,436

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

The financial statements were approved on 27 AUG 2025 and signed by:


 Eng. Luka Kimeli
 Ag. Director General


 Eng. Henry Gakuru
 Director Development


 CPA Isaac Karumba
 Ag. Deputy Director (F&A)
 ICPAK Member No. 3321

Mombasa Gate Bridge Construction Project (I)
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10. Statement of Cashflows for the year ended 30th June 2025

Description	Note	FY 2024-25
		Kshs
Cashflow from operating activities		
Receipts		
Revenue Transfers		-
Miscellaneous Revenue		-
Total receipts		-
Payments		
Use of goods and services		-
Transfer to other Government Entities		-
Other Transfers/Subsidies/Grants		-
Certified Works		-
Total payments		-
Net cash flow from operating activities		-
Cashflow from investing activities		
Acquisition of non-financial assets		(71,630,948)
Proceeds from sale of Assets		-
Acquisition of Intangible assets		-
Net cash flows from investing activities		(71,630,948)
Cash flow from financing activities		
Capital Grant Transfers-GoK		859,320
Capital Grant Transfers-JICA		70,771,628
Net cash flow from financing activities		71,630,948
Net increase/Decrease in cash and cash equivalents		-
Cash and cash equivalent at 1st July 2024	7	1,475
Cash and cash equivalent at end June 2025	7	1,475

Mombasa Gate Bridge Construction Project (I)
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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		1,475	1,475	1,475	-	100%
Receipts						
Revenue Transfers- GOK	15,000,000	(14,140,140)	859,860	859,320	540	100%
Revenue Transfers- Direct	2,000,000,000	(1,928,000,000)	72,000,000	70,771,628	1,228,372	98%
Miscellaneous Revenue		-	-	-	-	
Total Revenue	2,015,000,000	(1,942,138,665)	72,861,335	71,632,423	1,228,912	98%
Payments						
Use of goods and services				-		
Certified Works	2,015,000,000	(1,942,138,665)	72,861,335	71,630,948	1,230,387	98%
Total Payments	2,015,000,000	(1,942,138,665)	72,861,335	71,630,948	1,230,387	98%
Surplus	-	-	-	1,475	(1,475)	

Notes

The project is still under consultancy for tender assistance hence the budget draw down.

Budget Reconciliation

	Description of Particulars	Amount in Kshs
	Actual Surplus Amounts as per the statement of Budget	1,475
1	Reason for differences	-
	Closing Cash and Cash Equivalent as per the statement of Cash flows	1,475

12. Notes to the Financial Statements

1. General Information

Kenya National Highways Authority is established by and derives its authority and accountability from Kenya Roads Act, 2007. The entity is wholly owned by the Government of Kenya and is domiciled in Kenya. The entity’s principal activity is to improve transportation infrastructure on National Trunk Roads, which are classified as Class S, Class A, and Class B roads. This advances road development to support national and regional integration and promote greater connectivity and efficiency.

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). The Mombasa Gate Bridge Project has taken advantage of the transitional provision under IPSAS 3 and therefore this first year financial statements are transitional financial statements.

These financial statements were authorized for issue by the accounting officer on 27 AUG 2025 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><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.</p> <p>The new standard requires entities to recognise, measure and present information on right of use assets and lease liabilities.</p> <p><i>There shall be no impact on the project</i></p>

Standard	Effective date and impact:
<p>IPSAS 44: Non- Current Assets Held for Sale and Discontinued Operations</p>	<p><i>Applicable 1st January 2025</i></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><i>There shall be no impact on the project</i></p>
<p>IPSAS 45- Property Plant and Equipment</p>	<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 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><i>Applicable for accounting of infrastructure assets e.g Roads, Bridges</i></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;

Standard	Effective date and impact:
	<p>iii. Amending where appropriate guidance across IPSAS related to measurement at recognition, subsequent measurement and measurement related disclosures.</p> <p>The standard also introduces a public sector specific measurement bases called the current operational value.</p> <p><i>Applicable in measuring the current operational value of infrastructure assets</i></p>

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:
<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><i>Applicable in accounting for binding and unbinding arrangements related to revenue.</i></p>
<p>IPSAS 48- Transfer Expenses</p>	<p><i>Applicable 1st January 2026</i></p> <p>The objective of the standard is to establish the principles that a transfer provider shall apply to report useful information to users of financial statements about the nature, amount, timing and uncertainty of expenses and cash flow arising from transfer expense transactions. This is a new standard for public sector entities geared to provide guidance to entities that provide transfers on accounting for such transfers.</p> <p><i>Applicable in accounting for transfer of assets to KeNHA</i></p>

Mombasa Gate Bridge Construction Project (I)
Annual Report and Financial Statements for the financial year ended June 30, 2025

Standard	Effective date and impact:
IPSAS 49- Retirement Benefit Plans	<p><i>Applicable 1st January 2026</i></p> <p>The objective is to prescribe the accounting and reporting requirements for the public sector retirement benefit plans which provide retirement to public sector employees and other eligible participants. The standard sets the financial statements that should be presented by a retirement benefit plan.</p> <p><i>The standard shall not have an impact on the project</i></p>
IPSAS 50: Exploration For & Evaluation of Mineral Resources	<p><i>Applicable 1st January 2027</i></p> <p>The objective of this Standard is to specify the financial reporting for the exploration for and evaluation of mineral resources. The Standard requires:</p> <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><i>The standard shall not have an impact on the project</i></p>

iii) Early adoption of standards

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

Notes to the financial statements

4. Summary of Significant Accounting Policies

a) Revenue recognition

i) Revenue from non-exchange transactions

Transfers from other government entities

Revenues from non-exchange transactions with other government entities are measured at fair value and recognized on obtaining control of the asset (cash, goods, services and property) if the transfer is free from conditions and it is probable that the economic benefits or service potential related to the asset will flow to the project 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 original budget for the Current FY 2024/2025 was approved by the National Assembly on 28th January 2024. Subsequent revisions or additional appropriations were made to the approved budget in accordance with specific approvals from the appropriate authorities. The additional appropriations are added to the original budget by the Authority upon receiving the respective approvals to conclude the final budget. Accordingly, the project recorded additional appropriations of Ksh. 859,320 for FY 2024/2025 budget. The project's budget is prepared on a different basis to the actual income and expenditure disclosed in the financial statements.

The financial statements are prepared on accrual basis using a classification based on the nature of expenses in the statement of financial performance, whereas the budget is prepared on 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

Notes to the financial statements

Budget information (Continued)

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 on page 5 under section *II* of these financial statements.

c) Property, plant and equipment

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

d) Leases

Finance leases are leases that transfer substantially the entire risks and benefits incidental to ownership of the leased item to the Project. Assets held under a finance lease are capitalized at the commencement of the lease at the fair value of the leased property or, if lower, at the present value of the future minimum lease payments. The Project also recognizes the associated lease liability at the inception of the lease. The liability recognized is measured as the present value of the future minimum lease payments at initial recognition. Subsequent to initial recognition, lease payments are apportioned between finance charges and reduction of the lease liability to achieve a constant rate of interest on the remaining balance of the liability. Finance charges are recognized as finance costs in surplus or deficit. An asset held under a finance lease is depreciated over the useful life of the asset.

Notes to the financial statements

Leases (Continued)

However, if there is no reasonable certainty that the Project will obtain ownership of the asset by the end of the lease term, the asset is depreciated over the shorter of the estimated useful life of the asset and the lease term.

e) Intangible assets

Intangible assets acquired separately are initially recognized at cost. The cost of intangible assets acquired in a non-exchange transaction is their fair value at the date of the exchange. Following initial recognition, intangible assets are carried at cost less any accumulated amortization and accumulated impairment losses. Internally generated intangible assets, excluding capitalized development costs, are not capitalized and expenditure is reflected in surplus or deficit in the period in which the expenditure is incurred. The useful life of the intangible assets is assessed as either finite or indefinite. Intangible assets with an indefinite useful life are assessed for impairment at each reporting date.

f) Research and development costs

The Project expenses research costs as incurred. Development costs on an individual project are recognized as intangible assets when the Project can demonstrate:

- The technical feasibility of completing the asset so that the asset will be available for use or sale.
- Its intention to complete and its ability to use or sell the asset.
- How the asset will generate future economic benefits or service potential
- The availability of resources to complete the asset.
- The ability to measure reliably the expenditure during development.

Following initial recognition of an asset, the asset is carried at cost less any accumulated amortization and accumulated impairment losses. Amortization of the asset begins when development is complete, and the asset is available for use. It is amortized over the period of expected future benefit. During the period of development, the asset is tested for impairment annually with any impairment losses recognized immediately in surplus or deficit.

Notes to the financial statements

g) Financial instruments

IPSAS 41 addresses the classification, measurement and de-recognition of financial assets and financial liabilities, introduces new rules for hedge accounting and a new impairment model for financial assets. The project does not have any hedge relationships and therefore the new hedge accounting rules have no impact on the Authority's financial statements. A financial instrument is any contract that gives rise to a financial asset of one project and a financial liability or equity instrument of another project. At initial recognition, the project measures a financial asset or financial liability at its fair value plus or minus, in the case of a financial asset or financial liability not at fair value through surplus or deficit, transaction costs that are directly attributable to the acquisition or issue of the financial asset or financial liability.

Financial assets

Classification

The project 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 project'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 cashflows 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 the project has made an irrevocable election at initial recognition for particular investments in equity instruments.

Notes to the financial statements

Subsequent measurement

Based on the business model and the cash flow characteristics, the project 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.

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 project 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.

Notes to the financial statements

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

The project 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 project recognizes a loss allowance for such losses at each reporting date. The project did have any impairment during the financial year.

Financial liabilities

Classification

The project 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.

Notes to the financial statements

Inventories (Continued)

After initial recognition, inventory is measured at the lower of cost and net realizable value. However, to the extent that a class of inventory is distributed or deployed at no charge or for a nominal charge, that class of inventory is measured at the lower of cost and current replacement cost.

Net realizable value is the estimated selling price in the ordinary course of operations, less the estimated costs of completion and the estimated costs necessary to make the sale, exchange, or distribution. Inventories are recognized as an expense when deployed for utilization or consumption in the ordinary course of operations of the project.

i) Provisions

Provisions are recognized when the *project* has a present obligation (legal or constructive) as a result of a past event, it is probable that an outflow of resources embodying economic benefits or service potential will be required to settle the obligation and a reliable estimate can be made of the amount of the obligation. Where the project expects some or all of a provision to be reimbursed, for example, under an insurance contract, the reimbursement is recognized as a separate asset only when the reimbursement is virtually certain. The expense relating to any provision is presented in the statement of financial performance net of any reimbursement.

Contingent liabilities

The Entity 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

The project 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 the *project* 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.

Notes to the financial statements

j) Nature and purpose of reserves

The Authority creates and maintains reserves in terms of specific requirements. The Authority maintains grants and surplus reserves. The grant reserves are exchequer and donor funds received from Government of Kenya and Development Partners for development of roads. The surplus reserve represents the surplus or deficit of Road maintenance contributions and other internally generated funds against road maintenance and operation expenses. The exchequer and Development partner funds are capitalized in the statement of financial position whereas Road maintenance contributions are expensed in the statement of financial performance. However, the portion of exchequer funds spent on non-capital items or project expenses is transferred to recurrent transfers and treated as recurrent government grants and expenditures accordingly.

k) Changes in accounting policies and estimates

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

l) Employee benefits

Retirement benefit plans

The project does not provide retirement benefits for its employees and directors. Defined contribution plans are post-employment benefit plans under which an project pays fixed contributions into a separate entity (a fund) and will have no legal or constructive obligation to pay further contributions if the fund does not hold sufficient assets to pay all employee benefits relating to employee service in the current and prior periods. The contributions to fund obligations for the payment of retirement benefits are charged against income in the year in which they become payable. Defined benefit plans are post-employment benefit plans other than defined-contribution plans. The defined benefit funds are actuarially valued tri-annually on the projected unit credit method basis. Deficits identified are recovered through lump sum payments or increased future contributions on proportional basis to all participating employers. The contributions and lump sum payments reduce the post-employment benefit obligation.

Notes to the financial statements

m) 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.

n) 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.

o) Related parties

The project regards a related party as a person or the project with the ability to exert control individually or jointly or to exercise significant influence over the Project, or vice versa. Members of key management are regarded as related parties and comprise the directors, the Principal and senior managers.

p) Service concession arrangements

The project 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, the Project 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, the Project also recognizes a corresponding liability, adjusted by a cash consideration paid or received.

Notes to the financial statements

q) Cash and cash equivalents

Cash and cash equivalents comprise cash on hand and cash at bank, short-term deposits on call and highly liquid investments with an original maturity of three months or less, which are readily convertible to known amounts of cash and are subject to insignificant risk of changes in value. Bank account balances include amounts held at the Central Bank of Kenya and at various commercial banks at the end of the financial year.

r) Subsequent events

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

5. Significant Judgments and Sources of Estimation Uncertainty

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

Estimates and assumptions.

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

Notes to the financial statements

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 the *project*.
- 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 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.

Notes to The Financial Statements (Continued)

6. Revenue Transfers

Description	FY 2024/25
	KShs
Unconditional Transfers	-
GoK Counter Part funding	-
Transfers from Development partners	-
<i>Other unconditional transfers (Bridge Settlement Financing)</i>	859,320
Total Unconditional Transfers (a)	859,320
Conditional Transfers	
Transfers from Development partners (JICA)	70,771,628
Transfers from Development partner 2	-
<i>Other conditional transfers (specify)</i>	-
Total Conditional Transfers (b)	70,771,628
Total Transfers for the Year (a + b)	71,630,948

a) Details to Revenue Transfers

Name of The Entity Transferring	Amount recognized to Statement of Financial performance	Amount deferred under deferred income.	Amount moved to Capital fund	Total transfers FY 2024/25
	Kshs	Kshs	Kshs	Kshs
State Department of Roads GOK Funding	-	-	-	-
Bridge Settlement Financing	-	-	859,320	859,320
Japan International Cooperation Agency	-	-	70,771,628	70,771,628
Subtotal	-	-	71,630,948	71,630,948
Deferred Income realized	-	-	-	-
Transfers in Kind	-	-	-	-
Total	-	-	71,630,948	71,630,948

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7. Cash and Cash Equivalents

Description	FY 2024/25	1 st July
	Kshs	Kshs
Cash in Bank	1,475	1,475
Cash on hand	-	-
<i>Others specify</i>	-	-
Total Cash and Cash Equivalents	1,475	1,475

Project Bank Accounts

Details	FY 2024/25	1 st July 2024
	Kshs	Kshs
Local Currency Accounts		
Co-operative Bank of Kenya [A/c No.01141160979900]	1,475	1,475
Kenya Commercial Bank of Kenya Ltd. [A/c No. 1274695775]	-	-
Total local currency balances	<u>1,475</u>	<u>1,475</u>
Total bank account balances	<u>1,475</u>	<u>1,475</u>

8. Receivables

Description	FY 2024/2025	1 st July 2024
	Kshs	Kshs
Counter Part Funding	-	-
Contractor's Advance payments	907,883,318	938,214,013
<i>Other Receivables (specify)</i>	-	-
Total Receivables	907,883,318	938,214,013

9. Property, Plant and Equipment

Cost	Capital	
	Work in progress	
	Kshs	Kshs
Depreciation rate		
As At 1 July 2024 (opening balances)	859,320	859,320
Additions	101,102,323	101,102,323
Disposals	-	-
Transfers/Adjustments	-	-
As at 30th June 2025	101,961,643	101,961,643
Depreciation And Impairment		
As at 1 July 2025	-	-
Depreciation charge for the year	-	-
Impairment loss	-	-
Transfers/ Adjustments	-	-
As At 30th June 2025	-	-
Net Book Values		
As at 1st July 2024	859,320	859,320
As at 30th June 2025	101,961,643	101,961,643

10. Trade and Other Payables

Description	FY 2024/25		1 st July 2024	
	Kshs		Kshs	
Trade payables	-	-	859,320	
Total trade and other payables	-	-	859,320	
Ageing analysis: (Trade and other payables)	Current FY	% of the Total	Comparative FY	% of the Total
Under one year	-	-	859,320	100%
1-2 years	-	-	-	0%
2-3 years	-	-	-	0%
Over 3 years	-	-	-	0%
Total (tie to above total)	-	-	859,320	

11. Related Party Disclosures

Nature of related party relationships

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

Other related parties include:

- i) The Parent Ministry.
- ii) County Governments
- iii) Other SCs and SAGAs
- iv) Key management.
- v) Board of Directors.

12. Events after the Reporting Period

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

13. Ultimate And Holding Entity

The Authority is a Semi-Autonomous Government Agency under the Ministry of Roads and Transport. Its ultimate parent is the Government of Kenya.

14. Currency

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

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13. Annexes

Annex 1: Prior Year Auditor-General's Recommendations

Reference No. on the external audit Report	Issue / Observations from Auditor	Management comments	Status	Timeframe:
1	<p>Budgetary Control and Performance</p> <p>The statement of comparison of budget and actual amounts reflects final receipts budget of Kshs.30,057,540 and nil actual on comparable basis amount resulting to an under- funding of Kshs.30,057,540 or 100% of the budget. Further, the statement reflects expenditure budget of Kshs.30,057,540 and nil actual expenditure amount. However, the budget was not utilized implying that there was no activity during the year under review.</p> <p>Lack of funding and non-utilization of budgeted amounts affected the planned activities and may have impacted negatively on service delivery to the public.</p>	<p>We agree with the Auditor's observation that the statement of comparison of budget and actual amounts reflected receipts final budget and actual on a comparable basis of Kshs 30,057,540 and Kshs. nil respectively resulting to under-funding of Kshs 30,057,540 or 100% of the budget. Similarly, we agree with Auditor's observation that the statement reflected payments budget and actual expenditure of Kshs 30,057,540 and Kshs nil respectively.</p> <p>We wish to clarify that under-funding was occasioned by non-receipt of Exchequer funds from the National Treasury in FY 2023/24.</p> <p>The Authority will continue to closely liaise with the Parent Ministry and the National Treasury for additional budgetary allocation and timely release of Exchequer.</p>	Not Resolved	Ongoing
2	<p>Slow Absorption of Project Funds</p> <p>Paragraph 2.7 of the funding summary indicates that the project was to be implemented within seven (7) years from 5 December, 2019 with the targeted completion date of 30 June, 2027. The donor made a commitment of JPY 47,800,000,000 equivalent to Kshs.49,047,624,422. However, as at 30 June, 2024, with over four (4) years of the</p>	<p>We note the audit observation that the absorption rate of funds is slow.</p> <p>We however wish to clarify that the slow absorption is due to delayed submission of design drawings due to the restructuring of the Project's packages which meant a review of the draft bidding documents by the</p>	Not Resolved	Ongoing

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	<p>Project duration lapsed, only JPY 914,348,663 equivalent of Kshs.938,214,013 or 2% had been drawn leaving JPY 46,885,651,337 equivalent of Kshs.48,109,410,409 or 98% of Donor commitment undrawn. The absorption rate of funds is slow, an indication that the project may not be completed within the remaining period.</p>	<p>Authority. The Authority has since finalized the review of draft bidding documents and sought for a No Objection from the Development Partner to enable advertisement for works. Once works commence, the Authority will closely monitor the project through monthly site inspections and meetings to ensure that the deliverables are achieved</p>		
3	<p>Pending Accounts Payable</p> <p>Note 8 and Annex 4 to the financial statements reflects pending bills balance of Kshs.859,320 owed to a supplier of services which were incurred in the financial year ended 30 June, 2023 but were carried forward to current financial year under review. The pending bills were outstanding as at 30 June, 2024.</p> <p>Failure to settle bills during the year to which they relate adversely affects the budgetary provisions for the subsequent year as they form a first charge. The Project runs the risk of incurring significant interest costs and penalties with the continued delay in settling the bills.</p>	<p>We agree with the audit observation that Note 8 and Annex 4 to the financial statements reflected pending bills balance of Kshs.859,320 owed to a supplier and not paid in FY 2023/24.</p> <p>We wish to clarify that pending bills arise due to inadequate GoK budgetary allocation and delayed release of Exchequer funds by the National Treasury (TNT). In FY 2023/24, the Authority did not receive Exchequer funds from TNT hence was unable to settle the bill.</p> <p>The Authority is however working closely with the Parent Ministry and TNT with an aim of securing additional GoK allocation for the project to ensure timely settlement of project bills whenever they fall due.</p> <p>In FY 2024/25, the Authority received Kshs 859,320 which was utilized in settlement of the pending bills.</p>	Resolved	Resolved

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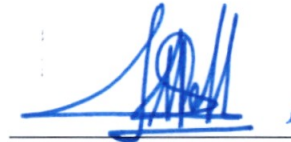
4	<p>Other Matter</p> <p>Unresolved prior Year Issues</p> <p>In the audit report of the previous year, several issues were raised under the Report on Financial Statements, Report on Lawfulness and Effectiveness in Use of Public Resources, and Report on Effectiveness of Internal Controls, Risk Management and Governance. However, Management had not resolved the issues as at 30 June, 2024.</p>	<p>We note the audit observation.</p> <p>We wish to clarify that the Authority has appeared before the Public Accounts Committee and made its submissions on all matters raised by the Auditor General on the Project financial statements up to FY 2021/22.</p>	Not Resolved	Ongoing
5	<p>Basis for Conclusion</p> <p>Delayed Commencement of Project</p> <p>Review of project records revealed that the implementing agency (KeNHA) had entered into a contract for the provision of project consultancy services on 31 August, 2021 at a contract sum of USD 36,579,745 (JPY 2,270,091,056). The scope of the consultancy, was to assist in preparation of tender documents, construction supervision, facilitation of implementation of environmental and social monitoring plan and transfer of technology. As at 30 June, 2024, the consultant had been paid advance payments amounting to Kshs.938,214,013 from donor commitments while an amount of Kshs.22,245,038 under the GoK counterpart funds, had been utilized on procurement of goods and services all amounting to a cumulative expenditure of Kshs.960,459,051. Despite the above payments, the project has remained in the preparation phase for a period of over four (4) years.</p>	<p>We note the audit observations that the Authority entered into a contract for the provision of project consultancy services on 31 August, 2021 at a contract sum of USD 36,579,745 (JPY 2,270,091,056). We further agree that the scope of the consultancy was to assist in preparation of tender documents, construction supervision, facilitation of implementation of environmental and social monitoring plan and transfer of knowledge. We wish to clarify that the Authority engaged the consultant for provision of consultancy services for tender assistance and construction supervision for the Project which is running for 98 months. The consultancy contract is ongoing and in FY 2023/24, the consultant had undertaken pre-</p>	Not Resolved	Ongoing

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	In the circumstances, the value for money paid to the consultant could not be confirmed.	commencement works including geotechnical investigations and assisting the Authority in establishment of the Operation and Maintenance Entity and Toll system.		
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Eng. Luka Kimeli
Ag. Director General



Eng. Henry Gakuru
Director-Development



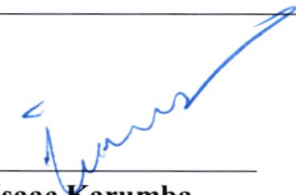
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Annex 2: Reconciliation of inter-entity transfers

Project Name:		Mombasa Gate Bridge Construction Project(I)		
Break down of Transfers from the State Department of Roads				
A. Government Counterpart Funding				
	-	<u>Bank Statement Date</u>	<u>Amount (Kshs)</u>	<u>FY to which the amounts relate</u>
		1-Jul-24	-	FY 2024/25
	Total	Total	-	
B. Direct Payments				
	-	-	<u>Amount (Kshs)</u>	<u>FY to which the amounts relate</u>
			-	
			-	
		Total	-	
C. Others				
	-	-	<u>Amount (Kshs)</u>	<u>FY to which the amounts relate</u>
	Bridge Financing		859,320	FY 2024/25
			-	
		Total	859,320	
		Total (A+B+C)	859,320	



Eng. Luka Kimeli
 Ag. Director General



CPA Isaac Karumba
 Ag. Deputy Director (F&A)
 ICPAK No. 3321

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Annex 3: Fixed Asset Register

Asset class	Opening Cost	Donations in form of assets	Purchases/Additions in the Year	Disposals in the Year	Transfers in/(out)	Closing Cost
	(KSh)	Kshs	(KSh)	(KSh)	(KSh)	(KSh)
	FY 2024-2025	FY 2024-2025	FY 2024-2025	FY 2024-2025	FY 2024-2025	FY 2024-2025
	(a)	(b)	(c)	(d)	(e)	(f)= (a)+ (b)+(c)- (d)+(-)e
Construction of Roads	859,320	-	101,102,323	-	-	101,961,643
Total	859,320	-	101,102,323	-	-	101,961,643

Annex 4: Analysis of Pending Bills

As at 30th June 2025, there were no pending bill