

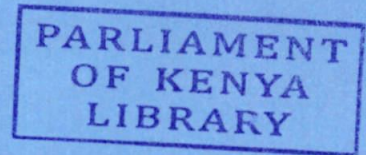
REPUBLIC OF KENYA



*Enhancing Accountability*

**REPORT**

**OF**



**THE AUDITOR-GENERAL**

**ON**

**COUNTY REVENUE FUND**

**FOR THE YEAR ENDED  
30 JUNE, 2024**

**COUNTY GOVERNMENT OF KWALE**

OFFICE OF THE AUDITOR GENERAL  
P.O.Box 95202 MOMBASA  
28 NOV 2024  
RECEIVED  
MOMBASA REGIONAL OFFICE



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## COUNTY REVENUE FUND

*County Government of Kwale*

# ANNUAL REPORT AND FINANCIAL STATEMENTS FOR THE YEAR ENDED 30<sup>TH</sup> JUNE 2024.

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

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**County Government of Kwale  
County Revenue Fund  
Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024**

**1. Acronyms and glossary of terms**

*a) Acronyms*

CA	County Assembly
COB	Controller of Budget
CRF	County Revenue Fund
FY	Financial Year
IPSAS	International Public Sector Accounting Standards
NT	National Treasury
OSR	Own Source Revenue
PFMA	Public Finance Management Act
PSASB	Public Sector Accounting Standards Board
ROR	Receiver of Revenue
Kshs	Kenya Shillings

*b) glossary of terms*

Comparative FY	Comparative Prior Financial Year
Fiduciary Management	The key management personnel who had financial responsibility

## 2. Key Entity Information and Management

### a) Background information

Article 207 of the Constitution of Kenya provides for the establishment of the County Revenue Fund into which shall be paid all money raised or received by or on behalf of the County Government.

### b) Key Management Team

The management of the County Revenue Fund is under the following key organ

- CECM Finance and Economic planning
- C.O Finance
- Director Accounting Services/Finance

The holders of these offices in the financial year ending 30th June,2024 and their profile are detailed below;

No.	Designation	Name
1.	CECM Finance and Economic planning	Hon.Bakari Hassan Sebe.
2.	C.O Finance	CPA.Onduko Alex Thomas
3.	Ag. Director Accounting Services/Finance	CPA. Chari Gakurya

County Government of Kwale  
County Revenue Fund  
Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024

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**Hon. Bakari Hassan Sebe**



**County Executive Member for Finance and Economic Planning.**

Hon. Bakari Hassan Sebe is the County Executive member for finance and Economic Planning, a position he has served since 2013. He holds a Masters in Business Administration from Eastern & Southern Africa Management Institute (ESAMI)/Maastricht School of Management (MsM), The Netherlands and a Bachelor of Commerce (Accounting option) from Kenyatta University.

Hon. Sebe has a distinguished career in Accounting and finance. Prior to him joining the County, He had served in various senior positions in the private and Non-governmental Organization. He previously worked as a Finance & Administration Manager at Bluebird Aviation, Finance and Administration Officer with Kenya Alliance for Advancement of Children Rights (KAACR) and As an Accountant with National Fund for the Disabled of Kenya (NFDK) among others.

**CPA Alex Onduko Thomas**



**Chief Officer-Finance and Economic Planning**

CPA Alex Onduko Thomas joined Kwale County Government in 2013 as the Chief Officer Finance and Economic planning. He is a qualified accountant and a member of the Institute of Certified Public Accountants of Kenya (ICPAK) in good standing. He also holds a Masters of Business Administration from Methodist University and has attended several management courses such as, Senior Management Course (SMC) and Strategic leadership Development Programme (SLDP) both from the prestigious Kenya School of Government. He is also a Chartered Risk Analyst (CRA) from Global Academy of Finance Management(GAFM).CPA Onduko has a vast experience in public finance Management having served the public service for over twenty five (25) years. He joined the public service in 1990 as an Accountant at the County Council of Nakuru and raised to the rank of a Town Treasurer, He has served as a treasurer in the following defunct local Authorities; Town Council of Kajiado, Municipal Council of Migori and Municipal Council of Busia.

**CPA Chari Fatuma Gakurya**



**Ag. Director Accounting Services**

CPA Chari Fatuma Gakurya Holds a Masters of Science Degree in Finance and Accounting from Jomo Kenyatta University of Agriculture and Technology (JKUAT) and Bachelor's degree in Finance and Accounting from Moi University. She is a professional Accountant and a Member of the Institute of Certified Public Accountants of Kenya (ICPAK).

She has further attended several courses in Management which include Senior Management Course (SMC) and Strategic Leadership Development Programme (SLDP) from The Kenya School of Government.

CPA Chari has over fifteen years' experience in accounting from both private and Public sector. She served as an Accountant at Hill Park Hotel and Yaya Car Sales before joining the public service in 2013 as an Assistant Director Accounting Services.

**c) Fiduciary Management**

The key management personnel who held office during the financial year ended 30th June, 2024 and who had direct fiduciary responsibility were:

No	Designation	Name
1.	CECM Finance and Economic Planning	Hon.Bakari Hassan Sebe
2.	Accounting Officer in charge of Finance	CPA Onduko Alex Thomas
3.	Ag. Director Accounting Services/Finance	CPA. Chari Gakurya

**d) Fiduciary Oversight Arrangements**

The County government of Kwale has adequate oversight arrangements that ensure accountability in the use of funds in the County Revenue Funds. Among the these are; The County Audit Committee, The Senate, The County Assembly, The Office of the Controller of Budget and The Office of the Auditor General. The key activities of these oversight institutions are,

**Audit and Finance committee activities**

The County established an Audit committee which was gazetted on 29<sup>th</sup> June, 2020. The roles and responsibilities are;

- Provide assurance to management that all financial and non- financial internal controls and risk management functions are operating effectively and reliably
- Conduct an independent review of the county entities reporting functions to ensure the integrity of financial reports.
- Monitor the effectiveness of the county entities performance management and performance information.
- Provide strong and effective oversight of the county internal Audit function
- Provide effective liaison and facilitate communication between management and external Auditors.
- Provide oversight of the implementation of accepted audit recommendations
- Ensure the entities effectively monitor compliance with legislative and regulatory requirements and promotes a culture of commitment to lawful and ethical behaviour.

**County Government of Kwale**  
**County Revenue Fund**  
**Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024**

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**The Audit committee Members.**

1	CPA Abdallah Mambo Dalu	Chairman
2	CPA Biasha Salim Gassare	Secretary (Ag. Director Internal Audit)
3	FCPA Thomas Ludindi Mwadeghu	Member
4	Mwanaidi Rama Mwang'ombe	Member
5	Mwanamisi Ali Libondo	Member
6	CPA Chari Gakurya.	Member(Treasury Representative)

During the financial year ending 30<sup>th</sup> June, 2024, the committee did not consider any report of the fund.

**Senate Committee Activities**

The Senate is constitutionally mandated to provide oversight to the County governments through its oversight committees. It considers the reports of the Auditor general and that of the office of the controller of Budget on all County matters. There was no Audit report for the fund for consideration during the reporting period.

**County Assembly**

The County government of Kwale is accountable to the Kwale county assembly which is constitutionally mandated to oversight its operations. The Assembly plays its oversight role through its committees such as the public accounts and investments committee, the county budget and appropriation committee and other various sectorial committees. During the reporting period, the assembly did not consider any report of the fund.

**Controller of Budget**

The Office of the Controller of budget is mandated authorise withdrawal of funds from the county revenue funds to finance the Operations of the County. The Office also prepares reports for consideration by the Senate and National Assembly. In this reporting period, all the withdrawals were approved as provided by law.

**Office of the Auditor General**

The Office of the Auditor General is constitutionally mandated to Audit all government entities and report to the Parliament and the County Assemblies. In the reporting period, the Auditor general did not conduct any Audit for the fund.

**e) County Headquarters**

P.O. Box 4-80404  
Kwale County Headquarters  
Off Kwale- Kinango Road  
KWALE, KENYA

**f) County Contacts**

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

**g) County Bankers**

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

**h) Independent Auditor**

Auditor General  
Office of the Auditor General  
Anniversary Towers, University Way  
P.O. Box 30084-00100  
NAIROBI, KENYA

**i) Principal Legal Adviser**

The County Attorney  
Office of the Governor  
P.O. Box 4-80403  
KWALE, KENYA

County Government of Kwale

County Revenue Fund

Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024

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**j) County Attorney**

*The County Attorney*

*Office of the Governor*

*P.O. Box 4-80403*

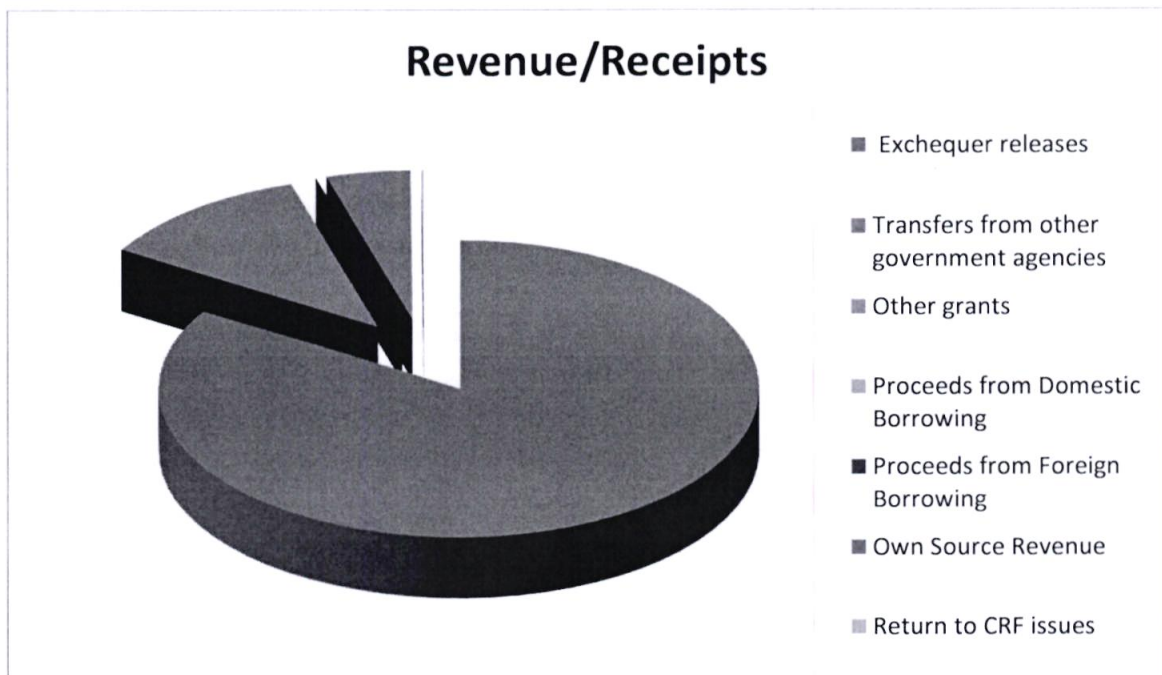
*KWALE, KENYA*

**3. Statement by the CECM Finance**

The Kwale County revenue fund account was established under Article 207 of the constitution of Kenya, 2010 and the public finance management Act, 2012 Section 109 (1). The purpose of the fund is to receive all the revenues of the County into the fund and disburses the same to the county government entities to finance the entities programmes and projects as appropriated by the County Assembly.

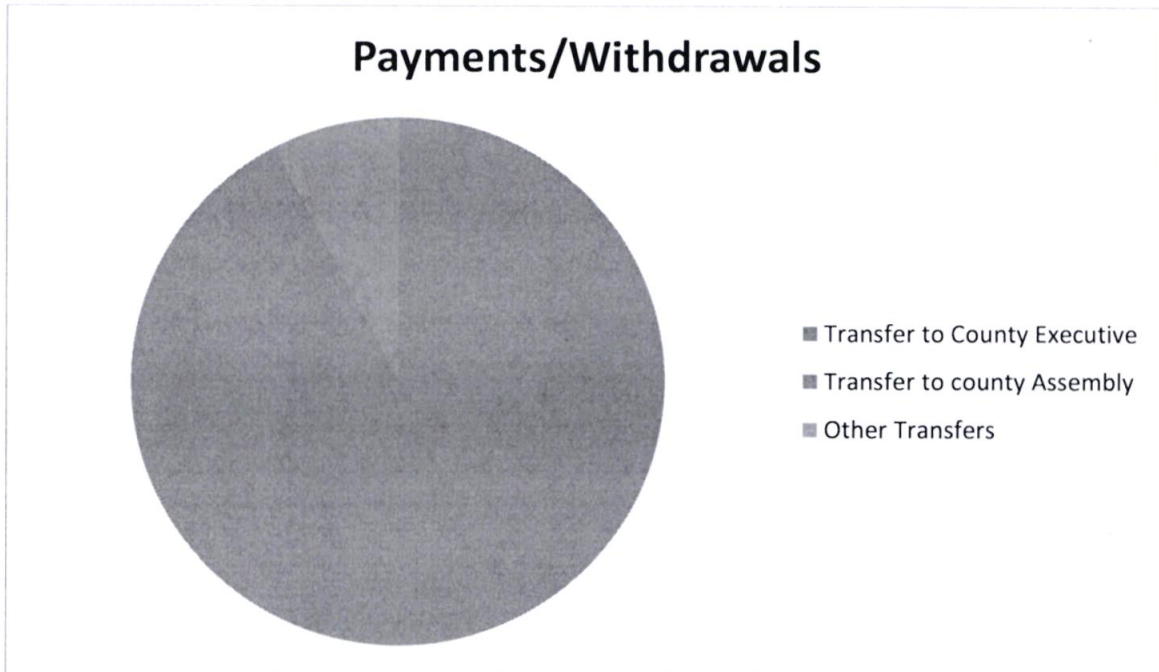
The fund bank account is domiciled at the Central bank of Kenya and withdrawals from the fund is done after approval from the Office of the controller of budget as provided under the constitution of Kenya and the public finance management Act,2010. The sources of revenue for the fund are, County own sources, equitable shares of revenue, grants and loans etc

**Revenues**



In the financial period ended 30th June, 2024, a total of kshs 9,422,984,948 was received into the County Revenue Fund. This is a decrease of kshs. 1,140,095,262 from the actuals received same period last year of kshs 10,265,703,703. Own source revenue increase from Kshs 393,679,040 same period last year to the current actual collection of kshs 426,894,812

## Expenditures



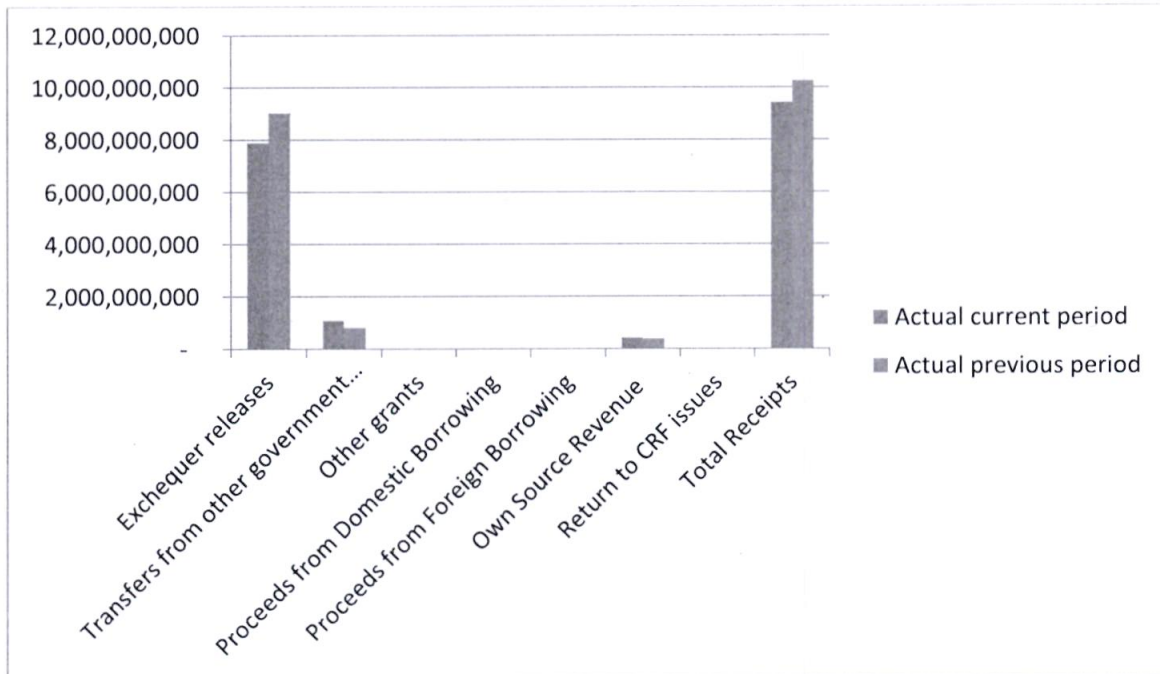
Payments from the County revenue fund are transfers either to the County Executive entities or to the County assembly. During the period ending 30th June, 2024, a total of kshs 10,239,524,220 was withdrawn from the fund to finance county operations with the executive receiving a total of Kshs, 9,448,307,309 while the County assembly received kshs 791,216,911 which was 92% and 8% respectively of the total funds withdrawn.

**Hon. Bakari Hassan Sebe**  
**CECM –Finance, Executive and Economic Planning**  
**County Government of Kwale**

#### 4. Management Discussion and Analysis

Below is a detailed analysis of the fund performance for the financial year 2023-2024

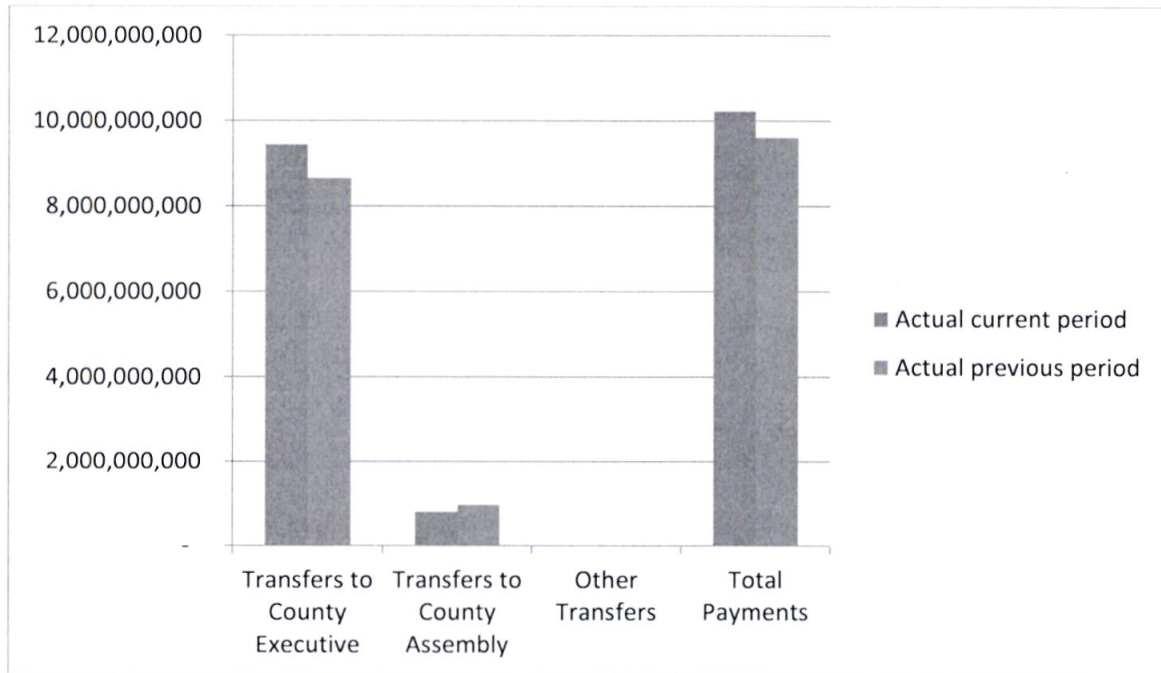
##### Revenue Analysis by type



In financial period ending 30th June, 2024, a total of kshs 9,422,984,948 was received into the County Revenue Fund compared to the previous period total of kshs 10,265,703,703. This was realised from only three sources; Exchequer releases of kshs 7,897,375,394. Own source revenue of kshs. 426,894,812 and Return to CRF issues of Kshs. 9,067,505. Other grants and transfers from other government entities of kshs. 1,089,647,237

**County Government of Kwale**  
**County Revenue Fund**  
**Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024**

**Expenditure/ Withdrawals Analysis by type;**



The County withdrew a total of kshs. 10,239,524,220 during the year ending 30th June, 2024. This is an increase of Kshs 630,174,340, from same period last financial year.

## **5. Overview of the County Revenue Fund Operations**

### **Background**

Article 207 of the Constitution of Kenya provides for the establishment of a County Revenue Fund into which shall be paid all money raised or received by or on behalf of the County Government. As outlined under Section 109 of the Public Finance Management (PFM) Act, 2012 the County Treasury is responsible for administration of the County Revenue Fund. The County Revenue Fund is maintained as the County Exchequer Account at the Central Bank of Kenya.

### **Receipts into the County Revenue Fund**

County Government revenue is received through appointed County Receiver of Revenue by the County Executive Committee Member for finance to the County Treasury pursuant to Section 157 (1) of the PFM Act 2012. Receipts include Exchequer releases, grants from development partners, proceeds from domestic and foreign borrowings, and other miscellaneous deposits in the County Revenue Fund Account.

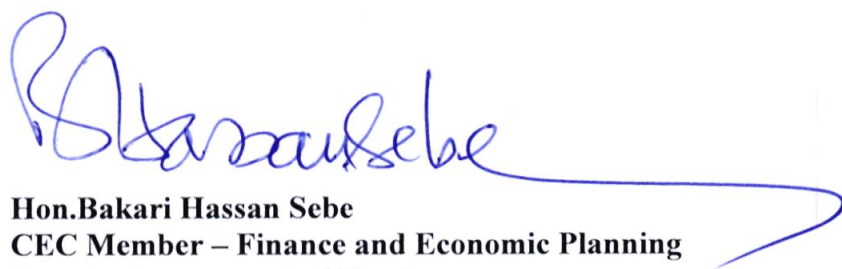
### **Transfers from the County Revenue Fund**

The withdrawal of funds from the County Revenue Fund is authorized by the County appropriation Act. The County Treasury is required to seek the Controller of Budget's approval for withdrawal of funds from the County Revenue Fund to the County Executive and County Assembly bank accounts. These entities are responsible for the administration of their respective approved budgets.

### **Financial Reporting requirements**

The Accounting Officer for the County Revenue Fund is required to prepare and submit the financial statements to the Auditor-General and a copy to the Controller of Budget, and the Commission on Revenue Allocation.

This statement therefore covers the operations of the County Exchequer Account for the period ended 30th June, 2024.



**Hon. Bakari Hassan Sebe**  
**CEC Member – Finance and Economic Planning**  
**County Government of Kwale**

## **6. Statement of Management Responsibility**

Section 168 of the PFM Act requires the administrator of a county public fund established by the Constitution, an Act of Parliament or county legislation, to prepare quarterly financial statements for the fund in a form prescribed by the Accounting Standards Board and submit the quarterly report to the County Treasury and a copy to the Controller of Budget.

The Accounting Officer of the County Government is responsible for the preparation and presentation of the County Revenue Fund financial statements, which give a true and fair view of the state of affairs of the Fund as at the end of the period ended 30<sup>th</sup> June, 2024. 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 County Revenue Fund; (iii) Designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of the Financial Statements, and ensuring that they are free from material misstatements, whether due to error or fraud; (iv) Safeguarding the assets of the County Executive; (v) Selecting and applying appropriate accounting policies; and (iv) Making accounting estimates that are reasonable in the circumstances.

The Chief Officer finance and economic planning accepts responsibility for the County Revenue Fund's financial statements, which have been prepared on the Cash Basis Method of financial reporting, using appropriate accounting policies in accordance with International Public Sector Accounting Standards (IPSAS). The Chief Officer finance and economic planning is of the opinion that the County Revenue Fund's financial statements give a true and fair view of the state of the County Revenue Fund's transactions during the period ended 30<sup>th</sup> June, 2024, and of its financial position as at that date.

The Chief officer finance and economic planning further confirms the completeness of the accounting records maintained for the County Revenue Fund which have been relied upon in the preparation of its financial statements as well as the adequacy of the systems of internal financial control. The Chief officer finance confirms that the County Revenue Fund has complied fully with applicable Government Regulations and the terms of external financing covenants (where applicable). Further, The Chief officer finance confirms that the County Revenue Fund's Financial Statements have been prepared in a form that complies with relevant Accounting Standards prescribed by the Public Sector Accounting Standards Board of Kenya.

Approval of the Financial Statements

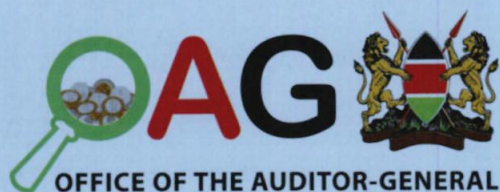
The County Revenue Fund's financial statements were approved and signed on 25<sup>th</sup> November, 2024



**Name: Alex Onduko Thomas**

**Chief Officer – Finance and Economic Planning.**

# 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

*Enhancing Accountability*

## **REPORT OF THE AUDITOR-GENERAL ON COUNTY REVENUE FUND FOR THE YEAR ENDED 30 JUNE, 2024 - COUNTY GOVERNMENT OF KWALE**

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### 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.

A Qualified Opinion is issued when the Auditor-General concludes that, except for material misstatements noted, 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 are aimed at addressing the statutory roles and responsibilities of the Auditor-General as provided by Article 229 of the Constitution, the Public Finance Management Act, 2012, and the Public Audit Act, 2015.

The three parts of the report when read together constitute the report of the Auditor-General.

### REPORT ON THE FINANCIAL STATEMENTS

#### **Qualified Opinion**

I have audited the accompanying financial statements of County Government of Kwale - County Revenue Fund set out on pages 1 to 12, which comprise the statement of receipts

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*Report of the Auditor-General on County Revenue Fund for the year ended 30 June, 2024 County Government of Kwale*

and payments for the year ended 30 June, 2024, 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, except for the effects of the matter described in the Basis for Qualified Opinion section of my report, the financial statements present fairly, in all material respects, the financial position of County Government of Kwale - County Revenue Fund as at 30 June, 2024 and of its financial performance and its cash flows for the year then ended, in accordance with International Public Sector Accounting Standards (Cash Basis) and comply with the Public Finance Management Act, 2012.

### **Basis for Qualified Opinion**

#### **Variations Between the Statement of Receiver of Revenue and County Revenue Fund Balances**

The statement of receipts and payments and Note 6 to the financial statements reflects Kshs.426,894,812 in respect of County own source revenue for the year under review. However, revenue summaries received per stream revealed variations between amounts reported by the Kwale County receiver of revenue and County Revenue Fund for the same period as tabulated below:-

<b>Description</b>	<b>CRF Report</b>	<b>RoR Report</b>	<b>Variance</b>
	<b>(Kshs)</b>	<b>(Kshs)</b>	<b>(Kshs)</b>
Cess	31,627,564	31,589,841	37,723
Land/Poll rate	47,947,424	48,093,410	(145,986)
Single/Business permits	74,569,301	71,435,872	3,133,429
Property rent	4,965,612	5,019,733	( 54,121)
Parking fees	19,249,755	19,262,700	(12,945)
Market fees	9,152,719	9,157,265	( 4,546)
Advertising	32,543,530	31,970,905	572,625
Hospital fees	162,309,327	162,817,761	(508,434)
Public health service fees	7,389,170	7,134,070	255,100
Physical planning and development	8,943,069	7,776,174	1,166,895
Hire of County Assets	1,001,500	1,000,000	1,500
Conservancy administration	4,125,600	4,441,050	(315,450)
Administration control fees and charges	21,620,492	11,176,550	10,443,942
Other Fines, Penalties, And Forfeiture Fees	-	137,075	(137,075)
Miscellaneous	1,449,749	16,365,522	(14,915,773)

Further, the amounts transferred into the CRF bank account from various revenue collection accounts could not be matched to individual revenue streams as reported.

In the circumstances, the accuracy and completeness of the own source revenue of Kshs.426,894,812 could not be confirmed.

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

## **Emphasis of Matter**

### **Budgetary Control and Performance**

The statement of comparison of budget and actual amounts reflects final receipts budget and actual on a comparable basis of Kshs.14,259,668,762 and Kshs.9,422,984,948 respectively, resulting to an under-realization of revenue amount of Kshs.4,836,683,814 or 34% of the budget. Similarly, the Fund made payments of Kshs.10,239,524,220 against an actual receipts of Kshs.9,422,984,948 resulting to under-expenditure of Kshs.816,539,272.

The underfunding and underperformance affected implementation of planned activities resulting in a negative impact on delivery of services to the people of Kwale County.

My opinion is however, not modified in respect of this matter.

### **Key Audit Matters**

Key audit matters are those matters that, in my professional judgement, are of most significance in the audit of the financial statements, Except for the matters described in the Basis for Qualified Opinion Section, I have determined that there are no other audit matter to communicate in my report.

### **Other Information**

#### **Conclusion**

Management is responsible for the other information set out on page iii to xvi which comprise of Key Entity Information and Management, Statement by the CECM Finance, Management Discussion and Analysis, Overview of the County Revenue Fund Operations and Statement of Management Responsibilities. The other information does not include the financial statements and my audit report thereon.

In connection with my audit on the County Government of Kwale – County Revenue Fund 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 and 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, I confirm that nothing 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**

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.

### **Responsibilities of the Management**

Management is responsible for the preparation and fair presentation of these financial statements in accordance with International Public Sector Accounting Standards (Cash Basis) and for maintaining effective internal controls as Management determines is necessary to enable the preparation of financial statements that are free from material

misstatement, whether due to fraud or error and for its assessment of the effectiveness of internal controls, risk management and governance.

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

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

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

Management is responsible for overseeing the Kwale County Government - County Revenue Fund's financial reporting process, reviewing the effectiveness of how the 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 for 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 IFPP 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.

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*Report of the Auditor-General on County Revenue Fund for the year ended 30 June, 2024 - County Government of Kwale*

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, SBS**  
**AUDITOR-GENERAL**

**Nairobi**

**23 December, 2024**

**County Government of Kwale**  
**County Revenue Fund**  
**Annual Report and Financial Statements for the year ended 30<sup>th</sup> June, 2024**

**8. Statement of Receipts and Payments for the Year Ended 30<sup>th</sup> June 2024.**

		2023-2024	2022-2023
	Notes	Kshs.	Kshs.
<b>Receipts</b>			
Exchequer releases	1	7,897,375,394	9,037,470,656
Transfers from other government agencies	2	1,089,647,237	828,807,232
Other grants	3	-	-
Proceeds from Domestic Borrowing	4	-	-
Proceeds from Foreign Borrowing	5	-	-
Own Source Revenue	6	426,894,812	393,679,040
Return to CRF issues	7	9,067,505	5,746,775
<b>Total Receipts</b>		<b>9,422,984,948</b>	<b>10,265,703,703</b>
<b>Payments</b>			
Transfers to County Executive	8	9,448,307,309	8,654,341,690
Transfers to County Assembly	9	791,216,911	955,008,190
Other Transfers	10	-	-
<b>Total Payments</b>		<b>10,239,524,220</b>	<b>9,609,349,880</b>
Net increase/ (decrease) in cash for the year		(816,539,272)	656,353,823
Add Opening fund balance b/f	11	1,072,925,789	416,571,966
<b>Closing Fund balance for the year</b>	<b>11</b>	<b>256,386,517</b>	<b>1,072,925,789</b>



**Name. Alex Onduko Thomas**  
**Chief Officer - Finance /Revenue**  
**ICPAK Member No.: 4481**  
**Date: 25<sup>th</sup> November, 2024**



**Name. Chari Gakurya**  
**Ag. Director Accounting Services**  
**ICPAK Member No.:17230**  
**Date: 25<sup>th</sup> November, 2024**

County Government of Kwale  
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9. Statement of Comparison of Budget Actual Amounts for the Year Ended 30<sup>th</sup> June, 2024.

Receipt/Payments	Original Budget	Adjustments	Final Budget	Actual on Comparable Basis	Budget Realization Difference	% of Realization
	a	b	c=a+b	d	e=c-d	f=d/c %
<b>Receipts</b>	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>	<b>Kshs</b>	
Exchequer releases	8,584,103,693	-	8,584,103,693	7,897,375,394	686,728,299	92%
Transfers from other government agencies	1,787,890,149	1,189,343,634	2,977,233,783	1,089,647,237	1,887,586,546	37%
Other conditional grants	-	-	-	-	-	
Proceeds from Domestic Borrowing	-	-	-	-	-	
Proceeds from Foreign Borrowing	-	-	-	-	-	
Own Source Revenue	600,000,000		600,000,000	426,894,812	173,105,188	71%
Return to CRF issues	-	2,098,331,286	2,098,331,286	9,067,505	2,089,263,781	0%
<b>Total Receipts</b>	<b>10,971,993,842</b>	<b>3,287,674,920</b>	<b>14,259,668,762</b>	<b>9,422,984,948</b>	<b>4,836,683,814</b>	<b>66%</b>
<b>Payments</b>						
Transfers to County Executive	10,100,970,866	3,067,485,331	13,168,456,197	9,448,307,309	3,720,148,888	72%
Transfers to County Assembly	871,022,976	220,189,590	1,091,212,566	791,216,911	299,995,655	73%

County Government of Kwale  
 County Revenue Fund  
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Receipt/Payments	Original Budget	Adjustments	Final Budget	Actual on Comparable Basis	Budget Realization Difference	% of Realization
	a	b	c=a+b	d	e=c-d	f=d/c %
Others	-	-	-	-	-	
<b>Total Payments</b>	<b>10,971,993,842</b>	<b>3,287,674,921</b>	<b>14,259,668,763</b>	<b>10,239,524,220</b>	<b>4,020,144,543</b>	<b>72%</b>
<b>Balance</b>	<b>0.00</b>	<b>(1.00)</b>	<b>(1.00)</b>	<b>(816,539,272)</b>	<b>(8,856,828,357)</b>	

**Significant under or over realisation of budget during the year**

- (a) The decrease in the exchequer of kshs 686,728,299 was as a result of delay in exchequer release which was not received in the month of June 2024.
- (b) Transfers from other government entities under collection was as a result of funds from grants which was not realised.
- (c) Under collection of own source revenue was as a result of the comments below:-
- (i) Market Fees revenue underperformed because of closure of Ibiza market and subsequent relocation of traders to Mvindi market. The traders were given time to settle in the new market before commencement of levying the market fees,
  - (ii) Property rent revenue was affected by tenants of white house curio market declining to pay since the area was identified for the construction of affordable houses thus their structures were to be demolished.
  - (iii) Hospital fees have realized less revenue due to accumulation of arrears which we are working hard to ensure they are cleared.
  - (iv) Physical Planning and Development fees revenue is still low. We have started enforcement measures across the County and we are looking forward to introduce issuance of bonds for those contravening development related laws.
  - (v) Administration control fees and charges has recorded a very low budget realization at 22%. Ninety two percent(92%) of the budgeted revenue under this stream is liquor licensing fees. Liquor Licensing was affected by the directive to close all bar.

**10. Significant Accounting Policies**

**a) Statement of compliance and basis of preparation**

The financial statements have been prepared in accordance with Cash-basis IPSAS financial reporting under the Cash-Basis of accounting, as prescribed by the PSASB and Section 167 of the PFM Act 2012.

The Financial Statements are presented in Kenya Shillings, which is the functional and reporting currency of the Fund, all values are rounded to the nearest Kenya Shilling. The accounting policies adopted have been consistently applied to all the years presented.

**b) Reporting entity**

This report relates to financial operations of the County Revenue Fund domiciled at the County Treasury and bank account maintained at Central Bank of Kenya.

**c) Receipts**

Receipts include funds deposited in the County Revenue Fund pursuant to Article 207 of the Constitution of Kenya and Section 109 of the PFM Act 2012.

The receipts collected include Exchequer releases, own source revenue, grants from development partners, proceeds from domestic and foreign borrowings, and other miscellaneous deposits in the County Exchequer Account.

Transfers from the exchequer and own source revenue are recognized in the books of accounts when cash is received. Cash is considered as received when payment instruction is issued to the bank and notified to the receiving entity.

**d) Payments**

Payments are based on the County Government Appropriation Act. The exchequer requests are received by County Treasury, which rationalizes the requests based on the available balance, consolidates the requests and forwards them to Controller of Budget (COB) for approval. Once the approval of COB is obtained, the funds are released to the County Assembly and County Executive operational accounts appropriately.

**County Government of Kwale**  
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**Significant Accounting Policies (Continued)**

**e) Fund Balances**

Fund balances comprise bank balances in County Exchequer Account held at Central Bank of Kenya.

**f) Restriction on Cash**

Restricted cash represents amounts that are limited/restricted from being used to settle a liability for at least twelve months after the reporting period. This cash is limited for direct use as required by stipulation . There were no restrictions on cash during the year

**County Government of Kwale**  
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**11. Notes to the Financial Statements**

**1. Exchequer releases**

The following is an analysis by revenue type of the receipts collected in the County Revenue Fund:

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Equitable Share (a)	7,897,375,394	9,037,470,656
Level 5 hospitals (b)	-	-
Others ( <i>Specify</i> ) (c)	-	-
<b>Total (d=a+b+c)</b>	<b>7,897,375,394</b>	<b>9,037,470,656</b>

**2. Transfers from other government agencies\*\***

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Road Maintenance Levy	-	-
Covid-19	-	-
Development of Youth Polytechnics-State Department of TVETS	-	-
User Fees Foregone -Ministry of Health		
World Bank -Transforming Health Systems for Universal Care Project (THUSP)-Ministry of Health		
World Bank-NARIGP-State Department of Crop Development	4,261,826	218,371,928
World Bank Kenya Climate Smart Agriculture (KCSAP) -State Department of Crop Development	-	-
DANIDA Grant -Primary Health care in devolved context -Ministry of Health	14,206,500	24,982,246
IDA (World Bank) Credit: Water & Sanitation Development Project (WSDP)-Min. Water, Sanitation, and Irrigation	629,262,672	545,420,139
SIDA Agricultural Sector Development Support Programme II (ASDSP II)-State Department of Crop Development	1,111,669	5,505,017
World Bank-Emergency Locust Response Project (ILRP) State Department of Crop Development	-	-
World Bank-Kenya Informal settlement improvement project (KISIP 11)-State Department of Housing & Urban Development	112,211,667	-
UNFPA-9th County Programme Implementation - Ministry of Health	-	-

**County Government of Kwale  
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<b>Description</b>	<b>2023 - 2024</b>	<b>2022 - 2023</b>
EU Grant (Instruments for Devolution Advice and Support- (IDEAS)-State Department of Devolution	-	10,187,987
Kenya Urban Support Programme		2,339,915
(IDA) World Bank Credit-Financing locally Led climate programme (FFLoCA)1 CCIS Grant State Department of ..	128,811,728	22,000,000
IDA World Bank National Agricultural Value Chain Development Project (NAVCDP) -State Department of Crop Development	199,781,175	-
KfW German Development Bank- Drought Resilience Programme in Northern Kenya (DRPNK)-Min. Water, Sanitation, and Irrigation	-	-
<b>Total</b>	<b>1,089,647,237</b>	<b>828,807,232</b>

**3. Other grants\*\***

<b>Description</b>	<b>2023 - 2024</b> Kshs.	<b>2022 - 2023</b> Kshs.
Donor 1 ( <i>Specify</i> )	-	-
Donor 2 ( <i>Specify</i> )	-	-
Donor 3 ( <i>Specify</i> )	-	-
Others ( <i>Specify</i> )	-	-
<b>Total</b>	<b>-</b>	<b>-</b>

**4. Proceeds from Domestic borrowing.**

<b>Description</b>	<b>2023 - 2024</b> Kshs.	<b>2022 - 2023</b> Kshs.
Borrowing within General Government	-	-
Borrowing from Monetary Authorities (Central Bank)	-	-
Other Domestic Depository Corporations (Commercial Banks)	-	-
Borrowing from Other Domestic Financial Institutions	-	-
Borrowing from Other Domestic Creditors	-	-
Domestic Currency and Domestic Deposits	-	-
Others ( <i>Specify</i> )	-	-
<b>Total</b>	<b>-</b>	<b>-</b>

**County Government of Kwale**  
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**Notes to the Financial Statements (Continued)**

**5. Proceeds from Foreign Borrowing**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Foreign Borrowing – Drawdowns Through Exchequer	-	-
Foreign Borrowing - Direct Payments	-	-
Foreign Currency and Foreign Deposits	-	-
Others ( <i>Specify</i> )	-	-
<b>Total</b>	-	-

**6. Own Source Revenue**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Cess	31,627,564	27,758,323
Land rate	47,947,424	63,314,568
Single/Business permits	74,569,301	63,772,760
Property rent	4,965,612	5,960,391
Parking fees	19,249,755	18,359,812
Market fees	9,152,719	9,749,210
Advertising	32,543,530	14,953,221
Hospital fees	162,309,327	155,483,605
Public health service fees	7,389,170	7,734,499
Physical planning and development	8,943,069	8,715,719
Hire of County Assets	1,001,500	968,500
Conservancy administration	4,125,600	3,397,200
Administration control fees and charges	21,620,492	7,791,712
Park fees	-	-
Proceeds from sale of assets	-	-
Other fines, penalties, and forfeiture fees	-	-
Miscellaneous	1,449,749	5,719,520.00
Others ( <i>Specify</i> )	-	-
<b>Total</b>	<b>426,894,812</b>	<b>393,679,040</b>

**County Government of Kwale**  
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**Notes to the Financial Statements (Continued)**

**7. Return to CRF Issues**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Recurrent Account (County Executive)	18,739	44,705
Development Account (County Executive)	1,253,525	249,139
Recurrent Account (County Assembly)	7,686,680	19,278
Development Account (County Assembly)		4,582,397
chief officer agriculture imprest account	339	-
chief officer community Development	-	347,595
chief officer Decentralised unit	3,262	
Chief officer Education	-	-
Chief officer Executive Services	4,348	109,238
Chief officer Lands Imprest account	-	1,626
Chief officer Water Services	375	162
Chief officer Infrastructure	1,563	14,387
Diani Municipality		-
Kwale county assembly Imprest account	61,511	346,037
Kwale County Public Service Board	-	13,642
Chief officer Finance	32,394	6,146
Samburu Hospital	506	246
Msambweni Hospital	-	3,557
Kwale Hospital	-	22
Chief officer Health	4,263	
Kwale County Public Service & administration	-	8,599
<b>Total</b>	<b>9,067,505</b>	<b>5,746,775</b>

County Government of Kwale  
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**8. Transfers to County Executive**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Recurrent Account	6,342,517,367	6,021,376,298
Development Account	1,990,467,780	1,918,452,142
Special Purpose Accounts	1,115,322,162	603,874,952
Others ( <i>Specify</i> )	-	110,638,298
<b>Total</b>	<b>9,448,307,309</b>	<b>8,654,341,690</b>

**9. Transfers to County Assembly**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Recurrent Account	691,548,804	700,549,514
Development Account	99,668,107	254,458,676
Special purpose accounts	-	-
Others ( <i>Specify</i> )	-	-
<b>Total</b>	<b>791,216,911</b>	<b>955,008,190</b>

**10. Other Transfers**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
Agency Notices	-	-
Others ( <i>Specify</i> )	-	-
<b>Total</b>	<b>-</b>	<b>-</b>

**11. Fund balance**

Description	2023 - 2024	2022 - 2023
	Kshs.	Kshs.
County Exchequer Account - (CBK Account number 1000170697 )	1,072,925,789	416,571,966
<b>Total</b>	<b>1,072,925,789</b>	<b>416,571,966</b>

County Government of Kwale  
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**Notes to the Financial Statements (Continued)**

**12. Disclosure of Balances in Revenue Collection Accounts**

County Government Own source revenue is recognized in the financial statements when it has been swiped to CRF. Revenue collection account balances are disclosed as at the end of the reporting period as below.

<b>Name Of Bank, Account No. &amp; Currency</b>	<b>Amount in bank account currency</b>	<b>Exc. rate (if in foreign currency)</b>	<b>As at 30th June, 2024</b>	<b>Previous FY Audited</b>
	<b>Kshs</b>		<b>Kshs</b>	<b>Kshs</b>
KCB, 1140770241	536,734	N/A	536,734	-
KCB, 1169373348	1,065	N/A	1,065	1,065
KCB, 1169373496	257,652	N/A	257,652	-
<b>Total</b>	<b>795,452</b>		<b>795,452</b>	<b>1,065</b>

**County Government of Kwale  
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**12. Annexes**

**Annex 1: Progress on follow up of Auditor’s Recommendations**

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

<b>Reference No. on the external audit Report</b>	<b>Issue / Observations from Auditor</b>	<b>Management comments</b>	<b>Status: (Resolved / Not Resolved)</b>	<b>Timeframe: (Put a date when you expect the issue to be resolved)</b>
No audit query				

**Guidance Notes:**

- (i) Use the same reference numbers as contained in the external audit report.
- (ii) Obtain the “Issue/Observation” and “management comments”, required above, from final external audit report that is signed by Management.
- (iii) Indicate the status of “Resolved” or “Not Resolved” by the date of submitting this report to National/ County Treasury.



**Name: Alex Onduko Thomas  
Chief Officer – Finance and Economic Planning  
Date... 25<sup>th</sup> November, 2024**

**County Government of Kwale**  
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**Annex 2. Analysis of Receipts from the National Treasury Exchequer Releases**

<b>Period 2024</b>	<b>Quarter 1 (Kshs.)</b>	<b>Quarter 2 (Kshs.)</b>	<b>Quarter 3 (Kshs.)</b>	<b>Quarter 4 (Kshs.)</b>	<b>Total (Kshs.)</b>
Equitable Share	1,416,377,109	1,416,377,109	2,146,025,922	2,918,595,254	7,897,375,394
Level 5 Hospitals	-	-	-	-	-
DANIDA - Universal Healthcare in Devolved Units Programme	-	-	-	14,206,500	14,206,500
IDA (World Bank) Credit: Water & Sanitation Development Project (WSDP)-Min. Water, Sanitation and Irrigation	-	-	414,432,672	214,830,000	629,262,672
World Bank – THUSCP	-	-	-	-	-
National Agricultural & Rural Inclusive Growth Project (NARIGP)	-	-	-	4,261,826	4,261,826
Kenya Devolution Support Programme	-	-	-	-	-
Youth Polytechnic support grant	-	-	-	-	-
Abolishment of user fees in health centres and dispensaries	-	-	-	-	-
Kenya Urban Support Programme	-	-	-	-	-
Agriculture Sector Development Support Project (ASDSP)	-	500,000	611,669	-	1,111,669
World Bank-Kenya Informal settlement improvement project (KISIP 11)-State Department of Housing & Urban Development	-	-	30,000,000	82,211,667	112,211,667
Kenya Climate Smart Agriculture Project (KCSAP)	-	-	-	-	-

County Government of Kwale  
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Period 2024	Quarter 1 (Kshs.)	Quarter 2 (Kshs.)	Quarter 3 (Kshs.)	Quarter 4 (Kshs.)	Total (Kshs.)
EU grant IDEAS LED PROJECT	-	-	-	-	-
COUNTY ASSEMBLY CAR GRANT	-	-	-	-	-
RMFL	-	-	-	-	-
Financing locally lead climate action	-	-	-	128,811,728	128,811,728
NAVCDP	-	-	-	199,781,175	199,781,175
Water and Sanitation Development Project	-	-	-	-	-
	-	-	-	-	-
<b>Total</b>	<b>1,416,377,109</b>	<b>1,416,877,109</b>	<b>2,591,070,263</b>	<b>3,562,698,150</b>	<b>8,987,022,631</b>

Annex 3. Analysis of Receipts from Own Source Revenue per Quarter

Period 2024	Quarter 1 (Kshs.)	Quarter 2 (Kshs.)	Quarter 3 (Kshs.)	Quarter 4 (Kshs.)	Total (Kshs.)
Cess	6,739,964	6,626,792	6,283,125	11,977,683	31,627,564
Land rate	7,153,737	6,149,535	26,339,394	8,304,758	47,947,424
Single/Business permits	3,114,600	2,651,720	36,533,703	32,269,278	74,569,301
Property rent	895,660	2,009,572	595,660	1,464,720	4,965,612
Parking fees	4,243,604	3,756,541	5,955,500	5,294,110	19,249,755
Market fees	2,063,300	2,008,975	2,241,890	2,838,554	9,152,719
Advertising	619,900	7,934,550	7,666,900	16,322,180	32,543,530
Hospital fees	33,293,935	30,045,917	40,495,304	58,474,171	162,309,327
Public health service fees	533,600	181,678	2,418,500	4,255,392	7,389,170
Physical planning and development	2,327,503	3,857,538	1,316,447	1,441,581	8,943,069
Hire of County Assets	260,000	175,000	166,500	400,000	1,001,500
Conservancy administration	758,628	1,426,472	1,247,550	692,950	4,125,600
Administration control fees and charges	1,472,500	3,921,219	3,634,285	12,592,488	21,620,492
Park fees	-	-	-	-	-
Proceeds from sale of assets	-	-	-	-	-
Other fines, penalties, and forfeiture fees	-	-	-	-	-
Miscellaneous	834,339	166,560	180,400	268,450	1,449,749
Others ( <i>Specify</i> )	-	-	-	-	-
<b>Total</b>	<b>64,311,270</b>	<b>70,912,069</b>	<b>135,075,158</b>	<b>156,596,315</b>	<b>426,894,812</b>

**County Government of Kwale**  
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**Annex 4: Analysis of Transfers from the County Revenue Fund**

<b>Period -2024</b>	<b>Quarter 1 (Kshs.)</b>	<b>Quarter 2 (Kshs.)</b>	<b>Quarter 3 (Kshs.)</b>	<b>Quarter 4 (Kshs.)</b>	<b>Total (Kshs.)</b>
County Executive -Rec	1,547,633,617	1,300,862,838	1,228,530,815	2,294,900,343	6,376,927,613
County Executive -Dev	16,366,460	588,674,007	230,949,740	2,004,386,359	2,840,376,566
County Assembly -Rec	69,487,439	231,098,144	77,259,769	313,703,452	691,548,804
County Assembly -Dev	-	49,744,902	-	49,923,205	99,668,107
<b>Sub-Total</b>	<b>1,633,487,516</b>	<b>2,170,379,891</b>	<b>1,536,740,324</b>	<b>4,662,913,359</b>	<b>10,008,521,090</b>
Special Purpose A/c (Specify)	-	-	-	-	-
Kwale County Primary Health Care Account	-	5,000,000	-	29,410,246	34,410,246
Kwale County Roads Maintenance Levy Fund Account	-	-	-	-	-
Kwale County Village Polytechnic Account	-	-	-	-	-
Kwale County Health Special Purpose Account	-	-	-	-	-
Kwale County Urban Support Programme Account	-	-	-	-	-
KISIP	-	-	-	112,211,667	112,211,667
Kwale County NARIGP Account	-	-	-	4,261,826	4,261,826
Kwale County Gratuity Account	-	-	-	-	-
Kwale County ASDSP Account	-	-	-	1,111,669	1,111,669
Kwale Couty CWSP Account	220,003,130	-	-	414,432,672	634,435,802
Kwale County COVID 19 SPA Account	-	-	-	-	-

**County Government of Kwale**  
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<b>Period -2024</b>	<b>Quarter 1 (Kshs.)</b>	<b>Quarter 2 (Kshs.)</b>	<b>Quarter 3 (Kshs.)</b>	<b>Quarter 4 (Kshs.)</b>	<b>Total (Kshs.)</b>
Kwale County KDSP Account	-	-	-	-	-
Kwale county National value chain development project				200,079,224	
Financing locally lead climate action	11,000,000	-	-	117,811,728	128,811,728
Kwale County Ideas Led Project Account	-	-	-	-	-
<b>Sub - Total</b>	<b>231,003,130</b>	<b>5,000,000</b>	<b>-</b>	<b>879,319,032</b>	<b>1,115,322,162</b>
<b>Total</b>	<b>1,864,490,646</b>	<b>2,175,379,891</b>	<b>1,536,740,324</b>	<b>4,662,913,359</b>	<b>10,239,524,220</b>