

COUNTY GOVERNMENT OF NAKURU

MINISTRY OF FINANCE AND ECONOMIC PLANNING

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Office of The County Executive Committee Member
Ministry of Finance and Economic Planning
Nakuru County,
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Ref.No. NKRC/CEC.F/BUDGET/Vol.I/2.2021

22nd September, 2021

COUNTY TREASURY CIRCULAR NO. 2/2021

TO: ALL ACCOUNTING OFFICERS,
MUNICIPAL MANAGERS,
SECRETARY CPSB,
NAKURU COUNTY

RE: **GUIDELINES FOR THE IMPLEMENTATION OF THE FINANCIAL YEAR 2021/2022 BUDGET**

A) PURPOSE

1) This circular is issued in accordance to Section 104 of the Public Finance Management Act. The purpose of this Circular is to provide Guidelines for Implementation of the Financial Year 2021/2022 budget. The guidelines apply to all County Departments, Entities and the County Assembly.

B) BACKGROUND

2) The global economy is projected to grow by 6.0 percent in 2021, from a contraction of 3.3 percent in 2020. The Sub-Saharan region economic growth is projected to expand by 3.4 percent in 2021 from a contraction of 1.9 percent in 2020. The budget for the FY 2021/2022 has been prepared within the context of a projected National economic growth of 6.6 percent in 2021. The economic rebound is expected due to the reinforced prevailing stable macroeconomic environment and the continued implementation of the strategic priorities of the Government under the "Big Four" Agenda and the Economic Recovery Strategy.

3) The 2021/22 budget framework will continue with the fiscal strategy of directing resources to the most productive areas and growth enhancing sectors while complementing the national *Big Four Agenda*. Efforts will further be intensified to increase own source revenue while leveraging on development partners and donors including the World Bank to supplement capital allocation in the budget. The County will also focus on sectors that have been greatly affected by the COVID 19 pandemic to spur economic recovery.

4) The County envisages to implement a balanced budget. However, resource allocation will continue to focus on sustainability, efficiency, effectiveness and value for money. To achieve this, we need to ensure that: Spending is directed towards the most critical areas of the County and is well utilized; More outputs and outcomes are achieved with existing or lower-level resources; and County Departments and Entities requests for resources are realistic and take into account the resource constraints, in light of the county Government's fiscal consolidation policy.

5) During the FY 2021/2022, Accounting Officers should endeavour to improve budget implementation by undertaking the following:

- i. Ensuring that key Officers who are entrusted with the implementation process are familiar and have a clear understanding of existing laws, Regulations and guidelines that govern budget implementation.
- ii. Give emphasis to completion of multi-year ongoing capital projects in particular infrastructural projects with an expected high impact on County development.
- iii. Ensure that large projects/flagship projects architectural design and bill of quantities are prepared well in advance and forwarded to the Procurement Department before the end of second quarter of the financial year for implementation.
- iv. Ensuring that ineligible expenditures on areas outside the project approval are not incurred.

- v. Processing payments to contractors and suppliers on time upon submission of completion certificates and supply of goods and services.
- vi. Obtaining necessary approvals before the commencement of the recruitment or replacement and promotion of staff from the County Treasury to ensure availability of funds.
- vii. Observing timeliness/deadlines in submitting periodical reports as agreed with the development partners in cases of externally funded projects.
- viii. Providing adequate disclosures of material matters during reporting to avoid audit queries.
- ix. Ensuring that challenges in documentation and performance reporting are addressed.

C) SPECIFIC GUIDELINES

✓ IFMIS System

- 6) All transactions during the implementation of FY 2021/2022 Budget must be carried out in IFMIS platform.

✓ Work Plans, Cash Plans and Procurement Plans

- 7) The Department's and Entities were required to prepare draft Annual Work plans in the format provided in **Annex I**, Cash plans and Procurement Plans before the end of June 2021 to facilitate commencement of implementation of the FY 2021/22 budget. In this respect, Departments and Entities are expected to commence procurement on time to fast track implementation of implementation of programmes and projects.
- 8) Changes in work plans and procurement plans during the fiscal year should only be done with the approval of the Accounting Officer in consultation with the County Executive Member/Head for the respective Department/Entity.

✓ **Cash Flow Projections**

9) Departments/Entities were required to prepare and submit annual Cash Flow projections by 15th of June 2021. The cash flow plans will be used to determine the issuance of departmental Authority to Incur Expense (AIEs). Accounting Officers must therefore ensure that the work and procurement plans are consistent with the cash flow plans. Accounting Officers are also required to regularly review the cash requirement for their Departments/Entities and inform the County Treasury at least one month in advance of any changes which may be required.

✓ **Revenue Collection**

10) The Finance Act 2019 and other enabling legislations will provide the basis for revenue collection.

Revenue collection is purely automated through the newly acquired revenue system. In respect to the above, the Department of Finance and Economic Planning will continue to carry out capacity building of Revenue Officers to facilitate the implementation of the laws for enhanced revenue collection and the new revenue system.

✓ **Issuance of A.I.Es**

11) Issuance of A.I.Es should be entered as a commitment in the Master Vote Book so as to ascertain at all times the availability of uncommitted funds. Authority to Incur Expenditure (A.I.E) for field offices should be issued to the respective Officers not later than 15th day of each quarter.

✓ **Procurement of Goods and Services**

12) All Public Procurement should be conducted in accordance with the Public Procurement and Disposal Act, 2015 and PPDA Regulations, 2020. Accounting Officers and Procurement officers should take note of the PPDA Regulations, 2020 which came into effect on 2nd July, 2020. In this regard they're supposed to familiarize themselves with the Regulations and implement procurement plan as

per the effected Regulations. Further, the Accounting Officers should take measures to ensure maximum absorption of budgeted resources, including early initiation of procurement process to avoid last minute purchases and award of contracts towards the end of the financial year. All procurement should be budgeted for. Accounting Officers will be held responsible for procurements carried outside the budget or with nil budgetary provision.

13) Projects whose procurement were not completed and funds have been rolled over will be procured afresh in the Financial Year 2021/2022. Projects whose budgeted amounts were reduced will be re-tendered afresh in the FY2021/2022 to match the provided amounts.

14) Accounting Officers should also be cognizant of items intended for Wards which are contained in recurrent expenditure. To this effect, they are expected to familiarize themselves with the contents of County Assembly Report on Adoption of 2021/2022 Budget Estimates which highlights the items, votes and allocation for each Ward.

15) All Accounting Officers are required to submit to the County Treasury at the end of each quarter the contract register in the format provided in **Annex II**.

✓ **Pending Bills and FY 2020/2021 Carryover IB Commitments**

16) **Historical Pending Bills:** Cases of historical pending bills must be disposed of on the basis of special audit report conducted by the Office of the Auditor General. These bills will continue to be dealt with by the County Treasury strictly on the basis of the recommendations made by the County Pending Bills Committee established and gazetted for the purpose.

17) In order to ensure that there is no accrual in payment arrears (pending bills) on recurrent expenditure, Accounting Officers should ensure that any carryover payments emanating from the FY 2020/21 are treated as a first charge against FY

2021/2022 budgetary allocation before having any new commitments. The pending bills should be accommodated strictly within the budgetary provision for respective Departments/Entities without seeking additional funding from the County Treasury.

18) All Accounting Officers should provide a list of pending bills not later than the 15th day preceding each quarter. In addition, Accounting Officers are requested to submit outstanding pending bills incurred in 2020/21 after board of survey to the County Treasury by 30th September, 2021 as per format provided in this Circular (**Annex III**).

✓ **Commitment Control**

19) All commitments should have adequate budgetary provision. Accounting Officers should ensure that unauthorized, irregular and wasteful expenditure are avoided, and corrective steps are taken where such expenditure has been incurred including disciplinary action against any Public Officer who has gone against the PFM Act 2012. All commitments for supply of goods and services shall be done by 31st May, 2022.

✓ **Personnel Expenditure**

20) Accounting Officers should note that new recruitments remain frozen except for Departments whose vacant provisions were approved within the 2021/22 budget estimates. Recruitment of new staff and replacement arising out of natural attrition will only be considered after the Department/Entity has obtained funding approval from the County Treasury.

21) All Collective Bargaining Agreements (CBAs) with Trade Unions and salary reviews with additional cost implication must be referred to the County Treasury to confirm the availability of funds. Such confirmation shall be communicated through duly signed letters by the County Executive Committee Member for Finance and Economic Planning/County Treasury. In addition, requisite advisory

must be obtained from the Salaries and Remuneration Commission and Nakuru County Public Service Board prior to signing any agreement.

22) **Insurance schemes for employees:** The payment for insurance should be administered strictly on approved scheme for employees based on SRC circulars for public officers serving in County Governments. This includes medical scheme as per SRC Circular Ref. No SRC/TS/CGOVT/3/61 dated 19th December 2014.

23) **Payroll:** Accounting Officers are reminded to carry out monthly staff and payroll audits to ascertain payroll accuracy and integrity in compliance with Regulation 120(3) PFM Regulations. Further, Accounting Officers should ensure that a report on the spending by Departments/Entities on personnel emoluments with explanation of deviations is rendered to the County Treasury by 10th of every month.

✓ **Capital Projects**

24) The Financial Year 2021/2022 Development budget is project specific with clearly set outputs, performance indicators and targets. To enhance project implementation, Accounting Officers are required to appoint Project Managers for their respective projects. The Project Manager will be responsible for the achievement of the set targets for the project and also report regularly on the implementation status of the project.

The Accounting Officers are requested to ensure that records of all retention are maintained on payment of capital projects and the said are forwarded to County Treasury with financial reports on 10th of subsequent month.

✓ **Reallocation of Funds**

25) Reallocations should only be done on the context of the provisions of Section 154 (2) and (3) of the Public Finance Management Act, 2012. Reallocations will only be allowed to cater for urgent and unforeseen expenditures that may arise in the course of budget implementation. However,

such reallocations should not result in the alteration of the original priorities in the program. Under no circumstance should reallocation account for more than 10% of the total expenditure approved for a program or sub vote for a given financial year.

26) Reallocation from statutory obligations/utilities or specific allocations which were recommended in the “Budget & Appropriations Committee Report” on the Estimates of Revenue and Expenditure for Financial Year 2021/2022 or by the County Treasury, for specific purpose is also not allowed.

27) Accounting Officers are required, in accordance with Clause 47(2) of the PFM Regulations, to keep a register of all budgetary reallocations. The register shall be used to prepare a report of all reallocations for submission to the County Treasury not later than 10th day of each month. The report should indicate measures undertaken by the Accounting Officer to mitigate against future reallocations.

✓ **Supplementary/Additional Funding**

28) The Financial Year 2021/2022 Budget has been formulated under a tight fiscal framework, further the budget calendar for the FY 2022/23 budget process has been revised due to electioneering period in 2022. In this regard, Accounting Officers should avoid requesting for additional funding outside the budget framework approved by the County Assembly. Departments/Entities seeking additional funding will have their budgets reopened to further scrutiny with a view to creating savings to be redirected to funding the emerging needs.

✓ **Performance Reporting**

29) The Financial year 2021/2022 Budget has been prepared based on programmes and sub programmes, with clear outputs, costs, indicators and performance targets. To implement the programmes, annual work plans, procurement plans and cash plans are essential. Monitoring and performance

reporting on the status of implementation of these plans is essential for timely implementation of the budgeted programmes.

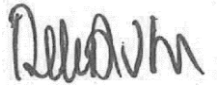
30) The Performance reports must indicate any changes to Departments/Entities programmes/priorities and targets as contained in the approved budgets. In case of deviation from the targets, the reports must indicate the reasons that led to the deviation from the original targets and budget in the Approved PBB. Financial performance report should be presented according to economic classification, detailing expenditure under each classification in relation to planned expenditure.

31) Accounting Officers should also ensure that returns submitted are accurate and timely as they will form the basis for issuance of AIEs for release of funds to Departments/Entities. Each Accounting Officer will be held responsible for the accuracy of the performance reports. These reports should be submitted to the County Treasury by the 10th day after the end of a quarter under the signature of the Accounting Officers in person or a delegated Senior Officer not below the level of a Director. The format for reporting on financial and non-financial performance is provided in **Annex IV** and **Annex V** of this Circular respectively.

32) In addition to the financial and non-financial performance report, Accounting Officers are required to submit on a monthly basis actual expenditure returns, Integrated Payroll and Personnel Database (IPPD) returns, pending bills and A-I-A collection returns to the County Treasury not later than the 10th day of the following month.

CONCLUSION

Finally, Accounting Officers are required to ensure strict adherence to the 2021/22 Budget Implementation Guidelines and bring contents of this Circular to the attention of all relevant Officers working under them.



DR. PETER KETYENYA

CEC – FINANCE & ECONOMIC PLANNING

C.C. H.E The Governor

County Secretary & Head of Public Service

All CECs

The Clerk to the County Assembly

ANNEX I

ANNUAL WORK PLAN FOR DEPARTMENTS FOR FINANCIAL YEAR 2021/2022

DEPARTMENT/ENTITY:

PROGRAMME:																					
PROGRAMME OBJECTIVE:																					
Sub Programme	Delivery Unit(s)	Output	Key Activities	Performance Indicators	Target Output	Time (Financial Year – Months)												Total Budget Kshs.	Source Of Funds		Comments
						July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June		Equitable	Donor	

CONTRACTS REGISTER

[illegible]

ANNEX III

PENDING BILLS

PENDING BILLS TEMPLATE

DEPARTMENT:								
	Description	FY (When Bill was incurred)	Contractor	Contractual/ Award Sum	Amount Paid	Outstanding	Proposed Payment	Reason For Incurring The Pending Bill
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								
11.								
12.								
13.								
14.								
15.								
16.								
17.								
18.								
19.								
20.								
	TOTAL							

ANNEX IV

FINANCIAL PROGRAMME/SUB PROGRAMME PERFORMANCE REPORT

Quarterly Programme Performance Report For The Period Ending

Department/Entity

Programme:							
Programme Objective:							
Programme	Approved Budget	Quarterly Performance				Variance Between Total Expenditure & Target Expenditure	Remarks
		Target Expenditure	Actual Expenditure	Commitment	Total Expenditure		
Current Expenditure							
2100000 Compensation to Employees							
2200000 Use of goods and services							
2400000 Interest Payments							
2600000 Current grants and other Transfers							
2700000 Social Benefits							
3100000 Acquisition of Non-Financial Assets							
4100000 Acquisition of Financial Assets							
4500000 Disposal of Financial Assets							
Capital Expenditure							
Non-Financial Assets							
Capital Transfers Govt. Agencies							
Other development							
TOTAL							

ANNEX V

FINANCIAL PROGRAMME/SUB PROGRAMME PERFORMANCE REPORT

Quarterly Programme Performance Report For The Period Ending

Programme:						
Programme Objective:						
	NON-FINANCIAL DETAILS					
Sub Programme	Output	Key Performance Indicator	Target	Achieved Target	Variance Between Target And Achieved Target	Reasons For Variation