Forwarded for tabling
03/11/2026

COF

Recommended for approval for tabling -
04/11/2026

APPROVED
RT. HON. SEN
AMASON J. KINGI

REPUBLIC OF KENYA

Rt. Hon. Speaker
You may approve for tabling
J. M. Nyegenye, C.B.S.,
Clerk of the senate/ secretary, PSC
Date: 04/11/26

13TH PARLIAMENT | 5TH SESSION

THE SENATE

STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE

PARLIAMENT OF KENYA LIBRARY

REPORT ON CONSIDERATION OF THE NATIONAL ASSEMBLY AMENDMENTS TO THE COUNTY LIBRARY SERVICES BILL, 2024 (SENATE BILLS NO. 40 0F 2024)

PAPERS LAID	
DATE	5/11/2026
TABLED BY	Sen. Mundigi on behalf of the chair
COMMITTEE	
CLERK AT THE TABLE	Abigail

04/11/26

Clerk's Chambers,
The Senate,
Parliament Buildings,
NAIROBI.

PAPERS LAID	
DATE	
TABLED BY	
COMMITTEE	
CLERK AT THE TABLE	

NOVEMBER, 2026

TABLE OF CONTENTS

TABLE OF CONTENTS 1

LIST OF ABBREVIATIONS AND ACRONYMS 2

PRELIMINARIES 3

Establishment and Mandate of the Committee 3

Membership of the Committee 4

CHAIRPERSON'S FOREWORD 5

CHAPTER ONE: INTRODUCTION 7

1.0 Background and Legislative Journey of the Bill 7

1.1 Constitutional and Legal Context 7

CHAPTER TWO: CONSIDERATION OF THE NATIONAL ASSEMBLY AMENDMENTS 9

2.0 Amendment to the Long Title 9

2.1 Amendment to Clause 2 (Interpretation - Definition of 'Library') 9

2.2 Amendment to Clause 3(a) (Objectives of the Act - Sub-County Scope) 9

2.3 Amendment to Clause 4 (Role of County Governments) 10

2.4 Deletion of Clauses 5 and 6 (Establishment and Functions of Directorate) 10

2.5 Amendment to Clause 8 (Recognition of Other Libraries) 10

CHAPTER THREE: COMMITTEE OBSERVATIONS AND RECOMMENDATIONS 11

3.0 Committee Observations 11

3.1 Committee Recommendations 13

LIST OF APPENDICES 14

LIST OF ABBREVIATIONS AND ACRONYMS

CEC	County Executive Committee
CIDP	County Integrated Development Plan
ICT	Information and Communications Technology
KNLS	Kenya National Library Services
MP	Member of Parliament
NA	National Assembly

PRELIMINARIES

Establishment and Mandate of the Committee

The Standing Committee on Labour and Social Welfare is established pursuant to Standing Order 228 of the Senate Standing Orders. The Committee is mandated to consider all matters related to manpower and human resources planning, pensions, gender, culture, social welfare, youth affairs, the National Youth Service, children's welfare, national heritage, betting, lotteries, sports, public entertainment, public amenities and recreation.

The Committee oversights four ministries as follows –

1. The Ministry of Labour and Social Protection;
    a) State Department for Labour and Skills Development; and
    b) State Department for Social Protection and Senior Citizens Affairs.
2. The Ministry of Public Service, Human Capital Development and Special Programs;
    a) State Department for Public Service and Human Capital Development; and
    b) State Department for Special Programs.
3. The Ministry of Youth Affairs, Creative Economy and Sports;
    a) State Department for Youth Affairs and Creative Economy; and
    b) State Department for Sports.
4. The Ministry of Gender, Culture and Children Services;
    a) State Department for Gender Affairs and Affirmative Action;
    b) State Department for Culture, the Arts and Heritage; and
    c) State Department for Children Services.

The Committee also oversights the following institutions under the State Department for Public Investments and Assets Management in the National Treasury -

a) The department of pension;
b) The Retirement Benefits Authority;
c) The Local Authorities Provident Fund;
d) Public Service Superannuation Scheme; and

e) The Civil Servants Accident Claim Fund.

The Committee also oversights the following Commissions and State Corporations –

a) The Public Service Commission;

b) The Salaries and Remuneration Commission;

c) National Gender & Equality Commission;

d) The Commissioner of Sports & Sports Registrar; and

e) Permanent Presidential Music Commission.

Membership of the Committee

The Committee membership is as follows–

1. Sen. Julius Recha Murgor, CBS, MP - **Chairperson**
2. Sen. Crystal Kegehi Asige, MP - **Vice Chairperson**
3. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP - Member
4. Sen. Erick Okong'o Mogeni, SC, CBS, MP - Member
5. Sen. Alexander Munyi Mundigi, MP - Member
6. Sen. Joe Nyutu, MP - Member
7. Sen. Lenku Seki Ole Kanar, MP - Member
8. Sen. Miraj Abdullahi Abdulrahman, MP - Member
9. Sen. Beth Syengo MP - Member

CHAIRPERSON'S FOREWORD

Honourable Speaker,

The County Library Services Bill, 2024 (Senate Bills No. 40) was published on Wednesday, 24th July, 2024 vide Kenya Gazette Supplement No. 144. The Bill was read a First Time in the Senate on Tuesday, 17th September, 2024 and thereafter committed to the Standing Committee on Labour and Social Welfare for consideration.

Following extensive public participation and stakeholder engagements, the Senate considered and passed the Bill, with amendments, on Wednesday, 25th February, 2026. The Bill was subsequently referred to the National Assembly for concurrence pursuant to Article 110(4) of the Constitution.

Honourable Speaker,

By Message No. 024 of 2026 dated Thursday, 10th September, 2026, the Speaker of the National Assembly conveyed to the Senate, that on Wednesday, 26th August, 2026, the National Assembly considered and passed the County Library Services Bill, 2024 with amendments. In accordance with Standing Order 165 of the Senate Standing Orders, the Speaker of the Senate subsequently referred the National Assembly amendments to the Standing Committee on Labour and Social Welfare for consideration.

Honourable Speaker,

The Committee has thoroughly examined the amendments passed by the National Assembly against the Bill as passed by the Senate, guided by the provisions of the Constitution and the statutory framework governing devolved functions under the County Governments Act (Cap. 265) and Legal Notice No. 142 of 2019.

Having considered the amendments by the National Assembly to the County Library Services Bill, 2024 (Senate Bill No. 40 of 2024), the Standing Committee on Labour and Social Welfare recommends that the Senate approves the amendments to the long title, clauses 2, 3, 5 and 8 of the Bill and rejects the amendments to clauses 4 and 6 of

the Bill. The observations and recommendations of the Committee are set out in Chapter three of this Report.

Honourable Speaker,

I wish to extend my gratitude to the Members of the Committee for their diligence during the consideration of these amendments. I also thank the Offices of the Speaker and the Clerk of the Senate for their support.

It is now my pleasant duty, pursuant to Standing Order 165(4) of the Senate Standing Orders, to present this Report of the Standing Committee on Labour and Social Welfare on the consideration of the National Assembly amendments to the County Library Services Bill, 2024 (Senate Bills No. 40 of 2024).

Signed: .....  **.....Date: .....08.10.2026.....**

SEN. JULIUS MURGOR RECHA, CBS, MP

CHAIRPERSON, STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE

CHAPTER ONE: INTRODUCTION

1.0 Background and Legislative Journey of the Bill

1. The County Library Services Bill, 2024 (Senate Bills No. 40 of 2024) is sponsored by the Senate Standing Committee on Labour and Social Welfare. The Bill was published in the Kenya Gazette Supplement No. 144 on Wednesday, 24th July, 2024 as an ordinary Senate Bill.
2. It was introduced in the Senate by way of First Reading on Tuesday, 17th September, 2024 and subsequently committed to the Standing Committee on Labour and Social Welfare for consideration and public participation.
3. Pursuant to Article 118 of the Constitution and Standing Order 145(5), the Committee published advertisements in the daily newspapers inviting written submissions and conducted stakeholder sittings with key actors including the Ministry of Education, State Department for Culture, the Arts and Heritage, Kenya National Library Services (KNLS), Council of Governors (COG), County Assemblies Forum (CAF), and devolved county librarians.
4. Following public participation, the Senate considered and passed the Bill, with amendments, on Wednesday, 25th February, 2026. The Bill was thereafter transmitted to the National Assembly for consideration pursuant to Article 110(4) of the Constitution. On Wednesday, 26th August, 2026, the National Assembly considered and passed the Bill with amendments.
5. The decision was communicated to the Senate via Message No. 024 of 2026 dated 10th September, 2026, invoking Articles 110(4) and 112 of the Constitution. Under Article 112(1)(b), where a House passes a Bill referred to it in an amended form, the Bill is referred back to the originating House for reconsideration.

1.1 Constitutional and Legal Context

6. Paragraph 4(f) of Part 2 of the Fourth Schedule to the Constitution assigns the function of cultural activities, public entertainment and public amenities

including public libraries to County Governments. While the Kenya National Library Service Board Act (Cap. 225) established national library structures in 1965, it lacks legislative framework for devolved county libraries.

7. To operationalize devolution, Legal Notice No. 142 of 9th August, 2019 was issued pursuant to section 15 of the Sixth Schedule to the Constitution and section 12(b) of the Intergovernmental Relations Act (Cap. 265F).

8. The Legal Notice approved the formal delineation of library functions and distribution of library assets between the National Government and County Governments with effect from 1st July, 2019. The primary objective of the County Library Services Bill, 2024 is to provide an anchor statute establishing and regulating public libraries across all 47 counties.

9.

CHAPTER TWO: CONSIDERATION OF THE NATIONAL ASSEMBLY AMENDMENTS

10. This Chapter presents a detailed comparative analysis of the amendments made by the National Assembly against the Bill as passed by the Senate on Tuesday, 25th February, 2026 and the stated justifications by the National Assembly Departmental Committee on Sports and Culture and the Committee's detailed observations.

2.0 Amendment to the Long Title

11. The National Assembly amendment deletes the reference to 'county directorate of library services' from the Long Title, leaving the title as: 'AN ACT of Parliament to provide for the establishment of county libraries; and for connected purposes.'
12. Stated justification by National Assembly is that Section 46 of the County Governments Act (Cap. 265) gives County Executive Committees (CEC) discretion to organize county departments. Establishing a statutory directorate curtails executive flexibility.

2.1 Amendment to Clause 2 (Interpretation - Definition of 'Library')

13. The National Assembly proposed amendments to redefine 'library' by replacing 'printed and digital information resources, books' with 'printed and non-print books' and adding explicit reference to 'digital formats'.
14. Stated Justification by National Assembly is to explicitly encompass modern reading materials provided in digital formats and non-print media.

2.2 Amendment to Clause 3(a) (Objectives of the Act - Sub-County Scope)

15. The National Assembly proposes an amendment to Clause 3(a) to extend the objective of establishing libraries from 'in each county' to 'in each county and in each sub-county'. No justification was stated in the National Assembly Departmental Committee Report. Though "sub-county" is undefined in the Bill,

Section 48 (1) (b) of the County Governments Act as read together with Article 176 (2) of the constitution of Kenya equates a sub-county as an administrative unit analogous to a constituency; the objective is not itself operative.

2.3 Amendment to Clause 4 (Role of County Governments)

16. The National Assembly deleted the Senate's mandatory budgeting and resourcing duties, approving annual work plans, integrating library plans into annual county budgets and CIDPs, mobilizing/allocating funds, and funding staff capacity building. In their place, the Assembly substituted a list of service-delivery functions which means implementing national library policy, equipping/maintaining libraries, establishing a centre for books, local collection sections, ICT, lending, inter-library and home-bound services.
17. The indicated justification by the National Assembly is to align county government responsibilities with Legal Notice No. 142 of 2019 on the delineation of library functions.

2.4 Deletion of Clauses 5 and 6 (Establishment and Functions of Directorate)

18. The National Assembly deleted Clause 5 (Establishment of a County Directorate of Library Services) and Clause 6 (Functions of Directorate) in entirety.
19. Relying on section 46 of the County Governments Act, the Assembly argued that executive committees must retain discretion to structure county public service. Deleting Clause 6 was framed as a necessary consequence, as service functions were shifted to Clause 4.

2.5 Amendment to Clause 8 (Recognition of Other Libraries)

20. The amendments to replace the words 'directorate of library services' with 'county government' in the opening phrase. This is a consequential amendment following the deletion of the Directorate under Clause 5.

CHAPTER THREE: COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

3.0 Committee Observations

Having considered the amendments from the National Assembly on the County Library Services Bill, 2024 (Senate Bills No. 40 of 2024) the Standing Committee on Labour and Social Welfare observed that–

21. The amendment to the Long Title is consequential to the National Assembly's deletion of Clauses 5, 6 and 8 (which establish the County Directorate of Library Services). While section 46 of the County Governments Act grants counties organizational discretion, deleting statutory direction for library management leaves a legal vacuum regarding institutional responsibility, as analysed under clause 5 below.
22. The substance of the definition maintains free, paid or membership access to graphic, audio-visual and digital resources and remains functionally intact. However, the National Assembly failed to consequentially delete the definition of 'county directorate of library services' in clause 2, despite deleting clause 5. This creates an obvious drafting anomaly where the interpretation clause defines a body that no longer exists in the operative provisions of the Bill.
23. While expanding library coverage to sub-counties aligns with public demand expressed during Senate public participation (such as submissions from Kwale County Librarians), 'sub-county' remains undefined in the Bill. Under section 48(1)(b) of the County Governments Act read with Article 176(2) of the Constitution, a sub-county is an administrative unit equivalent to a constituency.
24. Crucially, clause 3(a) is a statement of objective and is not self-executing; the National Assembly created no corresponding operative duty or financial mechanism in clause 4 or elsewhere in the Bill requiring county governments to build sub-county libraries.
25. The Committee expressed concern over this substitution. Deleting paragraph (f) of Clause 4, which explicitly mandates the integration of county library plans into County Integrated Development Plans (CIDPs) and annual county budgets,

strips the Bill of its financial anchor. Without a statutory requirement to budget and include libraries in CIDPs, counties cannot allocate public funds to library development under the County Governments Act and Public Finance Management Act (Cap. 412A).

26. Furthermore, while expanding service functions such as home-bound and inter-library services, the National Assembly dropped several vital directorate functions without transferring them, including research, partnerships for school/college libraries, and specialized accessibility for persons with disabilities.

27. While section 46 grants general administrative discretion, establishing standard institutional frameworks for devolved functions via national legislation is consistent with the Senate's mandate to protect county interests and ensure uniform service delivery, deleting the Directorate creates administrative ambiguity regarding who directly manages libraries within county public service.

28. Moreover, critical functions in clause 6 were completely lost during the transfer to clause 4, specifically-

    (i) conducting research in library development;

    (ii) partnering with CECs for education to equip school and college libraries;

    (iii) designing innovative access for persons with disabilities; and

    (iv) providing professional advice to institutions managing resource centres.

29. The Committee noted that this amendment directly vests the power to recognize voluntary, community, and school libraries and extend financial or technical support in the County Government executive. However, without technical library staff organized under a dedicated unit, executing technical support and recognition standards will prove practically challenging.

30. The Committee's rejection to the amendments is based on the following legislative and policy grounds:

    (i) **Restoration of Budgeting and CIDP Mandates:** The National Assembly's substitution of Clause 4 deleted statutory obligations requiring county governments to integrate library work plans into County Integrated Development Plans (CIDPs) and annual county budgets.

Without CIDP integration, libraries cannot receive structural funding under the Public Finance Management Act (Cap. 412A), rendering devolved library management ineffective.

(ii) **Reinstatement of Essential Omitted Functions:** The deletion of Clause 6 resulted in the total loss of key statutory functions, including mandatory research in library science, partnerships with county education departments for school and college libraries and specialized access for persons with disabilities. These must be restored to ensure equitable library services.

3.1 Committee Recommendations

31. Having considered the National Assembly amendments to the County Library Services Bill, 2024 (Senate Bills No. 40 of 2024), and taking into account the legal implications on county executive duties, public financial management and statutory drafting integrity, the Standing Committee on Labour and Social Welfare recommends that-

Pursuant to Standing Order 165(4)(b) of the Senate Standing Orders and Article 112(1)(b) of the Constitution, the Senate approves the National Assembly amendments to the long title, clauses 2, 3, 5 and 8 of the Bill and rejects the amendments to clauses 4 and 6 of the Bill.

LIST OF APPENDICES

Appendix 1: Minutes of the Committee sittings

Appendix 2: Message No. 024 of 2026 from the Speaker of the National Assembly conveying the passage of the Bill with amendments.

Appendix 3: Schedule of Amendments to the County Library Services Bill, 2024 as passed by the National Assembly on Wednesday, 26th August, 2026.

Appendix 4: The County Library Services Bill, 2024 (Senate Bills No. 40 of 2024) as passed by the Senate on Wednesday, 25th February, 2026.

MINUTES OF THE FIFTY- FOURTH (54TH) MEETING OF THE STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN COMMITTEE ROOM 9, SECOND FLOOR, BUNGE TOWER ON THURSDAY, 8TH OCTOBER, 2026 AT 9.30 A.M.

MEMBERS PRESENT

1. Sen. Julius Recha Murgor, CBS, MP - **Chairperson**
2. Sen. Crystal Asige, MP -**Vice-Chairperson-** *Virtual*
3. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP - Member - *Virtual*
4. Sen. Alexander Munyi Mundigi, MP - Member - *Virtual*
5. Sen. Lenku Seki Ole Kanar, MP - Member- *Virtual*
6. Sen. Joe Nyutu, MP - Member
7. Sen. Miraj Abdulahi Abdulrahman, MP - Member
8. Sen. Beth Syengo, MP - Member- *Virtual*

APOLOGIES

1. Sen. Erick Okong'o Mogeni, SC, CBS, MP - Member

SECRETARIAT

1. Ms. Florence Waweru - Clerk Assistant
2. Ms. Ndindi Kibathi - Research Officer
3. Ms. Nigma Adow - Research Officer
4. Mr. Jackson Wekesa - Legal Counsel
5. Mr. Frank Mutulu - Media Relations
6. Mr. Nicholas Arusei - Audio Officer
7. Mr. Paul Katuta - Sergeant- At- Arms
8. Ms. Laura Kalunge - DSEC, Intern
9. Ms. Claire Wanyama - SLO Officer

MIN/SEN/SCLSW/309/2026: PRAYERS

The meeting was called to order by the Chairperson at 10.00 a.m. followed by a word of prayer.

MIN/SEN/SCLSW/310/2026: ADOPTION OF AGENDA

The Agenda was adopted after being proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Crystal Asige, MP as follows -

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the 48th- 51st Sets of Minutes;
4. Matters arising from previous minutes;
5. Consideration of National Assembly amendments and Committee Report on the County Library Services Bill(Senate No.40 of 2024) (*Committee Paper No.51*);
6. Consideration of the Public Participation Matrix and Committee Report on the Sports (Amendment) Bill, 2026 (National Assembly Bills No. 5 of 2026); (*Committee Paper No.52*);
7. Any Other Business; and
8. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/ 311/2026: CONFIRMATION OF THE 48TH – 51st SETS OF MINUTES

1. The Minutes of the 48th Sitting held on Tuesday, 10th September, 2026 at 10.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Miraj Abdulahi Abdulrahman, MP;
2. The Minutes of the 49th Sitting held on Thursday, 17th September, 2026 at 10.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Joe Nyutu, MP and seconded by Sen. Beth Syengo, MP;
3. The Minutes of the 50th Sitting held on Tuesday, 29th September, 2026 at 11.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. Beth Syengo, MP; and
4. The Minutes of the 51st Sitting held on Tuesday, 29th September, 2026 at 12.00 p.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. Beth Syengo, MP.

MIN/SEN/SCLSW/312/2026 MATTERS ARISING FROM PREVIOUS MINUTES

There were no matters arising.

MIN/SEN/SCLSW/313/2026

CONSIDERATION OF NATIONAL ASSEMBLY AMENDMENTS AND COMMITTEE REPORT ON THE COUNTY LIBRARY SERVICES BILL(SENATE NO.40 OF 2024)

A. Committee briefing

1. The Legal Counsel briefed the Committee on the National Assembly amendments to the County Library Services Bill, 2024 (Senate Bills No. 40 of 2024) and highlighted the following:
   a) The County Library Services Bill, 2024 was published on 24th July 2024 and passed by the Senate, with amendments, on 25th February 2026. The Bill was thereafter referred to the National Assembly pursuant to Article 110(4) of the Constitution.
   b) That, by Message No. 024 of 2026 dated 10th September 2026, the Speaker of the National Assembly conveyed that the National Assembly had considered and passed the Bill, with amendments, on 26th August 2026.
   c) The Legal Counsel informed the Committee that, having been passed with amendments by the National Assembly, the Bill had been referred to the Senate for reconsideration pursuant to Article 112(1)(b) of the Constitution. If the Senate approved the amendments, the Bill would be referred to the President for assent, while rejection of the amendments would result in referral to a mediation committee under Article 113.
   d) He highlighted that the National Assembly amendments principally:
      i. deleting the county directorate of library services and its functions;
      ii. substituting Clause 4 to provide for the functions of county governments in delivering library services;
      iii. extending the objective of establishing libraries to each county and each sub-county; and
      iv. amending the definition of "library" to expressly include non-print books and digital formats.

B. Committee comments and observations

The Committee made the following comments and observations:

1. The deletion of the county directorate was justified on the basis that section 46 of the County Governments Act gives county executive committees discretion to establish, vary or abolish county departments. The substitution of Clause 4 was further justified by Legal Notice No. 142 of 2019, which delineates library functions between the national and county levels of government.
2. The substituted Clause 4 provides for key service-delivery functions, including implementation of national library policy, equipping and maintenance of libraries, establishment of a centre for books and local collection sections, public sensitisation, ICT services, lending, inter-library loans and home-bound services, as well as advisory and liaison functions.
3. The amendments do not retain the Senate provisions on budgeting, funding, resource allocation, integration of library work plans into county budgets and County Integrated Development Plans, and staff capacity building.
4. Although the Long Title and Clause 3(a) refer to the establishment of county libraries, the amended Bill does not contain an express operative provision requiring or empowering the establishment of county libraries or libraries at the sub-county level.

5. Consequential issues arising from the amendments include the retention of the definition of *"county directorate of library services"* in Clause 2 despite the deletion of Clause 5, and the omission of functions previously assigned to the directorate, including research, collaboration on school and college libraries, enhancing access for persons with disabilities, professional advice on resource centres and school libraries, and the residual functions provision.

C. Committee resolutions

1. Accept the amendments to the Long Title, Clause 2, Clause 3(a), Clause 5, Clause 8 and the consequential amendments arising therefrom.
2. Reject the proposed substitution of Clause 4 and retain the Senate version, particularly the provisions relating to budgeting, funding, resource allocation, integration of library work plans into County Integrated Development Plans and county budgets, and staff capacity building.
3. Reject the deletion of Clause 6 and retain the Senate version providing for the functions of the county library services directorate, subject to consequential amendments necessary to ensure consistency with the other provisions of the Bill.
4. Accept the amendments to Clauses 1, 7 and 9 as proposed.
5. The committee report was consequently adopted having been proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. Joe Nyutu, MP

MIN/SEN/SCLSW/314/2026 **CONSIDERATION OF THE PUBLIC PARTICIPATION MATRIX AND COMMITTEE REPORT ON THE SPORTS (AMENDMENT) BILL, 2026 (NATIONAL ASSEMBLY BILLS NO. 5 OF 2026)**

A. Committee briefing

The Legal Counsel took Members through the matrix, which comprised of four submissions from the following-

a) Council of Governors (CoG);
b) Ms. Lydia Nyawira Mburia, Daystar University – Individual submission;
c) Mr. Moses Ngugi Ngina, Ndaragwa Sub-County, Nyandarua County Individual submission; and
d) Mr. Sammy Sisungo, Matete, Kakamega County – Individual submission.

B. Committee comments and observations

1. The Bill is timely and necessary in strengthening the integrity of sports in Kenya and criminalising and deterring match-fixing and other forms of manipulation of sports competitions. Stakeholders generally supported this objective.
2. The Bill has implications for both levels of government, particularly in relation to county-level sports competitions. Its implementation should comply with the division of functions under the Fourth Schedule and the principles of consultation and cooperation under Articles 6(2) and 189 of the Constitution.
3. The investigative framework, which assigns functions to the Directorate of Criminal Investigations and relevant sports organisations, should facilitate effective coordination and information-sharing between national and county institutions.
4. The definition of manipulation of a sports competition is sufficiently broad, while conduct such as age falsification, doping and sexual exploitation is

addressed under other legal and regulatory frameworks. The proposed penalties provide an appropriate deterrent.

5. Persons who report sports manipulation in good faith require appropriate protection from retaliation, while persons under investigation should be accorded a fair hearing before disciplinary action is taken.
6. Public awareness and education on sports manipulation, particularly among young athletes and grassroots participants, should be undertaken through coordinated programmes involving the National Government, County Governments and relevant sports organisations.
7. Further consideration is required on intergovernmental cooperation in investigations, protection of persons reporting sports manipulation, and the constitutional classification of the Bill under Article 110(3) of the Constitution.

C. <u>Committee resolutions</u>

The Committee-

1. Rejected – Proposal to amend the definition of "sports institutions" to expressly include County Governments.
2. Rejected – Proposal to expressly include age-cheating, doping, sexual exploitation and other specific conduct in the definition of manipulation of a sports competition.
3. Rejected – Proposal to remove functions of Sports Kenya under section 4 of the Principal Act on the basis of devolution, as the proposal falls outside the scope of the Bill.
4. Accepted – Proposal to provide for cooperation and information-sharing between the National Government and County Governments in implementing the Bill.
5. Rejected – Proposal to involve Sports Kenya, sponsors and other entities in investigations alongside the Directorate of Criminal Investigations.
6. Rejected – Proposal to establish joint investigations by Sports Kenya, ADAK and the Directorate of Criminal Investigations.
7. Rejected – Proposal requiring Sports Kenya to issue an interim response to complainants within thirty days.
8. Rejected – Proposal to establish an autonomous National Sports Integrity Unit under Sports Kenya.
9. Rejected – Proposal requiring betting companies to provide real-time betting alerts and report suspicious betting activity within two hours.
10. Accepted – Proposal to strengthen the penalties for manipulation of sports competitions, noting that the Bill as passed by the National Assembly provides for enhanced penalties.
11. Rejected – Proposal to impose a lifetime ban from all sports activities on repeat offenders.
12. Rejected – Proposal to channel confiscated proceeds to a Sports Development Fund.
13. Accepted – Proposal to provide protection for athletes, referees, officials and other persons who report manipulation of sports competitions in good faith.
14. Rejected – Proposal to prescribe a specific anonymous reporting hotline in the Bill.
15. Rejected – Proposal to compel Sports Kenya to conduct civic education in counties.
16. Rejected – Proposal to prescribe specific mechanisms for integrating sports integrity education into community health outreach and youth sports clinics.
17. The Committee report was consequently adopted, having been proposed by Sen. Joe Nyutu, MP, and seconded by Sen. Miraj Abdulahi Abdulrahman, MP,

together with the Committee Stage amendments, which would be approved for signature by the Chairperson.

MIN/SEN/SCLSW/315/2026 **ANY OTHER BUSINESS**

Benchmarking Visits

1. The Committee considered proposals to undertake benchmarking visits on matters within its mandate to Cape Town, South Africa, from 21st to 28th October 2026, and Arusha, Tanzania, from 25th October to 1st November 2026. The Chairperson consequently nominated the following Senators to participate in the respective benchmarking visits: *Cape Town, South Africa, Sen. Beth Syengo, MP; Sen. Miraj Abdulahi Abdulrahman, MP and Sen. Joe Nyutu, MP* while *Arusha, Tanzania- Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP, Sen. Erick Okong'o Mogeni, SC, CBS, MP, Sen. Alexander Munyi Mundigi, MP and himself.*
2. The Committee noted the unavailability of Senator Crystal Asige, MP, and Senator Lenku Seki Ole Kanar, MP, for the respective visits and considered their requests to retain their budgetary allocations for utilisation in other Committee engagements of their choice in November 2026. The Chairperson approved the requests.

MIN/SEN/SCLSW/316/2026 **ADJOURNMENT AND DATE OF THE NEXT MEETING**

The meeting was adjourned at 11.30 a.m. the next meeting being on notice.

SIGNATURE..... .....

(CHAIRPERSON: SEN. JULIUS RECHA MURGOR, CBS, MP)

DATE:.....**08.10.2026**.....

MINUTES OF THE FIFTY-FIRST (51ST) MEETING OF THE STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN MINI CHAMBER, FIRST FLOOR, COUNTY HALL BUILDING ON TUESDAY, 29TH SEPTEMBER, 2026 AT 12.00 P.M.

MEMBERS PRESENT

1. Sen. Julius Recha Murgor, CBS, MP - **Chairperson**
2. Sen. Crystal Asige, MP -**Vice-Chairperson-** *Virtual*
3. Sen. Alexander Munyi Mundigi, MP - Member
4. Sen. Lenku Seki Ole Kanar, MP - Member
5. Sen. Miraj Abdulahi Abdulrahman, MP - Member- *Virtual*
6. Sen. Beth Syengo, MP - Member- *Virtual*

APOLOGIES

1. Sen. Erick Okong'o Mogeni, SC, CBS, MP - Member
2. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP - Member
3. Sen. Joe Nyutu, MP - Member

SECRETARIAT

1. Ms. Florence Waweru - Clerk Assistant
2. Ms. Ndindi Kibathi - Research Officer
3. Ms. Nigma Adow - Research Officer
4. Mr. Jackson Wekesa - Legal Counsel
5. Mr. Nicholas Arusei - Media Relations
6. Mr. Paul Katuta - Sergeant- At- Arms
7. Ms. Nelly - Hansard Reporter- SLO

MIN/SEN/SCLSW/294/2026: PRAYERS

The meeting was called to order by the Chairperson at 12.05 p.m. followed by a word of prayer.

MIN/SEN/SCLSW/295/2026: ADOPTION OF AGENDA

The Agenda was adopted after being proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Miraj Abdulahi Abdulrahman, MP as follows -

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the 48th and 49th Sets of Minutes;
4. Matters arising from previous minutes;

5. Consideration of National Assembly proposed amendments to the County Library Services Bill(Senate No.40 of 2024) (Committee Paper No.48);
6. Any Other Business; and
7. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/296/2026: **CONFIRMATION OF THE 48TH AND 49TH SETS OF MINUTES**

Agenda item was deferred

MIN/SEN/SCLSW/297/2026 **MATTERS ARISING FROM PREVIOUS MINUTES**

Agenda item was deferred.

MIN/SEN/SCLSW/298/2026 **CONSIDERATION OF NATIONAL ASSEMBLY PROPOSED AMENDMENTS TO THE COUNTY LIBRARY SERVICES BILL(SENATE NO.40 OF 2024)**

A. Committee Briefing

1. The Legal Counsel briefed the Committee on the National Assembly amendments to the County Library Services Bill, 2024 (Senate Bills No. 40 of 2024) and highlighted the following:
   a) The County Library Services Bill, 2024 was published on 24th July 2024 and passed by the Senate, with amendments, on 25th February 2026. The Bill was thereafter referred to the National Assembly pursuant to Article 110(4) of the Constitution.
   b) That, by Message No. 024 of 2026 dated 10th September 2026, the Speaker of the National Assembly conveyed that the National Assembly had considered and passed the Bill, with amendments, on 26th August 2026.
   c) The Legal Counsel informed the Committee that, having been passed with amendments by the National Assembly, the Bill had been referred to the Senate for reconsideration pursuant to Article 112(1)(b) of the Constitution. If the Senate approved the amendments, the Bill would be referred to the President for assent, while rejection of the amendments would result in referral to a mediation committee under Article 113.
   d) He highlighted that the National Assembly amendments principally:
      i. deleted the county directorate of library services and its functions;
      ii. substituted Clause 4 to provide for the functions of county governments in delivering library services;
      iii. extended the objective of establishing libraries to each county and each sub-county; and
      iv. amended the definition of "library" to expressly include non-print books and digital formats.
   e) The deletion of the county directorate was justified on the basis that section 46 of the County Governments Act gives county executive committees discretion to establish, vary or abolish county departments. The substituted

Clause 4 was justified on the basis of Legal Notice No. 142 of 2019, which delineates library functions between the levels of government.

f) The substituted Clause 4 introduced various service-delivery functions, including implementation of national library policy, equipping and maintaining libraries, establishment of a centre for books and local collection sections, public sensitisation, provision of ICT services, lending, inter-library loan and home-bound services, and advisory and liaison functions.

g) The Committee's attention was drawn to the fact that the Senate provisions on budgeting, funding, resource allocation, work-plan integration into county budgets and County Integrated Development Plans, and staff capacity building had not been carried forward into the amended Clause 4.

h) It was further highlighted that, although the Long Title and Clause 3(a) referred to the establishment of county libraries, the amended Bill did not contain an express operative provision requiring or empowering the establishment of county libraries or libraries in each sub-county.

i) Consequential matters arising from the amendments were also highlighted, including the retention of the definition of "county directorate of library services" in Clause 2 despite the deletion of Clause 5, and the omission of certain functions previously assigned to the directorate, including research, collaboration on school and college libraries, enhancing access for persons with disabilities, professional advice on resource centres and school libraries, and the residual functions provision.

j) The Committee was informed that the amendments would require careful consideration of their legal and practical implications, particularly regarding the sustainability and financing of county library services, the establishment of libraries at county and sub-county levels, and the consequential amendments necessary to ensure consistency within the Bill.

B. Committee comments and observations

1. The Committee noted the need for enhanced physical participation of Members in the consideration of the National Assembly amendments, particularly given the substantive changes proposed to the Bill and their implications for the delivery and financing of county library services.
2. The Committee observed that in-person deliberations would facilitate more effective engagement with the amendments, including consideration of the implications of deleting the county directorate, the financing of library services, and the absence of an express provision requiring the establishment of libraries at county and sub-county levels.

C. Committee Resolutions

1. The Committee resolved to defer consideration and determination of the proposed amendments until more Members were physically present, owing to audio and connectivity challenges experienced during the meeting.
2. The Committee resolved to convene another meeting, subject to consultation with the Chairperson, to consider and determine the proposed amendments.

MIN/SEN/SCLSW/299/2026 ANY OTHER BUSINESS

1. Members highlighted the need to undertake two foreign benchmarking visits during the October 2026 recess, namely to Cape Town, South Africa, and

Arusha, Tanzania, to benchmark practices and programmes on matters falling within the Committee's mandate.

2. Members proposed that nominations be made for participation in the two benchmarking visits and that a second meeting be convened to consider and determine the nominations.

MIN/SEN/SCLSW/300/2026 **ADJOURNMENT AND DATE OF THE NEXT MEETING**

The meeting was adjourned at 12.30 p.m. the next meeting being on notice.

SIGNATURE..... .....

(CHAIRPERSON: SEN. JULIUS RECHA MURGOR, CBS, MP)

DATE:.....08.10.2026.....

Table 1: Amendments made by the National Assembly, the stated justification for each, and the effect on the Bill as passed by the Senate

No.	Provision	National Assembly amendment	Justification and effect
1.	Long Title	Deletes the reference to "county directorate of library services"; the Long Title now refers only to establishing county libraries.	*Justification given: section 46 of the County Governments Act (Cap. 265) gives county executive committees discretion to organise county departments.* Effect: consequential on deleting clauses 5 and 6.
2.	Clause 2 — definition of "library"	Redefines "library": "printed and digital information resources, books" becomes "printed and non-print books", and "digital formats" is added.	*Justification given: to include reading materials in digital formats.* Effect: substance (free, paid or membership access) unchanged.
3.	Clause 3(a) — objective	Extends the objective of establishing libraries to "each county and in each sub-county".	*No justification is stated for this amendment.* Effect: Though "sub-county" is undefined in the Bill, Section 48 (1) (b) of the County Governments Act as read together with Article 176 (2) of the Constitution of Kenya equates a sub-county as an administrative unit analogous to a constituency; the objective is not itself operative (Observation 3 below).
4.	Clause 4 — role of county governments	Wholesale substitution. The Senate's budgeting and resourcing duties are replaced with a list of service-delivery functions (implementing national library policy; equipping and maintaining libraries; a centre for books; a local collection section; sensitization; ICT; lending, inter-library and home-bound services; advisory and liaison functions).	*Justification given: to align county governments' role with Legal Notice No. 142 of 2019 on the delineation of library functions.* Effect: drops all budgeting, funding and CIDP-integration duties (paragraph 7); introduces functions with no Senate counterpart (national policy implementation; centre for books; local collection section; lending/inter-library/home-bound services); several clause 6 directorate functions are not carried forward (Observation 4).
5.	Clause 5 — establishment of a directorate	Deleted.	*Justification given: section 46 of the County Governments Act gives county executive committees discretion to establish, vary or abolish departments.* Effect: no directorate is established; clause 2's definition of "county directorate of library services" is not consequentially deleted.

No.	Provision	National Assembly amendment	Justification and effect
6.	Clause 6 — functions of the directorate	Deleted.	*Justification given: a necessary consequence of deleting clause 5, since the substituted clause 4 now spells out county governments' role.* Effect: most functions are reflected, wholly or partly, in the substituted clause 4; several are not carried forward (Observation 3 below).
7.	Clause 8 — recognition of other libraries	Opening words "directorate of library services" replaced with "government".	*Justification given: a necessary consequence of deleting the directorate.* Effect: county governments themselves now exercise the recognition and technical-support power.
8.	Clauses 1, 7 and 9	No amendment (short title; vesting of property; regulations).	Effect: clauses 7–9 to be renumbered as 5–7. with consequential fixes to the Arrangement of Clauses and cross-references.

REPUBLIC OF KENYA

THIRTEENTH PARLIAMENT - FIFTH SESSION

THE NATIONAL ASSEMBLY

MESSAGES

MESSAGE TO THE SENATE

(No. 024 of 2026)

SUBJECT: PASSAGE OF THE COUNTY LIBRARY SERVICES BILL (SENATE BILL NO. 40 OF 2024)

PURSUANT to the provisions of Standing Order 41(1) and 144 of the National Assembly Standing Orders, I hereby convey the following Message from the National Assembly—

WHEREAS, the County Library Services Bill (Senate Bill No. 40 of 2024) was passed by the Senate on Wednesday, 27th February 2026, and thereafter referred to the National Assembly for consideration pursuant to the provisions of Article 110(4) of the Constitution;

AND WHEREAS, on Wednesday, 26th August 2026, the National Assembly considered and passed the said Bill **with amendments**, as contained in the Schedule of Amendments attached hereto;

NOW THEREFORE, in accordance with the provisions of Article 112 of the Constitution and pursuant to Standing Orders 41(1) and 144 of the National Assembly Standing Orders, I hereby convey the said decision of the National Assembly to the Senate.

Wetang'ula

THE RT. HON. (DR.) MOSES F.M. WETANG'ULA, SC, EGH, MP
SPEAKER OF THE NATIONAL ASSEMBLY
Thursday, 10th September 2026

THE COUNTY LIBRARY SERVICES BILL (SENATE BILLS NO. 40 OF 2024)

Bill also passed by the National Assembly on Wednesday, 26th August, 2026

SCHEDULE OF AMENDMENTS MADE TO THE BILL BY THE NATIONAL ASSEMBLY

LONG TITLE

THAT, the Bill be amended by deleting the Long Title and substituting therefor the following Long Title—

"An Act of Parliament to provide for the establishment of county libraries; and for connected purposes"

CLAUSE 2

THAT, Clause 2 of the Bill be amended by deleting the definition of the word "library" and substituting therefor the following new definition—

"library" means an organized collection of printed and non-print books, periodicals or any graphic or audio-visual material and digital formats to which a member of the public has access free of charge or on payment of fees or by virtue of being a member of an organization or institution;

CLAUSE 3

THAT, Clause 3 of the Bill be amended in paragraph (a) by inserting the words "and in each sub-county" immediately after the words "in each county".

CLAUSE 4

THAT, the Bill be amended by deleting Clause 4 and substituting therefor the following new Clause—

Role of county governments.

4. The county governments shall, in relation to county library services—

(a) implement the national library policy, standards and norms;

(b) identify the training and development needs for capacity building;

(c) equip, develop, manage and maintain the county libraries and provide information service responsive to the needs of the communities;

(d) establish a centre for books to promote a culture of reading, writing and publishing in local languages, advocacy, book development and easy access to books and distribution of information materials;

Signature:.....

Clerk of the National Assembly



REPUBLIC OF KENYA

PARLIAMENT

SENATE BILLS
(Bill No. 40 of 2024)

THE COUNTY LIBRARY SERVICES BILL, 2024

(A Bill published in the Kenya *Gazette* Supplement No. 144 of 24th July, 2024 and passed by the Senate, with amendments, on Wednesday, 25th February, 2026.)

THE COUNTY LIBRARY SERVICES BILL, 2024

ARRANGEMENT OF CLAUSES

Clause

1—Short title.
2—Interpretation.
3— Objectives of the Act.
4—Role of county governments.
5—Establishment of a county directorate of library services.
6—Functions of a county directorate of library services.
7—Vesting of property.
8—Recognition of other libraries in the county.
9—Regulations.

THE COUNTY LIBRARY SERVICES BILL, 2024

A Bill for

AN ACT of Parliament to provide for the establishment of county libraries and county directorate of library services in each county; the functions and powers of each county directorate of library services; and for connected purposes.

ENACTED by the Parliament of Kenya, as follows—

Short title.

1. This Act may be cited as the County Library Services Act, 2024.

Interpretation.

2. In this Act—

"book" includes—

(a) every volume, part, division of a volume and pamphlet in any language;

(b) manuscript in any form;

(c) every sheet of music, map, graph, chart or plan separately printed or lithographed;

(d) newspapers, periodicals, paintings, posters, photographs, photographic reproduction, gramophonic records, audio-video tapes, floppy, compact discs, slides, microfilms and film scripts for audio visual information and such other materials; and

(e) journals and other electronic resources that can be accessed digitally.

"county directorate of library services" means the county directorate of library services established under section 5;

"county executive committee member" means the county executive committee member responsible for library services within the county;

"library" means an organized collection of printed and digital information resources, books, periodicals or any graphic or audiovisual material to which a member of the public has access to, free of charge or on payment of fees or by virtue of being a member of an organization or institution; and

"national library service" means a repository and access point for print, audio, audio-visual, braille and digital materials and documents in braille that serve as the pre-eminent repository of information for the country and as the official national depository for printed works, a general public access library, information and bibliographic centre.

Objectives of the Act.

3. The objective of this Act is to—

(a) establish libraries in each county to ensure that learners and the communities within the county have access to educational resources and information;

(b) to promote literacy in counties; and

(c) to support education, cultural and research activities by providing necessary resources and facilities.

Role of county governments.

4. The County Government shall—

(a) approve and integrate the county libraries annual work plan into the annual county budget;

(b) mobilise resources necessary for the delivery of library services in the respective county;

(c) allocate adequate funds and resources necessary for the effective development of libraries;

(d) collaborate with such entities as it may consider necessary—

(i) for the development of capacity building and training programmes for librarians in the county; and

(ii) in financing and mobilising resources for the development and maintenance of county libraries;

(e) provide the necessary resources for capacity building of the county library staff; and

(f) approve and integrate the county libraries annual wok plan into the county integrated development plans.

Establishment of a county directorate of library services.

5. A county government shall establish a county directorate of library services within its county public service.

Functions of a county directorate of library services.

6. A county directorate of library services shall—

(a) establish and promote the establishment of libraries in the county;

(b) develop, equip, manage, and maintain libraries including electronic libraries in the county;

(c) promote technology in accessing and disseminating information;

(d) provide information service responsive to the needs of communities;

(e) plan, co-ordinate and advise the county government on the delivery of library services;

(f) advise the county government and other public bodies on all matters relating to library, documentation and related services;

(g) facilitate the documentation of information relating to the county and the provision of related services in the county;

(h) facilitate the training of librarians within the county on the principles, procedures and techniques of librarianship and such other related natters as the committee may from time to time decide;

(i) carry out and encourage research in the development of library and related services in the county;

(j) conduct campaigns for the eradication of illiteracy in the county;

(k) stimulate public interest in books and promote culture of reading, writing and publishing in local languages for knowledge, information and enjoyment in the county including facilitating mobile library services;

(l) encourage and facilitate the use of libraries by members of the public;

(m) partner with the county executive committee member in charge of education to facilitate the establishment and equipping of libraries in schools, colleges and other institutions;

(n) design innovative ways to enhance access to library services and information by persons with disabilities;

(o) provide professional advice to institutions and promote best practices in managing resource centres and school libraries;

(p) acquire books produced in and outside Kenya and such other materials and sources of knowledge necessary for a comprehensive county library;

(q) liaise with national library, other county libraries and other relevant institutions to enhance information and experience sharing;

(r) publish a county bibliographical and referencing services in the county; and

(s) perform any other function that may be conferred on it by this Act or any other law.

Vesting of property.

7. All movable and immovable property held or acquired for the purpose of a county library established and maintained by a county shall vest in and be held by the respective county government.

Recognition of other libraries in the county.

8. Subject to this Act, a county directorate of library services may—

(a) recognize any library run by a voluntary agency within the county, or any library open for use by the public, as a county library for the purposes of provision of financial assistance to the library;

(b) recognize any school library in a county, for the purpose of provision of financial assistance to the school library; and

(c) offer technical support to libraries recognized under paragraphs (a) and (b).

Regulations.

9. (1) The county executive committee member may make regulations for the better carrying out of this Act.

(2) Without prejudice to the generality of subsection (1), the county executive committee member may make regulations providing for—

(a) recognition of a library or association for the purpose of provision of financial assistance;

(b) prescribing fees and penalties to be paid by any person borrowing books from a county library; and

(c) provision of technical support to libraries recognized under this Act.

I certify that this printed impression is a true copy of the Bill as passed by the Senate, with amendments, on Wednesday, 25th February, 2026.

Clerk of the Senate

Endorsed for presentation to the National Assembly in accordance with the provisions of standing order 161(1) of the Senate Standing Orders.

Speaker of the Senate