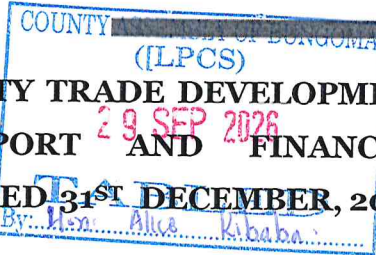
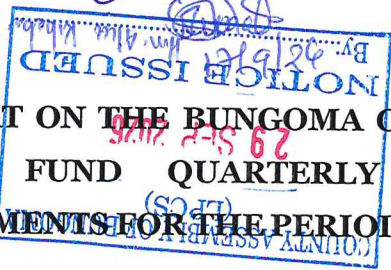


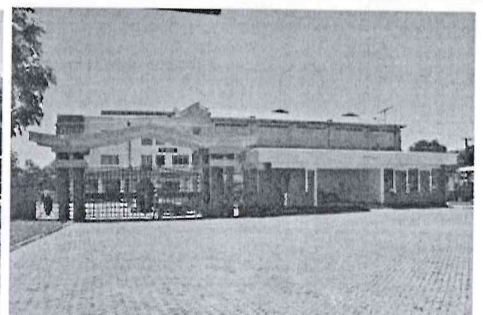
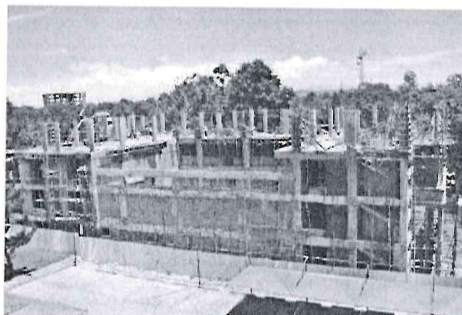
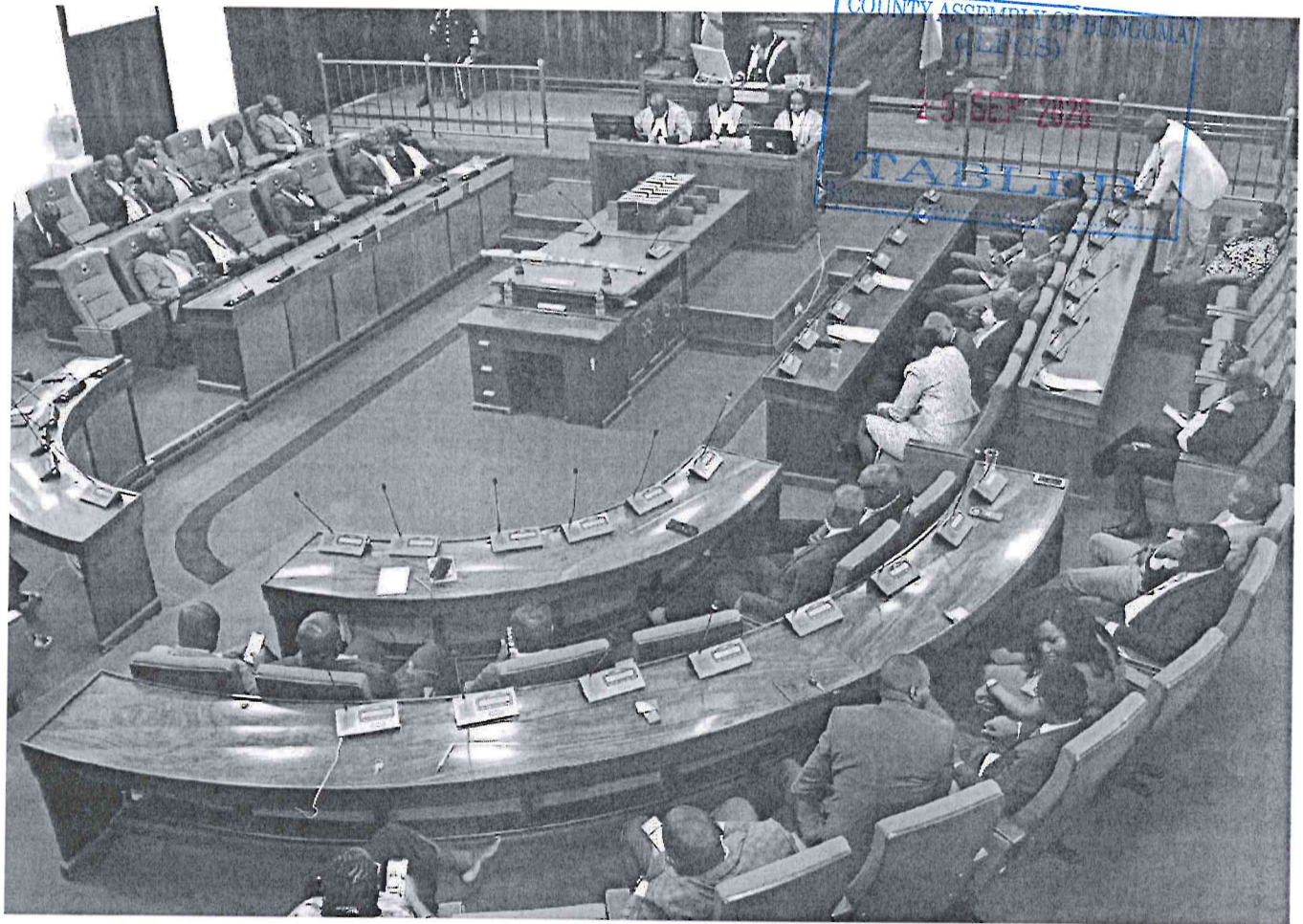
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COMMITTEE ON TRADE  
ENERGY AND  
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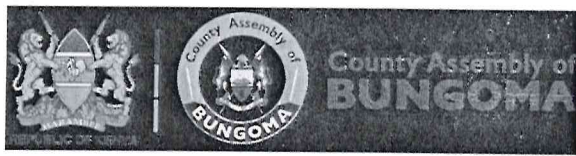


REPORT ON THE BUNGOMA COUNTY TRADE DEVELOPMENT  
LOAN FUND QUARTERLY REPORT AND FINANCIAL  
STATEMENTS FOR THE PERIOD ENDED 31<sup>ST</sup> DECEMBER, 2025.



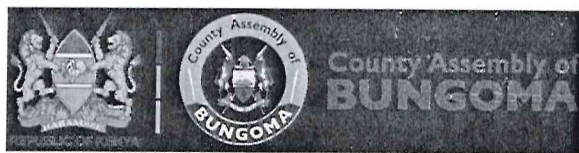
August 2026





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## CHAPTER ONE

### 1.1 Preface

**Hon. Speaker**, on behalf of the members of the Trade, Energy & Industrialization, it is my pleasure and duty to present to the House the Committee's report on the Bungoma County Trade Development loan fund quarterly report and financial statements for the period ended 31<sup>st</sup> December, 2025.

### 1.2 The mandate of the committee

**Hon. Speaker, Sir,**

The Sectoral Committee on Trade, Energy & Industrialization is constituted pursuant to the provisions of Standing Order No. 217 of the County Assembly of Bungoma and executes its mandate in accordance with Standing order 217(5), which provides as follows:

- a) Investigate, inquire and report all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned departments.
- b) Consider quarterly reports of the assigned departments and report to the House within twenty-one (21) sitting days upon being laid;
- c) Study the programme and policy objectives of departments and the effectiveness of the implementation;
- d) study and review all county legislation referred to it;
- e) study, assess and analyze the relative success of the departments as measured by the results obtained as compared with their stated objectives;
- f) investigate and inquire into all matters relating to the assigned departments as they may deem necessary, and as may be referred to them by the County Assembly;
- g) to vet and report on all appointments where the constitution or any law requires the House to approve, except those under Standing order 208 (Committee on Appointments); and
- h) make reports and recommendations to the County Assembly as often as possible, including recommendations of proposed legislation.

### 1.3 Committee's Membership

**Hon. Speaker**, the Committee on Trade, Energy & Industrialization as currently constituted, comprises the following Members:-

| NAME           |         | DESIGNATION      |
|----------------|---------|------------------|
| 1. Hon. Benard | Kikechi | Chairperson      |
| 2. Hon. John   | Wanyama | Vice Chairperson |

|                   |           |
|-------------------|-----------|
| 3. Hon. Francis   | Chemion   |
| 4. Hon. Martin    | Chemorion |
| 5. Hon. Kimeta    | Polycarp  |
| 6. Hon. Alfred    | Mukhanya  |
| 7. Hon. Charles   | Nangulu   |
| 8. Hon. Eunice    | Kirui     |
| 9. Hon. Florence  | Juma      |
| 10. Hon. Mourine  | Wafula    |
| 11. Hon. Brigid   | Katasi    |
| 12. Hon. Angeline | Rugut     |
| 13. Hon. Alice    | Kibaba    |
| 14. Hon. Evelyn   | Anyango   |
| 15. Hon. Allan    | Nyongesa  |

#### 1.4 Acknowledgement

The Committee is thankful to the Offices of the Speaker and the Clerk of the County Assembly for the logistical support accorded to it during the execution of its mandate.

I wish to express my appreciation to the Honorable Members of the Committee for their resourceful input that informed the content of this report. My sincere gratitude also goes to the members of the Secretariat for their dedication towards compiling this report.

It is therefore my pleasant duty and privilege, on behalf of the Sectorial Committee on Trade, Energy & Industrialization, to present this report on the Bungoma County Trade Development Loan Fund Quarterly Report and Financial Statements for the period ended 31<sup>st</sup> December, 2025, along with its recommendations, to the Assembly for deliberation and adoption.

Thank you.

Sign  Date 17/9/2026

**Hon. Bernard Kikechi MCA- Mbakalo Ward.**

**CHAIRPERSON, COMMITTEE ON TRADE, ENERGY & INDUSTRIALIZATION.**



## **CHAPTER TWO**

### **2.1 Introduction.**

**Hon. Speaker,**

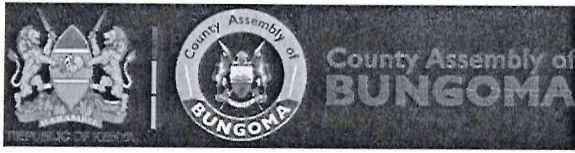
Trade loans are a lifeline for micro, small, and medium enterprises (MSMEs), empowering them to overcome financial constraints and thrive in competitive markets. These loans provide critical short-term financing that enables small businesses to manage cash flow challenges, purchase inventory and meet supplier obligations without depleting their working capital. For MSMEs, which often face limited access to traditional credit, trade loans can be a game-changer, offering the flexibility needed to fulfill orders, expand operations and seize growth opportunities. By bridging financial gaps, trade loans help MSMEs build stronger supplier relationships, improve their creditworthiness and contribute to economic growth at both local and national levels.

### **2.2 Legal parameters**

The Trade Loan Fund Regulations is anchored on section 116 of the Public Finance Management Act and the major sources of funding as specified in the regulations are monies from the exchequer account, gifts, donations and endowments from legal sources.

The principles of establishing the Trade Loan Fund as per the regulations are;

1. Offer affordable credit facilities to the Micro Small Medium Enterprises
2. To capacity build traders through training.



### **2.3 Committees for the Fund**

**Hon. Speaker,**

The fund is administered in three distinct levels which are; the Fund Secretariat, the Fund County Committee and the Fund Ward Committee.

#### **a) The Fund Secretariat**

It is the unit that is tasked with the day to day running of the fund. The Secretariat is headed by the Fund Administrator and comprises of the following officers; the Fund Accountant, Finance Officer, Economist, Supply Chain Management Officer and a Legal Officer.

#### **b) The County Trade Development Loan Funds Committee**

It comprises of 9 members amongst them is the Chief Officer-Trade who is the chairperson, the Fund Administrator who is the secretary, chief officer-Finance or representative, the County Attorney or a representative, and five persons appointed by CECM-Trade after a competitive and transparent recruitment process who shall hold office for a term of three years and can be renewed once.

The key functions amongst others is to ensure that money held in the scheme is spent as per the purpose for which the scheme is established, receive gifts donations, grants or endowments made to the scheme, approve and endorse recommendations from ward committees, undertake periodic review of the legal frameworks of the fund amongst other functions.

#### **b) Ward Trade Loan committees**

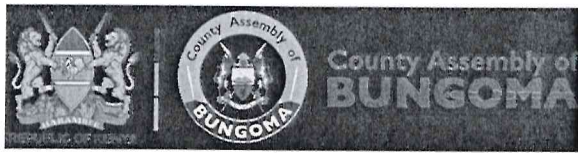
The committee consists of 7 members as follows: The ward administrator who is the secretary of the committee; a staff of the County Government designated by the Chief officer Trade and five members representing the Business community within the Ward who shall be competitively sourced.

The key functions are to: Receive trade loan application forms, Vet applicants using established criteria, and identify the beneficiaries within the ward using the guidelines provided.

## **2.4. Eligibility Criteria**

Traders are invited to apply at the Ward level. The prospective applicants are required to meet the following criteria as provided for by the Trade Loan regulations:

- i. A Kenyan Citizen based and operating the business within a Ward in Bungoma County.
- ii. Must be 18 years of age and above
- iii. Has been in business for at least 6 months before making an application.
- iv. Be operating from a business premise or a physical location.
- v. Has a national Identity Card
- vi. Holds a bank account with a reputable commercial Bank and
- vii. Meets all other conditions as per the Bungoma County Trade Development loan regulations, 2023.



## **CHAPTER THREE**

### **3.1. SCRUTINY OF THE COUNTY TRADE DEVELOPMENT LOAN FUND REPORT**

**Hon. Speaker,**

#### **3.1.1 Background and Overview of the Fund**

The Bungoma County Trade Development Loans Fund was established following approval by the County Assembly during its Special Sitting held on 15th December, 2014, with the objective of promoting trade development by providing affordable credit facilities to eligible traders and entrepreneurs within the County. The Fund is financed through appropriations by the County Assembly and is intended to enhance access to credit, stimulate economic growth, create employment opportunities, and improve the livelihoods of residents through enterprise development.

In the execution of its oversight mandate, the Committee reviewed the Half-Year Financial Statements for the period ended 31st December, 2025, together with the accompanying reports and submissions presented by the Department. The review focused on assessing the Fund's financial performance, operational efficiency, legal compliance, governance arrangements, and overall sustainability. The review identified a number of administrative, financial, legal, governance, and operational matters which, if left unaddressed, may undermine the attainment of the Fund's objectives. Consequently, the Committee considered it necessary to highlight these matters and propose appropriate corrective interventions aimed at strengthening accountability, transparency, and prudent management of public resources.

#### **3.1.2 Financial Reporting and Corporate Governance**

The Half-Year Financial Statements were submitted to the County Assembly on 10th February, 2026, approximately two months after the close of the reporting period. Although the Department explained during the consultative meeting that the financial statements had been submitted to the County Treasury within the statutory timelines, timely submission to the County Assembly remains essential for effective legislative oversight. Delayed reporting limits the Assembly's ability to undertake timely scrutiny of public resources and hinders informed decision-making.

The review further established weaknesses in the approval and authentication of the financial

statements. The statements lacked critical approval information, including the date of approval, while details of some signatories had been omitted. These omissions diminish the credibility and authenticity of the financial statements and raise concerns regarding compliance with established financial reporting procedures. Future financial statements should therefore be fully approved, properly signed, dated, and accompanied by complete details of the responsible officers before submission to oversight institutions.

In addition, several typographical, editorial, and presentation errors were noted within the financial statements. Of particular concern was the incorrect indication that the reporting period ended in December 2023 instead of December 2025. Such inconsistencies have the potential to create confusion among users of the financial statements, compromise confidence in the accuracy of the reports, and diminish the integrity of financial reporting. There is therefore need to institute comprehensive quality assurance and proofreading mechanisms before publication and submission of future financial reports.

### **3.1.3 Legal and Regulatory Compliance**

Particular attention was accorded to the Fund's compliance with the prevailing legal and regulatory framework. During the review, it emerged that the Department had introduced a five percent (5%) administrative fee on all loans advanced to beneficiaries to cater for operational expenses and safeguard the loan portfolio against erosion arising from administrative costs. However, the imposition of the five percent administrative fee is inconsistent with the applicable Regulations and the provisions of the Public Finance Management Act.

During consultations, the Fund Administrator explained that the three percent administrative cost provided under the existing legal framework was insufficient to meet the actual operational costs of administering the Fund. While the operational challenges facing the Department were acknowledged, any variation to statutory charges should be effected through lawful amendments to the relevant legal instruments rather than through administrative action.

Further consideration was given to the legal concerns raised by the Office of the Auditor-General regarding the status of the Fund. Although Regulations governing the Fund were developed in 2023, the Auditor-General noted the absence of primary legislation formally establishing the Fund. This presents a significant governance gap capable of exposing the Fund to legal uncertainties, operational risks, and accountability challenges.

The Department informed the Committee that Cabinet approval had been sought for a two-year extension to enable the Fund to continue operating pending enactment of appropriate legislation, as advised by both the Controller of Budget and the Auditor-General. Additionally, drafting of a Microfinance Bill had commenced to replace the existing Trade Development Loan Fund framework and establish a stronger legal foundation based on best practices adopted by other county governments. This initiative was welcomed, with emphasis placed on expediting the legislative process.

#### **3.1.4. Financial Performance and Sustainability of the Fund**

Analysis of the Statement of Financial Performance revealed that the Fund did not receive any revenue from the Exchequer during the half-year period under review. Despite the absence of revenue inflows, the Fund incurred operational expenditure amounting to Kshs. 515,082, comprising Kshs. 263,567 in the First Quarter and Kshs. 251,515 in the Second Quarter.

The expenditure mainly related to committee allowances amounting to Kshs. 353,900, catering expenses of Kshs. 159,060, and bank charges of Kshs. 2,122. Although the Fund Manager explained that these expenditures were necessary to facilitate the work of the Trade Loan Committees, concern was expressed over the continued incurrence of operational expenses in the absence of corresponding revenue inflows. This situation raises questions regarding the Fund's long-term financial sustainability and underscores the need for enhanced financial planning and prudent expenditure management.

It was further noted that continued dependence on County allocations, coupled with minimal internally generated resources, places significant pressure on the Fund's ability to sustain its operations and effectively deliver on its mandate.

#### **3.1.5 Operational Efficiency and Institutional Capacity**

The review established that the operational effectiveness of the Fund has been significantly undermined by inadequate financial support and institutional challenges. During consultations, it emerged that the Trade Loan Committees, which play a central role in loan administration, appraisal, monitoring, and recovery, had become largely dysfunctional due to insufficient budgetary allocations.

The inability of these committees to effectively discharge their responsibilities has adversely affected loan management, delayed recovery initiatives, and weakened oversight over beneficiaries. Unless adequate financial and institutional support is provided, the Fund is



likely to continue experiencing operational inefficiencies that threaten its effectiveness and sustainability.

Accordingly, emphasis was placed on strengthening institutional capacity through adequate budgetary support, enhanced staffing, continuous capacity building, and improved operational planning to enable the Fund to effectively execute its mandate.

### **Loan Portfolio Management and Recovery**

Examination of the Statement of Financial Position indicated that the Fund's total assets stood at Kshs. 135,300,068 as at 31st December, 2025. Of this amount, Kshs. 3,543,760 represented cash held in bank balances, while Kshs. 131,756,308 constituted outstanding loan receivables.

While the Fund has built a substantial loan portfolio over the years, serious concern was expressed regarding the recoverability of the outstanding loans, particularly in light of increasing levels of non-performing loans and the Fund's operational challenges.

Loan recoveries during the reporting period amounted to only Kshs. 569,961, a figure significantly lower than the outstanding loan portfolio. This low recovery rate raises concerns regarding the effectiveness of the existing debt recovery strategies and threatens the Fund's long-term sustainability.

The Department and the Fund Management Board should therefore strengthen loan recovery mechanisms through enhanced beneficiary tracking, regular monitoring of loan accounts, enforcement of repayment obligations, and adoption of modern debt management practices. Improved recovery performance remains essential for safeguarding public resources and sustaining support to traders within the County.

#### **3.1.6 Utilization of Public Resources**

The review of cumulative funding allocated to the Fund since its establishment indicated that it has received a total of Kshs. 163,185,863 from the Exchequer between the Financial Years 2014/15 and 2025/26. Despite these significant public investments, the Fund continues to experience operational challenges, weak loan recovery performance, and governance deficiencies.

The level of financial support provided to the Fund would ordinarily be expected to translate into improved service delivery, stronger loan performance, and greater financial

sustainability. The continued operational difficulties therefore demonstrate the need for a comprehensive review of the Fund's governance, operational framework, and resource utilization to ensure that public funds achieve the intended socio-economic impact.

### **3.1.7 Audit Findings, Internal Controls and Risk Management**

Careful consideration was given to the findings raised by the Office of the Auditor-General following submission of the Fund's First Quarter Financial Statements. Key issues identified included the legality of the Fund, uncertainty regarding its going concern status, persistent non-performing loans, weak budgetary control, unsupported receivable balances due to lack of delinquency and ageing analysis, inadequate internal controls, and recurring unresolved audit issues.

Particular concern arose from the Auditor-General's conclusion that the Fund faces material uncertainty regarding its continued operation due to poor loan performance and weak recovery rates. Such uncertainty threatens both the Fund's financial viability and its ability to continue fulfilling its intended mandate.

The review also established that an effective information technology system to support loan administration and strengthen internal controls is yet to be fully operational. Without a functional Loan Management System, the Department faces significant challenges in tracking beneficiaries, monitoring loan performance, generating reliable reports, and managing loan records.

The Department was therefore directed to prepare and submit a comprehensive report detailing the corrective measures undertaken to address each of the audit findings and to establish mechanisms for preventing recurrence of similar issues in future financial years.

### **3.1.8 Information Technology and Loan Management System**

Delayed operationalization of the Loan Management System was identified as one of the major impediments to effective Fund management. The Committee was informed that the Department had been unable to complete the planned data validation exercise due to lack of budgetary allocation to settle outstanding payments owed to the system vendor.

Although the Department had proposed an allocation of Kshs. 1.5 million towards partial settlement of the outstanding amount, the proposed funding was not realized, thereby delaying implementation of the system and limiting its operational effectiveness.

The absence of a fully functional Loan Management System significantly weakens loan

administration, compromises data integrity, limits effective monitoring of loan performance, and exposes the Fund to increased operational risks. Priority should therefore be accorded to settlement of the outstanding obligations to facilitate full operationalization of the system and strengthen financial management, reporting, and internal controls.

### **3.1.9 Loan Default**

**Hon. Speaker,**

The Fund experienced a high loan default rate during the year under review, largely due to the prevailing economic hardships. This situation was further exacerbated by challenges associated with the Loan Management System, as well as widespread perceptions that the loans were grants and therefore did not require repayment, leading to reduced compliance among beneficiaries.

The defaulted loans for the initial loans disbursed in 2014 were due to poor loan vetting processes and appraisal, lack of training for the vetting committee and beneficiaries, poor record keeping making identification of loan defaulters very difficult and closure of businesses due to the Covid pandemic as well as closure of the largest mill within the County. The department however, highlighted that it is working hard recover the loans through constant follow up of defaulters.

### **Conclusion**

Having considered the financial statements, audit findings, and submissions made by the Department, the Committee concluded that while the Bungoma County Trade Development Loans Fund remains an important instrument for promoting economic empowerment and supporting small-scale traders, its effectiveness continues to be constrained by legal uncertainties, governance weaknesses, poor financial reporting practices, inadequate operational funding, weak loan recovery mechanisms, and insufficient internal control systems.

The Committee therefore found that significant reforms are required to restore the Fund's financial sustainability, improve accountability, strengthen governance structures, enhance operational efficiency, and ensure compliance with the Public Finance Management framework. The Committee further observed that the successful enactment of the proposed Microfinance Bill, coupled with strengthened loan recovery strategies, improved financial reporting, enhanced budgetary support, and operationalization of the Loan Management

System, will be critical in positioning the Fund to effectively achieve its intended objectives while safeguarding public resources.

## CHAPTER FOUR

### OBSERVATIONS AND RECOMMENDATIONS

#### 4.1 Committee Observations

**Hon. Speaker,**

Following the consideration of the report from the department of Trade Energy and Industrialization and further interrogation, the committee observed as follows;

1. **THAT** the Fund's Half-Year Financial Statements were submitted to the County Assembly by the County Treasury on 10th February, 2026, which was outside the statutory timeline prescribed for the submission of financial statements. The Committee observed that delayed submission undermines timely legislative oversight and may affect compliance with the provisions of the Public Finance Management framework governing financial reporting.
2. **THAT** the Fund is currently operating without an enabling primary legislation to anchor the existing Regulations. The Department informed the Committee that a Microfinance Bill is under development and is intended to provide the requisite legal framework for the establishment, management, and administration of the Fund. The Committee observed that the absence of primary legislation presents legal and operational risks that may impede the effective implementation of the Fund's mandate and compromise its long-term sustainability.
3. **THAT** the planned data validation exercise had not been undertaken despite an allocation of Kshs. 1,500,000 having been provided for that purpose in the approved Financial Year 2025/2026 Budget. The Committee was informed that the said funds were reallocated during the supplementary budget process, resulting in the postponement of the exercise. The Committee observed that the continued absence of data validation adversely affects the accuracy, reliability, and integrity of the Fund's records and beneficiary database.
4. **THAT** the system vendor responsible for the implementation and maintenance of the Fund's Loan Management System has not been paid for services rendered. Consequently, the Department has been unable to access critical information and reports generated by the system that are necessary for the effective administration,

monitoring, and management of the Fund. This has adversely affected operational efficiency, loan administration, monitoring, and recovery processes. The Committee further noted that an allocation of Kshs. 4,000,000 had been provided under the FY 2026/2027 Budget Estimates to enable the Department to settle the outstanding amount due to the vendor.

5. **THAT** the Bungoma County Trade Development Loans Fund has experienced persistently high loan default rates since its inception. This has significantly affected the Fund's sustainability, revolving capacity, and ability to extend credit to new beneficiaries. The Department attributed the poor loan repayment performance to prevailing economic challenges, weak loan recovery mechanisms, inadequate borrower data management, and the misconception among some beneficiaries that the loans constitute grants and are therefore not repayable.
6. **THAT** the Half-Year Financial Statements had neither been dated nor fully executed by the relevant signatories before their submission. The omission of approval dates and complete signatory details compromises the authenticity, credibility, and accountability of the financial statements and does not conform to established financial reporting requirements.
7. **THAT** both the Ward Trade Loan Committees and the County Trade Loan Committee have become largely dysfunctional owing to inadequate budgetary allocations. Consequently, the Committees have been unable to effectively discharge their statutory mandates, including loan appraisal, beneficiary monitoring, loan recovery, and oversight functions. The Committee observed that this has adversely affected the overall governance, administration, performance, and sustainability of the Fund.

#### **4.2 Committee Recommendations.**

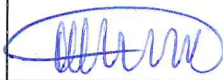
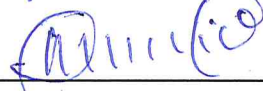
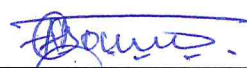
The Committee made the following recommendations;

1. **THAT**, the Department in liaison with the County Treasury should strictly adhere to the timelines prescribed under the Public Finance Management Act, 2012 and the Public Finance Management (County Governments) Regulations by ensuring that Financial Statements are submitted to the County Assembly within the stipulated timelines.

2. **THAT**, the Department should expedite the processing of the proposed Microfinance Bill and submit the same to the County Assembly within sixty (60) days from the approval of this Report.
3. **THAT**, the Department should utilize the Kshs. 4 million allocated in the 2026/2027 Financial Year towards settlement of outstanding obligations to the system vendor, to aid in completion of the data validation exercise, and implementation of enhanced loan recovery interventions.
4. **THAT**, the Department and the Fund Management Committee should, within three (3) months, develop and implement a comprehensive loan recovery strategy aimed at reducing the high loan default rates and enhancing the sustainability of the Bungoma County Trade Loan Development Fund. Further, the Department should submit a status report to the County Assembly detailing the progress made in loan recovery and the measures undertaken to improve the Fund's revolving capacity within sixty (60) days from the adoption of this report.
5. **THAT**, the Department should make budgetary provisions in the subsequent budget to facilitate the effective operationalization of the Ward Trade Loan Committees and the County Trade Loan Committee, particularly in the execution of loan recovery, monitoring and oversight functions. This will strengthen the Fund's governance structures, enhance loan recovery efforts and improve the overall sustainability and performance of the Fund.
6. **THAT**, the Department considers allocating adequate resources in the subsequent budget to facilitate the operations of the Ward and County Trade Loan Committees, with a view to enhancing the recovery of outstanding loans.
7. **THAT**, the Fund Administrator ensures that all financial statements and reports are duly signed and dated before their submission to the relevant authorities, in compliance with applicable financial reporting and accountability requirements.

## ADOPTION SCHEDULE

We the undersigned Members of Trade, Energy and Industrialization Committee affix our signatures adopting this report with the contents therein

|    | MEMBERS NAME          | DESIGNATION   | SIGN                                                                                  |
|----|-----------------------|---------------|---------------------------------------------------------------------------------------|
| 1  | Hon. Benard Kikechi   | Chairperson   |    |
| 2  | Hon. John Wanyama     | V/Chairperson |    |
| 3  | Hon. Allan Nyongesa   | Member        |    |
| 4  | Hon. Martin Chemorion | Member        |   |
| 5  | Hon. Alfred Mukhanya  | Member        |  |
| 6  | Hon. Charles Nangulu  | Member        |  |
| 7  | Hon. Polycarp Kimeta  | Member        |                                                                                       |
| 8  | Hon. Francis Chemion  | Member        |  |
| 9  | Hon. Eunice Kirui     | Member        |  |
| 10 | Hon. Everlyne Anyango | Member        |  |
| 11 | Hon. Moureen Wafula   | Member        |  |
| 12 | Hon. Florence Juma    | Member        |  |
| 13 | Hon. Brigid Katasi    | Member        |  |
| 14 | Hon. Angeline Rugut   | Member        |  |
| 15 | Hon. Alice Kibaba     | Member        |  |

