

REPUBLIC OF KENYA



Rt. Hon. Speaker

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17/06/2026

13TH PARLIAMENT | 5TH SESSION

THE SENATE

LIAISON COMMITTEE

REPORT ON THE ACTIVITIES OF SENATE COMMITTEES DURING
THE FOURTH SESSION (JANUARY TO DECEMBER, 2025)



Clerk's Chambers,
The Senate,
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TABLE OF CONTENTS

List of Abbreviations and Acronyms	ii
Preface	iii
Foreword by the Chairman	viii
Chapter 1: Introduction	
Background to the Committee System	1
Legal Provisions on Committees	3
Categories of Committees	4
Directorates of Committees	7
Chapter 2: Committee Activities During the Fourth Session	
Introduction	13
Activities of the Senate Liaison Committee	13
Performance of Senate Committees at a Glance	15
Key Activities and Outputs of Committees	17
Highlights of Committee Output in the Fourth Session	19
Cross-Cutting Systemic Trends Emerging from Committees	67
Opportunity Areas for the Fifth Session	74
Chapter 3: Key Achievements, Challenges and Opportunities	
Introduction	76
Key Achievements	76
Challenges and Opportunities for the Fifth Session	80
Annexes	

LIST OF ABBREVIATIONS AND ACRONYMS

AGPO	- Access to Government Procurement Opportunity
BETA	- Bottom-Up Economic Transformation Agenda
CBC	- Competency-Based Curriculum
CMA	- Capital Markets Authority
DGAC	- Directorate of Governance and Accountability Committees
DSEC	- Directorate of Socio-Economic Committees
ECDE	- Early Childhood Development Education
EPRC	- Education Policy Review Commission
EGH	- Elder of the Order of the Golden Heart
EPRC	- Education Policy Review Commission
Hon.	- Honourable
ICT	- Information Communications Technology
ID	- Identification Document
JSS	- Junior Secondary School
LPG	- Liquefied Petroleum Gas
MBS	- Moran of the Order of the Burning Spear
MES	- Medical Equipment Services
MCA	- Member of County Assembly
MGH	- Moran of the Order of the Golden Heart
MSMEs	- Micro, Small and Medium Enterprises
MP	- Member of Parliament
NADCO	- National Dialogue Committee
SBC	- Senate Business Committee
Sen.	- Senator

PREFACE

Establishment and Mandate of the Committee

The Liaison Committee is established pursuant to standing order 192 of the Senate Standing Orders, and is mandated to –

- (a) guide and co-ordinate the operations, policies and mandates of all committees;
- (b) deliberate on and apportion the annual operating budget among the committees;
- (c) consider programmes of all committees, including their need to travel and sit away from the precincts of the Senate;
- (d) deliberate on and determine the reports of the committees to be debated in the Senate;
- (e) ensure that Committees submit reports as required by the Standing Orders;
- (f) determine, whenever necessary, the committees that should deliberate on a matter; and
- (g) give such advice relating to the work and mandate of select committees as it may consider necessary.

Committee Membership

The Liaison Committee consists of the Deputy Speaker as Chairperson, and the Chairpersons of all select committees of the Senate. During the Fourth Session, the membership of the Committee comprised of the following–



Sen. Kathuri Murungi, MGH, MP
Deputy Speaker of the Senate/Chairperson



Sen. David Wafula Wakoli, CBS, MP
*Chairperson, Standing Committee on Agriculture,
Livestock and Fisheries*



Sen. Sheikh Mohamed Abass, CBS, MP
*Chairperson, Standing Committee on
Devolution and Intergovernmental Relations*



Sen. Betty Batuli Montet, MP
Chairperson, Standing Committee on Education



Sen. Dr. Oburu Odinga, EGH, MP
Chairperson, Standing Committee on Energy



Sen. (Capt.) Ali Ibrahim Roba, EGH, MP
*Chairperson, Standing Committee on Finance and
Budget*



Sen. Jackson Mandago, EGH, MP
Chairperson, Standing Committee on Health



Sen. Allan Kiprotich Chesang, CBS, MP
*Chairperson, Standing Committee on Information,
Communication and Technology*



Sen. Wakili Hillary Sigei, CBS, MP
*Chairperson, Standing Committee on Justice,
Legal Affairs and Human Rights*



Sen. Julius Murgor Recha, CBS, MP
Chairperson, Standing Committee on Labour and Social Welfare



Sen. Mohamed Mwinyihaji Faki, CBS, MP
*Chairperson, Standing Committee on Lands,
Environment and Natural Resources*



Sen. Mohamed Said Chute, CBS, MP
*Chairperson, Standing Committee on National
Cohesion, Equal Opportunity and Regional
Integration*



Sen. Fatuma Adan Dullo, CBS, MP
*Chairperson, Standing Committee on National
Security, Defence and Foreign Relations*



Sen. Eddy Oketch, MP
*Chairperson, Standing Committee on Roads,
Transportation and Housing*



Sen. Issa Juma Boy, MP
*Chairperson, Standing Committee on Trade,
Industrialization and Tourism*



Sen. Moses Otieno Kajwang', CBS, MP
*Chairperson, Select Committee on County Public
Accounts*



Sen. Godfrey Atieno Osotsi, CBS, MP
*Chairperson, Select Committee on County
Public Investments and Special Funds*



Sen. Mwenda Gataya Mo Fire, CBS, MP
Chairperson, Select Committee on Delegated Legislation

Committee Secretariat

The Liaison Committee is supported by a Secretariat comprising –

1. Mr. Jeremiah Nyegenye, CBS - Clerk of the Senate
2. Mr. Mohamed Ali, MBS - Deputy Clerk
3. Ms. Eunice Gichangi, MBS - Deputy Clerk
4. Mr. Njenga Njuguna, OGW - Director, Governance and Accountability Committees
5. Ms. Mary Chesire, OGW - Director, Socio-Economic Committees
6. Mr. Daniel Ngumbao - Deputy Director, Finance and Accounting Services
7. Mr. Boniface Lenairoshi - Deputy Director, DSEC
8. Ms. Emmy Chepkwony - Deputy Director, DGAC
9. Ms. Veronica Kibati - Deputy Director, DSEC
10. Ms. Josephine Kusinyi - Deputy Director, Legal Services
11. Maj. (Rtd.) (Dr.) Joel Nkubitu - Deputy Chief Serjeant-at-Arms
12. Mr. Ahmed Odhwa - Principal Clerk Assistant I
13. Ms. Dorcas Ambuto - Chief Public Communications Officer
14. Ms. Lucianne Limo - Ag. Chief Media Relations Officer
15. Mr. Davis Rotich - Ag. Chief Accountant
16. Mr. Richard Kemboi - Principal Procurement Officer
17. Ms. Clare Kidombo - Principal Research Officer
18. Mr. Charles Munyua - Principal Clerk Assistant II
19. Mr. Humphrey Ringera - Senior Research Officer
20. Ms. Carol Kiorei - Clerk Assistant I
21. Ms. Angela Gumato - Clerk Assistant III
22. Mr. Yusuf Duale - Clerk Assistant III
23. Ms. Lucy Mwaniki - Serjeant-at-Arms
24. Mr. Ian Otieno - Audio Officer

FOREWORD BY THE CHAIRMAN

Honourable Speaker,

This Report was prepared and submitted pursuant to standing order 224 of the Senate Standing Orders, which mandates the Liaison Committee to compile the sessional reports of all select committees of the Senate and to submit a consolidated report to the Senate.

Honourable Speaker,

This Report goes beyond a mere account of the number of meetings held, Bills considered, Statements processed and county visits undertaken by the Committees. It highlights how Committees interrogated critical issues affecting the public, including the utilisation of public resources, the effectiveness of service delivery and the extent to which devolution is meeting the expectations of citizens. Particular attention is given to the lived realities of Kenyans, such as whether a mother can access quality and timely healthcare services in county facilities, whether farmers are receiving fair returns for their produce and whether the necessary road infrastructure, markets and industrial investments exist to support value addition and local economic development.

The Report also examines broader policy issues shaping Kenya's development trajectory, including the implementation of the Competency Based Curriculum (CBC), the integration of technology and innovation in governance and service delivery, and the role of public institutions in fostering an enabling environment for inclusive growth.

By presenting both quantitative outputs and qualitative insights, the Report provides a comprehensive reflection of the work of Senate Committees in addressing emerging national and county-level challenges, strengthening accountability and advancing the constitutional mandate of the Senate to protect and promote the interests of counties and their governments.

Honourable Speaker,

During the Fourth Session, Committees held a total of one-thousand, one hundred and seventy-two (1,172) meetings and processed legislative business including fifty-three

(53) Bills, thirty (30) Petitions and three hundred and ninety-eight (398) Statements, while the Liaison Committee held twenty (20) meetings. During its meetings, the Liaison Committee considered matters falling within its mandate including the status of legislative business; guided and coordinated the operations, policies and mandates of all committees; apportioned the annual budget among the committees; and gave advice relating to the work and mandate of select committees. The Committee further held a Work Planning Retreat at the commencement of the Session, where it considered the performance and output of Committees including successes, challenges, innovations and opportunities for enhancing the efficiency and effectiveness of Committee operations.

Honourable Speaker,

Chapter 1 of the Report contains an introduction to the committee system and the legal provisions governing the establishment, mandate and operations of Senate Committees. It also highlights the administrative role of the Directorates of Committee Services which facilitate and support the work of Senate Committees.

Chapter 2 highlights the activities of Senate Committees during the Fourth Session, including the number of meetings held, key activities, outputs and emerging trends.

Chapter 3 concludes with an analysis of the key achievements recorded during the Session, challenges experienced and opportunities identified that could further enhance the operations and output of committees. A detailed report on the status of legislative business handled in the Fourth Session as well as an analysis of the key emerging issues, trends achievements, recommendations for future interventions and pending issues across all Committees are contained in matrices in **Annexes 1 and 2** of this report respectively.

Honourable Speaker,

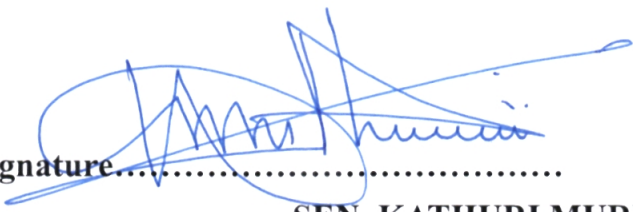
I take this opportunity to commend the Chairpersons of all Committees of the Senate for the tremendous work done during the Fourth Session in facilitating the discharge of the Senate's representative, legislative and oversight constitutional mandates.

I also wish to appreciate the Members serving in the various committees for their dedication to duty, without which the committees would not have managed to transact the legislative business committed during the Session. I finally wish to thank the Offices of the Speaker and the Clerk of the Senate for the support extended to committees in carrying out their respective mandates.

Pursuant to standing orders 223(6) and 224(2) of the Senate Standing Orders, it is now my pleasant duty to present the report of the activities of Senate Committees during the Fourth Session of the Thirteenth Parliament.

Signature.....

Date.....


SEN. KATHURI MURUNGI, MGH, MP,
DEPUTY SPEAKER OF THE SENATE/CHAIRMAN, LIAISON COMMITTEE

CHAPTER 1: INTRODUCTION

1.1 Background to the Committee System

1. The committee system provides a structured and effective mechanism through which the Legislature exercises oversight over government policies and actions in greater depth than would ordinarily be possible in the debating chamber. Through committees, Parliament is able to examine issues in detail, interrogate matters of public concern and review legislative proposals in a more focused and systematic manner. The committee structure also enables the Legislature to undertake multiple activities simultaneously and efficiently, facilitating bipartisan dialogue among Members while building consensus on critical national issues.
2. In addition, committees provide an institutional platform for conducting inquiries, undertaking field and county visits, and engaging directly with stakeholders and citizens. This process strengthens evidence-based decision making and places strong emphasis on public participation by inviting oral and written submissions from the public, civil society and other stakeholders. Through these mechanisms, committees enhance transparency, accountability and responsiveness in the legislative process while ensuring that the voices and lived experiences of citizens inform parliamentary deliberations.
3. Committees are generally mandated to-
 - (a) investigate, inquire into and report on all matters relating to the mandate, management, activities, administration and operations of the assigned Ministries and departments and agencies;
 - (b) pursuant to Article 96(3) of the Constitution, to exercise oversight over national revenue allocated to the county governments;
 - (c) pursuant to Article 229(7) and (8), to examine the reports of the Auditor-General on the annual accounts of the county governments;
 - (d) review proposed laws in detail, allowing for thorough examination before they are presented for debate at the Plenary;

- (e) scrutinize whether a statutory instrument complies with the provisions of the Constitution, the Act pursuant to which it is made and other relevant written laws;
 - (f) consider reports of Commissions and Independent Offices submitted to the Senate pursuant to the provisions of Article 254 of the Constitution; and
 - (g) follow-up and report on the status of implementation of resolutions within their mandate.
4. Committees focus attention on specific issues and engender meaningful deliberations. They study issues and report back to the House, which allows Senators to focus their attention on a subject matter, study it in detail, deepen their understanding of the issue(s) and make informed decisions.
 5. The Committee setting enhances the ability of Senators to be productively engaged in the workings of Parliament. During committee meetings, Members discuss issues less formally and are less constrained by party discipline which enables them to inter-relate with colleagues across different parties. Committees further provide forums for public and stakeholder engagement which allows them to understand how laws are made and how their input can influence decisions.



Photo 1: Sitting of the County Public Accounts Committee (CPAC) in a meeting during an inspection visit at Busia County Referral Hospital during Senate Mashinani in 2025

6. Committees also perform functions which the House is limited to perform in its corporate and collective form, such as—
 - (a) inviting members of the public and stakeholders to present oral evidence and written memoranda;
 - (b) sitting as frequently and longer as is desirable and sitting away from the precincts of the Senate;
 - (c) availing an environment for presentation of details, sifting through evidence and formulating reasoned recommendations; and
 - (d) carrying out inspection visits in the counties and conducting inquiries into various matters of national concern.

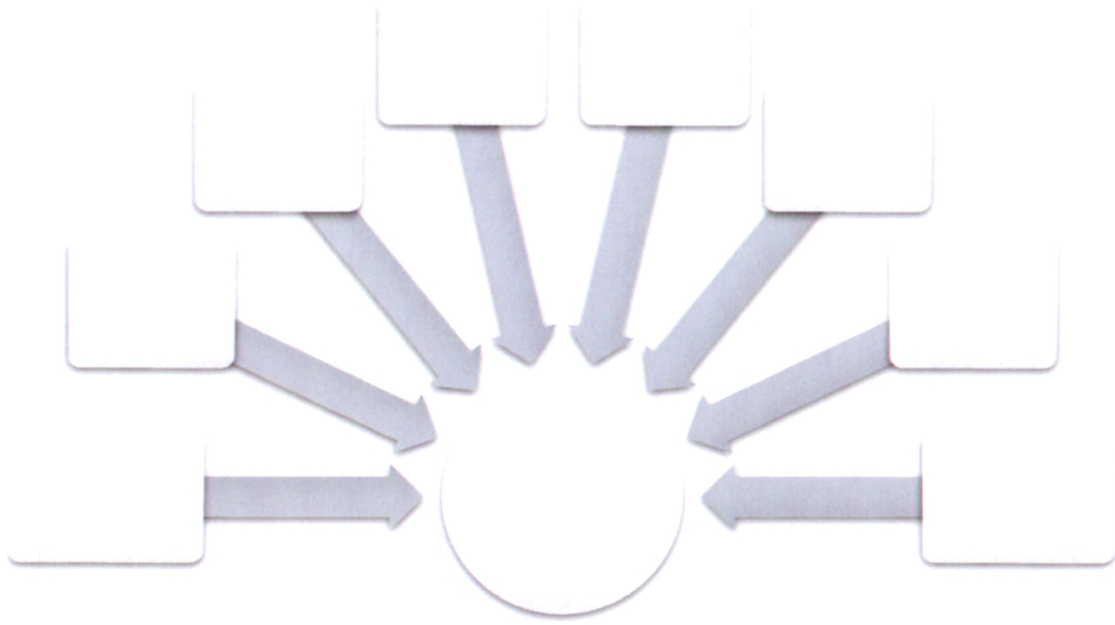


Figure 1: Summary of the Mandate of Committees

1.2 Legal Provisions on Committees

7. Article 93 of the Constitution establishes the Senate and the National Assembly, with the roles of Parliament defined at Article 94 to include legislation, representation and oversight. Article 96 further provides for the specific roles of the Senate which include the core mandate of representing counties and protecting the interests of counties and their governments. Additionally, the Senate is mandated with allocating national revenue among counties and oversight over those resources as well as oversight over State officers.
8. Article 124 (1) of the Constitution provides that 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.
9. The Senate Standing Orders provide for, among others, establishment, mandate, membership, quorum, decision making procedures and reporting by Committees.

1.3 Categories of Committees

10. There are six (6) general types of Senate committees namely—



Figure 2: Categories of Senate Committees

(a) Housekeeping Committees

(i) Senate Business Committee

11. The Senate Business Committee (SBC) consists of the Speaker as the Chairperson, the Senate Majority and Minority Leaders, the Senate Majority and Minority Whips, and not more than seven (7) other Senators reflecting the relative majorities of the seats held by each of the parliamentary parties.
12. The Senate Business Committee is responsible for preparing the Senate Calendar with the approval of the Senate; overseeing the implementation of Senate business and the Standing Orders; and scheduling of the business of the Senate. The SBC may also take decisions, issue directives and guidelines to prioritize or postpone any business of the Senate.

(ii) Procedure and Rules Committee

13. The Procedure and Rules Committee comprises the Speaker as the Chairperson, the Deputy Speaker as the Vice-Chairperson, Members of the Speaker's Panel and three (3) other Senators reflecting the relative majorities of the seats held by each of the Parliamentary parties in the Senate.
14. The Procedure and Rules Committee considers and reports on all matters relating to the Standing Orders, may propose amendments to the Standing Orders and may propose rules for the orderly and effective conduct of committee business.

(iii) Powers and Privileges Committee

15. The Powers and Privileges Committee is established pursuant to section 15(1)(b) of the Parliamentary Powers and Privileges Act, Cap 6. It comprises the Speaker as the Chairperson and six (6) other Senators reflecting the relative majorities of the seats held by each of the Parliamentary parties in the Senate.
16. The Committee is mandated to inquire into the conduct of a Senator whose conduct is alleged to constitute a breach of privilege and to perform such other functions as specified in the Act.

17. The Senate Business Committee, the Procedure and Rules Committee and the Powers and Privileges Committee do not fall under the purview of the Liaison Committee.

(iv) *Liaison Committee*

18. The Liaison Committee consists of the Deputy Speaker as Chairperson and the Chairpersons of all Standing and Sessional Committees of the Senate. The Committee is mandated to-
 - (a) guide and coordinate the operations, policies and mandates of all Committees;
 - (b) deliberate on and apportion the annual operating budget among the Committees;
 - (c) consider programmes of all committees, including their need to travel and sit away from the precincts of the Senate;
 - (d) deliberate and decide on which reports of the committees shall be debated in the Senate;
 - (e) ensure that Committees submit reports as required by the Standing Orders;
 - (f) determine, whenever necessary, the committees that should deliberate on a matter; and
 - (g) give such advice relating to the work and mandate of select committees as it may deem necessary.

(b) Standing Committees

19. Standing Committees are established pursuant to standing order 228(3) and the Fourth Schedule of the Senate Standing Orders. These committees are mandated to consider specific subject matters and are appointed at the commencement of every parliamentary term.
20. The functions of a Standing Committee under standing order 228(4) of the Senate Standing Orders, shall be to—

- (a) investigate, inquire into and report on all matters relating to the mandate, management, activities, administration and operations of the assigned Ministries and departments;
- (b) study the programme and policy objectives of Ministries and departments and the effectiveness of the implementation;
- (c) study and review all legislation referred to it;
- (d) study, assess and analyse the relative success of the Ministries and departments as measured by the results obtained as compared with their stated objectives;
- (e) consider the Budget Policy Statement in line with the Committee's mandate;
- (f) report on all appointments where the Constitution or any law requires the Senate to approve;
- (g) make reports and recommendations to the Senate as often as possible, including recommendation of proposed legislation;
- (h) consider reports of Commissions and Independent Offices submitted to the Senate pursuant to the provisions of Article 254 of the Constitution;
- (i) examine any statements raised by Senators on a matter within its mandate;
- (j) follow-up and report on the status of implementation of resolution within its mandate; and
- (k) follow-up and report on the status of commitments made by Cabinet Secretaries in their response to questions under Standing Order 51C.

21. The Senate has a total of fourteen (14) Standing Committees, as follows –

- (1) Standing Committee on Agriculture, Livestock and Fisheries
- (2) Standing Committee on Devolution and Intergovernmental Relations
- (3) Standing Committee on Education
- (4) Standing Committee on Energy
- (5) Standing Committee on Finance and Budget
- (6) Standing Committee on Health
- (7) Standing Committee on Information, Communication and Technology
- (8) Standing Committee on Justice, Legal Affairs and Human Rights
- (9) Standing Committee on Labour and Social Welfare
- (10) Standing Committee on Land, Environment and Natural Resources

- (11) Standing Committee on National Cohesion, Equal Opportunity and Regional Integration
- (12) Standing Committee on National Security, Defence and Foreign Relations
- (13) Standing Committee on Roads, Transportation and Housing
- (14) Standing Committee on Trade, Industrialization and Tourism

(c) Audit and Scrutiny Committees

- 22. Audit and Scrutiny Committees are specialized committees which review financial statements and audit reports of national and county governments and scrutinize statutory instruments.

(i) County Public Accounts Committee (CPAC)

- 23. The County Public Accounts Committee is established by standing order 193 of the Senate Standing Orders, and is mandated-
 - (a) pursuant to Article 96(3) of the Constitution, to exercise oversight over national revenue allocated to the county governments;
 - (b) pursuant to Article 229(7) and (8), to examine the reports of the Auditor-General on the annual accounts of the county governments;
 - (c) to examine special reports, if any, of the Auditor-General on county government funds; and
 - (d) to exercise oversight over county public accounts.
- 24. The County Public Accounts Committee constituted immediately after a general election serves for a period of three (3) Sessions and that constituted thereafter serves for the remainder of that term of Parliament. In the membership of the County Public Accounts Committee the party or parties not forming government have a majority of one.

(ii) County Public Investments and Special Funds Committee (CPIC)

- 25. The County Public Investments and Special Funds Committee is established by standing order 194 of the Senate Standing Orders, and is mandated to-

- (a) examine the reports and accounts of county public investments; and
- (b) examine the reports, if any, of the Auditor General on the county public investments.

26. The County Public Investments and Special Funds Committee is constituted immediately after a general election serves for a period of three (3) Sessions and that constituted thereafter serves for the remainder of that term of Parliament. In the membership of the County Public Investments and Special Funds Committee the party or parties not forming government have a majority of one.

(iii) Committee on Delegated Legislation

27. Whenever a statutory instrument is submitted to the Senate pursuant to the Constitution, any law or the Standing Orders, the statutory instrument, unless a contrary intention appears in the relevant legislation, shall be laid before the Senate and thereafter referred to the Committee for consideration.

28. The Committee scrutinizes whether a statutory instrument complies with the provisions of the Constitution, the Act pursuant to which it is made and other relevant laws. It also scrutinizes whether the procedural formalities were complied with, prior to submission of the instrument to Parliament, including meaningful public participation.

29. The Committee on Delegated Legislation constituted immediately after a general election serves for a period of three Sessions (3) and that constituted thereafter serves for the remainder of that term of Parliament.

(d) Joint Committees of Parliament and Joint Sitzings of Committees

30. Joint Committees may be established by concurrent resolutions of the two Houses of Parliament, or by any law, to deliberate on matters of mutual interest and concern.

31. Committees of the Senate may hold joint sittings with corresponding committees of the National Assembly to deliberate on matters of mutual interest and concern. Joint sittings may also be held by two or more Committees of the Senate with the approval of the Speaker.
32. Joint Committee of the two Houses were not constituted in the Fourth Session.

(e) Mediation Committees

33. Mediation committees are appointed by the Speakers of the two Houses consisting an equal number of members of each House to consider and develop a version of a Bill referred to a mediation committee under Article 112 of the Constitution that both Houses will pass. In the Fourth Session, the following Mediation Committees were constituted –
- (i) The Mediation Committee on the Natural Resources (Benefit Sharing) Bill (Senate Bills No. 6 of 2022)
 - (ii) The Mediation Committee on the Employment (Amendment) Bill (Senate Bills No. 11 of 2022)
 - (iii) The Mediation Committee on the Mung Beans Bill (Senate Bills No. 13 of 2022)
 - (iv) The Mediation Committee on the Startup Bill (Senate Bills No. 14 of 2022)
 - (v) The Mediation Committee on the Coffee Bill (Senate Bills No. 10 of 2023)
 - (vi) The Mediation Committee on the Food and Feed Safety Control Co-ordination Bill (National assembly Bill No. 21 of 2023)
 - (vii) The Mediation Committee on the Houses of Parliament (Bicameral Relations) Bill (National Assembly Bills No. 44 of 2023)
 - (viii) The Mediation Committee on the National Disaster Management Bill (National Assembly Bill No. 24 of 2023).
 - (ix) The Mediation Committees on Equalization Fund Appropriation Bill (No.2) (Senate Bills No. 30 of 2023)

(f) Special Committees

- 34. Special committees are constituted to investigate specific matters as provided by the Constitution, statute or resolution of the Senate, for a specified period, after which the mandate or tenure expires. Such committees may also be formed to investigate the grounds contained in a motion for the proposed removal from office, by impeachment, of certain state officers.
- 35. In the Fourth Session, no special Committees were constituted.

1.4 Directorates of Committees

- 36. There are two Directorates of Committees in the Senate, namely, the Directorate of Governance and Accountability Committees (DGAC) and the Directorate of Socio-Economic Committees (DSEC).
- 37. The two Directorates play a crucial role in supporting committees to effectively discharge their mandates. The Directorates' responsibilities include –
 - (a) *Administrative Support*: Organizing and managing meetings, inspection visits and public hearings for committees investigating issues of public interest or performing oversight functions;
 - (b) *Technical and Procedural Advice*: Providing technical and procedural guidance to committee chairs and members in accordance with the Constitution, Acts of Parliament, Standing Orders and parliamentary traditions;
 - (c) *Records Management*: Keeping custody of committee records, including minutes, reports and correspondence, ensuring institutional memory is preserved;
 - (d) *Public Participation*: Facilitating public involvement in committee activities as per constitutional provisions (Articles 37, 118 and 119). This includes organizing public hearings and collecting feedback on Bills, which enriches the legislative process with diverse perspectives;
 - (e) *Inter-departmental Coordination*: Liaising with other parliamentary services to provide well-researched information that enhances decision-making and debate quality; and

- (f) *Institutional Memory*: maintains records such as minutes, reports and correspondence from committee activities. This institutional memory ensures continuity in legislative work and provides a reference for future deliberations.
38. The following Committees are domiciled in the Directorate of Governance and Accountability Committees—
- (1) Standing Committee on Devolution and Intergovernmental Relations
 - (2) Standing Committee on Justice, Legal Affairs and Human Rights
 - (3) Standing Committee on National Cohesion, Equal Opportunity and Regional Integration
 - (4) Standing Committee on National Security, Defence and Foreign Relations
 - (5) County Public Accounts Committee
 - (6) County Public Investments and Special Funds Committee
 - (7) Committee on Delegated Legislation
 - (8) Liaison Committee
 - (9) Special Committees
 - (10) Ad Hoc Committees
39. The following Committees are domiciled in the Directorate of Socio-Economic Committees—
- (1) Standing Committee on Agriculture, Livestock and Fisheries
 - (2) Standing Committee on Education
 - (3) Standing Committee on Energy
 - (4) Standing Committee on Finance and Budget
 - (5) Standing Committee on Health
 - (6) Standing Committee on Information, Communication and Technology
 - (7) Standing Committee on Labour and Social Welfare
 - (8) Standing Committee on Land, Environment and Natural Resources
 - (9) Standing Committee on Roads, Transportation and Housing
 - (10) Standing Committee on Trade, Industrialization and Tourism

CHAPTER 2: COMMITTEE ACTIVITIES DURING THE FOURTH SESSION

2.1 Introduction

40. During the Fourth Session of the Thirteenth Parliament, Senate Committees processed legislative business through legislative proposals, Bills, Petitions, Statements, Motions and statutory instruments. The Committees also undertook inquiries, county and international visits and hosted visiting delegations.
41. The detailed analysis of legislative business transacted during the Session across all Committees is attached to this Report as *Annex I*.

2.2 Activities of the Senate Liaison Committee

42. During the period under review, the Senate Liaison Committee held twenty (20) meetings during which the Committee considered the status of legislative business; guided and coordinated the operations, policies and mandates of all committees; apportioned the annual budget among the committees; and gave advice relating to the work and mandate of select committees.
43. Further, the Liaison Committee held one Work Review and Planning Retreat. The Retreat was held in April, 2025 in Mombasa County to review the operations and performance of the Senate Committees, and identify challenges and best practices during the past three Sessions. During the Retreat, the Committee identified gaps that hindered smooth operations of the committees and proposed strategic interventions to address them. Additionally, newly elected Committee Chairpersons were inducted on their roles and on the mandate and operations of the Liaison Committee.



Photo 2: Sen. Kathuri Murungi, MGH, MP, Deputy Speaker of the Senate/Chairperson, Liaison Committee addressing the Members during the during Work Review and Planning Retreat held in Mombasa County between 22nd and 26th April, 2025



Photo 3: The Liaison Committee during Work Review and Planning Retreat held in Mombasa County between 22nd and 26th April, 2025



Photo 4: Members of the Liaison Committee addressing media at the Work Review and Planning Retreat in Mombasa County on the mandate and functions of the Committee

2.3 Performance of Senate Committees at a Glance

44. An overview of the meetings held and business transacted by Committees during the Fourth Session is as set out below –



Figure 3: Performance at a Glance for the Fourth Session

45. The performance of Standing Committees on salient legislative business during the Session is as set out in **Table 1** below, while that of Audit and Scrutiny Committees is as set out in **Table 2** –

Table 1: Performance of Standing Committees

Standing Committee	Meetings Held	Bills Concluded	Petitions Concluded	Statements Concluded	Reports Tabled
Agriculture, Livestock and Fisheries	52	7	0	27	4
Devolution and Intergovernmental Relations	57	4	3	15	8
Education	61	0	0	13	0
Energy	67	0	0	5	2
Finance and Budget	71	13	0	71	22
Health	73	4	1	78	11
Information, Communication and Technology	36	2	0	13	1

Standing Committee	Meetings Held	Bills Concluded	Petitions Concluded	Statements Concluded	Reports Tabled
Justice, Legal Affairs and Human Rights	61	8	5	13	11
Labour and Social Welfare	87	5	6	57	9
Land, Environment and Natural Resources	62	2	8	15	10
National Cohesion, Equal Opportunity & Regional Integration	82	0	0	4	4
National Security, Defence and Foreign Relations	30	1	2	21	1
Roads, Transportation and Housing	52	3	4	45	2
Trade, Industrialization and Tourism	73	4	0	21	4

Table 2: Performance of Audit and Scrutiny Committees

Committee	Meetings Held	Statutory Instruments Considered	Audit Reports Considered	Reports Tabled
Committee on Delegated Legislation	53	29	-	2
County Public Accounts Committee	63	-	257	115
County Public Investments and Special Funds Committee	53	-	141	94

2.4 Key Activities and Outputs of Committees

46. As noted in *Table 1* and *Table 2*, the key activities and outputs emerging from Committees in the Fourth Session included a high number of committee meetings, multiple Bills considered and concluded, consideration of Petitions and a large volume of Statements. Committees also tabled reports on inquiries and oversight visits undertaken during the Fourth Session.
47. Committees engaged in oversight of various government entities and programmes particularly in consideration of reports of the Auditor General by the County Public Accounts Committee and the County Public Investments and Special Funds

Committee. The Fourth Session also saw Committees engage in Parliamentary diplomacy through foreign visits and hosting delegations from various Parliaments. Committees also organised workshops and retreats for capacity building and consideration of complex matters. In line with the mandate to protect the interest of counties, committees also conducted seventy-seven (77) oversight visits.

- 48. Figure 4 below provides a summary of the key activities and outputs by Committees–



Figure 4: Summary of key activities and outputs of Committees

2.5 Highlights of Committee Output in the Fourth Session

49. The output of the Committees during the Fourth Session of the Thirteenth Parliament was marked by extensive legislative processing, robust oversight and the resolution of numerous public interest matters. This section highlights key activities and outputs of Committees during the Fourth Session—

(1) Allocation of National Revenue to and among the County Governments

50. One of the core mandates of the Senate as outlined in Article 96 (3) of the Constitution is to determine the allocation of national revenue among counties, as provided in Article 217 and exercise oversight over national revenue allocated to the county governments. Some of the key issues that emerged under this thematic area included—

(a) Allocation of National Revenue to County Governments

51. During the Fourth Session, the Standing Committee on Finance and Budget considered the Division of Revenue Bill, 2025 and the County Allocation of Revenue Bill, 2025, which determine the share of nationally raised revenue allocated to county governments. Following mediation between the Senate and the National Assembly on the Division of Revenue Bill, the Senate approved an allocation of Kshs. 415 billion to county governments for the Financial Year 2025/2026, representing an increase from Kshs. 387.425 billion in the previous financial year. The Committee facilitated public participation on the Bills and tabled reports which guided the Senate during debate and approval of the allocations.

(b) Passing of the Fourth Basis for Equitable Sharing of National Revenue

52. Pursuant to provisions of Article 216 and 217 of the Constitution, the Committee on Finance and Budget considered the recommendations by the Commission on Revenue Allocation on the Fourth Basis for Equitable Sharing of National Revenue

among the County Governments. Consequently, the Committee prepared and tabled its report which guided the Senate during debate on the Motion on the Approval of the Fourth Basis for Allocating the Share of National Revenue among counties for the Financial Years 2025/2026 to 2029/2030. The adoption of the Fourth Basis established the parameters for the distribution of county allocations for the five-year period.



Photo 5: The Standing Committee on Finance and Budget during a consultative meeting with the Commission on Revenue Allocation to deliberate on the Fourth Basis for Equitable Sharing of National Revenue among the County Governments

(c) Cash Disbursement Schedules for County Governments

53. The Standing Committee on Finance and Budget also considered the County Governments (Equitable Share) Cash Disbursement Schedule for FY 2025/2026 and the County Governments (Additional Allocations) Cash Disbursement Schedules. The Committee tabled reports on these schedules which guide the monthly transfer of funds from the National Treasury to County Revenue Funds and enable counties to plan the implementation of devolved functions.

(d) Additional Allocations to County Governments

54. The Standing Committee on Finance and Budget further considered the County Governments Additional Allocations Bill (Senate Bills No. 1 of 2025), which provides for conditional and unconditional grants to county governments from the national government and development partners. The Bill was processed to provide a legal framework for the transfer of additional allocations to counties for sector-specific programmes.

(e) Timeliness of Disbursement of County Funds

55. Concerns regarding delays in disbursement of funds to county governments emerged during engagements by the County Public Accounts Committee with the Cabinet Secretary for the National Treasury and Economic Planning while considering reports of the Auditor-General on the financial statements of county governments. The Committee observed that delays in adherence to the approved cash disbursement schedules disrupted implementation of county programmes and undermined financial planning by county governments. The Senate therefore emphasised the need for strict adherence to approved disbursement schedules.

(2) County Financial Accountability and Public Finance Management

56. Article 96(3) of the Constitution assigns the Senate the responsibility of exercising oversight over national revenue allocated to county governments. During the Fourth Session, financial accountability emerged as a critical cross-cutting concern across several committees of the Senate.
57. The consideration of the Reports of the Auditor-General and Controller of Budget on the Financial Statements of County Governments, County Assemblies and County Entities, committees identified systemic weaknesses in financial management and public finance administration that expose county governments to significant fiduciary risks.

58. In this regard, the County Public Accounts Committee examined 141 audit reports relating to County Executives and County Assemblies, while the County Public Investments and Special Funds Committee scrutinised 257 audit reports relating to county corporations, funds and other devolved entities. Analysis of these reports revealed widespread issues relating to pending bills, statutory deductions, procurement irregularities and inaccuracies in financial statements. Key issues that emerged during the Fourth Session included–

(a) Debts and Pending bills

59. During the period under review, the Standing Committee on Finance and Budget, while considering matters relating to intergovernmental fiscal relations and county financial management, highlighted the growing accumulation of pending bills amounting to approximately Kshs. 181.9 billion across county governments. The Committee undertook oversight visits to Migori, Kitui, Kisii and Busia counties to assess financial management practices at the county level. The Committee observed that the accumulation of pending bills undermines county creditworthiness, disrupts private sector participation in public procurement and hampers effective service delivery.
60. The matter of pending bills was further examined by the County Public Accounts Committee during its scrutiny of the Auditor-General's reports on county financial statements, where counties were found to have accumulated significant debts to contractors and suppliers.



Photo 6: Standing Committee on Finance and Budget during an oversight visit in Busia County in October 2025

(b) Discrepancy in Financial Reporting

61. During examination of the reports of the Auditor-General on county governments, the County Public Accounts Committee observed widespread deficiencies in financial reporting. These included failure by counties to maintain accurate accounting records, resulting in discrepancies between figures reported in financial statements and balances reflected in the Integrated Financial Management Information System (IFMIS). The Committee further noted instances where payments were processed outside the IFMIS platform, thereby bypassing established public financial management controls.
62. In addition, the County Public Investments and Special Funds Committee observed that several autonomous county entities including municipal boards and Level IV and Level V hospitals that failed to submit their financial statements to the

Auditor-General as required under the Public Finance Management Act, 2012, thereby weakening accountability in the management of public resources.

(c) Breaches of Public Procurement Laws

63. During the review of the Auditor-General's reports on county entities, the County Public Accounts Committee and the County Public Investments and Special Funds Committee identified widespread breaches of the Public Procurement and Asset Disposal Act (Cap. 412) These breaches included irregular sourcing of goods and services, contract splitting to circumvent procurement thresholds and unauthorised contract variations.
64. In addition, the Standing Committee on Devolution and Intergovernmental Relations, while examining governance challenges within county governments, observed that counties incurred substantial legal expenses through external law firms despite having established Offices of the County Attorney.
65. The Standing Committee on National Cohesion, Equal Opportunity and Regional Integration also examined county compliance with the Access to Government Procurement Opportunities (AGPO) programme and raised concerns regarding inadequate inclusion of youth, women and persons with disabilities in county procurement processes.

(d) Mismanagement of Dedicated Funds

66. The County Public Investments and Special Funds Committee, in the course of scrutiny of Auditor-General's reports on county funds and corporations, the Committee identified widespread mismanagement of dedicated funds, including bursary funds, education funds and revolving loan facilities. Further, the Committee observed cases of unsupported disbursements, where institutions receiving bursary allocations failed to provide acknowledgement receipts to confirm receipt of funds. For example, Bungoma County disbursed Kshs. 166 million in bursary funds without official receipts to support the expenditure for audit purposes.

67. The Committee also identified irregularities in the management of revolving funds, including car loan and mortgage schemes, where approval procedures were not followed and loan recovery mechanisms were weak. In West Pokot County, the Committee found that over 80% of overdue loans were owed by the former Governor and Deputy Governor, raising serious governance concerns.

(e) Violation of Statutory Limits

68. Analysis by County Public Accounts Committee further revealed that counties consistently violated statutory limits regarding budget allocation and personnel emoluments. The Committee observed that only 11 counties complied with the statutory ceiling limiting expenditure on personnel emoluments to 35% of total county revenue. In contrast, 16 counties spent more than 50% of their revenue on wages, largely due to irregular recruitment practices and the existence of “ghost workers”. The Committee also noted instances where development funds were diverted to recurrent expenditure without approval by County Assemblies, contrary to the provisions of the Public Finance Management Act (Cap. 412A).
69. Similarly, the Standing Committee on Devolution and Intergovernmental Relations, during its inquiry into the low absorption of development budgets in county governments, identified weak planning and poor project management as key contributors to the diversion of development funds.

(f) Weaknesses in County Revenue Collection Systems

70. Concerns regarding weaknesses in county revenue collection systems were examined by the Standing Committee on Information and Communication Technology through an inquiry into the automation of county revenue collection. The Committee examined the *JamboPay/WebTribe* revenue collection system used at Busia County Referral Hospital and established that the County had paid Kshs. 59 million for the system, which remained only partially functional and was largely controlled by external vendors rather than county staff. The Committee raised

concerns that such arrangements exposed county governments to revenue leakages and undermined the integrity of automated revenue collection systems.



Photo 7: The Standing Committee on Devolution and Intergovernmental Relations during a retreat with the Auditor-General, the Controller of Budget and the Council of Governors to deliberate on commercial bank accounts operated by county governments contrary to the law, held in May 2025 in Mombasa County.

(3) Governance of Counties and Implementation of Devolved Functions

71. Governance of county governments and the implementation of devolved functions remain central to the realisation of the objectives of devolution as set out in the Fourth Schedule of the Constitution. During the Fourth Session, several Senate Committees examined issues relating to the management of county governments, intergovernmental coordination and the execution of devolved functions. These matters arose through the consideration of legislative proposals, Statements referred to committees, Petitions from the public, Auditor-General reports and committee inquiries. The analysis of these engagements revealed systemic and recurring governance challenges cutting across county governments, which continue to undermine accountability, institutional effectiveness and the delivery of devolved services. These challenges may be categorised into key thematic areas as follows—

(a) Gaps in Governance, Accountability and Management of County Governments

72. During the Fourth Session, the Standing Committee on Devolution and Intergovernmental Relations, identified persistent governance and accountability challenges within county governments. The Committee observed weaknesses in administrative and institutional structures, including unclear roles within county Executive arms (for example between Governors and Deputy Governors), overlapping responsibilities between political and technical officers and limited institutional capacity to support effective planning, implementation and monitoring of county programmes.
73. The Committee also observed recurring governance crises within County Assemblies, including leadership wrangles, disruptions to legislative business and strained relations between County Assemblies and County Executives. These issues were found to weaken the oversight role of County Assemblies. Further, concerns regarding the misuse and politicisation of public resources, including the branding of public projects with political imagery and prioritisation of projects based on political considerations rather than development needs.
74. Governance challenges were also evident in the management of human resources and payroll systems, including irregular recruitment practices, existence of “ghost workers” and weak payroll controls. These findings were reinforced by the work of the County Public Accounts Committee and the County Public Investments and Special Funds Committee during their consideration of the Auditor-General’s reports on county financial statements. In addition, the concerns regarding the continued engagement of external legal firms by county governments despite the existence of Offices of the County Attorney, were identified as leading to duplication of roles and unnecessary expenditure.
75. The Standing Committee on Justice, Legal Affairs and Human Rights considered the County Governments (State Officers’ Removal from Office) Procedure Bill,

- 2024, which seeks to establish a clear legal framework for the removal of county officials, including governors and members of county executive committees, thereby strengthening accountability mechanisms at the county level.
76. The Standing Committee on Devolution and Intergovernmental Relations further identified low absorption of development budgets and stalled projects as a persistent governance challenge, attributed to weak project planning, delays in procurement and poor coordination within county departments. This issue was corroborated by findings from Auditor-General reports considered by the County Public Accounts Committee and the County Public Investments and Special Funds Committee.
77. In consideration of applications for conferment of city status, the Standing Committee on Devolution and Intergovernmental Relations identified governance gaps in the management of urban areas. The County Public Investments and Special Funds Committee similarly observed, through its consideration of the Auditor-General's reports on municipalities, that many municipalities lack financial, administrative and operational autonomy, resulting in weak financial reporting and stalled development projects.

(b) Unclear Delineation of Functions between the National and County Governments

78. During the period under review, the Standing Committee on Devolution and Intergovernmental Relations observed that several National Government Ministries and Departments and Agencies (MDAs) continue to perform functions that are constitutionally devolved, leading to duplication of roles, inefficient use of public resources and undermining of county autonomy. The Committee further noted weaknesses in intergovernmental coordination, particularly in the planning, funding and execution of shared functions during engagements with institutions such as the Intergovernmental Relations Technical Committee (IGRTC).

79. The Committee also established that the unbundling and transfer of devolved functions remains incomplete, due to delays in transfer of resources, personnel and institutional capacity.



Photo 8: The Standing Committee on Devolution and Intergovernmental Relations during its inquiry into the operational and leadership crisis affecting the County Assembly of Nyamira.

(c) Tracking Implementation of Devolved Functions

80. During the Fourth Session, several Committees assessed the implementation of devolved functions by county governments in key sectors including education, health, agriculture, infrastructure, social services and Information, Communication and Technology, through the work of the Standing Committees on Education; Health; Agriculture, Livestock and Fisheries; Roads, Transportation and Housing; Labour and Social Welfare; and Information and Communication Technology, among others.
81. Across these sectors, Committees identified specific implementation challenges including inadequate funding of devolved services; shortages of infrastructure such as Early Childhood Development Education (ECDE) classrooms, health facilities and road networks; and poor remuneration and staffing gaps in critical sectors such as education and health. Additionally, committee raised concerns on weak procurement and supply chain systems, particularly in the health sector; limited agricultural extension services and support to farmers; ineffective management of automated revenue and Information and Communication Technology systems.

82. Committees further observed weak monitoring and evaluation frameworks, mismatch between assigned functions and available resources, and delays in the transfer and disbursement of funds, which collectively continue to constrain effective service delivery at the county level.

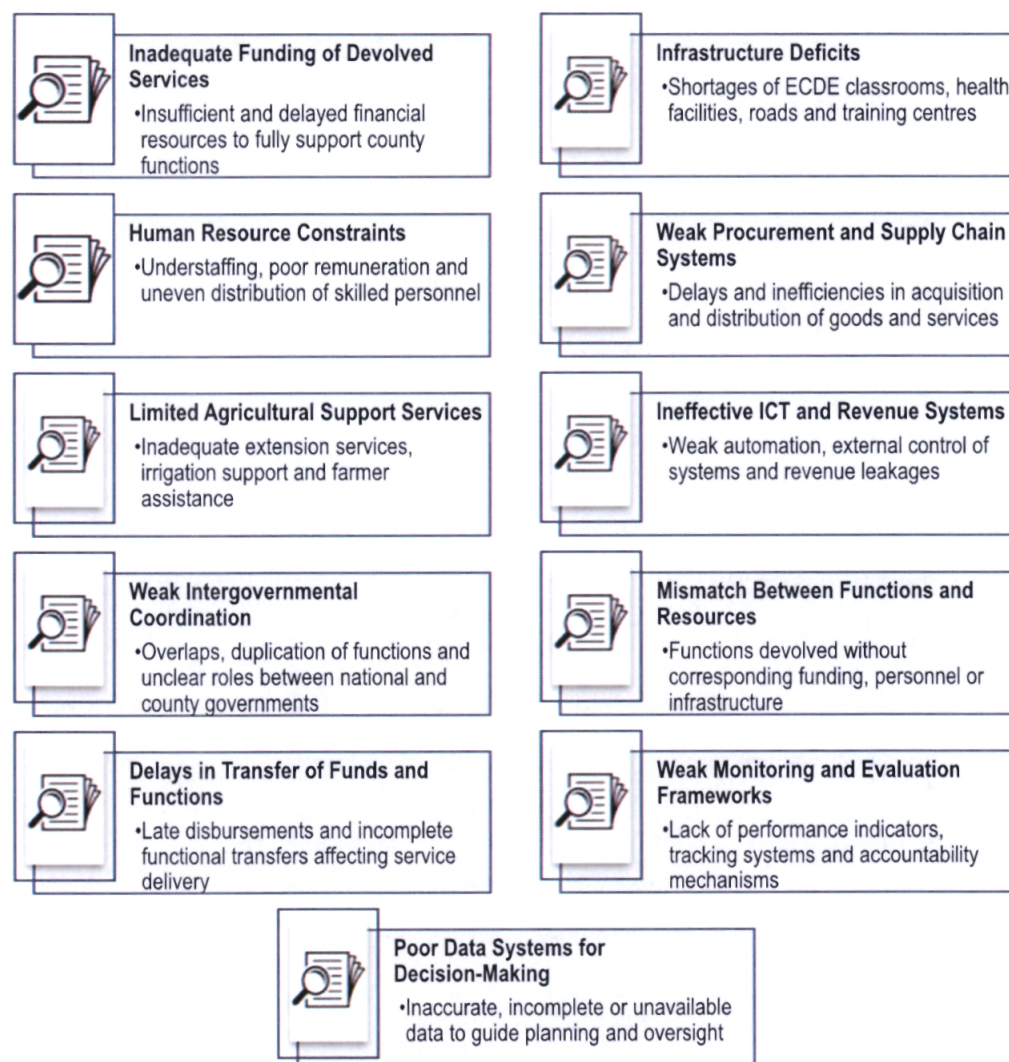


Figure 5: Key Challenges to Implementation of Devolved Functions emerging across Senate Committees



Photo 9: Standing Committee on Education during a county oversight visit to Elgeyo Marakwet ECDE Centres during an inquiry into the implementation status of ECDE and County Vocational Training Centres



Photo 10: Standing Committee on Health during a county visit to Marsabit County to acquaint itself with disposal of medical hazardous waste healthcare facilities.

(4) Trade and Industrialisation

83. Trade, industrialisation and economic development emerged as a critical thematic area during the Fourth Session, primarily through the work of the Standing Committee on Trade, Industrialization and Tourism, with strong interlinkages to outputs from the Standing Committee on Agriculture, Livestock and Fisheries, the Standing Committee on Finance and Budget, the Standing Committee on Land, Environment and Natural Resources and the Committee on Delegated Legislation. Some of the highlights include—

(a) Industrial Development in Counties

84. The main focus of the Standing Committee on Trade, Industrialization and Tourism was the advancement of industrialisation as a driver of economic transformation and job creation. The Committee initiated an inquiry into the establishment and implementation of County Aggregated Industrial Parks (CAIPs), noting that 19 counties had each received Kshs. 500 million for the development of these Parks. The inquiry sought to assess progress, utilisation of funds and the potential of County Aggregated Industrial Parks to support value addition, agro-processing and decentralised industrial growth.
85. The Committee further examined the leasing of public sugar companies, including Nzoia, Chemelil, Sony and Muhoroni sugar factories, engaging both the Ministry of Agriculture and Livestock Development and the Privatization Commission. This matter highlighted broader concerns regarding the revitalisation of agro-based industries, protection of farmers' interests and the role of industrial policy in supporting agricultural value chains. These issues intersect with the work of the Standing Committee on Agriculture, Livestock and Fisheries, particularly in relation to commodity value chains, farmer incomes and agro-processing gaps, demonstrating that industrialisation in Kenya remains closely tied to the performance of the agricultural sector.
86. The Standing Committee on Trade, Industrialization and Tourism also examined regulatory and standards-related issues affecting industrial development and consumer protection. Through Statements, it considered concerns regarding the

quality of cement in the Kenyan market, measurement systems at national and county levels, and compliance with standards across sectors.

87. The Standing Committee on Energy also considered matters relating to the modernisation of the energy sector, including the adoption of smart metering technologies and the promotion of local manufacturing, and observed a growing shift towards digitalisation, localisation and efficiency reforms within the sector. The Committee noted that counties faced persistent inefficiencies in electricity distribution, including revenue losses, inaccurate billing and delays in the deployment of modern systems, which have affected service delivery

(b) Business Environment in Counties

88. The Standing Committee on Trade, Industrialization and Tourism undertook legislative review aimed at strengthening the business environment and supporting enterprise development. Key legislative outputs included the consideration of the Start-up Bill (Senate Bills No. 14 of 2022), the Creative Economy Support Bill (Senate Bills No. 30 of 2024), the Cooperatives Bill, 2024, and the Business Laws (Amendment) Bill (Senate Bills No. 54 of 2024). These legislative initiatives sought to enhance the regulatory framework for innovation, entrepreneurship, cooperatives governance and ease of doing business, particularly for Micro, Small and Medium Enterprises (MSMEs).
89. The Committee further identified challenges affecting the business environment, including financial instability in Savings and Credit Cooperative Organisations (SACCOs), demolitions affecting small-scale traders, asset recovery practices affecting businesses and barriers to enterprise growth. These concerns were reinforced by broader findings from the Standing Committee on Finance and Budget, particularly regarding resource constraints, pending bills and fiscal pressures affecting businesses and county economies.
90. During the Fourth Session the Standing Committee on Energy deliberated on issues of unequal access to electricity, underfunded last-mile connectivity projects, and

heavy reliance on the national grid for public utilities such as street lighting. For instance, the Committee observed that in Kisumu County, electricity connectivity was estimated at approximately 68%, with notable gaps in informal settlements and delays in transitioning to solar street lighting due to budgetary constraints, while Wajir County remains off-grid and dependent on localized power generation, exacerbating energy insecurity and limiting economic development.

(c) Trade Policy and Market Access

91. Trade policy and market access emerged as key issues through Statements considered by the Standing Committee on Trade, Industrialization and Tourism, particularly in relation to both domestic and international trade dynamics. Matters raised included the impact of tariffs on Kenyan exports, such as the 10% tariff imposed by the United States, proliferation of imported dairy products, and concerns regarding rice importation quotas and their impact on local producers.
92. These issues reflect broader structural challenges in Kenya's trade environment, including competition from imports, limited export competitiveness, weak trade protections for local industries and inconsistencies in trade policy implementation. The linkages with the Standing Committee on Agriculture, Livestock and Fisheries are evident, particularly where imports directly affect local agricultural production, further reinforcing the need for coherent trade and agricultural policies.

(d) Tourism Development and Local Economic Growth

93. Tourism was also addressed as a key component of economic development. The Standing Committee on Trade, Industrialization and Tourism considered Statements relating to the promotion and marketing of tourist sites, tourism potential in counties such as Kisumu and Eastern Kenya, and the management of tourism resources in areas such as the Maasai Mara.
94. These issues highlighted challenges in tourism infrastructure, marketing, coordination between national and county governments and equitable sharing of

benefits from tourism resources. They also intersect with environmental concerns raised by the Standing Committee on Land, Environment and Natural Resources, particularly in relation to wildlife conservation, ecosystem protection and sustainable use of natural resources.

(5) Constitutional Affairs and Electoral Reforms

95. The Standing Committee on Justice, Legal Affairs and Human Rights (JLAHRC) has been at the forefront in addressing matters relating to constitutional affairs and electoral reforms during the Fourth Session. The Committee's work in this area largely involved pre-publication scrutiny and legislative processing of constitutional amendment and other Bills, consideration of Petitions and Statements and engagement with stakeholders on electoral reforms, aimed at strengthening governance, accountability and democratic processes in Kenya.

(a) Constitutional Amendments

96. During the period under review, the Standing Committee on Justice, Legal Affairs and Human Rights, through its mandate of pre-publication scrutiny and legislative processing of Bills, considered several proposals seeking to amend the Constitution of Kenya.
97. The Committee considered the Constitution of Kenya (Amendment) Bill, 2025 (Senate Bills No. 13 of 2025), which proposed to clarify the respective roles of the National Assembly and the Senate and introduce specific procedures for the consideration of financial legislation, aimed at strengthening the Senate's constitutional oversight mandate and enhancing the efficiency of the bicameral legislative process.
98. The Committee further considered the Constitution of Kenya (Amendment) (No. 2) Bill, 2025 (Senate Bills No. 16 of 2025), which sought to amend the Constitution to implement the principle that not more than two-thirds of the members of elective or

appointive bodies shall be of the same gender and the principle that at least 5% of the members of elective and appointive bodies should be persons with disability.

99. As part of the legislative process, the Committee facilitated stakeholder engagements and public participation on Bills, including public hearings held during the Senate *Mashinani* programme in Busia County, thereby reinforcing the role of citizen engagement in constitutional reform processes.
100. In addition, the Committee considered a draft Constitution of Kenya (Amendment) Bill, 2025, proposing that former Governors be ineligible for election as Senators or Members of County Assemblies for a period of five years after leaving office, in order to allow for the completion of accountability processes undertaken by the Senate and to safeguard the integrity of oversight mechanisms.

(b) Electoral Governance and Democratic Processes

101. During the Fourth Session, the Standing Committee on Justice, Legal Affairs and Human Rights, through its consideration of Petitions, Statements, legislative proposals and stakeholder engagements, undertook review and oversight activities aimed at strengthening the integrity, transparency and inclusiveness of electoral processes, particularly in preparation for the 2027 General Elections. The Committee convened engagements with state and non-state actors, including a meeting with the Kenyans in the Diaspora Technical Working Group, to deliberate on priority legal and policy reforms required to enhance diaspora voting and broader electoral participation.
102. The Committee also considered a draft Referendum Bill, intended to provide a comprehensive legal framework for the conduct of referenda in accordance with Articles 255, 256 and 257 of the Constitution, as part of ongoing efforts to strengthen constitutional implementation mechanisms.
103. In addition, the Committee processed the Election Offences (Amendment) (No. 2) Bill, 2024, which proposes to strengthen electoral integrity by creating offences

relating to the use of ungazetted polling stations and the unreasonable delay in the declaration of election results, addressing emerging vulnerabilities in electoral processes.

104. The Committee further examined Statements referred to it on the review of constituency and electoral boundaries and the criteria for designation of polling stations outside the country, highlighting concerns regarding electoral preparedness, inclusivity and the integrity of electoral processes.

(c) Policy and Legislative Framework on Public Participation

105. The Committee considered Sessional Paper No. 3 of 2023 on the Kenya Policy on Public Participation, which seeks to standardise public engagement processes in policymaking and legislative development, thereby entrenching public participation as a core constitutional governance principle across institutions. The Committee tabled its report in the Senate following which the Senate approved the Policy, paving way for introduction in Parliament of the Public Participation Bill.

(6) Human Rights, Social Inclusion and National Cohesion

106. Issues relating to human rights, social inclusion and national cohesion emerged across several Senate Committees during the Fourth Session, notably the Standing Committee on Justice, Legal Affairs and Human Rights; the Standing Committee on National Cohesion, Equal Opportunity and Regional Integration; the Standing Committee on National Security, Defence and Foreign Relations; and the Standing Committee on Labour and Social Welfare.
107. These issues arose through the consideration of legislative proposals, Statements referred to committees, Petitions from the public and committee inquiries, highlighting concerns relating to access to justice, protection of vulnerable groups, inclusivity in public institutions and national cohesion. They include—

(a) Administration and Access to Justice

108. During the period under review, the Standing Committee on Justice, Legal Affairs and Human Rights through its legislative and oversight mandate, undertook initiatives aimed at improving the efficiency, accountability and accessibility of the justice system. These included interrogation of the State of the Judiciary and the Administration of Justice Annual Report (SOJAR) for Financial Year 2023/2024, consideration of a Statement on access to justice by a minor in Homa Bay County, as well as consideration of a Statement on the appointment of a female Judge to the East African Court of Justice (EACJ)
109. Additionally, the Committee considered Statements on the state of the Judiciary, which raised concerns regarding the efficiency, independence and responsiveness of judicial and quasi-judicial institutions. These engagements highlighted the need to strengthen institutional capacity, improve access to justice and enhance public confidence in governance and judicial processes.

(b) Human Rights and Social Justice

110. The Standing Committee on National Security, Defence and Foreign Relations further considered a legislative proposal, the Colonial Reparations Bill, 2025, which seeks to establish a framework for addressing historical injustices and compensation.
111. The Justice, Legal Affairs and Human Rights Committee further examined a range of issues relating to the protection of fundamental rights and freedoms, particularly for vulnerable and at-risk populations. The Committee considered and approved publication of the Counter-Trafficking in Persons (Amendment) Bill, 2025, which seeks to address emerging forms of exploitation, including child trafficking in orphanages and orphanage tourism.

112. In addition, the Committee considered Petitions and Statements on human rights violations, including cases relating to defilement and incestuous impregnation of a minor in Homa Bay County, criminalisation and re-victimisation of survivors of female genital mutilation (FGM), and alleged abductions and enforced disappearances. These matters highlighted ongoing challenges in the protection of fundamental rights and access to justice for vulnerable populations.
113. The Committee also initiated an inquiry into the status of indigenous peoples in Kenya, aimed at assessing the recognition and protection of indigenous communities within governance frameworks. This inquiry highlighted challenges relating to land rights, marginalisation and limited access to public services among indigenous populations.



Photo 11: Press Briefing at Mbita Law Courts, Homa Bay County on 13th June, 2025 following the Committee's successful meeting with relevant stakeholders to consider a Statement by Sen. Catherine Mumma, MP on the alleged defilement and incestuous impregnation of a minor from Kigoto Village in Suba Sub-County, Homa Bay County

(c) Security and Emerging Threats

114. The Standing Committee on National Security, Defence and Foreign Relations highlighted growing concerns related to forced disappearances, human trafficking, police excesses and protection of vulnerable groups.

115. Notably, the Committee considered a Petition concerning the forced disappearances of fishermen at Lake Nakuru National Park and undertook a county visit to engage affected communities and stakeholders, reflecting a shift towards more citizen-centred oversight of security agencies. Additional issues included gender-based violence, trafficking and humanitarian crises involving Kenyans abroad particularly in the Gulf region, pointing to the need for stronger institutional coordination and protection frameworks.

(d) Inclusiveness and National Cohesion

116. The Standing Committee on National Cohesion, Equal Opportunity and Regional Integration conducted an inquiry into inclusivity within state agencies and county governments. The Committee conducted county visits to Bomet, Kisii, Kisumu, Homa Bay and Busia, where it assessed the level of inclusion of women, youth, persons with disabilities and minority communities in county governments and public institutions. The visits provided an opportunity to engage with county officials, community leaders and stakeholders on the extent to which public institutions reflect the diversity of local communities.

117. The Committee also considered Statements relating to the socio-economic inclusion of the Daasanach community in Marsabit County, equity in employment within Technical and Vocational Education and Training (TVET) institutions, and the recognition of minority communities in urban counties, highlighting persistent inequalities in access to opportunities and representation.

118. The Committee further assessed county government compliance with diversity requirements and the implementation of the Access to Government Procurement

Opportunities programme, identifying gaps in the inclusion of marginalised groups in public procurement processes.

119. In addition, the Standing Committee on Labour and Social Welfare considered Petitions and Statements relating to persons with disabilities, including issues of invisible disabilities and inaccessibility of public infrastructure, and processed the Persons with Disabilities Bill, which has since been enacted as the Persons with Disabilities Act (2025). These outputs revealed gaps in the implementation of legal frameworks, access to healthcare and rehabilitation services and inclusion of persons with disabilities in public life.

(e) Social Protection and Welfare

120. The Standing Committee on Labour and Social Welfare, through its consideration of Petitions, Statements, Bills and an Inquiry, examined systemic gaps in social protection systems affecting vulnerable populations. The Committee considered Petitions on non-payment of terminal benefits and pension dues, including the case of former employees of Kenya Cooperative Creameries (KCC), Kenya Railways Corporation and the Technical University of Kenya Staff Retirement Benefits Scheme, which exposed weaknesses in pension administration and enforcement of statutory obligations.
121. The Committee also addressed concerns on the management of social assistance programmes such as the Older Persons Cash Transfer (OPCT) and *Inua Jamii* Programme, which highlighted concerns regarding delayed disbursement and inadequate coverage.

(f) Labour Relations and Employee Conditions

122. The Standing Committee on Labour and Social Welfare examined a wide range of labour-related issues arising from Statements and Petitions, particularly concerning unfair labour practices, non-remittance of statutory deductions, delayed salaries and gratuities and irregular recruitment processes in county governments.

123. Issues relating to labour migration also featured prominently, with the Committee considering Statements on the plight of Kenyan migrant workers in the Middle East and government labour export programmes such as *Kazi Majuu*, which raised concerns regarding the protection of migrant workers, regulation of recruitment agencies and adequacy of welfare support systems. Further, through its Inquiry into the welfare of workers in Export Processing Zones (EPZs) in Mombasa and Kilifi Counties, the Committee identified challenges relating to working conditions, labour rights compliance and social welfare of workers, underscoring the need for strengthened labour regulation and enforcement mechanisms.

(g) *Parliamentary Diplomacy and International Cooperation*

124. The Committee reviewed Sessional Paper No. 1 of 2025 on the Foreign Policy of the Republic of Kenya, which addresses emerging issues such as diaspora engagement, global security dynamics and international cooperation. These engagements underscore the intersection between immigration, foreign policy, historical justice and national identity within Kenya's governance framework.

125. In advancing Kenya's engagement with regional and international governance frameworks, the Standing Committee on Justice, Legal Affairs and Human Rights in collaboration with the Standing Committee on National Cohesion, Equal Opportunity and Regional Integration, undertook a benchmarking visit to the East African Court of Justice in Arusha, Tanzania on 4th and 5th June, 2025. The visit provided an opportunity for the Committees to enhance their understanding of the role of regional judicial institutions in promoting the rule of law, human rights and regional integration within the East African Community. It further strengthened parliamentary oversight of Kenya's obligations under regional treaties, while promoting knowledge exchange and institutional learning.



Photo 12:Senators with the members of the Ogiek Community on the side-lines of the Compliance Hearing in Application No. 006/2012 (the Ogiek case) at the African Court on Human and Peoples' Rights held on 4th June, 2025 in Arusha, Tanzania.



Photo 13: Joint visit of the Standing Committee on Justice, Legal Affairs and Human Rights and the Standing Committee on National Cohesion, Equal Opportunity and Regional Integration to the East African Court of Justice held on 5th June, 2025 in Arusha, Tanzania.

(7) National Security, Immigration and Disaster Management

126. National security, immigration and disaster management emerged as a critical thematic area during the Fourth Session, primarily driven by the work of the Standing Committee on National Security, Defence and Foreign Relations. The Committee undertook extensive legislative and oversight activities reflecting a wide spectrum of security, governance and humanitarian concerns across the country. The key issues considered included—

(a) Internal Security and Public Safety

127. The Standing Committee on National Security, Defence and Foreign Relations addressed a broad range of internal security issues through Statements, Petitions and inquiries. A significant proportion of Statements related to insecurity incidents, including banditry in Laikipia County and other North Rift regions, inter-communal clashes within Narok and Migori Counties, insecurity in Isiolo and Samburu Counties, rising cases of murder, abductions and disappearances across the country. Further there were concerns related to police conduct and accountability, including inquiries into deaths in police custody, allegations of police brutality.

128. The Committee considered issues relating to the safety and welfare of police officers, including poor living conditions and delayed compensation for work related injuries. Through a Petition on the compensation of police officers injured in the line of duty, the Committee engaged key institutions including the Insurance Regulatory Authority, National Police Service Commission and Directorate of Occupational Health and Safety, and issued specific directives requiring settlement of pending claims and adherence to legal frameworks under the Work Injury and Benefits Act. These engagements highlighted systemic challenges in policing accountability, welfare of officers, enforcement of human rights standards and effectiveness of internal security responses.

(b) Organised Crime and Substance Abuse

129. The Committee undertook inquiries into emerging threats to social stability, including the rise of organised criminal gangs in coastal counties such as Kwale, Mombasa and Kilifi, which were found to contribute to public insecurity, disruption of economic activities and erosion of social cohesion. Additional concerns emerged through Statements on drug and alcohol abuse, particularly among youth, and the resurgence of cult-like activities, reflecting evolving and complex security threats linked to social and economic conditions.
130. Legislative interventions such as the Narcotic Drugs and Psychotropic Substances (Control) (Amendment) Bill, 2024 (Senate Bills No. 1 of 2024) were considered to address regulatory inconsistencies and socio-economic implications, including the classification of *miraa* and its impact on livelihoods.

(c) Disaster Management

131. Disaster management emerged as a significant issue, particularly through the Standing Committee on National Security, Defence and Foreign Relations inquiry into firefighting and disaster management by devolved governments. The Committee noted that disaster management is a shared function between the national and county governments, while firefighting is fully devolved. The Committee further observed gaps in county preparedness, including inadequate investment in disaster response infrastructure, weak coordination mechanisms and limited implementation of early warning and mitigation systems, despite statutory requirements for counties to allocate resources for disaster management.
132. Through Statements, the Committee examined disaster-related incidents including flooding in Turkana and Kisumu, fire outbreaks, displacement of communities due to rising water levels in Lake Naivasha and Lake Turkana, and broader concerns regarding national preparedness for heavy rains and climate-related disasters. The Committee recommended enhanced oversight of county governments, including

requiring Governors to account for utilisation of disaster management funds, strengthening coordination frameworks and improving infrastructure and response systems.

(d) Immigration and Citizenship

133. The Standing Committee on National Security, Defence and Foreign Relations also addressed issues relating to immigration and citizen services through Statements, legislative proposals and policy review processes. Key issues included delays in issuance of national identity cards, status of repatriation of Kenyans in distress abroad, and concerns regarding foreign nationals operating in informal sectors, reflecting challenges in immigration management and citizen services.

(8) Roads, Housing and Infrastructure Development

134. Issues relating to infrastructure development, roads and housing featured prominently during the Fourth Session through the work of the Standing Committee on Roads, Transportation and Housing, the Standing Committee on Finance and Budget and the Standing Committee on Devolution and Intergovernmental Relations. These issues arose from the consideration of Statements, Bills, Petitions, legislative proposals and county oversight visits, highlighting systemic challenges in infrastructure financing, maintenance, intergovernmental coordination and implementation of national development programmes at the county level. Key issues include—

(a) State of Roads in Counties

135. The Standing Committee on Roads, Transportation and Housing, through its consideration of Statements and county oversight visits, examined the condition and maintenance of road infrastructure across counties. The Committee undertook county visits to Embu, Turkana, Marsabit, Busia, Uasin Gishu and Mombasa Counties, where it assessed road conditions, inspected ongoing projects and engaged stakeholders.

136. Key issues emerging from these engagements included poor maintenance of road networks, blackspots and stalled or delayed road projects. In Turkana County, the Committee observed that several roads had been destroyed by flooding, significantly disrupting transport connectivity. Similarly, inspections in Marsabit County, including roads such as Ndanaba Road and Loiyangalani town roads, revealed infrastructure gaps in arid and semi-arid regions. In response, the Committee held engagements with the Ministry of Roads and Transport, Kenya Urban Roads Authority (KURA), Kenya National Highways Authority (KeNHA), National Transport and Safety Authority (NTSA) and county governments to seek clarification on project timelines and funding allocations. The Committee recommended the need for enhanced financing, better road maintenance and timely completion of road construction projects.

(b) Equitable Share of Roads Maintenance Levy Fund (RMLF)

137. The Standing Committee on Roads, Transportation and Housing engaged with the Ministry of Roads and Transport on the disbursement of the Roads Maintenance Levy Fund conditional grant to counties. The Committee examined the existing allocation framework and noted that it disproportionately favours national road agencies, limiting county capacity to maintain road networks. Consequently, the Committee resolved to sponsor amendments to the Roads Act (Cap. 408) to designate county governments as road agencies, and establish a formula for equitable allocation of Roads Maintenance Levy Fund resources to counties.

138. The issue further manifested during the processing of key public finance legislation by the Standing Committee on Finance and Budget, where delays in passage of the County Governments Additional Allocations Bill, 2025 were linked to disputes over county government access to the Roads Maintenance Levy Fund, affecting the flow of funds and implementation of infrastructure projects.

(c) Public Transport Management

- 139. The Standing Committee on Roads, Transportation and Housing considered multiple Statements on urban transport challenges, which highlighted congestion and infrastructure constraints along key transport corridors. These included Statements on traffic gridlock on Port Reitz Road in Mombasa County, the expansion of Kiambu Road into a four-lane highway and the Green Park pedestrian underpass.
- 140. The Committee also considered a Petition on public transport in Lake Victoria between Mfangano Island and Mbita in Homa Bay County and conducted a county visit to Mfangano Island to assess the safety, accessibility and reliability of water transport services. The committee observed that ferry operations along the Mbita–Mfangano route were grounded following safety compliance concerns and that the absence of a reliable and safe ferry service has severely affected access to essential services including education and healthcare.
- 141. The Committee recommended the Ministry of Roads and Transport prioritizes the provision of public ferry and the construction of the proposed 54-kilometre Mfangano Island ring road to bitumen standard to complement the ferry transport.



Photo 14: Standing Committee on Roads, Transportation and Housing during a meeting with residents of Mfangano Island, regarding a public petition by Mr. Daniel Rakoro and other residents of Homa Bay County

(d) Implementation of Affordable Housing Projects

142. Under housing matters, the Standing Committee on Roads, Transportation and Housing considered Statements on the implementation of affordable housing projects in Kisumu County, as well as a Petition concerning eviction and demolition of Buxton Estate in Mombasa County. The Committee engaged former tenants, the Governor of Mombasa County and developers to ensure that affected residents are prioritised in the allocation of housing units in redevelopment projects, including Buxton Estate, Mzizima Estate and Likoni Flats.

143. The Committee further engaged the Ministry of Lands, Public Works, Housing and Urban Development on the implementation of the Affordable Housing Projects, including financing, affordability of the housing units and transparency in their allocation, as well as the role of county governments in housing development and urban planning.



Photo 15: The Standing Committee on Roads, Transportation and Housing during an engagement with former residents and the developer of Buxton Estate, in Mombasa County. This was during consideration of a Petition concerning the eviction and demolitions of Buxton Estates in Mvita Constituency, Mombasa County

(9) ICT and Innovation

144. During the Fourth Session, the Senate considered various technology-related aspects of county governance, through the processing of legislative proposals, Bills, Statements and inquiries by Committees. Among the key issues were –

(a) ICT Systems for Public Finance Management and Revenue Automation

145. The Standing Committee on Information, Communication and Technology undertook an inquiry into IFMIS and other County Revenue Collection and Management Systems during which it examined system integrity and functionality, integration of county revenue systems, vendor dependency, external control of digital systems, revenue leakages and weak oversight mechanisms. This inquiry, during which the Committee met the National Treasury, Controller of Budget, the Auditor-General and the county governments, directly linked ICT governance with public finance accountability.

146. In the course of its inquiry, the Committee visited eleven counties, where it observed significant disparities in automation, system ownership and operational capacity, with many counties relying on externally controlled systems that exposed them to risks of data manipulation, revenue loss and weak accountability frameworks. These findings reinforced issues earlier identified by CPAC and CPISFC regarding financial leakages and weak internal controls, demonstrating the critical intersection between ICT systems and fiduciary risk in counties.

(b) Digital Governance, Data Protection and Cybersecurity

147. The Committee further examined emerging risks relating to data protection, digital identity systems and cybersecurity, through the consideration of Statements concerning data breach affecting the Business Registration Service (BRS) platform, data management and security of the e-Citizen platform and *Maisha Namba* system, increasing cases of data abuse by electronic device dealers and sharing of subscriber data by telecommunication providers with security agencies.

148. These issues revealed growing concerns regarding unauthorised access to personal data, weak enforcement of data protection laws and vulnerabilities in digital public infrastructure. The Committee engaged the Ministry of Information, Communication and the Digital Economy, the Communications Authority of Kenya and the Office of the Data Protection Commissioner, where it emphasized the need for stronger regulatory oversight, enforcement mechanisms and citizen data safeguards.

(c) ICT Infrastructure Development, Service Regulation and Digital Inclusion

149. The Committee also examined the expansion and governance of national ICT infrastructure, particularly under the Universal Service Fund (USF) and national digital connectivity programmes. This was through the processing of Statements on the administration of the Universal Service Fund (USF) and the implementation of the National Digital Superhighway and Last Mile Connectivity Projects.

150. Further, through stakeholder engagements with the Ministry of Information, Communication and the Digital Economy, the Communications Authority of Kenya Telkom Kenya and private sector actors, the Committee identified challenges relating to infrastructure ownership and sharing frameworks, regulatory compliance by service providers and network reliability and service quality. Additional concerns emerged from Statements on non-implementation of Mobile Termination Rates (MTR) and quality of telecommunication services, highlighting the need for consumer protection, fair pricing and improved service standards.

(d) Legislative Framework for ICT Development and Innovation

151. The Committee processed key legislative instruments aimed at strengthening Kenya's ICT ecosystem, including the Technopolis Bill, 2024 (National Assembly Bills No. 6 of 2024), the Electronic Equipment Disposal, Recycling and Reuse Bill, 2025 (Senate Bills No. 5 of 2025) and a Legislative Proposal on the Artificial Intelligence Bill, 2025. These legislative efforts sought to promote innovation and technology-driven economic growth, establish frameworks for sustainable e-waste management, and provide a foundation for regulation of emerging technologies and artificial intelligence. The Committee carried out public participation, stakeholder engagement and technical review of these Bills, ensuring alignment with digital transformation objectives and environmental sustainability considerations.

(10) Agriculture and Food Security

152. Agriculture and food security remained central to the realisation of devolved functions under the Fourth Schedule of the Constitution, particularly because of the sector's importance to livelihoods, household welfare, county economies and national stability.
153. During the Fourth Session, issues arising under this thematic area included land use, irrigation, environmental degradation, pollution and natural resource pressures affecting production systems. These revealed persistent challenges affecting

agricultural productivity, market systems, food safety, pastoral resilience and the ecological foundations of food production. Key highlights included—

(a) Agricultural Production, Inputs and Food Systems Governance

154. A major area of focus during the Session was the governance of agricultural production systems, including seeds, crop regulation, farmer incentives and food safety. The Standing Committee on Agriculture, Livestock and Fisheries considered several key Bills, including the Coffee Bill, 2023 (Senate Bills No. 10 of 2023), the Food and Feed Safety Control Coordination Bill, 2023 (National Assembly Bills No. 1 of 2023), the Seeds and Plant Varieties (Amendment) Bill, 2025 (Senate Bills No. 4 of 2025), and the Agriculture Produce (Minimum Guaranteed Returns) Bill, 2025 (Senate Bills No. 17 of 2025). These legislative interventions sought to strengthen agricultural value chains, improve quality control, reform sector governance, enhance access to certified and climate-resilient inputs, and provide a more stable framework for farmer returns.
155. These efforts corresponded to a high number of crop-related Statements touching on recurring production and market constraints. Matters raised before the Committee included the shortage of certified seeds at Kenya Seed Company (KSC), inequitable fertiliser distribution by the National Cereals and Produce Board (NCPB), the plight of wheat farmers due to imported wheat, the state of rice farming and irrigation-based production in Kisumu and Mwea and concerns regarding tea pricing, coffee payment systems and post-harvest losses. These issues point to persistent weaknesses in input distribution, price support, production planning and institutional coordination across agricultural value chains. They also show that food security challenges are not limited to low production, but extend to the wider governance of food systems, market incentives and farmer protection.
156. The Committee on Delegated Legislation considered and acceded to the Pest Control Products Regulations, Legal Notice Nos. 190 to 194 of 2024. This complemented the legislative work of the Agriculture Committee on crop quality, value chains and farmer protection.

(b) Livestock Development and Climate Vulnerability

157. The livestock sector emerged as a distinct but interlinked food security concern, especially in the context of drought, disease outbreaks and fragile pastoral livelihoods. The Standing Committee on Agriculture, Livestock and Fisheries considered the Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) which sought to provide a framework for safeguarding livestock from adverse conditions and promoting sustainable support systems for livestock farmers. Although the Committee found significant gaps requiring further refinement, the Bill itself reflected the growing urgency of strengthening legal and policy responses to climate-related livestock losses and vulnerability of pastoralists.
158. Through Statements on the ongoing livestock vaccination programme, quality and safety of animal feeds and broader livestock sector challenges, the Committee highlighted recurrent problems in animal health, veterinary support, market access and resilience for pastoral communities. These concerns overlapped with the work of the Standing Committee on Land, Environment and Natural Resources, which considered environmental and land-use matters affecting grazing lands, drought conditions, water access, wildlife pressures and natural resource stress in arid and semi-arid areas. The recurring pattern across both committees was that food security in pastoral regions is increasingly shaped by climate stress, weak service delivery and ecological fragility rather than by production issues alone.

(c) Blue Economy and Fisheries

159. The issues of blue economy and fisheries were also treated as part of the broader food security agenda, particularly in counties where fishing is central to livelihoods and local diets. The Standing Committee on Agriculture, Livestock and Fisheries considered Statements on the protection of Lake Turkana's fishing ecosystem and the establishment of a national dry fish auction market in Busia County. The Committee also undertook field engagements at the Beach Management Unit in Busia County during *Senate Mashinani* bringing attention to market organisation, ecosystem protection and the broader state of fisheries value chains.

160. These matters intersected with concerns before the Standing Committee Land, Environment and Natural Resources on pollution of Lake Victoria, broader environmental degradation and natural resource governance. The Committees established that fisheries and aquatic livelihoods are affected by a combination of weak market systems, inadequate infrastructure and environmental stress on lakes and other ecosystems. This makes fisheries both a production issue and an environmental governance issue within the broader agriculture and food security agenda.

(d) Irrigation and Water Resource Management

161. Water and irrigation emerged as foundational issues for agricultural productivity. The Standing Committee on Agriculture, Livestock and Fisheries considered Statements on irrigation systems, including concerns regarding the management and use of operation and maintenance funds in the Mwea Irrigation Scheme in Kirinyaga County, while also examining post-harvest systems such as the mobilisation of grain dryers during the rainy season and the need to reduce storage-related losses. The Committee's oversight visits to Kenya Seed Company (KSC), National Cereals and Produce Board (NCPB), Kenya Agricultural and Livestock Research Organization (KALRO) and production sites in Bungoma, Kisumu and Busia Counties further brought out gaps in storage and farm support infrastructure.

162. At the same time, the Standing Committee on Land, Environment and Natural Resources considered multiple Statements and Petitions on water scarcity, irrigation-linked projects, water supply systems and sanitation infrastructure. These included a Petition on the Changara Water Pan project in Busia County and Statements on the status of Konoo Irrigation Scheme in Turkana County, construction of Koru-Soin Dam in Kisumu County, implementation of Mzima II Water Project in Taita-Taveta County as well as access to piped water in various counties. These issues affect irrigation reliability, access to water for livestock, household resilience and sustainable farming practices in high-potential and arid counties. The overlap across the two Committees shows that weak irrigation and

management of water resources remain one of the most recurrent structural constraints to food security.



Photo 16: The Standing Committee on Agriculture, Livestock and Fisheries at Olepito Sugar Company tour of the sugar factory in Busia County during Senate Mashinani



Photo 17: Standing Committee on Agriculture, Livestock and Fisheries during County Oversight Networking Engagement (CONE) at Lake Victoria, Kisumu County



Photo 18: The Standing Committee on Agriculture, Livestock and Fisheries at the Beach Management Unit (BMU) during the Senate Mashinani in Mulukoba, Busia County

(11) Land Administration, Environmental Management and Climate Change

163. Land management, environmental protection and climate change emerged as a key thematic area during the Fourth Session, principally through the work of the Standing Committee on Land, Environment and Natural Resources, but with relevant intersections from the Agriculture, Livestock and Fisheries Committee and the Committee on Delegated Legislation. These issues revealed persistent governance challenges relating to land administration, environmental degradation, climate vulnerability, water systems and the protection of community and ecological rights. Some of the key highlights that emerged included—

(a) Land Administration, Historical Injustices and Community Rights

164. The Standing Committee on Land, Environment and Natural Resources devoted substantial attention to land administration and ownership, historical injustices, evictions and resettlement Internally Displaced Persons (IDPs). The Committee dealt with matters relating to illegal alienation of land, delayed compensation of Internally Displaced Persons, unresolved settlement claims, threats of eviction, land grabbing, title deed delays, adjudication disputes and historical injustices in

counties such as Mombasa, Taita Taveta, Embu, Narok, Nairobi and Meru. The Committee conducted public hearings, site visits, engaged stakeholders including the Ministry of Lands and the National Land Commission to pursue redress and accountability. This showed that unresolved land questions remain one of the most persistent governance challenges within devolution, with direct effects on social justice, settlement planning and resource access.

(b) Environmental Management and Conservation

165. Environmental protection emerged strongly through the Committee's consideration of the Environment Laws (Amendment) Bill, 2024, (Senate Bills No.23 of 2024) the Meteorology Bill, 2023, (Senate Bills No.45 of 2023) and the Environment Management and Co-ordination (Amendment) Bill, 2023 (National Assembly Bills No. 66 of 2023), alongside a substantial number of Statements on forests, pollution, waste management, wildlife habitats and mining activities. These legislative and oversight processes highlighted the persistent implementation gap in environmental protection.
166. Through Statements, the Committee addressed a range of issues of environmental matters including forest degradation, quarrying impacts, regulation of sand harvesting and broader waste management failures in counties. These issues pointed to weak compliance and enforcement, environmental damage from both public and private activities, and increased public concern over the health impacts of pollution.
167. The Committee on Delegated Legislation reinforced this theme through its scrutiny of environmental regulations. During the Session, it considered and acceded to the Environmental Management and Co-ordination (Waste Management) (Amendment) (No. 2) Regulations, the Sand Harvesting (Amendment) (No. 2) Regulations, the Air Quality (Amendment) (No. 2) Regulations and the Access to Biological Resources and Benefit Sharing (No. 2) Regulations.
168. Further, the Standing Committee on Lands, Environment and Natural Resources addressed Kenya's greenhouse gas emission reduction targets and implementation

of the Climate Change Act, 2016 (Cap. 387A). In this respect, in its consideration of the Division of Revenue and County Allocation of Revenue Bills the Standing Committee on Finance and Budget examined additional allocations to county governments, including conditional grants supporting climate-related interventions. Notably, the Committee considered allocations under the Financing Locally-Led Climate Action (FLLoCA) programme, which is aimed at strengthening county-level climate resilience, adaptation planning and community-driven climate investments.

(c) Human-Wildlife Conflict

169. The Standing Committee on Lands, Environment and Natural Resources considered Statements on human-wildlife conflict in Machakos, Makueni, Taita Taveta, Laikipia, Lamu, Nakuru, Kwale and Meru Counties. The key issues were delayed compensation, crop and livestock losses, conflict arising from shared resources and disruption of wildlife corridors. These matters intersect with agriculture and pastoral livelihoods indicative of the interconnected nature between wildlife conservation and land planning and settlement patterns.

(12) Healthcare and Public Health Management

170. Healthcare and public health management during the Fourth Session was driven primarily by the work of the Standing Committee on Health, whose legislative, oversight and inquiry-based activities provided a comprehensive assessment of the sector. The key highlights included—

(a) Health Financing and Universal Health Coverage

171. The Standing Committee on Health prioritised reforms aimed at strengthening health financing and advancing Universal Health Coverage. This included consideration of the Health (Amendment) Bill, 2025 (Senate Bills No. 12 of 2025) which sought to prohibit detention of patients over unpaid bills, and continuous

oversight of the transition from the National Hospital Insurance Fund (NHIF) to the Social Health Insurance Fund (SHIF).

172. Through Statements, the Committee examined persistent challenges including delayed reimbursements to health facilities, pending claims, inefficiencies in the Social Health Insurance Fund system, and delays in approval of medical procedures, all of which have affected access to services and strained facility operations. These findings were reinforced by the Standing Committee on Finance and Budget, which identified inadequate allocations to the health sector and delays in disbursement of funds to counties, highlighting the structural constraints affecting the sustainability of Universal Health Coverage.

(b) Health Infrastructure and Service Delivery

173. Through its county oversight visits, the Standing Committee on Health assessed the state of health infrastructure and service delivery across counties including Kiambu, Makueni, Kitui, Bungoma, Busia, Marsabit, Wajir and Kilifi. The Committee observed significant disparities in infrastructure development, with some counties recording improvements while others faced severe deficits.
174. Issues emerging included dilapidated facilities, inadequate bed capacity, stalled and abandoned projects and non-functional or poorly maintained medical equipment, alongside shortages of essential commodities such as drugs, oxygen and vaccines. The Committee further noted gaps in specialised services, including maternal health, mental health, cancer treatment and neonatal care, underscoring inequities in access to healthcare services across counties.

(c) Procurement and Accountability

175. The Committee examined issues relating to procurement irregularities, mismanagement of medical supplies, and inefficiencies within institutions such as the Kenya Medical Supplies Authority (KEMSA). Specific issues included existence of expired drugs in public facilities, alleged tender irregularities,

mismanagement in referral hospitals and the accumulation of pending bills owed to suppliers. These concerns were corroborated by findings of the County Public Accounts Committee and the County Public Investments and Special Funds Committee which identified unsupported expenditures, weak internal controls and non-compliance with public finance management frameworks within county health departments.

(d) Human Resources for Health and Labour Relations

176. The Standing Committee on Health examined critical human resource challenges affecting service delivery. The Committee highlighted issues including delayed payment of stipends to Community Health Promoters (CHPs), poor working conditions, and industrial unrest among healthcare workers across counties. Additional concerns included migration of skilled health professionals, unemployment of trained doctors, inequities in recruitment and promotion and disputes over professional regulation, as evidenced in the Petition by the Kenya Union of Clinical Officers (KUCO). These challenges reflect broader systemic weaknesses in workforce planning, coordination and management within devolved health systems.

(e) Public Health Risks

177. Public health concerns emerged prominently through the Committee's consideration of Statements addressing disease outbreaks, rising non-communicable diseases and systemic health risks. These included outbreaks of Kala-azar in Marsabit and Wajir Counties, increasing cancer cases and shortages of vaccines and essential medicines in public health facilities.
178. The Committee also examined broader risks such as antimicrobial resistance (AMR), cholera outbreaks, sanitation challenges and contamination of water sources, highlighting the intersection between public health, environmental factors and service delivery. Additionally, legislative interventions such as the Tobacco Control (Amendment) Bill, 2024 (Senate Bills No. 35 of 2024) further demonstrate efforts to strengthen preventive health and regulatory frameworks.



Photo 19: The Standing Committee on Health during knowledge-sharing engagement with the Kenya Paediatric Association and other health professionals

(f) Health Information Systems and Management

179. The Standing Committee on Health, complemented by the Standing Committee on Information and Communication Technology, examined the increasing integration of digital systems in healthcare delivery. The Committee interrogated issues relating to the shutdown of the Kenya Health Information System (KHIS), challenges in the rollout of digital platforms under the Social Health Authority, and governance concerns relating to telemedicine services, including county-level implementation. These findings highlighted challenges relating to system reliability, weak integration, dependence on external vendors and limited technical capacity within counties, raising concerns on efficiency, accountability and data protection and management.

(13) Education Delivery, Financing and Infrastructure

180. Education and skills development emerged as a critical thematic area during the Fourth Session, driven primarily by the work of the Standing Committee on Education, which conducted a countrywide inquiry into the implementation of Early Childhood Development Education and Vocational Training Centres (VTCs).

The Committee engaged key stakeholders including the Ministry of Education, Teachers Service Commission (TSC), Council of Governors and various agencies, highlighting systemic challenges across the education value chain. The key issues included—

(a) Curriculum Reforms and Competency-Based Education (CBC)

181. The Committee assessed the implementation of the Competency-Based Curriculum (CBC), including consideration of the proposed removal of Mathematics as a compulsory subject, mainstreaming of sports and talent development and broader curriculum reforms. Further, the Committee deliberated on concerns relating to Junior Secondary School (JSS) implementation, the new university funding model and the overall acceptability of Competency-Based Curriculum. These engagements revealed challenges in policy clarity, stakeholder preparedness, infrastructure readiness and consistency in implementation of curriculum reforms across counties.

(b) Education Financing and Access to Education

182. Education financing emerged as a major concern through Statements on delays in disbursement of capitation funds to Primary, Junior Secondary Schools, Senior Secondary Schools (SSS) and Technical Vocational Educational Training (TVET) institutions and broader concerns on the adequacy and predictability of funding. The Committee scrutinised proposals to increase school fees by the Kenya Secondary Schools Heads Association (KESSHA) as well as rising costs in accommodation and tuition fees in Technical Vocational Educational Training institutions and universities. Further, the Committee considered delayed disbursement of funds by the Higher Education Loans Board (HELB) and untimely closure of loans application systems for the HELB funding, which has significantly affected access to higher education funds.
183. The Standing Committee on Education considered Statements relating to financial crises in public universities, concerns over accreditation processes of degree programs, equity in placement to institutions such as Kenya Medical Training College (KMTC) through Kenya Universities and Colleges Central Placement

Service (KUCCPS). The Committee further examined proposals on elevation of polytechnics to university status, raising concerns on quality assurance, regulatory compliance and sustainability.

(c) Educational facilities and Infrastructure

184. The Standing Committee on Education considered Statements regarding shortage of classrooms, delays in construction of Junior Secondary School facilities and inadequate learning environments in Kilifi, Wajir, Kirinyaga and Lamu Counties. The Committee identified widespread challenges relating to deteriorating infrastructure in public primary schools, Early Childhood Development Education centres and Junior Secondary Schools.

185. These issues were further reinforced through the Committee's inquiry into Early Childhood Development Education and Vocational Training Centres (VTCs) implementation, which revealed that many Early Childhood Development Education centres lack adequate classrooms, learning materials and trained personnel, undermining foundational learning outcomes.

(d) Teacher Welfare and Labour Relations

186. The Committee considered multiple Statements relating to teacher welfare, recruitment, remuneration and administrative management by the Teachers Service Commission (TSC). Key issues included delayed salaries, unpaid allowances, payroll irregularities and disparities in hardship as well as house allowance payments, particularly affecting teachers in arid and semi-arid areas.

187. Through follow-up on the Petitions concerning discrimination in payment of hardship allowances in Kilifi and Taita Taveta Counties, the Committee engaged the Ministry of Public Service and Human Capital Development and Special Programs, resulting in the initiation of a review of hardship area classification frameworks and commitments to regularise payments. Additional concerns emerged regarding irregular transfers, delayed promotions, challenges faced by contractual teachers, particularly in North Eastern Kenya, highlighting systemic human resource management gaps.

(e) Learner Safety

188. The Standing Committee on Education considered matters relating to concerns on safety of students in learning institutions, especially in boarding schools. These issues arose from Statements on the tragic death of a pupil in Kilifi County due to corporal punishment, deaths of two form four students in Siaya County, the death of a student in Eldama Ravine Baringo County and rising cases of student fatalities due to fires. Additionally, the Committee considered a Statement on allegations of misconduct against a senior teacher at Alliance Girls' High School. These issues highlighted gaps in enforcement of safety standards and protection of minors within learning institutions.

(f) Examinations and Certification

189. Through Statements, the Committee examined challenges relating to the administration of national examinations and certification processes, including delays in issuance of Kenya Certificate of Primary Education (KCPE) and Kenya Certificate of Secondary Education Certificates (KCSE), difficulties in replacement and authentication, and delayed payments to examination facilitators. The Committee also considered policy issues relating to the introduction of mid-year Kenya Certificate of Secondary Education Certificates examinations, raising concerns on preparedness, fairness and implications for learners and institutions.



Photo 20: Standing Committee on Education conducting an oversight visit to Busia County Munyore ECDE Centre on the Inquiry into the implementation status of ECDE policies



Photo 21: Standing Committee on Education visit to Kathonzweni Vocational Training Centre in Makueni County in October, 2025



Photo 22: Standing Committee on Education visit to Sergoek Vocational Training Centre in Uasin Gishu County in October, 2025

(14) Regulatory Oversight

190. Regulatory oversight emerged as a critical cross-cutting thematic area during the Fourth Session, primarily driven by the work of the Select Committee on Delegated Legislation. The Committee scrutinised statutory instruments, conducted pre-publication scrutiny on various sectoral issues including health, environment, agriculture, housing, water and trade. The key highlights include—

(a) Statutory Instruments across Sectors

191. The Committee on Delegated Legislation considered Statutory instruments including the Social Health Insurance (Amendment) Regulations (Legal Notice No. 55-56 of 2025) relating to health sector reforms; The Environmental Management and Co-ordination (Amendments) Regulations (Legal Notice No. 19 – 24 of 2025) covering air quality, water quality, waste management, sand harvesting and extended producer responsibility; The Water (Services) Regulations (Legal Notice No. 54, 57 and 58 of 2025); The Affordable Housing Regulations (Legal Notice No. 114 of 2025); among others. Through this scrutiny, the Committee ensured that sector-specific regulations are consistent with parent Acts, aligned with

constitutional provisions and do not impose undue burdens on citizens or institutions.

(b) Public Participation and Regulatory Impact Assessment

192. The Committee emphasised the requirement under the Statutory Instruments Act (Cap. 2A) for regulation-making authorities to conduct public participation and prepare regulatory impact assessments, particularly where regulations impose costs on the public. The Committee observed challenges including inadequate documentation of stakeholder consultations, failure by regulatory authorities to prepare regulatory impact assessments and limited transparency in the regulatory process.

(c) Compliance by Regulation-Making Authorities and Institutional Challenges

193. The Committee encountered persistent challenges in its oversight work, including delays by Ministries and regulatory authorities in submitting statutory instruments and supporting documentation, failure to transmit county-related instruments to the Senate and frequent postponement of meetings by State Agencies, affecting timely scrutiny. These challenges hindered effective oversight by the Committee. and, in some instances, resulted in statutory instruments being deemed approved due to lapse of statutory timelines, rather than substantive scrutiny. Non-compliance and delays by Executive Agencies therefore weakens Parliamentary oversight and risk the operationalisation of regulations without adequate scrutiny.

(d) Devolution and County-Level Regulatory Frameworks

194. Through county visits to Kwale, Mombasa, Kilifi, Tana River, Kajiado, Tharaka Nithi and Embu, the Select Committee on Delegated Legislation examined the development and scrutiny of subsidiary legislation at the county level, including processes of public participation, publication and transmission to county assemblies. The Committee noted gaps in capacity, procedural compliance and coordination between county executives and assemblies, affecting the quality and oversight of county-level regulations. In this respect the Committee noted that the

absence of a legal framework to guide scrutiny of delegated legislation by county assemblies.



Photo 23: The Select Committee on Delegated Legislation in consultation with Hon. Aden Duale, EGH, Cabinet Secretary, Ministry of Health on the Graphic Health Warnings for Tobacco Products (Legal Notice No. 107 of 2025) at a meeting held on 7th August, 2025.



Photo 24: Members of the Select Committee on Delegated Legislation with Hon. Fatuma Achani, Governor, Kwale County during a visit on 28th April, 2025

2.6 Cross-Cutting Systemic Trends Emerging from Committees

195. A holistic review of the outputs of the seventeen (17) Senate Committees during the Fourth Session reveals consistent and recurring patterns that transcend sectoral boundaries. These trends reflect deep structural characteristics of Kenya's devolved governance system, as observed through legislative processes, audit scrutiny, committee inquiries, Statements, Petitions and county oversight visits. Collectively, they provide a comprehensive picture of both the progress and persistent constraints in the implementation of devolution, while underscoring the central role of the Senate in safeguarding constitutional governance. The emerging trends are as follows—

(1) Systemic Weaknesses in Public Finance Management

196. Across the work of the County Public Accounts Committee and the County Public Investments and Special Funds Committee, a clear pattern of systemic weaknesses in public finance management emerged. The scrutiny of over 398 audit reports

revealed recurring issues including accumulation of pending bills amounting to approximately Kshs. 181.9 billion, procurement irregularities, unsupported expenditures and weak internal controls. These findings were reinforced by sectoral committees, particularly in health, infrastructure and agriculture, where financial inefficiencies translated directly into stalled projects and poor service delivery.

197. This trend demonstrates that while counties have been entrusted with significant fiscal responsibility, internal financial governance systems remain fragile. In exercising oversight over the use of national revenue allocated to counties, the Senate has directly fulfilled its mandate under Article 96(3) of the Constitution by exposing fiduciary risks and driving accountability reforms.

(2) Unpredictable and Delayed Fiscal Transfers

198. A persistent constraint across committees is the unpredictability and delay in disbursement of funds from the National Treasury to county governments. Evidence from the Standing Committee on Finance and Budget, corroborated by the County Public Accounts Committee and sectoral committees such as Health and Education, shows that delays in adherence to approved cash disbursement schedules disrupt programme implementation, delay payment of suppliers and salaries, and undermine service delivery.

199. This systemic challenge weakens county planning and budget execution, thereby constraining the effectiveness of devolved functions. Through its role in processing the Division of Revenue Bill, County Allocation of Revenue Bill and disbursement schedules, the Senate continues to safeguard intergovernmental fiscal relations in line with Articles 217 and 96 of the Constitution.

(3) Persistent Governance and Institutional Capacity Gaps

200. A recurring pattern across committees is the presence of governance and institutional capacity challenges within county governments. The Standing Committee on Devolution and Intergovernmental Relations highlighted issues

including unclear administrative roles, political interference, weak planning systems and strained relations between County Executives and County Assemblies. These findings were reinforced by audit committees which identified payroll irregularities, “ghost workers” and weak human resource management systems. Sectoral committees further observed shortages of skilled personnel, particularly in health and education.

201. This trend reflects structural weaknesses in county institutions that limit their ability to effectively deliver devolved services. Through continuous oversight and legislative engagement, the Senate has played a critical role in strengthening governance frameworks and protecting the integrity of devolved units under Article 96(1).

(4) Incomplete and Contested Delineation of Functions

202. The continued overlap of functions between national and county governments emerged as a significant structural issue. The Standing Committee on Devolution and Intergovernmental Relations established that several national government entities continue to perform functions that are constitutionally devolved, leading to duplication, inefficiencies and blurred accountability. Similar patterns were observed across sectoral committees in health, agriculture, infrastructure and ICT, where fragmented implementation and weak coordination mechanisms persist.
203. This trend undermines the autonomy of county governments and dilutes the effectiveness of devolution. Through legislative scrutiny and oversight, the Senate has sought to reinforce the constitutional division of functions under the Fourth Schedule.

(5) Service Delivery Deficits Across Devolved Sectors

204. Despite increased resource allocation, a consistent pattern across committees is the persistence of service delivery gaps. The Standing Committee on Health identified inequities in access to healthcare, inadequate infrastructure and shortages of essential supplies, while the Standing Committee on Education highlighted deficits

in classrooms, delayed capitation and teacher shortages. Similarly, the Standing Committee on Agriculture, Livestock and Fisheries pointed to weak extension services and market systems, and the Standing Committee on Roads, Transportation and Housing identified stalled infrastructure projects and poor maintenance.

205. This trend reveals a disconnect between resource allocation and service delivery outcomes. Through sectoral oversight and county visits, the Senate has actively monitored implementation of devolved functions under the Fourth Schedule.

(6) Weak Regulatory Compliance and Enforcement

206. Across multiple sectors, a gap between legislative frameworks and actual enforcement emerged as a key trend. The Committee on Delegated Legislation identified delays in submission of statutory instruments, inadequate public participation and weak compliance by regulatory authorities. Similarly, the Standing Committee on Land, Environment and Natural Resources highlighted poor enforcement of environmental laws, while the ICT Committee identified gaps in enforcement of data protection regulations.
207. This pattern reflects broader institutional weaknesses in regulatory governance. Through scrutiny of statutory instruments and legislative oversight, the Senate has upheld the principles of rule of law, transparency and accountability under Article 10.

(7) Digital Transformation with Emerging Governance Risks

208. A notable emerging trend is the increasing reliance on digital systems in governance, particularly in public finance management, healthcare and service delivery. The Standing Committee on Information, Communication and Technology identified risks associated with externally controlled revenue systems, weak integration of digital platforms and vulnerabilities in data protection. These findings were echoed by the Health Committee in relation to digital health systems and by finance-related committees in relation to IFMIS.

209. While digital transformation offers efficiency gains, it also introduces new governance risks, including data breaches, revenue leakages and reduced institutional control. The Senate's legislative and oversight interventions are therefore critical in shaping a secure and accountable digital governance framework.

(8) Climate Change and Environmental Pressures as Systemic Risks

210. Climate change and environmental degradation emerged as cross-cutting challenges affecting multiple sectors. The Standing Committee on Land, Environment and Natural Resources identified issues relating to pollution, deforestation, water scarcity and weak environmental governance, while the Agriculture Committee linked climate stress to declining productivity and pastoral vulnerability. The National Security Committee further highlighted climate-related disasters such as floods and displacement.
211. This trend demonstrates that environmental risks are no longer isolated but are central to governance, livelihoods and service delivery. Through legislative and oversight roles, the Senate has contributed to advancing environmental sustainability and climate resilience in line with constitutional principles.

(9) Growing Emphasis on Equity, Inclusion and Social Justice

212. Across committees, there is a clear and growing focus on inclusivity and social justice. The Standing Committee on National Cohesion, Equal Opportunity and Regional Integration identified gaps in representation and access to opportunities for women, youth, persons with disabilities and minority communities. The Justice, Legal Affairs and Human Rights Committee and the Labour and Social Welfare Committee further highlighted issues relating to human rights violations, access to justice and social protection.

213. This trend reflects a shift towards evaluating governance not only in terms of efficiency, but also equity and fairness. These efforts directly advance the national values and principles of governance under Article 10.

(10) Expansion of Legislative and Policy Reform Agenda

214. The Fourth Session was marked by an expansion of legislative activity across sectors. Committees processed a wide range of Bills including those relating to health financing, agriculture, trade, ICT and constitutional reform. The Justice, Legal Affairs and Human Rights Committee led key constitutional amendment processes and electoral reform initiatives, while other committees advanced sector-specific legislative frameworks.
215. This trend reflects a proactive legislative agenda aimed at addressing emerging governance challenges and strengthening policy coherence. It demonstrates the Senate's central role in law-making under Article 94 and its responsibility to protect devolution.

(11) Strengthening of Participatory and Citizen-Centred Oversight

216. A notable positive trend is the strengthening of participatory governance mechanisms. Committees increasingly relied on public participation, stakeholder engagement and county visits, including through initiatives such as *Senate Mashinani*. These processes enabled direct engagement with citizens, local leaders and stakeholders, ensuring that legislative and oversight processes are informed by lived realities.
217. This trend enhances transparency, legitimacy and responsiveness in governance, and reflects the Senate's commitment to Article 118 on public participation.

(12) Increasing Interconnectedness of Sectoral Governance Issues

218. Finally, a defining trend across the Fourth Session is the growing interconnectedness of governance issues. Agriculture is linked to climate change

and water management; health outcomes are tied to financing, infrastructure and ICT systems; trade and industrialisation intersect with agriculture, regulation and infrastructure; and security issues are connected to social and economic conditions. The work of the Committee on Delegated Legislation further demonstrated that regulatory frameworks cut across all sectors.

219. This interconnectedness underscores the need for integrated policy approaches and coordinated oversight strategies by the Senate. Through its committee system, the Senate has demonstrated its capacity to address these complex, cross-sectoral challenges in a holistic manner.

Weak Public Finance Management Systems	•
Delayed and Unpredictable Fiscal Transfers	•
Governance and Institutional Capacity Gaps	•
Overlap of National and County Functions	•
Service Delivery Deficits	•
Weak Regulatory Compliance and Enforcement	•
Digital Transformation with Governance Risks	•
Climate Change as a Cross-Sector Risk	•
Growing Demand for Equity and Inclusion	•
Expansion of Legislative and Reform Agenda	•
Strengthened Public Participation and Citizen Engagement	•
Increasing Interconnectedness of Governance Issues	•

Figure 6: Summary of Cross-Cutting Systemic Trends Emerging from Committees

2.7 Opportunity Areas for the Fifth Session

220. To enhance the output and impact of Senate Committees during the Fifth Session, Committees may consider targeted engagement and interventions along the following thematic areas

- (1) *Enhancing Healthcare System Efficiency and Coverage* – Focus on improving healthcare financing, infrastructure and workforce management to achieve Universal Health Coverage (UHC).
- (2) *Comprehensive Review of County Financial Management Systems* – Assess and improve financial systems to enhance transparency and accountability in county budgets and expenditures.
- (3) *Strengthening ICT Infrastructure and Cybersecurity Measures* – There is need to invest in robust digital infrastructure and cybersecurity frameworks to protect data and support digital governance in the counties.
- (4) *Promoting Sustainable Environmental Practices* – Implement strategies for climate change mitigation, sustainable resource management and environmental conservation.
- (5) *Addressing Persistent Security Challenges* - Develop targeted interventions to combat insecurity, cattle rustling and banditry in vulnerable regions.
- (6) *Supporting MSMEs and Cooperative Development* - Provide targeted support to Micro, Small and Medium Enterprises and cooperatives to drive economic growth and job creation.
- (7) *Improving Social Protection and Welfare Programs* – Enact legislation to strengthen social protection mechanisms to ensure equitable access to welfare services and support for marginalized populations.

- (8) *Facilitating Legislative Reforms for Better Governance* - Expedite the passage of key bills and amendments to address governance and administrative challenges.
- (9) *Enhancing Public Participation in Governance Processes* - Foster greater public involvement in legislative and oversight processes through county visits and leveraging on technology to ensure inclusive and representative governance.
- (10) *Developing Integrated Disaster Risk Management Frameworks* - Create comprehensive policy and legislative frameworks to manage and mitigate disaster risks at both national and county levels effectively.



Figure 9: Summary of Opportunity Areas for Senate Committees for the Fifth Session

CHAPTER 3: KEY ACHIEVEMENTS, CHALLENGES AND OPPORTUNITIES

3.1 Introduction

221. This section highlights key achievements, challenges and opportunities arising from the activities and output of Committees during the Fourth Session.

3.2 Key Achievements

222. Among the key achievements recorded by Committees during the Session were—

(1) Adherence to Constitutional and statutory timelines

223. There was tremendous improvement in the turn-around time for processing of legislative business by Committees during the Fourth Session. This was particularly the case with regard to processing of legislative business subject to set timelines, such as legislative proposals, Bills, Petitions, statutory instruments, audit reports, and vetting of nominees for appointment to public offices.

224. As examples, at the close of the Fourth Session –

- i) Committees had scrutinised and submitted comments on 82 out of 84 legislative proposals, reflecting a completion rate of 97.6%, as compared to 93.8% at the close of the Third Session;
- ii) Committees had considered and tabled Reports on 128 out of 148 Bills, representing a completion rate of 85.5%, as compared to 79.3% at the close of the Third Session;
- iii) Committees had considered and tabled Reports on 55 out of 73 Petitions, representing a completion rate of 75.3%, as compared to 59.3% at the close of the Third Session; and
- iv) Committees had considered to conclusion 994 out of 1,488 requests for Statements, representing a completion rate of 66.8%, as compared to 53.9% at the close of the Third Session.

225. Significantly, for the first time since the onset of devolution and the bicameral legislature in 2013, the Senate considered reports of the Auditor-General on the financial operations of the county governments and tabled the Reports thereon by

the 31st March deadline, in compliance with Article 229 (8) of the Constitution and Section 50 (2) of the Public Audit Act (Cap. 412B).

(2) Inclusive Public Engagement in Legislative Processes

226. Committees adopted varied and innovative approaches to ensuring public participation and stakeholder engagement in consideration of legislative business before the Senate. This included –

- i) availing Bills under consideration by Committees in machine-readable and searchable texts, posting them alongside Bills Digests drafted in easy-to-understand language, expanding public advertisements on Bills to include the objects and overview of the Bills, and posting such notices on the Parliament website and social media platforms in addition to advertisements placed in newspapers with national circulation;
- ii) holding public hearings on the Bills in various counties and regions across the country, particularly in areas that would be most affected by the proposed legislative interventions;
- iii) meeting with key stakeholders and experts to obtain their input on the proposals under consideration; and
- iv) including in Committee reports detailed analysis of the comments received and how the same influenced the recommendations of the Committee to the Senate on the respective provisions.

227. These interventions enriched the quality of legislation introduced and passed by the Senate and strengthened public trust in the institution and work of Parliament.

(3) Addressing Public Concerns through Consideration of Senate Business

228. Committees addressed concerns from members of the public through the processing of public Petitions, Senators' requests for Statements, Committee inquiries as well as legislative and policy proposals received from the Executive and other stakeholders. Through these, Committees were able to interrogate key issues affecting the public and recommend interventions to address or resolve them.

229. Among the concerns addressed by Committees during the Session were minimum guaranteed returns for farmers, the state of infrastructure and funding for Early Childhood Development Education (ECDE) and Technical and Vocational Education and Training (TVET) institutions, implementation of Curriculum-Based Education (CBE), harmonization of hardship allowances for teachers and other public servants, the rollout of smart electricity meters, health products regulation and historical injustices and illegal land alienation.

(4) Investigating Key Issues for Informed Policy Interventions

230. Committees also commenced inquiries into topical issues falling within their mandates with a view to gaining a clear understanding of the issues and proposing interventions to resolve them.
231. Among the issues Committees inquired into during the Session were the operation of commercial bank accounts by county governments, equal opportunities in employment in the public service and the status of County Aggregated and Industrial Parks (CAIPs).

(5) Strengthening Devolution through Legislative Support

232. Committees consistently advanced the interests of the counties and their governments and worked to entrench and strengthen the devolved system of government. This was achieved by ensuring that legislation considered by the Senate adequately provided for the functions, mandates and financing of the county governments.
233. Among the legislation considered by Committees in this regard was on strengthening the frameworks for intergovernmental relations and the thresholds and procedure for removal from office of county officials. The Committee on Delegated Legislation also considered a significant number of statutory instruments and draft statutory instruments which, among others, clarified the functions and mandates of the county governments.

(6) Transparent County Resource Management Oversight

234. Committees carried out effective oversight over the operations of the county governments, comprising the county executives, county assemblies, as well as entities and funds established through county legislation. This ensured that the resources raised by or allocated to the counties were utilized in a transparent and accountable manner for the benefit of citizens.
235. Among the areas considered by Committees during the Session were the status of county revenue automation systems including weaknesses and gaps in their operation, the establishment and management of county special funds, the management and financial operations of municipalities and urban areas and the status of water service providers.
236. These inquiries addressed persistent issues in fund management across the counties, particularly in bursary disbursement and loan recovery, identified widespread autonomy challenges in municipalities affecting their operational efficiency, confronted significant financial and operational irregularities in county hospitals and addressed complex governance issues in the water sector, including asset transfer problems.

(7) Field-Based Evaluation of Devolved Functions

237. Committees undertook county oversight and networking engagements where Members witnessed first-hand the implementation of devolved functions including their successes and challenges.
238. Some of the aspects considered included crop-related issues, early childhood education and vocational training, health facilities and services, technological innovations in financial management and employment creation, environmental and wildlife conservation, security issues and disaster management and preparedness.

(8) Global Diplomatic Engagement for National Interests

239. Committees engaged in parliamentary diplomacy both through hosting visiting delegations as well as participating in meetings, workshops and conferences of

inter-parliamentary organizations where they presented perspectives and advanced Kenya's foreign policy positions and interests.

240. The achievements recorded by each Committee are detailed in the matrix attached as **Annex 1**.

3.3 Challenges and Opportunities for the Fifth Session

241. Some of the key challenges experienced by Committees during the Fourth Session and corresponding opportunities for the Fifth Session are as follows –

(1) Engagement with the Public, National and County Entities in Enriching the Legislative Output of the Senate

242. Ministries, Departments, Agencies (MDAs) and county entities often delayed in submitting necessary information or responses to legislative business before Committees. Some of the responses received did not adequately address the issues raised by the Committees and MDAs failed to provide clarification and supplementary information when sought.
243. In some instances, MDAs and County entities failed to honour invitations to appear before Committees, submit reports and documents, or comply with financial management standards which affected processing of legislative business.
244. Further, requests for submission of Memoranda were not responded to in a timely manner by stakeholders and members of the public which frustrated effective public participation and conclusion of legislative business before Committees.
245. To address these challenges, it is recommended that Senate Committees-
- a) Enhance structured collaboration with the State Department for Parliamentary Affairs and the Council of Governors to better track and monitor the submission of information and documents sought by Committees, including submissions on Bills, Petitions and inquiries as well as responses to Senators' requests for Statements.

- b) Enforce stricter penalties for non-compliance by MDAs and county entities in appearing before and submitting information required by committees.
- c) Enhance liaison and continuous engagement with stakeholders across their respective thematic areas.
- d) Encourage active participation and timely responses from the public and relevant stakeholders through leveraging on technology, mainstream and alternative media.
- e) Avail explainers and simplified versions of Bills and other legislative business before Committees, including translations of documents in Kiswahili, to enhance understanding and participation by stakeholders and the public.

(2) Budgetary Constraints

246. Inadequate financial resources greatly constrained committees from carrying out their activities, including undertaking effective public participation on legislative business before committees and carrying out oversight functions.
247. To address this challenge, it is proposed that-
- a) The Liaison Committee to hold structured engagements with the Parliamentary Service Commission, the National Assembly Budget and Appropriations Committee as well as the National Treasury and Economic Planning to ensure adequate funding for Senate Committees in executing their legislative and oversight functions.
 - b) Senate Committees to leverage on existing collaborative frameworks with MDAs and the county governments including through the use of MDAs and county facilities for public participation.

(3) Quorum Challenges

248. Committees reported difficulty in achieving the required number of members for meetings, leading to adjournments of meetings and delaying the timely consideration and conclusion of legislative business.

- 249. To address this, it is recommended that Committees implement strategies to improve member attendance to scheduled committee meetings and activities such as through hybrid and early morning meetings.

ANNEX 1: KEY THEMATIC AREAS, EMERGING TRENDS, OUTCOMES AND RECOMMENDATIONS FOR FUTURE INTERVENTIONS IN THE FOURTH SENATE (2025)

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
Agriculture, Livestock and Fisheries	• Agricultural market instability • Regulation of crop value chains • Food and feed safety • Climate vulnerability in livestock • Seed systems and access to inputs • Fisheries and irrigation mangement	• Increasing farmer exposure to price volatility and imports • Weak regulatory oversight by commodity institutions • Growing climate-related risks to livestock • Persistent delays in seed approval and concerns over food and feed safety • Rising scrutiny of irrigation scheme management	• Strengthened legislative framework for agricultural value chains through processing of Cotton, Coffee, Seeds and Food & Feed Safety Bills • Enhanced inter-House consensus through mediation on Coffee Bill • Improved policy responsiveness through extensive Statements on farmer pricing, imports and inputs • Strengthened oversight of irrigation, fisheries and livestock systems through county visits	1. Strengthen legal and institutional frameworks to stabilise markets and protect farmers 2. Clarify national and county roles in agricultural regulation 3. Advocate for better responsiveness of ministries to Senate Statements 4. Prioritise interventions to support climate-resilient livestock systems 5. Deepen oversight of fisheries and irrigation
Devolution and Intergovernmental Relations	• Governance and management of county governments • Intergovernmental and inter-county relations • Management of cities, towns and urban areas • Oversight of public finance, development	• Persistent challenges in unbundling and transfer of devolved functions • Low development budget absorption and stalled projects • Increasing use of Statements and Petitions to address county governance failures	• Strengthened oversight of county governance through major inquiries into stalled projects and financial mismanagement • Enhanced intergovernmental coordination through engagement with IGRTC and Council of Governors • Advanced legal reforms in county governance and urban management	1. Strengthen enforcement of public finance management and governance laws 2. Clarify and oversight complete transfer of devolved functions 3. Promote enhanced accountability in urban areas and cities governance 4. Pre-publication scrutiny of the Urban Areas and Cities Act, 2011

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	projects and county assemblies		Conclusion of major inquiries into commercial bank accounts, governance crises and stalled projects	
Education	- Basic education quality, access and infrastructure - Teacher welfare - School financing (Capitation); - CBC implementation - Examinations and certification - Management of higher education ,labour disputes and funding model - TVET and ECDE funding and service delivery	- Education funding concerns - Rising number of Statements on financing delays and infrastructure gaps institutions - Persistent teacher welfare concerns - Uneven county implementation of devolved education functions - Concerns on welfare and safety of learners in schools	- Strengthened oversight over oversight of education infrastructure and funding in response to various Statements - Monitored implementation of new curriculum (CBC and JSS) - Conducted nationwide inquiry into the management of ECDE and VTC in counties - Engagement with 29 Governors on sector issues - Improved visibility of sector challenges such as teacher welfare and student safety	- Strengthen county capacity in devolved education functions - Ensure predictable and increased education financing for ECDE, VTCs and TVETs. - Address teacher welfare and staffing gaps in the sector - Address student safety concerns - Enhance monitoring of devolved education
Energy	- Energy regulation, public safety - Environmental protection - Equitable access - Institutional governance	- Rising concern over safety and environmental risks - Persistent inequality in energy access - Increased scrutiny of PPPs and restructuring/privatisation of state corporations eg. Kenya Pipeline	- Promoted adoption of smart metering and digital energy systems through an inquiry. - Tabling of key report on the inquiry into supply and delivery of smart meters. - Highlighted regional disparities in electricity access through county oversight visits to Kisumu, Wajir and Mombasa counties - Inquiries on energy related environmental and public	- Strengthen enforcement of safety and environmental standards - Oversight and audit of progress of the last-mile connectivity initiative - Promote inclusion of marginalised counties in grid expansion - Initiate inquiry into restructuring and privatisation of state corporations and PPPs

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			health issues eg. 2015 Kenya Pipeline Company oil spill in Thangwe Ward and approval of the South Lokichar Field Development Plan.	
Finance and Budget	• Revenue sharing, county financing • Public finance reforms • Pending bills, debt oversight • Accountability and legislative reforms	• Continued rise of Statements on pending bills • Increasing duplication of public finance Bills between Houses • Sustained public concern on debt and fiscal discipline • Divestiture of Government shareholding in key institutions eg. Safaricom & Kenya Pipeline	• Enabled approval of Ksh 415 billion allocation to counties for the FY 2025/2026. • Facilitated Senate approval of Fourth Basis for revenue sharing • Strengthened fiscal oversight through review of disbursement schedules • Provided legal framework for additional allocations to counties • Conducted county visits on pending bills which Exposed scale of pending bills (~Ksh 181.9 billion) • Conducted CBK Deputy Governor approval hearings	1. Strengthen coordination between Houses to prevent duplication 2. Ensure timely enactment of disbursement Bills ie. DORA & CARA 3. Intensify oversight on pending bills settlement and debt management 4. Initiate inquiry into divestiture of Government shareholding in key institutions eg. Safaricom & Kenya Pipeline
Health	• Patient rights and access • Primary health care and community health workforce • Regulation of health products and technologies • County service delivery and infrastructure	• Growing emphasis on primary health care • Increasing demand for digital health systems • Push for supply chain self-reliance and local manufacturing • Adoption of AI in diagnostics • Persistent infrastructure and staffing gaps	• Consideration and reporting on key Bills, including patient protection, tobacco control and health products regulation • Conducted county inspections of healthcare facilities. • Highlighted systemic gaps in healthcare infrastructure and	1. Strengthen primary health care and community health systems 2. Improve facility standards and biomedical waste management 3. Strengthen regulation of medicines and technologies 4. Tighten governance of health financing and claims

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	- Health financing and insurance governance - Supply chain integrity i.e management of KEMSA - Digital health and data management		- biomedical waste management. - Active stakeholder engagement on KEMSA and SHA reforms.	
Information, Communication and Technology	- Data protection and privacy governance - ICT infrastructure and digital public systems (<i>including IFMIS and county revenue systems</i>) - Digital transformation in county governance - Emerging technologies (<i>AI, automation</i>) and e-waste management	- Rising concerns over data protection, cybersecurity and digital sovereignty - Increased reliance on digital systems for public finance management and service delivery - Growing risks from vendor-controlled systems and weak county ownership of ICT infrastructure - Emerging focus on artificial intelligence, automation and digital innovation in governance - Persistent disparities in ICT infrastructure and capacity across counties	- Exposed risks in IFMIS and revenue systems across counties through an inquiry. - Strengthened oversight through multi-agency engagement. - Identified county revenue leakages linked to weak ICT revenue collection systems. - Strengthened oversight on automation, system ownership and operational capacity across multiple counties - Considered sector issues including data protection, cybersecurity, digital governance and emerging technologies	- Expand equitable ICT infrastructure and digital capacity across counties to reduce disparities - Develop regulatory frameworks for emerging technologies including artificial intelligence and digital platforms - Strengthen oversight of ICT procurement, vendor management and system implementation to prevent revenue leakages and ensure accountability
Justice, Legal Affairs and Human Rights	- Constitutional reform - Electoral reforms - Justice and administration	Increased demand for constitutional clarity, particularly on bicameral roles and governance structures	Advanced constitutional and governance reform through processing of key Constitutional Amendment Bills, including proposals on bicameral roles, gender	- Fast-track electoral and constitutional reforms to enhance preparedness for the 2027 General Elections - Strengthen enforcement and protection of human

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	- Administration of justice and institutional accountability - Human rights protection and enforcement (including indigenous groups) - Public participation frameworks and governance processes - Governance and accountability in county governments	- Heightened scrutiny of electoral processes and preparedness ahead of the 2027 General Elections - Rising concerns over human rights violations, including enforced disappearances, gender-based violence and protection of vulnerable groups - Growing use of Petitions and Statements to address justice and governance issues - Increasing emphasis on institutionalising public participation as a governance standard	representation and electoral processes - Strengthened electoral governance framework through consideration of electoral reform legislation, including the Election Offences (Amendment) Bill and proposals on referenda and diaspora participation - Institutionalised public participation through consideration and approval of the Kenya Policy on Public Participation (Sessional Paper No. 3 of 2023) - Enhanced protection of human rights and accountability addressing issues such as trafficking, gender-based violence, enforced disappearances and protection of vulnerable groups - Strengthened oversight of justice sector institutions and governance processes through stakeholder engagements - Elevated the role of the Senate in constitutional interpretation, governance reform and protection of	rights, particularly for vulnerable and marginalised groups - Institutionalise public participation through enactment of a comprehensive legal framework - Enhance accountability and efficiency of justice sector institutions - Strengthen oversight of county governance and legal compliance frameworks - Improve responsiveness of institutions to Senate resolutions, Petitions and Statements

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			rights within the devolved system	
Labour and Social Welfare	• Employment justice and labour rights (<i>including unfair labour practices and non-remittance of statutory deductions</i>) • Pensions, terminal benefits and retirement schemes governance • Social protection systems and welfare programmes (<i>e.g. Inua Jamii, Older Persons Cash Transfer etc.</i>) • Welfare of migrant workers and labour export frameworks • Protection and inclusion of vulnerable groups, including persons with disabilities • Working conditions and labour compliance in key sectors (including EPZs)	• Heightened concern over migrant labour welfare, particularly in the Middle East • Persistent pension disputes and delays in payment of terminal benefits • Increasing reliance on Petitions and Statements to address labour injustices • Growing need to integrate social protection, disability inclusion and welfare systems into policy frameworks • Emerging focus on labour conditions in export-oriented sectors and informal employment i.e EPZ	• Strengthened legislative and policy framework for protection of vulnerable groups through processing and enactment of the Persons with Disabilities Act, 2025 • Enhanced oversight of labour rights and working conditions through consideration of Statements and Petitions on unfair labour practices, non-remittance of statutory deductions and delayed payments • Strengthened accountability in pension and retirement benefits management through engagement with affected institutions (<i>including KCC, Kenya Railways and university schemes</i>), elevating systemic gaps in enforcement • Advanced oversight of migrant labour governance through consideration of Statements on Kenyan workers abroad and labour export programmes (<i>e.g.</i>	1. Strengthen enforcement of labour laws and compliance mechanisms, particularly on statutory deductions and worker protections 2. Reform pension and retirement benefits systems to ensure timely and equitable payments 3. Enhance protection frameworks for migrant workers, including regulation of recruitment agencies and bilateral labour agreements 4. Expand coverage, efficiency and funding of social protection programmes 5. Strengthen labour inspections and enforcement in EPZs and other high-risk sectors 6. Improve responsiveness of institutions to Senate Petitions, Statements and resolutions

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			<i>Kazi Majuu</i>), highlighting gaps in protection and regulation • Generated evidence on labour conditions and compliance through inquiry into the welfare of workers EPZs, identifying gaps in labour rights enforcement and social protections • Strengthened oversight of social protection programmes by highlighting challenges in coverage, delays in disbursement and implementation of welfare initiatives such as <i>Inua Jamii</i>	
Land, Environment and Natural Resources	• Land administration, ownership disputes, compensation and historical injustices • Environmental governance, conservation and climate change adaptation • Wildlife management and human-wildlife conflict	• Land ownership Persistent land ownership disputes, historical injustices and illegal land alienation • Increasing pressure on environmental conservation and climate change adaptation systems • Rising human-wildlife conflict and ecosystem degradation • Growing concerns over water resource	• Strengthened oversight of land management and accountability addressing historical injustices, land ownership disputes and compensation claims • Advanced environmental management, conservation, climate change adaptation and ecosystem protection • Elevated national focus on wildlife conservation and human-wildlife conflict through legislative amendments and oversight interventions	1. Expedite resolution of land disputes and historical injustice claims through strengthened legal and institutional mechanisms 2. Enhance enforcement of environmental and climate change laws and policies 3. Strengthen management of wildlife conservation and mitigation of human-wildlife conflict 4. Improve water resource governance, infrastructure development and equitable access

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	- Water resource management and access - Extractives and natural resource governance <i>(including mining and benefit sharing)</i> - Urban land use, planning and development	management, access and sustainability - Limited attention and regulatory gaps in extractives and mining governance - Urbanisation pressures driving land use conflicts and planning challenges	- Strengthened oversight of water resource management including monitoring of water infrastructure and access initiatives - Highlighted governance and regulatory gaps in extractives and natural resource management, including benefit sharing frameworks and mining sector oversight - Enhanced oversight through county engagements and stakeholder consultations on land, environment and natural resource issues across counties	- Strengthen regulatory and policy frameworks for extractives, mining and benefit sharing - Enhance coordination between national and county governments on land use planning and environmental management - Improve responsiveness of institutions to Senate Petitions, Statements and oversight findings
National Cohesion, Equal Opportunity, Integration	- Equal opportunities and diversity in public service and county governments - Inclusion of women, youth, persons with disabilities and minority communities - Access to Government Procurement Opportunities (AGPO) and economic inclusion	- Persistent gaps in equitable representation and inclusion across public institutions - Weak implementation of diversity and inclusion requirements, particularly at county level - Growing concern over limited access to economic opportunities for marginalised groups, including AGPO uptake - Increasing reliance on oversight inquiries and	- Strengthened oversight of inclusion and equity in public institutions through inquiry into equal opportunities in employment and diversity compliance across national and county governments - Enhanced evidence-based policy engagement through county visits assessing inclusion of women, youth, persons with disabilities and minority communities in governance and service delivery	- Strengthen enforcement and monitoring of diversity and inclusion requirements in public service and county governments - Enhance implementation and accessibility of AGPO to ensure meaningful participation of women, youth and persons with disabilities in public procurement - Develop targeted policy interventions to address socio-economic marginalisation of minority

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	• National cohesion, integration and social inclusion • Regional integration obligations and intergovernmental cooperation	• county visits to assess inclusivity • Continued disparities in socio-economic inclusion of minority and marginalised communities	• Elevated national focus on economic inclusion through scrutiny of AGPO implementation, highlighting gaps in access to procurement opportunities for marginalised groups • Strengthened accountability of public institutions by highlighting disparities in representation, employment and service delivery affecting marginalised and minority communities • Advanced national cohesion and integration agenda through sustained oversight, stakeholder engagement and policy discussions on equity, diversity and regional cooperation	- and vulnerable communities 4. Strengthen national cohesion frameworks through sustained oversight and intergovernmental coordination 5. Enhance collaboration with regional and international partners to advance integration objectives 6. Improve responsiveness of public institutions to Senate oversight findings, Statements and inquiry recommendations
National Security, Defence and Foreign Relations	• Internal security, public safety and policing accountability • Welfare and compensation of security officers • Forced disappearances, human rights and community protection	• Rising insecurity incidents across counties, including banditry, inter-communal conflict and urban crime • Increased concern over police accountability, welfare and compensation frameworks for work-related injuries	• Strengthened oversight of internal security and policing by addressing insecurity, police conduct and public safety concerns • Enhanced accountability in security sector welfare through structured engagement on compensation of police officers and enforcement of statutory obligations	1. Develop comprehensive strategies to address persistent insecurity and strengthen coordination among security agencies 2. Strengthen accountability, welfare and compensation frameworks for security officers 3. Enhance disaster preparedness, coordination and resource allocation

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	- Disaster management and emergency preparedness - Foreign policy oversight and international engagement through consideration of the he Foreign Policy of the Republic of Kenya (<i>Sessional Paper No. 1 of 2025</i>) - Migration, citizenship and protection of Kenyans abroad - Substance abuse and emerging security threats	- Growing reports of enforced disappearances and human rights violations eg. Inquiry into disappearances of - Persistent gaps in disaster preparedness, coordination and response systems - Increased attention to welfare of Kenyan migrant workers and citizens abroad - Emerging threats linked to organised crime, drug and alcohol abuse and social instability	- Elevated national focus on human rights and protection of communities through inquiry into forced disappearances and engagement with affected communities - Strengthened disaster management oversight and response systems, highlighting coordination gaps and resource constraints at national and county levels - Advanced foreign policy oversight through consideration of Sessional Paper No. 1 of 2025 strengthening parliamentary scrutiny of international engagements - Strengthened oversight of migration and citizenship issues through consideration of Statements on identity documentation, repatriation of Kenyans abroad and regulation of foreign nationals in informal sectors - Considered emerging security risks, including organised crime, substance abuse and social instability	across national and county governments - Strengthen protection frameworks for citizens, including addressing forced disappearances and human rights violations - Enhance parliamentary oversight of foreign policy, international agreements and diaspora engagement - Strengthen migration governance frameworks and protection of Kenyan migrant workers - Address emerging security threats, including organised crime and substance abuse, through coordinated policy and legislative interventions - Improve responsiveness of institutions to Senate oversight findings, Petitions and Statements

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
Roads, Transportation and Housing	● Road infrastructure development, maintenance and connectivity across counties ● Roads Maintenance Levy Fund (RMLF) and intergovernmental financing frameworks ● Public transport systems (<i>including urban and water transport</i>) and safety ● Housing development, including affordable housing and urban redevelopment ● Urban mobility, congestion and infrastructure planning ● Intergovernmental coordination in infrastructure development and service delivery	● Persistent deterioration and under-maintenance of road networks, including emergence of accident blackspots and stalled projects ● Growing concern over inequitable allocation of RMLF, limiting county capacity to maintain roads ● Increasing urban congestion and inadequate public transport infrastructure in major urban centres ● Rising infrastructure vulnerability to climate-related events such as flooding ● Continued challenges in implementation, financing and allocation of affordable housing projects ● Weak coordination between national and county governments in infrastructure planning and execution	● Strengthened oversight of road infrastructure development and maintenance ● Elevated national focus on equitable infrastructure financing through scrutiny of the RMLF ● Enhanced accountability in transport systems addressing congestion, road safety and public transport challenges, including water transport services ● Strengthened oversight of housing development programmes on implementation of affordable housing projects, including issues of financing, allocation and resettlement of affected residents ● Highlighted infrastructure gaps and vulnerabilities, including flood-related damage to roads and poor roads in marginalised regions, informing policy and budgetary interventions ● Strengthened intergovernmental engagement on infrastructure planning, funding and project implementation,	1. Reform the RMLF framework to ensure equitable allocation and direct participation of county governments in road maintenance 2. Increase investment in road infrastructure maintenance, rehabilitation and climate-resilient design 3. Strengthen urban transport planning and decongestion strategies, including development of integrated public transport systems 4. Enhance oversight and accountability in implementation of affordable housing programmes, including transparency in allocation and protection of affected residents 5. Strengthen coordination between national and county governments in infrastructure planning, financing and execution 6. Improve responsiveness of implementing agencies to Senate oversight findings, Statements and Petitions

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			reinforcing the Senate's role in protecting county interests	
Trade, Industrialization and Tourism	- Industrial development and county-based industrialisation (<i>including County Aggregated Industrial Parks (CAIPs)</i>) - Business regulation and enterprise development (MSMEs, startups, cooperatives) - Trade policy, market access and protection of local industries - Standards, quality control and consumer protection - Tourism development, promotion and management of tourism resources - Linkages between agriculture, industry and value addition	- Increasing focus on county-led industrialisation through CAIPs as a driver of local economic growth - Persistent challenges in competitiveness of local industries due to imports and weak trade protections - Growing concern over regulatory and standards compliance in key sectors (<i>e.g. cement quality, measurement systems</i>) - Continued structural challenges in agro-based industries, including sugar sector reforms and privatisation - Emerging emphasis on MSME development, innovation and creative economy - Gradual recovery of tourism sector, with continued gaps in infrastructure, marketing and coordination	- Strengthened legislative and policy framework for enterprise development through consideration of key Bills, including the Startup Bill, Creative Economy Support Bill, Cooperatives Bill and Business Laws (Amendment) Bill - Advanced oversight of county industrialisation initiatives through inquiry into County Aggregated Industrial Parks (CAIPs), assessing utilisation of funds, implementation progress and impact on value addition and job creation - Enhanced accountability in agro-based industries through inquiry into leasing and restructuring of public sugar companies, highlighting governance, farmer welfare and industrial policy challenges - Strengthened oversight of trade policy and market dynamics through consideration of Statements on tariffs, imports and protection of local industries,	- Strengthen industrial policy and support county-based industrialisation initiatives, including effective implementation of CAIPs - Enhance protection and competitiveness of local industries through coherent trade and regulatory frameworks - Strengthen governance and sustainability of agro-based industries, including reforms in the sugar sector - Expand support for MSMEs, startups and the creative economy to drive innovation and job creation - Improve standards enforcement and consumer protection mechanisms across sectors - Strengthen tourism infrastructure, marketing and intergovernmental coordination to support sector recovery and growth - Enhance policy coherence between agriculture, trade and industrialisation to

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			elevating national focus on trade competitiveness • Improved regulatory oversight of standards and consumer protection through examination of issues such as product quality and measurement systems • Elevated tourism development through oversight of tourism promotion, infrastructure and equitable sharing of benefits across counties • Strengthened linkages between agriculture, trade and industrialisation in policy discussions, reinforcing value chain development as a driver of economic transformation	support value addition and inclusive economic development 8. Improve responsiveness of implementing agencies to Senate oversight findings, Statements and inquiries
County Public Accounts Committee	• Examination of Auditor-General's reports on county governments and assemblies • Public financial management issues including budgeting, expenditure and reporting • Pending bills, debt accumulation and fiscal sustainability	• Persistent discrepancies between financial statements and IFMIS records, including payments processed outside the system • Rising accumulation of pending bills and county debt obligations affecting service delivery • Widespread breaches of procurement laws, including irregular	• Strengthened financial accountability and oversight through examination of 141 audit reports on county executives and assemblies, identifying systemic weaknesses in financial management and compliance • Enhanced enforcement of public finance management standards by exposing discrepancies in financial reporting, including	1. Enforce implementation of Auditor-General's recommendations and strengthen follow-up mechanisms across counties 2. Strengthen IFMIS compliance and prohibit off-system financial transactions 3. Develop and enforce structured frameworks for settlement of pending bills

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	• Procurement compliance and value for money in public expenditure • Revenue management, IFMIS compliance and financial reporting systems • Human resource management and wage bill sustainability • Service delivery in counties linked to public expenditure	sourcing and contract variations • Increasing risks associated with weak automation systems and externally controlled revenue platforms • Continued growth of wage bills beyond statutory limits due to irregular recruitment and “ghost workers” • Increasing need for coordinated action among oversight and enforcement agencies (OAG, EACC, DPP, DCI, CoB)	inconsistencies between IFMIS and financial statements and unauthorised off-system transactions • Promoted fiscal discipline through identification of widespread pending bills (approximately Ksh 181.9 billion) and their impact on service delivery and private sector participation • Strengthened oversight of procurement processes by identifying systemic breaches of the Public Procurement and Asset Disposal Act, including irregular procurement practices and contract management failures • Improved evidence-based oversight through county visits and project verification, linking audit findings to actual service delivery outcomes on the ground • Enhanced accountability frameworks by highlighting the need for personal responsibility of accounting officers and strengthening linkages between audit findings and enforcement actions	and management of county debt 4. Strengthen procurement oversight and enforcement of the Public Procurement and Asset Disposal Act 5. Enhance coordination between oversight and enforcement agencies (OAG, EACC, DPP, DCI, CoB) to ensure accountability outcomes 6. Strengthen controls on wage bill management, recruitment processes and payroll systems 7. Strengthen governance and oversight of county automation and revenue systems to prevent leakages and improve transparency 8. Improve responsiveness of county governments and institutions to Senate oversight findings and resolutions

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			Considered ICT-related financial risks by identifying weaknesses in county automation and revenue systems, reinforcing the intersection between digital governance and public finance accountability	
County Public Investments and Special Funds Committee	- Examination of Auditor-General's reports on county corporations, funds and devolved entities - Governance and financial management of county corporations and public investments - Management of county funds (<i>including bursary funds, revolving funds and special purpose funds</i>) - Financial performance and accountability of municipalities and urban entities - Oversight of Level IV and Level V hospitals and other	- Widespread weaknesses in governance and financial management of county corporations and funds - Persistent mismanagement of bursary and revolving funds, including unsupported disbursements and weak recovery mechanisms - Limited financial and operational autonomy of municipalities, affecting service delivery and accountability - Significant financial irregularities and weak reporting systems in county hospitals and devolved health entities - Governance challenges in the water sector, including asset	- Strengthened financial accountability and oversight through examination of 257 audit reports identifying systemic governance and financial management weaknesses - Enhanced oversight of county funds by exposing widespread mismanagement of bursary, education and revolving funds, including unsupported disbursements and weak accountability mechanisms - Identified gaps in governance of county corporations and public investments including structural weaknesses in management, oversight and financial performance - Strengthened oversight of municipalities and urban entities by highlighting lack of financial, administrative	- Strengthen governance, accountability and oversight frameworks for county corporations, funds and devolved entities - Establish standardised and transparent management systems for county funds, including bursary and revolving funds, to prevent misuse and duplication - Enhance autonomy, capacity and accountability of municipalities in line with the Urban Areas and Cities Act - Strengthen financial management, reporting systems and oversight mechanisms in county hospitals and health entities - Develop and implement clear frameworks for asset ownership, transfer and

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	semi-autonomous county entities • Water sector governance, including county water service providers and asset management • Compliance with public finance and audit requirements across devolved entities	ownership, transfer and management issues • Increasing non-compliance with audit requirements, including failure by entities to submit financial statements for audit	and operational autonomy, contributing to stalled projects and weak service delivery • Enhanced accountability in the health sector by identifying financial and operational irregularities in Level IV and Level V hospitals and other devolved health entities • Strengthened oversight of water sector governance through identification of challenges in asset ownership, transfer and management affecting county water service providers • Highlighted systemic non-compliance with audit and reporting requirements across devolved entities, reinforcing the need for stricter enforcement mechanisms • Strengthened oversight through linking audit findings to service delivery outcomes and institutional performance across county entities	management in the water sector 6. Enforce compliance with audit requirements, including timely submission of financial statements by all county entities 7. Strengthen coordination between oversight and enforcement agencies to ensure implementation of audit recommendations 8. Institutionalise regular oversight and verification of county corporations and devolved entities to enhance accountability and service delivery outcomes 9. Improve responsiveness of county entities to Senate oversight findings, audit queries and resolutions
Delegated Legislation	• Scrutiny of statutory instruments	• Persistent delays by Ministries, Departments	• Strengthened oversight through regulatory scrutiny	1. Strengthen enforcement of compliance by

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
	(regulations, rules and orders) made under Acts of Parliament • Compliance of statutory instruments with the Constitution, enabling legislation and the Statutory Instruments Act • Timeliness of submission and tabling of statutory instruments by regulation-making authorities • Pre-publication scrutiny of draft statutory instruments • Public participation and stakeholder engagement in subsidiary legislation • Capacity of national and county entities to develop compliant subsidiary legislation	and Agencies in submission and tabling of statutory instruments, undermining parliamentary oversight timelines • Increasing number of expired or lapsed statutory instruments due to non-compliance with statutory timelines • Weak adherence to procedural requirements, including public participation, regulatory impact assessment and legal drafting standards • Growing need for capacity building among regulation-making authorities, including county governments, on preparation and submission of statutory instruments • Increased demand for pre-publication scrutiny to enhance quality and constitutional compliance of regulations	oversight, quality control of subsidiary legislation through scrutiny of a high volume of statutory instruments • Enhanced accountability of regulation-making authorities by identifying and addressing delays, non-compliance and procedural deficiencies in submission and tabling of statutory instruments • Improved regulatory quality and constitutional compliance through pre-publication scrutiny of draft statutory instruments, enabling early identification and correction of legal and policy gaps • Elevated national focus on the importance of timely and compliant subsidiary legislation as a critical component of effective implementation of Acts of Parliament • Strengthened oversight of public participation requirements in the development of regulations, reinforcing transparency and inclusivity in law-making processes	regulation-making authorities with timelines and procedural requirements under the Statutory Instruments Act 2. Enhance capacity of Ministries, Departments, Agencies and county governments in drafting, submitting and managing statutory instruments 3. Institutionalise and expand pre-publication scrutiny to improve quality and constitutional compliance of regulations 4. Strengthen frameworks for public participation and regulatory impact assessment in development of subsidiary legislation 5. Improve coordination between Parliament and regulation-making authorities to ensure timely submission and consideration of statutory instruments 6. Develop tracking and monitoring mechanisms for statutory instruments to prevent lapses and ensure continuous oversight 7. Enhance responsiveness of regulation-making

Committee	Key Thematic Areas (Issues dealt with)	Emerging Trends	Outcomes	Recommendations for Future Interventions
			Highlighted capacity gaps in preparation and management of statutory instruments across national and county governments, informing interventions	authorities to Senate findings, recommendations and resolutions

ANNEX 2: LEGISLATIVE BUSINESS TRACKERS AS AT THE FOURTH SESSION

1. Bills Tracker
2. Petitions Tracker
3. Statements Tracker
4. Legislative Proposals Tracker
5. Resolutions Implementation Tracker

