KISII COUNTY GOVERNMENT

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OFFICE OF THE COUNTY EXECUTIVE COMMITTEE MEMBER TREASURY AND ECONOMIC PLANNING

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County Treasury Circular No.5/2018

TO: ALL CECs

CHIEF OFFICERS

BUDGET PREPARATION GUIDELINE FOR FY 2019/2020

1. INTRODUCTION

1.1 Purpose

1. The purpose of this circular is to provide guidelines for the preparation and submission of the departmental annual budget proposals for the Financial Year 2019/2020 and the medium-term projections for the period 2020/21 and 2021/22.

1.2 Background

- 2 In accordance with the Public Finance Management Act 2012 (PFM Act, 2012), Section 129(1), the County Governments are required to prepare and submit their Annual Estimates of Revenue and Expenditure (budget proposals) to the County Assembly for approval.
- 3 Further, Public Finance Management Act 2012 Section 130 (1) (b) (i), requires that the County Executive Committee Member for Finance shall submit to the County

Assembly a list of all County government entities that are to receive funds appropriated from the budget of the County Government.

2. General Guidelines

- 4 The core objective of this circular is to guide Accounting Officers of various departments on the preparation and submission of their budgets for FY 2019/20.
- 5 These guidelines are issued in accordance with Section 128 of the PFM Act, 2012 whereby we are required to make informed decisions in line with the Section 107 on Fiscal Responsibility Principles

3. Specific Guidelines

6 When preparing the budget submissions, the following policy guidance should be considered:

i) Recurrent Expenditure

- 7 The allocation of Personnel Emoluments (PE) estimates to departments and Public Entities shall be based on five cost items, which are: existing employees, annual increments, promotions, recruitments and statutory contributions.
- 8 In preparation of the PE budget estimates, Accounting Officers should compute those items correctly and adhere to instructions issued by the County Secretary's office and the County Public Service Board as appropriate. In preparing PE budget estimates, the following should be observed:
 - i. Budgeting for all their human resource requirements based on human resource plans which should clearly show the requirements for in-post and others.
 - ii. Budgeting for acting allowances as an integral part of PE and not part of other charges to avoid double counting. Payment of acting allowances will be made through the payroll.
 - iii. Correctly budgeting for statutory contributions including gratuity for contractual employees.
- In the 2019/20, priority for new recruitments will be on departments with shortage of staff. These departments are: education (teachers for Early Years Education and instructors in youth polytechnics); health (doctors and nurses for the new facilities); and, agriculture and livestock (extension officers). New recruitment in other departments will depend on the availability of financial resources and vacancies arising due to attrition and retirement reasons.

ii) Development Budget

- 10 In preparing development budget estimates, the County departments should align their budget proposals to the priority areas indicated in the Annual Development Plan 2019/2020.
- 11 Accounting Officers are required to ensure that the following criteria is observed for allocating resources amongst priority programmes:
 - i. Completion of ongoing development projects before embarking on new projects so as to minimize the risks of cost overruns;
 - ii. Settlement of outstanding commitments to contractors so as to minimize costs accruing from interest and penalty;
 - iii. Strategic projects prepared in line with the County Integrated Development Plan.
 - iv. Degree to which a projects/programme addresses core poverty interventions.
 - v. Degree to which the project/ programme is addressing the core mandate of the department.
 - vii. Cost effectiveness and sustainability of the projects/programmes.
 - viii. Linkage with other projects/programmes

iii) Donor Funded Projects

- 12 With regard to donor funded projects and programmes, departments shall prepare development budgets based on confirmed donor funding. Accounting Officers are required to ensure that:
 - i) Counterpart funds are fully budgeted for;
 - ii) Donor funded projects (including direct, reimbursable and cash categories) are reflected in the budget estimates;
 - iii) All projects receiving donor financial support should have contracts and submitted to the County Treasury and
 - iv) Report of cash, equipment and technical assistance received through the donor requirements should be submitted to the County Treasury on quarterly basis.

iv) Key Dates in the Budget Preparation Process

The budget process involves the preparation of key documents for approval by the County Executive Committee and the County Assembly. To finalize the Budget and submit it for approval, County departments will be required to undertake a number of

activities as provided in the Budget calendar for FY 2019/2020 which is indicated in **Annex I.** Accounting Officers are, therefore, required to ensure budget is prepared and submitted to the County Assembly within the required time.

a) Presentation of Budget proposals

- 13 Each department will be required to present detailed proposals for projects/ programmes they intend to undertake during the FY 2019/2020 clearly itemized. These itemized budget proposals will then be translated to a Programme Based Budget (PBB) with clearly defined outcomes, outputs and performance indicators of the respective departments. The format for presentation of your itemized budget proposals for both recurrent and development expenditures is indicated in **Annex II** of this circular.
- 14 The primary budget submission of a county department must be:
 - Submitted by the Accounting Officer and accompanied by a covering letter confirming that the submission is the expression of the department's strategic direction, which results from the budget deliberation of its executive management.
 - Comprised of two elements:
 - (a) A narrative report which explains the context for the budget and provides the department's rationale for expenditure recommendation in a clear and concise manner with a view towards enabling decision makers reach conclusions on the basis of evidence and the evaluation of performance.
 - (b) A data submission which provides the department's estimates of the expenditures by programme and main economic classification.
 - (c) Comprehensive coverage of all expenditure appropriated against a vote including transfer to entities and other spheres of government within the budget vote. The appropriated expenditure must be based on key performance indicators, in line with strategic plans and annual performance plans and also prepared under the guidance of the county government, in collaboration with the relevant sectors/directorates or institutions that report to the same executive authority.

b) Prioritization and Allocation of Resources

15 Departments are required to undertake a prioritization exercise which must address the following:

• Identification of "one-off" expenditure

This refers to amounts for" one -off projects" or activities where spending is supposed to take place over a defined period say one financial year.

- Slow spending programmes: Programmes that may not have met targets due
 to procurement problems, lack of human resources, poor planning, legal and
 other challenges should be identified so that the resources are directed to other
 priority programmes.
- **Efficiency savings:** The efficiency saving initiative is intended to ensure that funds are directed to key service delivery rather than non-essential spending.
- Rescheduling of projects or activities: Where implementation of projects or
 activities has been rescheduled, departments should provide a detailed
 explanation for the rescheduling. Departments should also indicate the savings
 and financial implications of rescheduling projects and activities.
- 16 Any proposal for additional allocations of resources must be justified. The proposed additional expenditure will have to be aligned with the department and should be subject to the available fiscal space.

c) Accumulation of Pending Bills

- 17 In order to avoid accumulation of pending bills, Accounting Officers are required to comply with Section 107 of the Public Finance Management Act 2012 on Fiscal Responsibility Principles. In this regard, Accounting Officers are obliged to:
 - i. Accord priority in budgeting for verified pending bills;
 - ii. Ensure that no pending bills are created;
 - iii. Committing all financial obligations through IFMS;
 - iv. Identify existing pending bills and ensure they are included in the financial statements; and
 - v. Ensure all pending bills are verified arrangements made for their clearance.

d) Expenditure Control and Cost Reduction Measures

- 18 Accounting Officers should continue to implement cost reduction measures under their jurisdictions without compromising the quality of service delivery. Thus, they are instructed to:
- i. Continue reducing unnecessary expenditure and minimize costs in areas such as, sitting allowance, printing of T-shirts, caps, bags, foreign travels, overseas short term training and imported office furniture;
- ii. Use Government's and Public facilities in conducting meetings including board meetings, training, seminars and workshops;
- iii. Procure service such as insurance, courier, internet, telephone, media and transport from Public Entities as long as this is cost effective;
- iv Control procurement of goods services and works to achieve the desired value for money through appropriate procedures including use of bulk procurement, competitive bidding and direct local market;
- v. Conduct periodic audits of public utility systems (water, telephone and electricity) to avoid unnecessary expenditure;
- vi. Ensure that salaries are paid to eligible employees only;

e) Mainstreaming Cross-cutting Issues into Plans and Budgets

All Accounting Officers are required to integrate cross-cutting issues into their 2019/20 plans and budgets and ensure effective implementation. Accordingly, all departments are urged to make budgetary allocations for implementation of cross cutting interventions. These include gender issues, physically challenged people, nutrition, environment and climate change as well as combating new HIV infections. In addition, Accounting Officers should give priority on the issues pertaining to people with special needs particularly employment, health, water and construction of user friendly infrastructure for physically challenged people.

f) Departmental Ceilings

19 The County Fiscal Strategy Paper sets the ceilings for all departments. Each department is, therefore, required to prepare their proposals within the budget ceilings allocated to them in the County Fiscal Strategy Paper (CFSP).

g) Involvement of Stakeholders

- 20 Stakeholders are actors in the budget process with specific interests in the development of policy frameworks and could be organizations or individuals.
- 21 There are many reasons for including all stakeholders in the deliberations on the budget. These include among others:
 - Better informed public about budgets including revenues, expenditures and challenges;
 - Highlight the trade –offs associated with allocating limited resources.
 - Provide important information to policy makers about the kind of goods and services that citizens value.
 - To avoid situations where important issues may be overlooked or under prioritized due to poor and weak involvement.
 - Minimize or eliminate instances of designing projects and programmes that do not address the concerns and priorities of people; and
 - Enhanced transparency of the County Government budget making process.
 - Accounting Officers are expected to ensure that key stakeholders are consulted; Sub-County/ward requirements are prioritized and received within the specified time frame.

h) Public Fora

- 22 Public participation meetings should be held in easily accessible venues which are convenient to county residents. The venues should be centrally placed in all the Sub counties with provision for persons with disabilities, senior citizens, politically, religious and socially neutral.
- 23 Public participation for should be directed in a structured way with facilitators being people who are well versed with the policy, legislation or development policy up for discussion.
- 24 Facilitators of public participation sessions should ensure that all participants have equal opportunity to air their views bearing in mind age, gender, disability and marginalised persons and any conflict arising out of the discussions is mitigated.

i) Expenditure Management

25 The County government departments are urged to improve efficiency in the management and utilization of resources entrusted to them with a view to deliver quality services achieve their respective mandates in the most effective manner and avoid wastage of public resources.

j) Revision of Budgets

As county departments submit their proposed annual budget in January for the subsequent financial year, it is possible that unforeseen and unavoidable events may change the scale of operations of the County government departments and a revision of the budget may be necessary. Consequently, it is a requirement by the PFM Act 2012, Section 135 (7), that a revision to or from a program or sub-vote shall not exceed 10% of the amount appropriated by the county assembly for that year unless that county assembly has, in special circumstances, approved a higher percentage.

IV. Conclusion

27 Finally, Accounting Officers are requested to ensure strict adherence to these guidelines and to bring the contents of this Circular to the attention of all officers working under them.

MOSES O. ONDERI

CEC - Finance and Economic Planning

ANNEX I: BUDGET CALENDAR: SCHEDULE OF 2019/20 FY BUDGET

ACTIVITY	DEADLINE
CEC – Finance to prepare and issue a circular setting out guidelines to be followed by all County Government entities in the budget process.	30 th August each year
Submission of Development Plan to the County Assembly for approval (Section 126 (3) of PFM Act)	1 st September each financial year
County Treasury to prepare and submit County Budget Review and Outlook Paper (CBROP) to County Executive Committee for approval (Section 118 (1) of PFM Act)	30 th September each year
County Treasury to submit to County Assembly the County Budget Review and Outlook Paper (CBROP) approved by County Executive Committee (Section 118 (4) of PFM Act)	7 days after the approval by CEC.
County Treasury to prepare and submit County Fiscal Strategy Paper (CFSP) to County Executive Committee for approval (Section 117 (1) of PFM Act)	Before 28 th February Each Year
County Treasury to submit to County Assembly the County Fiscal Strategy Paper (CFSP) approved by County Executive Committee (Section 117 (1) of PFM Act)	28 th February each year
County Treasury to prepare and submit to the County Assembly the debt management strategy of the County Government over the medium term. (Section 123 (1) of PFM Act)	28 th February each year
CEC Member for Finance to Submit to County Assembly budget estimates, supporting documents and any other Bills required implementing the budget, except Finance bill. (Section 129 (2) (a) of PFM Act)	30 th April each year
Preparation of County annual cash flow projections for next financial year and submission to Office of the Controller of Budget with copies to IBEC and National Treasury (Section 127 (1) of PFM Act)	15 th June each financial year
Approval of County Government Budget estimates and appropriation bill (Section 131 (1) of PFM Act)	30 th June each year

ANNEX I I: FORMAT FOR PRESENTATION OF RECURRENT AND DEVELOPMENT BUDGET PROPOSALS

	CHART OF ACCOUNTS -RECURRENT	
	Basic Salaries - Permanent Employees	
2110101	Basic Salaries	
	Basic Wages - Temporary Employees	
2110201	Contractual Employees	
2110202	Casual Labour-Others	
	Personal Allowance Paid as Part of Salary	
2110301	House Allowance	
2110303	Acting Allowance	
2110304	Overtime - Civil Service	
2110308	Medical Allowance	
2110309	Special Duty Allowance	
2110311	Transfer Allowance	
2110312	Responsibility Allowance	
2110314	Transport Allowance	
2110315	Extraneous Allowance	
2110318	Non- Practicing Allowance	
2110320	Leave Allowance	
2110322	Risk Allowance	
2110405	Telephone Allowance	
	Employer Contributions to Compulsory National Social Security Schemes	
2120101	Employer Contributions to National Social Security Fund	
2120103	Employer Contribution to Staff Pensions Scheme	
0100001	Employer Contributions to National Social and	
2120201	Health Insurance Scheme Employer Contributions to Private Social Security	
2120301	Employer Contributions to Private Social Security Funds and Schemes	
2120301	Utilities Supplies and Services	
2210101	Electricity	
2210102	Water and sewerage charges	
2210103	Gas expenses	
2210104	Electricity expenses(Pending Bills)	
2210105	Water and Sewerage expenses(Pending Bills)	

	Communication, Supplies and Services
2210201	Telephone, Telex, Facsimile and Mobile Phone Services
2210202	Internet Connections
2210203	Courier and Postal Services
2210204	Leased Communication Lines
2210205	Satellite Access Services
2210206	Licencing fees for Communication
2210200	Domestic Travel and Subsistence, and Other Transportation Costs
2210301	Travel Costs (airlines, bus, railway, mileage allowances, etc.)
2210302	Accommodation - Domestic Travel
2210303	Daily Subsistence Allowance
2210304	Sundry Items (e.g. airport tax, taxis, etc)
2210305	Shipment of Personal and Household Effects
2210306	Repatriation Costs
2210307	Passage and Transfer Expenses
2210308	Local Presidential Visits
2210309	Field Allowance
2210310	Field Operational Allowance
	Foreign Travel and Subsistence, and other transportation costs
2210401	Travel Costs (airlines, bus, railway, etc.)
2210402	Accommodation
2210403	Daily Subsistence Allowance
2210404	Sundry Items (airport tax, taxis, etc)
2210405	Shipment of Personal and Household Effects
2210406	Repatriation Costs
2210407	State Visits Abroad
	Printing , Advertising and Information Supplies and Services
2210501	International News Services
2210502	Publishing and Printing Services
2210503	Subscriptions to Newspapers, Magazines and Periodicals
2210504	Advertising, Awareness and Publicity Campaigns
2210505	Trade Shows and Exhibitions
2210506	Purchase of Curios
	Rentals of Produced Assets

2210602 2210603 2210604	Payment of Rents and Rates - Residential Rents and Rates - Non-Residential
2210604	
	Hire of Transport
2210605	Contribution in Lieu of Rates
2210606	Hire of Equipment, Plant and Machinery
2210607	Contribution in Lieu of Rates(Pending Bills)
Tra	ining Expense (including capacity building)
2210701	Travel Allowance
	Remuneration of Instructors and Contract Based
2210702	Training Services
2210703	Production and Printing of Training Materials
2210704	Hire of Training Facilities and Equipment
2210705	Field Training Attachments
2210706	Book Allowance
2210707	Project Allowance
2210708	Trainer Allowance
2210709	Research allowance
2210710	Accommodation Allowance
2210711	Tuition Fees Allowance
2210712	Training Allowance
2210714	Gender Mainstreaming
2210715	Kenya School of Government
2210716	Human Resource Reforms
Hos	spitality Supplies and Services
	Catering Services (receptions), Accommodation,
2210801	Gifts, Food and Drinks
2210802	Boards, Committees, Conferences and Seminars
2210803	State Hospitality Costs
2210804	Tribunals Costs
2210805	National Celebrations
2210806	Expenses of Governor's Household
2210807	Medals, Awards and Honors
2210808	Purchase of Coffins
2210809	Board Allowance
Inst	urance Costs
2210901	Group Personal Insurance
2210902	Buildings Insurance
2210903	Plant, Equipment and Machinery Insurance
2210904	Motor Vehicle Insurance

2210905	Aircraft, Boats and Other Transport Equipment Insurance
2210906	Insurance for Board Members
2210907	Insurance for cash
2210907	Insurance of Exhibits
2210909	Insurance of Spare Parts
2210910	Medical Insurance
	specialized Materials and Supplies
2211001	Medical Drugs
	Dressings and Other Non-Pharmaceutical Medical
2211002	Items
2211003	Veterinarian Supplies and Materials
2211004	Fungicides, Insecticides and Sprays
2211005	Chemicals and Industrial Gases
	Purchase of Workshop Tools, Spares and Small
2211006	Equipment
	Agricultural Materials, Supplies and Small
2211007	Equipment
2211000	Laboratory Materials, Supplies and Small
2211008	Equipment
2211009	Education and Library Supplies
2211010	Supplies for Broadcasting and Information Services
2211011	Purchase/Production of Photographic and Audio-
2211011	Visual Materials Purchase of Police, Prisons, and NYS Small
2211012	Equipment and Supplies
2211015	Food and Rations
2211016	Purchase of Uniforms and Clothing - Staff
2211010	
	Uniform and Clothing Allowances
2211021	Purchase of Bedding and Linen
2211023	Supplies for Production
2211026	Purchase of Vaccines and Sera
2211028	Purchase of X-Rays Supplies
2211029	Purchase of Safety Gear
	Office and General Supplies and Services
	General Office Supplies (papers, pencils, forms,
2211101	small office equipment etc)
0011100	Supplies and Accessories for Computers and
2211102	Printers Sonitory and Cleaning Materials, Symplics and
2211103	Sanitary and Cleaning Materials, Supplies and Services
2211103	Fuel Oil and Lubricants
2211201	Refined Fuels and Lubricants for Transport

2211202	Refined Fuels and Lubricants for Production
2211203	Refined Fuels and Lubricants Other
2211204	Other Fuels (wood, charcoal, cooking gas etc)
	Other Operating Expenses
2211301	Bank Service Commission and Charges
2211302	School Examination and Invigilation Fees
2211304	Medical Expenses
2211305	Contracted Guards and Cleaning Services
	Membership Fees, Dues and Subscriptions to
2211306	Professional and Trade Bodies
2211207	Transport Costs and Charges (freight,
2211307	loading/unloading, clearing and shipping charges) Legal Dues/fees, Arbitration and Compensation
2211308	Payments
2211309	Management Fees
2211310	Contracted Professional Services
2211311	Contracted Technical Services
2211312	Confidential Expenditures
2211312	Security Operations
2211320	Temporary Committees Expenses
2211320	Binding of Records
2211323	Laundry Expenses
2211324	Registration of Land
2211324	Counselling Services
2211320	HIV AIDS Secretariat workplace Policy
2211329	Development
2211330	Administration of Superannuation Pension Scheme
	Routine Maintenance - Vehicles and Other Transport
	Equipment
2220101	
2220101	Maintenance Expenses - Motor Vehicles and cycles Routine Maintenance - Other Assets
	Routine Maintenance - Other Assets
	Maintenance of Plant, Machinery and Equipment
2220201	(including lifts)
2220202	Maintenance of Office Furniture and Equipment
2220203	Maintenance of Medical and Dental Equipment
2220204	Maintenance of Buildings Residential
	Maintenance of Buildings and Stations Non-
2220205	Residential
2220206	Maintenance of Civil Works
2220207	Maintenance of Roads, Ports and Jetties
2220208	Maintenance of Aerodromes and Airstrips
2220209	Minor Alterations to Buildings and Civil Works

	Maintenance of Computers, Software, and
2220210	Networks
2220211	Maintenance of Police and Security Equipment
2220212	Maintenance of Communications Equipment
	Maintenance of Civil Works Equipment
2220213	

	CHART OF ACCOUNTS -DEVELOPMENT
	Purchase of Buildings
3110101	Purchase of Residential Buildings
3110102	Purchase of Non-Residential Buildings
	Construction of Buildings
3110201	Residential Buildings (including hostels)
3110202	Non-Residential Buildings (offices, schools, hospitals, etc)
	Refurbishment of Buildings
3110301	Refurbishment of Residential Buildings
3110302	Refurbishment of Non-Residential Buildings
	Construction of Roads
3110401	Major Roads
3110402	Access Roads
	Construction and Civil Works
3110501	Bridges
3110502	Water Supplies and Sewerage
3110504	Other Infrastructure and Civil Works
3110599	Other Infrastructure and Civil Works
	Overhaul and Refurbishment of Construction and Civil Works
3110601	Overhaul of Roads and Bridges
3110602	Overhaul of Water Supplies and Sewerage
3110604	Overhaul of Other Infrastructure and Civil Works
3110699	Overhaul of Other Infrastructure and Civil Works Purchase of Vehicles and Other Transport Equipment
3110701	Purchase of Motor Vehicles
3110704	Purchase of Bicycles and Motorcycles
3110705	Purchase of Trucks and Trailers

3110706	Purchase of Tractors
3110707	Purchase of Ambulances
3110708	Purchase of Minibuses and Buses
0110,00	Overhaul of Vehicles and Other Transport Equipment
3110801	Overhaul of Vehicles
	Purchase of Household Furniture and Institutional
	Equipment
2110001	Purchase of Household and Institutional Furniture
3110901	and Fittings Purchase of Household and Institutional
3110902	Appliances
3110702	Purchase of Office Furniture and General Equipment
3111001	Purchase of Office Furniture and Fittings
	Purchase of Computers, Printers and other IT
3111002	Equipment
	Purchase of Air conditioners, Fans and Heating
3111003	Appliances
2111004	Purchase of Exchanges and other Communications
3111004	Equipment
3111005	Purchase of Photocopiers
3111006	Purchase of Cash Boxes
3111008	Purchase of Printing Equipment
3111009	Purchase of other Office Equipment
3111010	Purchase of Weights and Measures Equipment
3111011	Purchase of Lighting Equipment
	Purchase of Specialized Plant, Equipment and Machinery
3111101	Purchase of Medical and Dental Equipment
3111102	Purchase of Boilers, Refrigeration and Air- conditioning Plant
3111102	Purchase of Agricultural Machinery and
3111103	Equipment
	Purchase of Instrumentation and Calibration
3111104	Equipment
3111107	Purchase of Laboratory Equipment
	Purchase of Educational Aids and Related
3111109	Equipment
3111110	Purchase of Generators
	Purchase of ICT networking and Communications
3111111	Equipment
3111112	Purchase of Software
3111114	Purchase of Survey Equipment
3111115	Purchase of Drilling Rig

3111116	Purchase of Graders
	Rehabilitation and Renovation of Plant, Machinery and
	Equipment
3111201	Overhaul of Plant, Machinery and Equipment
	Purchase of Certified Seeds, Breeding Stock and Live
	Animals
3111301	Purchase of Certified Crop Seed
3111302	Purchase of Animals and Breeding Stock
3111305	Purchase of tree seeds and seedings
	Research, Feasibility Studies, Project Preparation and
	Design, Project Supervision
3111401	Pre-feasibility, Feasibility and Appraisal Studies
3111402	Engineering and Design Plans
3111403	Research
3111404	Research Allowance
	Rehabilitation of Civil Works
3111501	Bridges
3111502	Water Supplies and Sewerage
3111504	Other Infrastructure and Civil Works
	Acquisition of Strategic Stocks
3120101	Maize and Beans
3120102	Purchase of Milk
3120102	Acquisition of Land
	1
3130101	Acquisition of Land