



REPUBLIC OF KENYA



COUNTY GOVERNMENT OF NYERI

MEDIUM TERM DEBT MANAGEMENT STRATEGY PAPER

2026/27-2028/2029

FEBRUARY, 2026

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FOREWORD

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ABBREVIATIONS AND ACRONYMS

ADP	Annual Development Plan
BPS	Budget Policy Statement
CIDP	County Integrated Development Plan
CBROP	County Budget Review and Outlook Paper
CECM	County Executive Committee Member
CFSP	County Fiscal Strategy Paper
CRA	Commission on Revenue Allocation
CRF	County Revenue Fund
FY	Financial Year
IBEC	Intergovernmental Budget and Economic Council
IFMIS	Integrated Financial Management Information System
IGRTC	Intergovernmental Relations Technical Committee
Kshs.	Kenya Shillings
LA	Local Authority
LAPFUND	Local Authority Provident Fund
LAPTRUST	Local Authority Pension Trust
LGLA	Local Government Loans Authority
MTDMS	Medium Term Debt Management Strategy
NHC	National Housing Corporation
NHIF	National Hospital Insurance Fund
NSSF	National Social Security Fund
PAYE	Pay as You Earn
PFM	Public Finance Management
TA	Transition Authority
VAT	Value Addition Tax

LEGAL BASIS FOR PUBLICATION OF MEDIUM TERM DEBT MANAGEMENT STRATEGY PAPER

The debt management strategy is published in accordance with section 123 of the Public Financial Management (PFM) Act, 2012. The law states that:

(1) On or before the 28th February in each year, the County Treasury shall submit to the county assembly a statement setting out the debt management strategy of the county government over the medium term with regard to its actual liability and potential liability in respect of loans and its plans for dealing with those liabilities.

(2) The County Treasury shall include the following information in the statement—

- (a) The total stock of debt as at the date of the statement;
- (b) The sources of loans made to the county government;
- (c) The principal risks associated with those loans;
- (d) The assumptions underlying the debt management strategy; and
- (e) An analysis of the sustainability of the amount of debt, both actual and potential.

As soon as practicable after the statement has been submitted to the county assembly under this section, the County Executive Committee member for finance shall publish and publicize the statement and submit a copy to the Commission on Revenue Allocation and the Intergovernmental Budget and Economic Council.

EXECUTIVE SUMMARY

The formulation of the 2026/2027-2028/2029 Medium Term Debt Strategy aligns with the stipulations of the Public Finance Management Act of 2012. This strategic planning is essential to ensure compliance with fiscal responsibility principles and is closely linked with various budgetary documents, including departmental reports, the county budget review and outlook paper, annual financial statements, and the County Fiscal Strategy Paper for 2026.

On the onset of devolution, the County Government inherited approximately Kshs 592,807,561.54 in debts from defunct local authorities, namely the Nyeri County Council, Nyeri Municipal Council, Karatina Municipal Council, and Othaya Town Council. The County Treasury, in collaboration with the Intergovernmental Relations Technical Committee, have consistently engaged in verifying the liabilities inherited from these defunct local authorities. However, progress in this verification process is yet to be concluded for proper handing over to take place. Nevertheless, the County Government initiated efforts to verify certain debts, particularly those related to personal emoluments and employee benefits, with the intention of addressing them.

The county debt burden consists of inherited debt and pending bills arising from County Government departments and spending units. As of 30th June 2025, the county debt was Kshs. 935,167,187.66. comprising of Kshs. 592,807,561.54 as inherited debts from defunct local authorities, Kshs. 342,359,626.12 as pending bills accruing from FY 2024/2025. Further projects amounting to Kshs. 240,039,833 were still ongoing and hence rolled over to the current financial year.

In addition, by February 2026, pending bills of Kshs. 13,884,504.65 had been cleared, with the remaining balance of Kshs 328,475,121.47 anticipated to be cleared within the financial year since the budget allocation has been provided through the supplementary budget. Further, most of the pending bills are in the process of being settled as a first charge in accordance with section 41 of the PFM (County Governments) Regulations, 2015. Commitments should therefore be well planned to avoid the risk of becoming potential debts in future. In an endeavor to maintain the county debt at considerable and sustainable level, pending bills and commitments the county is committed to treat them as first charge before consideration of new projects and programmes.

In dealing with the inherited liabilities, the County Government undertook an exercise to verify the staff claims accruing from pre-devolution era and partly contributed to the inherited debt burden. These included unpaid leave days, staff uniform as well as overtime allowances. During the exercise, the county verified Kshs 58 million that was found to be eligible out of a total claim of

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Kshs 129.7 million. Subsequently, the County Treasury settled Kshs 30 million in the FY 2021/2022 and the balance of Kshs 28 million was later settled in FY 2023/2024. This, therefore, indicates that once the process of verifying all the inherited debts is conducted, the amount will end up reducing significantly.

To ensure manageable levels of pending bills that can be settled without giving undue pressure to the overall budget, all county entities will be required to align their projects and programs to the available funds and cash flow forecast. Further, procurement of good and services should be done in the first three quarters of the financial year so that most of the suppliers can be paid by the end of the financial year. The pending bills should also be cleared as a first charge in the approved budget, to avoid accumulation, as provided for under section 41(2) of the Public Finance Management (County Governments) Regulations, 2015.

The County Treasury is committed to capacity building and strengthening of debt verification and management committee to handle matters relating to borrowing and management of potential and actual debt. The County Treasury will also continue to work closely with the National Treasury to enhance the capacity of the staff and also offer technical expertise in issues relating to borrowing and repayment of debts especially those inherited from the defunct local authorities. Close collaboration between the County Government and the National Treasury should also be enhanced to ensure that county disbursements are made on time to reduce the risk of pending bills arising from cash flow shortfalls.

1 INTRODUCTION

1.1 Background

The debt management strategy is prepared in accordance with section 123 of PFM Act, 2012 that requires the County Treasury to submit to the County Assembly, a statement setting out the debt management strategy of the County Government over the medium term with regard to its actual liability and potential liability and its plans for dealing with those liabilities. The statement should, among other information, contain:

- (a) The total stock of debt as at the date of the statement;
- (b) The sources of loans made to the County Government, if any;
- (c) The principal risks associated with those loans;
- (d) The assumptions underlying the debt management strategy; and
- (e) An analysis of the sustainability of the amount of debt, both actual and potential.

There are other sections of PFM Act that guides the management of county debt, this include PFM Act sections 107, 140,141,142,143 and 144. Other documents that guide the preparation of debt management strategy are County Fiscal Strategy Paper (CFSP) and County Budget Review and Outlook Paper (CBROP).

This Medium Term Debt Management Strategy (MTDMS) places a strong focus on ensuring the sustainability of current debt and establishing necessary frameworks to facilitate potential future borrowing where feasible. The County Fiscal Strategy Paper for 2026 does not anticipate any borrowing to finance the budget, thus the MTDMS is primarily oriented towards servicing the existing debt.

Given the current debt obligations, the County Government may not have the capacity to engage in further borrowing to meet its expenditure needs. Therefore, over the medium term, the government will prioritize the settlement of debts inherited from defunct local authorities once they have been verified.

The County Treasury will establish a debt management committee to verify all liabilities inherited from defunct local authorities following the conclusion of the handover process by the Intergovernmental Relations Technical Committee (IGRTC). The primary objective of this initiative is to ascertain the County Government of Nyeri's actual debt position and devise a plan for debt clearance, while also exploring strategies to minimize such debts in the future.

The debt management committee will be expected to undertake the following:

- a) Compile list of all creditors both statutory and sundry.
- b) Establish whether the claims are genuine or not.
- c) Establish whether all procedures were followed in incurring the debts.
- d) Establish whether all supporting documents are available.
- e) Prioritize the debt.

The establishment of the committee will be the first step in ensuring that the County Government is in a position to handle its current debt and is ready to undertake future borrowing to finance the budget within the legal framework.

1.2 Objective of debt management

The following are the main objectives of debt management strategy in the county;

- a) To ensure the servicing and management of the County Government's financing and payment obligations are met on a timely basis, at the lowest possible cost in the market and is consistent with a prudent degree of risk.
- b) To ensure that the overall level of public debt is sustainable and debt shall never exceed twenty (20%) percent of the County Governments total revenue at any one time as stipulated in the Public Finance Management (County Government) Regulations section 25 (1)(d).
- c) To ensure that both the burden of and benefit from public borrowing is shared equitably between the current and future generation as stipulated under Article 201 of the constitution.
- d) To ensure that the County Government is able to deal with the existing debt portfolio in order to release resources to service delivery. The strategy seeks to balance cost and risk of public debt while taking into account the financing needs of the County and to develop initiatives for new funding sources.

1.3 Scope of Medium Term Debt Management Strategy

The Medium Term Debt Management Strategy (MTDMS) covers actual and potential liability i.e. it covers all loans and other debt, whether inherited or created by the County Government, that require payment of principal with or without interest by the County Government to the creditor at a date or dates in future. The MTDMS is prepared for financial year 2026/27 but also makes projections for year 2027/28 and 2028/29.

2 REVIEW OF NYERI COUNTY PUBLIC DEBTS

2.1 Stock of debt

The total stock of debt as of 30th June 2025 is Kshs. 935,167,187.66. This consists of Kshs. 592,807,561.54 in inherited debts from the defunct local authorities, Kshs. 342,359,626.12 for pending bills, that is Kshs. 322,459,477.50 and Kshs. 19,900,148.62 for recurrent and development respectively. However, the county also had rollover projects amounting to Kshs. 240,039,833 but the allocation has been provided for in the current financial year budget.

Despite the lack of a conclusive report on the inherited debts, the County Government undertook an exercise to verify the staff claims accruing from the pre-devolution era that partly contributed to the inherited debt burden but not accounted in the reports. These included unpaid leave days, staff uniform as well as overtime allowances. During the exercise, the County Government verified Kshs. 58 million out of a total claim of Kshs.129.7 million. Subsequently, the County Treasury allocated Kshs. 30 million in the supplementary budget for FY 2021/22, where part of the claims were settled based on the available funds at the time. Further, the balance was provided in the approved supplementary budget for FY 2023/24, and the remaining claims were settled. This, therefore, indicates that once the process of verifying all the inherited debts is finalized and reconciliation is done, the amount will end up reducing significantly.

By the end of the financial year 2024/2025, the county pending bills amounted to Kshs 342,359,626.12 comprising of Kshs. 322,459,477.50 for recurrent and Kshs 19,900,148.62 for development. As of January 2026, a total of Kshs. 13,884,504.65 of the pending bills had been cleared, with the remaining balance of Kshs 328,475,121.47 anticipated to be cleared within the financial year. In addition, it is imperative to note that there were some commitments arising from projects and programmes that rolled over from the financial year 2024/25, amounting to Kshs. 376,964,936 rolled over to the current financial year.

To ensure that the commitments do not pose a risk of debt in future, priority was given by treating them as a first charge in the budget for FY 2025/26. Additionally, funds to settle the pending bills and ongoing commitments have been in the first supplementary budget before considering any new projects.

2.2 Source of debts made to the County Government

The source of debt to the County Government can be categorized as follows;

1. Pending bills arising from work done and not paid by the end of a financial year.

2. Inherited debt from defunct local authorities.
3. Commitments entered into near the closure of the financial year 2024/25 and rolled over to the current financial year, mainly classified as ongoing projects.

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2.2.1 Pending bills from the County Departments.

The county government accrued pending bills that amounted to Kshs 342,359,626.12 to FY 2024/25. This comprises Kshs. 322,459,477.50 for recurrent and Kshs. 19,900,148.62 for development. As of January 2025, a total of Ksh. 13,884,504.65 comprising of recurrent Kshs. 6,434,121.60 and development Kshs. 7,450,383.05 of the pending bills had been cleared, with the balance anticipated to be cleared within the financial year.

This pending bill balance primarily stems from the delay in release of expected approved disbursements by the National Treasury, especially towards the end of the financial year resulting in cashflow shortage to process the completed contracts. Other reasons include delays by the county departments in providing documentation and proof of payments. There are also issues relating to electronic returns for merchants' payments due to incorrect bank or personal details the county government may also fail to achieve the projected revenue or non-release of anticipated conditional grants and donor funds.

While pending bills are considered payment vouchers that had reached the treasury and were not settled, other contracts had been signed but not fully executed by the end of the financial year 2024/2025, including the multi-year projects. They also include all ongoing work, commitments, and rollover projects from the same period amounting to Kshs. 240,039,833. If the contracts are not properly budgeted for in the current financial year, they could quickly turn into debt and worsen the existing situation.

2.2.2 Inherited debt from defunct local authorities

The Budget Policy Statement, 2017 indicated that to finalize the transfer of assets and liabilities from the defunct Local Authorities to the County Governments, a Legal Notice Vol. CXIX-No.13 was prepared and published on 27th January 2017 to facilitate this transfer process. Among the assets and liabilities of the defunct Local Authorities covered in this process are:

- i. Pending bills.
- ii. Tax arrears.
- iii. Statutory deductions relating to the National Hospital Insurance Fund (NHIF), National Social Security Fund (NSSF), Pension Funds, VAT and PAYE.

In this context, County Assets and Liabilities committees were formed to identify, verify, and validate the assets and liabilities of the defunct LAs as of 27th March 2013. This exercise was concluded, and the Intergovernmental Relations Technical Committee (IGRTC) validated the report as a basis for implementing its recommendations. However, the recommendations have never been shared with the counties for implementation.

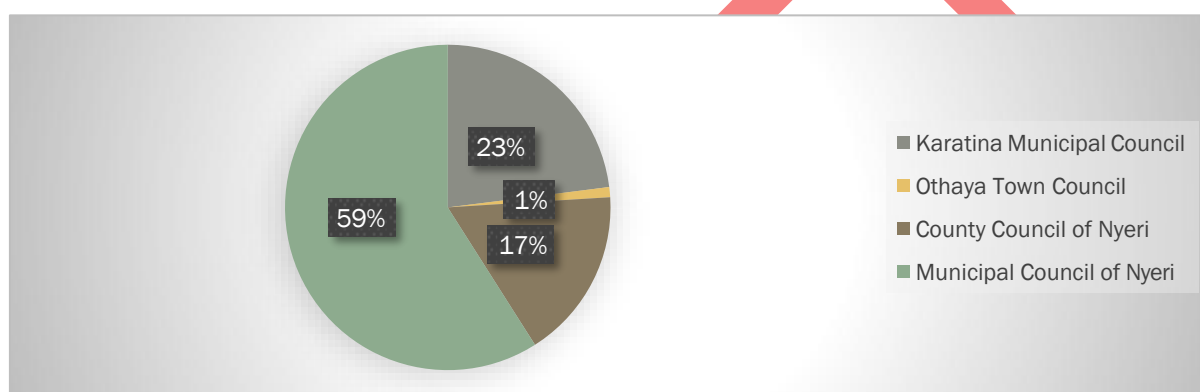
The inherited debt as reported by all defunct local authorities, is shown in the table below;

Defunct local authority	Outstanding Debt as at 30 th June, 2013
Karatina Municipal Council	137,505,036.75
Othaya County Council	5,262,092.09
County council of Nyeri	100,917,404.70
Municipal Council of Nyeri	349,123,028.00
Total	592,807,561.54

Source: Nyeri County Assets and Liability Report, 2014

Most of the debt was inherited from the defunct municipal council of Nyeri, with 59% of the total debt inherited, followed by the Municipal council of Karatina with 23%. The county council of Nyeri had 17%, while Othaya Town Council had the least debt inherited, with only 1% of the total debt.

2.2.3 Outstanding Debt as at 30th June 2013



Source: Nyeri County Assets and liability report 2014

A detailed analysis on specific debts is shown below per defunct local authority;

(a) Defunct Municipal Council of Nyeri

Item	Debt as at 31st December 2014
Loan from LGLA	320,319,642
Unpaid emoluments	3,544,357
Creditors	25,259,029
TOTAL	349,123,028

(b) Defunct Town Council of Othaya

Item	Debt as at 31st December 2014
LAPTRUST	2,582,956
LAPFUND	267,250.09

Item	Debt as at 31st December 2014
Creditors	2,411,886
TOTAL	5,262,092.09

(c) Defunct Municipal Council of Karatina

Item	Debt as at 31st December 2014
Loan from LGLA	38,931,070.20
Loan from NHC	258,929
Unpaid emoluments	7,401,096
LAPTRUST	15,488,531.56
LAPFUND	3,533,102.20
Creditors	71,892,307.79
TOTAL	137,505,036.75

(d) Defunct County Council of Nyeri

Item	Debt as at 31st December 2014
Unpaid emoluments	17,573,065
NSSF	26,927,359
LAPTRUST	3,558,619
LAPFUND	34,510,344.70
Creditors	18,348,017
TOTAL	100,917,404.70

In an endeavor to ease the debt burden, the County Government established a task force to verify the claims for the defunct local authority staff. These included the unpaid leave days, staff uniform allowances, and overtime claims that amounted to Kshs. 129,766,324.76. After the verification exercise, Kshs. 58,385,502.27 was cleared and agreed upon by the County Government and the staff union.

The County Treasury allocated Kshs. 30 million in the FY 2021/22 supplementary budget, settling part of the claims with available funds. The balance was included in the approved FY 2023/24 budget, allowing for settlement of remaining claims. This shows that after verifying all inherited debts, the amount will significantly reduce.

2.3 Assumptions Underlying the Debt Management Strategy

This Medium-Term Debt Strategy recognizes the medium-term macroeconomic framework as provided in the County Fiscal Strategy Paper, 2026, whose targets are anchored on the priorities articulated in accelerating the gains under the bottom-up economic transformation agenda for inclusive and sustainable growth, Medium Term Plan IV of the Kenya Vision 2030 and the draft ADP for Financial Year 2026/2027. The key priorities of the County Government in the medium term are grounded on key strategic objectives as outlined in the CIDP 2023-2027

2.4 Risks to the Macroeconomic Assumptions in the 2026/27-2028/2 MTDMS

Major risks to the macroeconomic framework include:

- i. A high county wage bill that is putting pressure on the available resource basket and limiting the capital outlay for the execution of projects and programmes.
- ii. Overdependence on the equitable share and underperformance of own-source revenue

despite efforts to mobilize it may strain resources directed to development activities.

- iii. Tight fiscal space and a potential increase in projected financing needs.
- iv. Long-term growth is declining due to expected slow productivity growth and an aging workforce.
- v. The framework is exposed to economic growth and fiscal risks. The projected growth assumes favorable weather conditions, and therefore, any adverse weather conditions will negatively impact the growth.
- vi. Public expenditure pressures, especially recurrent expenditures.

2.5 Sustainability of debt

Public debt sustainability is the ability of a country/ county to service its debt obligations as they fall due without distracting its budget implementation. The sustainability of debt is guided by PFM Act section 107 (2) (e) and section 107 (4). According to section 107 (2) (e), the county debt shall be maintained at a sustainable level as approved by the county assembly. Section 107(4) further states that every County Government shall ensure that its level of debt at any particular time does not exceed a percentage of its annual revenue specified in respect of each financial year by resolution of the county assembly.

The County Government, through the County Treasury, will attempt to maintain its potential public debt and obligations at sustainable levels in line with section 107 (2) (e) of the Public Finance Management (PFM) Act 2012. In line with this, the County Government has set the debt level at five per cent (5%) but should never exceed twenty per cent (20%) of the annual revenue.

The current actual and potential debt is 12.45% per cent of the total County revenues for the current financial year, which is within the set limits. The potential debt consists of the pending bills and rollover/ ongoing projects, while the actual debt comprises the inherited debts. However, if the own revenue source targets were met as initially planned, the percentage could be way lower since most of the pending bills could have been settled.

3. STRATEGIES OF DEALING WITH DEBT

3.1 Debt servicing

Payment of inherited debts is a key priority for the County Government. However, these debts must be clearly delineated, and strategies for their settlement must be developed. The debt will be repaid either in part or in full, depending on the available funds in the budget for FY 2026/27 and subsequent years, subject handing over in the case of inherited debts and verification for the pending bills and roll over projects.

In addition, pending bills and ongoing commitments that may arise from FY 2025/26 will be treated as a first charge in the budget for FY 2026/27 or allocated funds in the subsequent supplementary budgets to cater for items that will not have corresponding votes to qualify as a first charge in the initial budget. To ensure proper planning for debt servicing, funds will be allocated for anticipated bills at the end of the financial year 2025/26 since the County Fiscal Strategy Paper (CFSP) 2026 will inform of the possible savings after considering and allocating funds to all spending units.

Some of the pending bills also arise from a shortfall in the local revenue, and it is imperative to put in place all the necessary measures for its mobilization to ensure that the set targets are met. The county government will, therefore, be required to intensify its revenue mobilization strategies to release more funds for the settlement of the budgeted projects and programs.

3.2 Debt Restructuring

The main objective of debt restructuring is to spread repayment of debt over a number of years thus helping to manage cashflow and liquidity concerns. The county government is exploring the possibility of debt restructuring as one method of dealing with huge debts, particularly bank loans and pension funds inherited from the defunct local authorities, once the handing over is concluded. This will spread a substantial debt burden over a period of time since the existing debt cannot be cleared within a year due to budgetary constraints. However, for small debts such as pending bills and rollover projects, prioritization will be undertaken based on the fiscal space and liquidity. The restructuring will also help the county avoid paying penalties and interest that have accrued and costly litigations.

3.3 Prioritization of programmes

The pending bills arising from all the county departments and spending units will have to be cleared as a first charge in the succeeding year's budget from the corresponding votes of those departments and units. This will not only prevent the possibility of pending bills turning into debts over time but also inculcate disciplined spending by all the accounting officers.

Further, to avoid the accumulation of additional debts in line with section 41(2) of the PFM (County Government) Regulations, 2015, departments will also be required to prioritize projects/ programmes taking into account the constrained resource basket. County departments that have accumulated huge recurrent bills will face liquidity challenges in the initial phase and may compromise the implementation of some of the critical projects/programmes as well as service delivery.

In order to avoid the accumulation of debts in succeeding years, necessary measures will be put in place. The County Treasury shall prepare a report on cash flow projections in early April 2026 to be able to advise on commitments, thus minimizing or avoiding pending bills by the end of the financial year as per section 44(5) of the PFM (County Government) Regulations, 2015.

The pending bills for development activities arise from projects that were completed and invoices received for payment but not cleared by the end of the financial year. This can be due to various challenges, which include delayed release of equitable share by the National Treasury and IFMIS malfunctions. The settlement of such commitments will be made from the allocation set aside for debt resolution or as a first charge in the respective departmental/spending units' budgets for in the succeeding year's budget.

To avoid debt arising from projects that are rolled over from one financial year to the other, the departments should give priority, when settling debts, to the already completed projects before starting the implementation of new contracts. Initiating new projects should be determined by the availability of funds to avoid increasing the debt level.

4. IMPLEMENTING THE 2026/27-2028/29 MTDMS

In order to avoid unnecessary debt burdens for future generations and reduce the risk of macroeconomic instability, the County Government needs to manage its potential and existing debt prudently. After the approval and adoption of this Strategy, the County Treasury will develop a plan for repayment of verified pending bills that will emerge by the end of the financial year based on priorities and cash flow projections.

Further, in spirit of prudent utilization of public resources in line with the fiscal responsibility principles, payments of bills owed to suppliers will be prioritized and the County Treasury will ensure that the commitments already executed as rollover projects from FY 2025/26 are also paid as the first charge in the respective department's allocations in the coming financial year. This will ensure that the County does not suffer cash flow sanctions for not meeting its financial obligations.

A debt verification committee will be formed, based at the County Treasury, to review all accruing debt and make recommendations for payment or otherwise based on eligibility at the beginning of the financial year 2026/27. The committee will also be capacity built to ensure the availability of comprehensive, accurate and timely information on debt.

Section 142 (2) of the PFM Act sets the ceiling for counties to borrow at five per cent of the county's most recent audited revenue for the purposes of development only. The County Treasury shall provide a budgetary allocation for the payment of pending bills and any other possible debt. This will not only enhance the sustainability of debt but also provide room for future borrowing to finance the budget if the need arises.

In addition, effective linkages will be established with the National Treasury to facilitate training in debt management skills and offer direction and support on future borrowing. The National Government is expected to guarantee borrowing by County Governments, and therefore, the National Treasury plays a critical role in ensuring the success of debt management in the country.

In case there is need for borrowing over the medium term, the county government will engage the Debt Management Office (DMO) of the National Treasury to improve her capacity for debt management, especially in relation to the debts guaranteed by the National Treasury.

5. CONCLUSION

This Medium-Term Debt Management Strategy provides a strong framework for prudent debt management. It offers a systematic approach to decision-making regarding the appropriate financing of capital projects and management of potential debts in the form of pending bills and roll over projects. The county's debt stock has remained within manageable limits. However, it is imperative for the County Government to establish and implement structures to contain the debt level within the current range and to mitigate further escalation of liabilities.

The current debt level necessitates adequate finance allocations to service the existing debts in FY 2026/27 and over the medium term. Furthermore, continuous budgetary allocations in the coming years are necessary to ensure that all county debts are settled without imposing undue pressure on the county's resources. Nevertheless, as this MTDMS does not foresee any borrowing to finance the budget, greater emphasis is placed on managing the inherited debt once the handing over is done by IGTRC.

Moving forward, all county departments and other entities are expected to exercise heightened awareness in their spending and to ensure that project and programme implementation aligns with the approved budget and available funds. The procurement processes should be expedited to prevent the accumulation of pending bills in future years.

Additionally, it is anticipated that the National Treasury will release the exchequer according to the agreed cash disbursement schedules to avert a last-minute rush in processing payments for goods and services provided that mainly lead to accumulation in pending bills. The County Treasury will also continue to build the capacity of its technical personnel on IFMIS and provide them with the necessary skills to ensure the smooth processing of payments, thereby minimizing potential delays.