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THIRTEENTH PARLIAMENT | FOURTH SESSION

THE SENATE

STANDING COMMITTEE ON FINANCE AND BUDGET

Rt. Hon. Speaker
You may approve for tabling
J. M. Nyegenye, C.B.S.,
Clerk of the senate/secretary, PSC
Date: 05/11/25

REPORT ON THE COUNTY GOVERNMENTS ADDITIONAL
ALLOCATIONS BILL, 2025 (NATIONAL ASSEMBLY BILLS NO. 2 OF 2025)

Clerk's Chambers,
Parliament Buildings,
NAIROBI.

Clerk
Forwarded and recommended for
approval for tabling

October 2025

05/11/2025

PAPERS LAID	
DATE	11.11.25
TABLED BY	Chairperson
COMMITTEE	
CLERK AT THE TABLE	T. KIARIE

12-11-97
11:15 AM
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RE: HON. SPEAKER
You may wish to
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TABLE OF CONTENTS

Contents	
PRELIMINARIES	3
ESTABLISHMENT AND MANDATE OF THE COMMITTEE	3
The County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025)	5
Object of the Bill	5
Salient Features of the Bill	5
Observations	7
Recommendation	7
Acknowledgment	7
Appendix	9

PRELIMINARIES

ESTABLISHMENT AND MANDATE OF THE COMMITTEE

Article 124(1) of the Constitution of Kenya provides for the establishment of Committees where each house of Parliament may establish committees and shall make Standing Orders for the orderly conduct of its proceedings, including the proceedings of its committees.

Parliamentary Committees consider policy issues, scrutinize the workings and expenditures of the national and county governments, and examine proposals for legislation. The end result of any process in Committees is a report, which is tabled in the House for consideration.

The Senate Standing Committees are established pursuant to standing order 228 of the Senate Standing Orders. The Fourth Schedule to the Senate Standing Orders outlines the subject matter assigned to each specific Committee. The Standing Committee on Finance and Budget is mandated to-

- a) investigate, inquire into and report on all matters relating to coordination, control, and monitoring of the county budgets and examine -
 - i. the Budget Policy Statement presented to the Senate;
 - ii. the report on the budget allocated to constitutional Commissions and independent offices;
 - iii. the Division of Revenue Bill, the County Allocation of Revenue Bill, the *County Governments Additional Allocations Bill*, and the cash disbursement schedule for county governments;
 - iv. all matters related to resolutions and Bills for appropriations, the share of national revenue amongst the counties, matters concerning the national budget, including public finance and monetary policies and public debt, planning, and development policy; and
- b) Pursuant to Article 228 (6) of the Constitution, to examine the report of the Controller of Budget on the implementation of the budgets of county governments.

MEMBERSHIP OF THE COMMITTEE

The Standing Committee on Finance and Budget was constituted by the Senate of the Thirteenth (13th) Parliament on Thursday, 13th October, 2022 during the First Session. The Committee was later reconstituted on Wednesday, 12th February, 2025, during the Fourth Session. The Committee as currently constituted is comprised of the following Members-

- | | | |
|--|---|-------------------------|
| 1) Sen. (Capt.) Ali Ibrahim Roba, EGH, MP | - | Chairperson |
| 2) Sen. Maureen Tabitha Mutinda, MP | - | Vice-Chairperson |
| 3) Sen. (Dr.) Boni Khalwale, CBS, MP | - | Member |
| 4) Sen. Mohamed Faki Mwinyihaji, MP | - | Member |
| 5) Sen. Richard Momoima Onyonka, MP | - | Member |
| 6) Sen. Shakila Abdalla Mohamed, MP | - | Member |
| 7) Sen. Eddy Gicheru Oketch, MP | - | Member |
| 8) Sen. Mariam Sheikh Omar, MP | - | Member |
| 9) Sen. Esther Okenyuri, MP | - | Member |

The County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025)

The County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025) was published *vide* Kenya Gazette Supplement No. 12 of 6th February, 2025. The Bill was read a First Time in the Senate on Thursday, 20th March, 2025. Thereafter, pursuant to standing order 145 of the Senate Standing Orders, the Bill was committed to the Standing Committee on Finance and Budget for consideration.

Object of the Bill

The primary object of the Bill is to provide for the transfer of conditional or unconditional allocations from the national government's share of revenue under Article 202(2) of the Constitution and additional allocations from the proceeds of external loans and grants from development partners in line with Article 190 of the Constitution to the county governments for Financial Year 2024/2025. The Bill also provides for the responsibilities of the National and county governments.

Salient Features of the Bill

The First Schedule to the Bill outlines additional allocations amounting to Ksh.7.849 billion to county governments from the National Governments' share of the revenue raised nationally for FY 2024/2025. The allocations are-

- a) County Aggregation and Industrial Parks (CAIPs) programme to be undertaken in 19 counties, totalling Ksh.2.853 billion.
- b) Community Health Promoters (CHPs) Programme amounting to Ksh.3.234 billion to be shared among the forty-seven county governments.
- c) Basic salary arrears for county government doctors amounting to Ksh.1.759 billion.

The Second Schedule to the Bill outlines unconditional additional allocations to county governments from court fines amounting to Ksh.116.092 million being Ksh.108.66 million for FY 2023/24 and Ksh.7.431 million being allocation for FY 2024/25.

The Third Schedule outlines additional allocations to County Governments from the proceeds of loans or grants from Development Partners for FY 2024/2025 amounting to Ksh.17.368 billion. These allocations include-

- a) DANIDA grant for financing Primary Healthcare in Devolved Context amounting to Ksh.487.5 million.
- b) Kenya Informal Settlement Improvement Project (KISIP II)- IDA World Bank funded project amounting to Ksh.1.7 billion.
- c) Emergency Locust Response Project (ELRP) financed by proceeds from an IDA (World Bank) loan amounting to Ksh.1.9 billion.
- d) Financing Locally- Led Climate Action Program, (FLLoCA) County Climate Resilience Investment (CCRI) grant financed by proceeds from a KfW (German Development Bank) loan and IDA (World Bank) Credit amounting to Ksh.2.586 billion.
- e) IDA (World Bank) loan for the Food Systems Resilience Project – (FSRP) totalling to Ksh.905 million.
- f) IDA (World Bank) Loan for the National Agricultural Value Chain Development Project (NAVCDP) amounting to Ksh.1.7 billion.
- g) IDA (World Bank) loan to finance Water and Sanitation Development Project (WSDP) totalling to Ksh.3.43 billion.
- h) IDA (World Bank) loan for the Kenya Devolution Support Programme (KDSP) II of Ksh.1.478 billion.
- i) IDA (World Bank) Loan for the Kenya Urban Support Project (KUSP) – Urban Institutional Grant (UIG) of Ksh.1.667 billion.
- j) International Fund for Agricultural Development (IFAD) loan for the Kenya Livestock Commercialization Project (KeLCoP) totalling Ksh.378.7 million.
- k) KfW (German Development Bank) Loan for the Drought Resilience Programme in Northern Kenya (DRPNK) of Ksh.781.96 million.
- l) International Fund for Agricultural Development (IFAD) loan for the Aquaculture Business Development Programme (ABDP) of Ksh.245.88 million.
- m) United Nations Fund for Population Activities (UNFPA) grant for the tenth Country Kenya Programme totalling Ksh.65.2 million.
- n) Sweden- Kenya Agricultural Business Development Project (KABDP) credit amounting to Ksh.42 million.

Observations

The Committee, having considered the Bill noted that–

- a) The Bill applies to allocations for Financial Year 2024/25 which has since lapsed.
- b) A similar Bill, the County Governments Additional Allocations Bill, (Senate Bills No. 1 of 2025), providing allocations for FY 2024/25 was approved by Parliament with amendments and was assented to by the President on 8th May, 2025 and is now an Act of Parliament.
- c) It is an act in futility to consider a Bill whose subject matter is wholly provided for under an existing Act of Parliament.

Recommendation

Consequently, the Committee resolved to draw the attention of the Senate to the status of the Bill and recommend that the Bill should not be approved.

Acknowledgment

The Committee appreciates the offices of the Speaker and the Clerk of the Senate for the support extended to the Committee in discharging its mandate.

Lastly, I take this opportunity to commend the Members of the Committee for their devotion and commitment to duty, which made the consideration of the County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025) successful.

It is now my pleasant duty, pursuant to standing order 148(1) of the Senate Standing Orders, to present the Report of the Standing Committee on Finance and Budget to the Senate on the County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025).



SIGNATURE: DATE: ..3rd November, 2025.

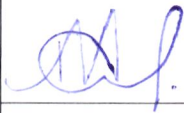
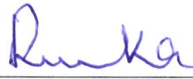
SEN. (CAPT.) ALI IBRAHIM ROBA, EGH, MP,

CHAIRPERSON,

STANDING COMMITTEE ON FINANCE AND BUDGET

**ADOPTION OF THE REPORT OF THE STANDING COMMITTEE ON
FINANCE AND BUDGET ON THE COUNTY GOVERNMENTS ADDITIONAL
ALLOCATION BILL, 2025 (NATIONAL ASSEMBLY BILLS NO. 2 OF 2025)**

We, the undersigned Members of the Senate Standing Committee on Finance and Budget, do hereby append our signatures to adopt this Report-

	Name	Designation	Signature
1.	Sen. Capt. Ali Ibrahim Roba, EGH, MP	Chairperson	
2.	Sen. Maureen Tabitha Mutinda, MP	Vice-Chairperson	
3.	Sen. (Dr.) Boni Khalwale, CBS, MP	Member	
4.	Sen. Mohamed Faki Mwinyihaji, CBS, MP	Member	
5.	Sen. Richard Momoima Onyonka, MP	Member	
6.	Sen. Shakila Abdalla Mohamed, MP	Member	
7.	Sen. Eddy Gicheru Oketch, MP	Member	
8.	Sen. Mariam Sheikh Omar, MP	Member	
9.	Sen. Esther Okenyuri, MP	Member	

Appendix

Minutes of the Committee



MINUTES OF THE TWO HUNDRED AND FORTY-SECOND (242ND) MEETING OF THE SENATE STANDING COMMITTEE ON FINANCE AND BUDGET HELD ON TUESDAY, 21ST OCTOBER, 2025 IN PINE CONFERENCE ROOM, LAKE NAIVASHA RESORT, NAKURU COUNTY 7.00 P.M.

PRESENT

1. Sen. (Capt.) Ali Ibrahim Roba, EGH, MP	-	Chairperson
2. Sen. Maureen Tabitha Mutinda, MP	-	Vice-Chairperson
3. Sen. Mariam Sheikh Omar, MP	-	Member
4. Sen. Esther Okenyuri, MP	-	Member
5. Sen. Mohamed Faki Mwinyihaji, CBS, MP	-	Member

ABSENT WITH APOLOGY

6. Sen. (Dr.) Boni Khalwale, CBS, MP	-	Member
7. Sen. Richard Momoima Onyonka, MP	-	Member
8. Sen. Eddy Oketch Gicheru, MP	-	Member
9. Sen. Shakila Abdalla Mohamed, MP	-	Member

SECRETARIAT

1. Mr. Christopher Gitonga	-	Clerk Assistant
2. Ms. Beverlyne Chivadika	-	Clerk Assistant
3. Ms. Lucy Radoli	-	Legal Counsel
4. Mr. Mitchell Otoro	-	Legal Counsel
5. Mr. Kioko Kiminza	-	Fiscal Analyst
6. Mr. Constant Wamayuyi	-	Researcher
7. Mr. Godana Mamo	-	Sergeant-At-Arms
8. Ms. Caroline Mukami	-	Secretary
9. Ms. Rose Ometere	-	Audio Officer

MIN/SEN/SCF&B/1401/2025

PRELIMINARIES

The Chairperson called the meeting to order at 7:05 p.m. This was followed by a word of prayer and introductions.

MIN/SEN/SCF&B/1402/2025

ADOPTION OF THE AGENDA

The agenda was adopted having been proposed by Sen. Maureen Tabitha Mutinda, MP, and seconded by Sen. Esther Okenyuri, MP, as listed below-

- a) Consideration and adoption of the reports on the-

- i. Public Finance Management (Amendment) (No.3) Bill (National Assembly Bills No.44 of 2024);
- ii. Public Finance Management (Amendment) (No. 4) Bill (National Assembly Bills No.45 of 2024);
- iii. Public Finance Management (Amendment) (No. 2) Bill (National Assembly Bills No.26 of 2024);
- iv. County Governments (Revenue Raising process) Bill, 2023 (National Assembly Bills No. 11 of 2023); and
- v. County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025).

MIN/SEN/SCF&B/1403/2025

**CONSIDERATION AND ADOPTION OF THE
REPORTS ON THE PUBLIC FINANCE ACT
(AMENDMENT) BILLS**

1. The Committee considered reports on the following Bills-
 - a) Public Finance Management (Amendment) (No.3) Bill (National Assembly Bills No.44 of 2024);
 - b) Public Finance Management (Amendment) (No. 4) Bill (National Assembly Bills No.45 of 2024); and
 - c) Public Finance Management (Amendment) (No. 2) Bill (National Assembly Bills No.26 of 2024).
2. The report outlined overview of the Bill, stakeholders' submissions, Committee observations and recommendations.
3. Having considered the reports on the Bills and stakeholders' submissions, the Committee unanimously adopted the reports having been proposed by Sen. Maureen Tabitha Mutinda, MP, and seconded by Sen. Esther Okenyuri, MP, with the following recommendations, that-
 - a) The three Public Finance Management (Amendment) Bills be consolidated by transposing the provisions in the Public Finance Management (Amendment) (No. 3) Bill (National Assembly Bills No. 44 of 2024) and Public Finance Management (Amendment) (No. 2) Bill (National Assembly Bills No. 26 of 2024) to the Public Finance Management (Amendment) (No. 4) Bill (National Assembly Bills No. 45 of 2024) through Committee stage amendments.
 - b) The Senate approves the Public Finance Management (Amendment) (No. 4) Bill (National Assembly Bills No. 45 of 2024) with the amendments including the amendments transposed from other two Bills.

MIN/SEN/SCF&B/1404/2025

**CONSIDERATION AND ADOPTION OF THE
REPORT ON THE COUNTY
GOVERNMENTS (REVENUE RAISING**

**PROCESS) BILL, 2023 (NATIONAL
ASSEMBLY BILLS NO. 11 OF 2023)**

- a) The Committee considered the report on the County Governments (Revenue Raising process) Bill, 2023 (National Assembly Bills No. 11 of 2023).
- b) The Committee observed that-
- i. the Bill has similar provisions as those contained in the County Governments (Revenue Raising Process) Bill, 2023 (Senate Bills No. 22 of 2023) which was published on 19th May, 2023 and read a First Time in the Senate on 27th June 2023 and is awaiting Second Reading in the House.
 - ii. the Committee in considering the Senate Bill and stakeholders' submissions, observed that the establishment of the Inter-Agency Committee, whose mandate would be approval of introduction of new county taxes, fees, levies and charges, is against the spirit of devolution as envisaged in the Constitution and would be equivalent to usurping the powers of the county assemblies.
 - iii. clause 6 of the Bill on waiver and variation, clause 7 of the Bill on designating Kenya Revenue Authority (KRA) as agent for revenue collection are matters already provided for in the Public Finance Management Act, Cap.412A.
 - iv. clause 9 of the Bill on dispute resolution is already provided for under Intergovernmental Relations Act, 2012. Thus, the Committee determined and recommended that the Senate should not approve the County Governments (Revenue Raising Process) Bill, 2023 (Senate Bills No. 22 of 2023).
- c) Noting that the two Bills have the same provisions, the Committee determined and observed that it would be repetitive to process the County Governments (Revenue Raising process) Bill, 2023 (National Assembly Bills No. 11 of 2023).

In light of the above, the Committee unanimously adopted the report having been proposed by Sen. Maureen Tabitha Mutinda, MP, and seconded by Sen. Esther Okenyuri, MP, recommending that the Senate does not approve the County Governments (Revenue Raising process) Bill, 2023 (National Assembly Bills No. 11 of 2023).

MIN/SEN/SCF&B/1405/2025

**CONSIDERATION AND ADOPTION OF THE
REPORT ON THE COUNTY
GOVERNMENTS ADDITIONAL
ALLOCATION BILL, 2025 (NATIONAL
ASSEMBLY BILLS NO. 2 OF 2025)**

The Committee considered the report on the County Governments Additional Allocation Bill, 2025 (National Assembly Bills No. 2 of 2025).

The Committee observed that-

- a) the Bill contains additional allocations for Financial Year 2024/25;

- b) a similar Bill, the County Governments Additional Allocations Bill, 2025 (Senate Bills No. 1 of 2025), providing allocations for FY 2024/25 was approved by Parliament with amendments and was assented into an Act on 8th May, 2025.

Following deliberations, the Committee unanimously adopted the report having proposed by Sen. Mariam Sheikh Omar, MP, and seconded by Sen. Mohamed Faki Mwinyihaji, CBS, MP, recommending that the Senate does not approve the Bill.

MIN/SEN/SCF&B/1406/2025

ADJOURNMENT AND DATE OF NEXT MEETING

The meeting adjourned at 8:30 p.m. Next meeting was to be held on Wednesday, 22nd October, 2025 at 10:00 a.m.

SIGNATURE: ...  ... DATE: 3RD NOVEMBER, 2025

SEN. (CAPT.) ALI IBRAHIM ROBA, EGH, MP

(CHAIRPERSON)