

THE SENATE STANDING COMMITTEE ON LABOUR & SOCIAL WELFARE
PUBLIC PARTICIPATION MATRIX
THE PUBLIC SERVICE INTERNSHIP BILL, 2022
(NATIONAL ASSEMBLY BILL NO. 63 OF 2022)

List of Stakeholders

1. MINISTRY OF PUBLIC SERVICE, HUMAN CAPITAL DEVELOPMENT AND SPECIAL PROGRAMMES (MPSHDSP)
2. PUBLIC SERVICE COMMISSION
3. MINISTRY OF LABOUR AND SOCIAL PROTECTION
4. COUNCIL OF GOVERNORS
5. NATIONAL EMPLOYMENT AUTHORITY
6. GENERIC SUBMISSIONS (119 INDIVIDUAL SUBMISSIONS)

	CLAUSE	STAKEHOLDER	PROPOSED AMENDMENT	JUSTIFICATION	COMMITTEE DETERMINATIONS
PART I - PRELIMINARY					
1.	2	MINISTRY OF PUBLIC SERVICE, HUMAN CAPITAL DEVELOPMENT AND SPECIAL PROGRAMMES (MPSHDHP)	Clause 2 – consider adding definition of 'certificate' the term certificate. Define the word 'certificate' e.g., certificate means post-secondary school certificate for a duration of not less than six (6) months.	To provide for a standard minimum qualification and duration of training for a certificate.	AGREED
2.	2	(MPSHDHP)	Clause 2 - "intern" is an unemployed person with relevant qualifications contract with a government	i) To clarify that the unemployed is a degree, diploma or certificate holder	DECLINED –

			organization for a institution period not exceeding twelve months with the intent of acquiring relevant work experience for registration respective professional bodies and to increase chances of employability and the person may be offering services on a full-time basis. Consider defining an intern as 'an unemployed holder of a degree, diploma or certificate who has entered into contract with a public for a specific period with the intent of acquiring work experience to increase chances of employability and/or registration with respective professional bodies.	ii) Contract with Government is too general. To narrow it to a specific public Institutions) which engage the unemployed persons as interns iii) To cater for the requirements for professional qualification and enhancing employability.	It is necessary to leave internship opportunities open even to those who are not graduates.
3.	2	(MPSHDHP)	Clause - 2 'Mentor' means a competent person who provides practical training and facilitates other forms of training to interns. Consider defining Mentor as ' a person with knowledge and experience in a job who supports and advises an intern on a regular basis for the purposes of imparting appropriate	To expound the role of a Mentor and specify that the Mentor has knowledge and experience in the job.	AGREED

			attitudes, knowledge and practical skills'		
4.	2	(MPSHDHP)	Clause 2 – Public Service institution means any public office in the National Government. Consider defining the Public Service institution as defined in Article 260 of the Constitution.	For inclusion of County Governments as a Public Service and to align with Clause 5 on application.	AGREED
5.	2	PUBLIC SERVICE COMMISSION (PSC)	Clause 2 on the interpretation of "public service institution" The effect of the definition is to give power to all Ministries, Departments and Agencies including State Corporations and Public Universities the power to recruit and appoint interns for their individual institutions. This provision amounts to a violation of Article 234(2) (a) (ii) of the Constitution as the responsibility of appointment of any person into the public service is a constitutional mandate of the Commission. Additionally, the interpretation excludes county governments yet the county governments should also provide internship opportunities.	The definition should be amended to read as follows: "public service institution" means: a) The Public Service Commission; b) The Judicial Service Commission; c) The Parliamentary Service Commission; d) Teachers Service Commission; e) The National Police Service Commission; e) A Constitutional Commission or Independent Office; f) A County Public Service Board; or g) A County Assembly Service Board.	PARTIALLY AGREED- <i>Amend to include County Governments.</i>

6.	3(b)	MINISTRY OF LABOUR AND SOCIAL PROTECTION ON THE PUBLIC SERVICE	Enhance Youth Development and employability by creating clear linkages between education, training and work.	To read; 'To enhance Youth Development, Employability and gain skills for self-employment by creating clear linkages between education training and work'.	
7.	5	PUBLIC SERVICE COMMISSION (PSC)	Clause 5(1) states that the Act shall apply to every public office as defined in Article 260 of the Constitution. Under Article 260 of the Constitution, a public office means an office in the national government, a county government or the public service, if the remuneration and benefits of the office payable directly from the Consolidated Fund or directly out of money provided by Parliament. Whereas the Bill has adopted the definition of public offices as provided under Article 260 of the Constitution, it has not provided for how internships at the county governments shall be managed.	Once the interpretation of "public service institution" is amended as recommended above, clause 5(1) should be amended to read: "This Act shall apply to read as follows "every public service institution."	DECLINED- <i>Retain the definition of a public office as per Article 260 of the Constitution.</i>
8.	5(2)(a)	MINISTRY OF LABOUR AND SOCIAL PROTECTION	The Act shall apply to unemployed graduates with appropriate skills who require	To read; -To apply to Graduates with appropriate skills who require practical hands-on experience to	DECLINED— <i>Internship positions should first be the preserve of the unemployed youth</i>

		ON THE PUBLIC SERVICE	practical hands-on skills experience to improve their chances of employment.	enhance their chances of self-employment or employment.	
9.	6	PSC	Clause 6 (1) provides that aperson in charge of a public service institution shall identify and declare internship opportunities available within the public service institution. The proposal conflicts with Regulation 45(3) of the Public Service Commission Regulations, 2020 which provides that: “A public body shall notify the Commission of the available opportunities for internship before engaging any person as an intern.” Further, Clause 2.2 of the Internship Policy provides that all internship opportunities in the public service shall be declared to the Public Service Commission. The Commission shall put in the public domain and its website information on the opportunities. The provisions in the PSC Regulations and Internship Policy are for purposes of the Commission	The amendment of the interpretation of the term "public service institution" herein as recommended will address this concern.	AGREED

			ensuring inclusivity and provision of equal opportunity for internship for all eligible Kenyans pursuant to Article 232(1) (g), (h) and (i) of the Constitution.		
10.	6	PSC	Clause 6 (4) of the Bill provides that a person in charge of a public Service institution shall Conduct the recruitment of interns or may delegate the function to any of its members, officer, body or authority. A central management of the internship programme by the Public Service Commission for public institutions under PSC would ensure uniformity, transparency and fair competition and merit. It is noteworthy that all other Service Commissions (JSC, TSC, NPSC and Parliamentary Service Commission) are solely responsible for recruitment. appointment and deployment of staff under their jurisdiction a s provided in Constitution. It is only PSC's constitutional mandate that will be adversely affected by the grant of	An amendment to the interpretation of the term "public service institution" as herein recommended will further address this concern.	DECLINED- <i>Retain the definition of a public office as per Article 260 of the Constitution.</i>

			powers to institutions that fall under PSC to recruit, appoint and deploy interns without reference to PSC.		
11.	8(k)	PSC	Clause 8(k) provides that public service institutions shall report to the Cabinet Secretary on a quarterly basis, on internship programmes undertaken in the institution and any challenge experienced. Public institutions include Constitutional Commissions and Independent Offices. Article 249(2) of the Constitution provides Constitutional Commissions and Independent Offices are independent and not subject to the direction and control of any person or authority while exercising their constitutional and statutory mandates. Specifically, the Service Commissions, which are responsible for management of human resource in the public service cannot be required to submit quarterly reports to the Cabinet Secretary as this amounts to subjecting the	An amendment to the interpretation of the term "public service institution" As recommended herein will further address this concern.	DECLINED- <i>Retain the definition of a public office as per Article 260 of the Constitution.</i>

			exercise of the constitutional mandate to the Cabinet Secretary contrary to the Constitution. It is noteworthy that all Constitutional Commissions and Independent Offices are required, under Article 254 of the Constitution, to report annually to the President and Parliament on the exercise of their constitutional mandates. This constitutional reporting requirement is sufficient for reporting on internships being managed under the Commissions and Independent Offices and specifically for all institutions falling under the mandate the Public Service Commission.		
12.	10 – Payment of Stipend	PSC	Clause 10 provides that an intern engaged in the public service shall be eligible payment a monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations.	The responsibility of determining terms and conditions of service vests with the Public Service Commission as provided in Article 234(2) (g) of the Constitution as interpreted by the High Court in Nairobi HCCHRD PET. No. E303 of 2023 and PET. NO. E273 of 2024 where the High Court made it clear that the Public Service Commission is the one	PARTIALLY AGREED <i>Retain mandate to set with the CS who is the overall ceremonial figurehead of each Ministry to set the amount in collaboration with SRC.</i>

				responsible for determining terms and conditions of service in the public service in consultation with SRC. Giving this power to the Cabinet Secretary amounts to encroachment on the mandate of the Commission. This responsibility should be given to each public service institution based on the proposed amendment to the term "public service institution"	
13.	13 - Duration of Internship	PSC	Clause 13 provides that an internship valid for any period as may be determined by a person in charge of a public service institution, but such internship period shall not exceed twelve months. This presents the risk of abuse of discretion which will or result in lack of standard duration for internship programmes.	The clause should be amended to read as follows: "an internship period shall be valid for any period as may be determined by a public service institution, but such internship period shall not exceed twelve months.	DECLINED— <i>The discretion is considered necessary for each institution to tailor its internship programme for its needs. The provision, specifically sub-section (2) as drafted addresses the concerns for interns who may require longer periods than may be necessary for specific institutions.</i>

GENERAL SUBMISSIONS*

1. The Public Service Commission:

1. The proposed decentralization gives all public offices under the mandate of the Public Service Commission the power to individually advertise internship opportunities, which is not cost effective.

2. Further, decentralization may affect funding of the internship programme that is currently undertaken by the Public Service Commission and may result in the diversion of funds.

2. MINISTRY OF LABOUR AND SOCIAL PROTECTION

a) Need to consider circumstances upon which internship could be deferred such as;

- 1) Account of sickness;
- 2) Maternity leave; and
- 3) Any other justifiable circumstances beyond Institutions/Interns control.

b) Gaps within the Public Service Internship Bill:

Duration limitations: The maximum of 12 months may be too restrictive, especially for professions requiring longer internships.

Ambiguity in stipend levels: The Bill leaves stipend determination to the Cabinet Secretary or institutions, which could lead to inconsistencies and exploitation if not standardized.

No Clear Enforcement Mechanism: While institutions must report quarterly, there are no penalties for non-compliances, weak reporting, or failure to provide quality training.

Limited Scope: The Act applies only to Public Service institutions. Graduates seeking private-sector internships remain outside its protections.

No Explicit Anti-Discrimination Safeguards: Although equity and fairness are guiding principles, the bill does not explicitly prohibit discrimination based on gender, disability, or socio-economic background.

3. NATIONAL EMPLOYMENT AUTHORITY

While the Bill seeks to establish a structured internship framework, it does not adequately recognize the statutory mandate of the National Employment Authority.

This omission risks creating duplication of functions, fragmentation of employment management systems, and weakening of statutory oversight mechanisms.

RECOMMENDATIONS

The Bill should be amended to expressly recognize the National Employment Authority as the coordinating and regulatory body responsible for internship placement and monitoring. In that regard we submit and recommend as follows;

PART II-RECRUITMENT OF INTERNS

(i) On declaration of internship opportunities

Section 6(2) to include that a person in charge of a public service institution advertising internship opportunities should in addition to advertising the opportunities on the public service institution, notify NEA of internship opportunities and also advertise the said opportunities to NEAIMS

(ii) On Eligibility for Internship

Section 7(1) should include and make registration as a n intern with NEAMIS a requirement for eligibility for internship.

(iii) On Roles and Responsibilities of Public Service Institutions

Section 8 (a) on setting up internship management committees, we recommend that one of the committee members should be from NEA.

Section 8(c) we recommend that the public service institution declare/advertise the internship opportunities on NEAMIS.

We propose an inclusion and/insertion of section 8(n) which provides that all public service institutions with interns make quarterly internship placement reports to NEA.

(iv) On Roles and responsibilities of interns

Section 9 should make it clear that the interns have the role and responsibility of registering with NEA as an intern on National Employment Authority Management Information System (NEAIMS)

4. Council of Governors

- 1 .The objective of the Bill i s to provide a well-structured internship program by providingvguidelines and standards applicable to all interns within the Public Service.
2. The Bill outlines the principles that shall govern the internship management in the PublicvService
3. The Bill further provides a process for declaration o f internship opportunities within any Public Service Institution and clearly specifies the information that needs to be published in the advertisements, when declaration of opportunities are made;
4. For effective running of the Internship program, the Bill assigns roles and responsibilities of the Public Service institutions and of the interns
- 5 . Additionally, the bill proposes for a personal accident Insurance cover provided for by the Public Institution during the internship period.

All of the above are critical legislative imperatives in an internship law. In this regard, the Council is amenable to the proposals made i n the Public Service Internship Bill 2022 and remains available for further discourse on the subject.

5. Generic Submissions*:

1) Phoebe Atieno	2) Jason Kelvin	3) Mwangi Josephine Wanjiru.
4) Nick Mwancha	5) Duncan Omondi Otieno	6) Lowar Wilson
7) Samuel Poisa	8) Ayen Leah	9) Maina Simon
10) Felix Musyoki	11) Ivy Chemutai	12) Boniface Nyangito
13) Charles Kamero Wambui	14) Simon Peter Kimajei	15) Nick Muoko
16) Stephen Lugano	17) Clifton Okuku	18) Amina Mwinyi
19) Gisemba Peter	20) Christine muthoni	21) Lucky Musyoki
22) Benedict Wairimu Cumari	23) Ramadhan Nassib	24) Adongo Jesca
25) Wangui Mwaura	26) Jackson Gitonga	27) Cyrus Kiprotich
28) Carren Chepkosgei	29) Mrambau Kadzombo	30) Kanza Peter
31) Nones Nines	32) Irine Chebet	33) Kinne Letoiye
34) Mary Wambui Ikenye	35) Wifred Ndelevva	36) Raael Some
37) Atieno Angela Nyandimo	38) Silas Barkingo Cheruiyot	39) Jacob Simiyu Wamalwa

40) Ben Muema	41) Leonard Kiplangat	42) Michael Oywoton
43) Bonan Okanga	44) Srah Nthenya	45) Jeremiah Sitola
46) Brian Mongare	47) Gilbert Cheruiyot	48) Loice Musyimi
49) Meschak Onyango	50) Elton Kagesi	51) Mohammednoor Tari Garo
52) Eunice Mecheo	53) Beth Nyawira	54) Bilha Wanjiku
55) Brian Gachihi	56) Nelly Kimanzi	57) Justine Wanjala
58) Collins Kirui	59) Kemboi Rotich	60) Stephen Onyango
61) Hildah Cheptum	62) Joseph Joshua Mugalla	63) Steve Jumbe
64) Ben Wanjohi	65) Bernard Kabue	66) Kiambati Phineas
67) Michael Ogutu	68) Viola	69) Kiptanui Geoffrey
70) Priska Adek	71) Adongo Jesca	72) Kennedy Kilonzo
73) Wifred Ndelewa	74) Emma David	75) Ventricks Khayesi
76) Amina Mwinyi	77) Kinne Dickson	78) Kimutai Festus
79) Lawrence	80) Nderitu Eric Mwangi	81) Juliet Kangethe

82) Michael Bumi	83) Samson Omesa	84) Victor Anyango Sobolo
85) Margaret angari Irungu	86) Daniel Muchiri Njiru	87) John Kiprono
88) Munyonga Alvin	89) Sergio Moffat	90) Hezzy Kenubi
91) John Otieno	92) Lidava Daniel	93) Victor Matelong
94) Timothy Bwire	95) Evans Tarus	96) Mary Kendi Kilemi
97) Martin Musembi	98) George Wainaina Mwangi	99) Lydiah Nyaga
100) Simon Muema	101) Polly Gitau	102) Michael Mwati
103) Lidwin Chepkoech	104) Alvin Muyonga	105) Lesile Emmanuel
106) Emmanuel Odera	107) Carren Cherotich	108) Nelly Kimanzi
109) Festus Kimutai	110) Lydia Mekarangi	111) Beth Nyawira
112) Stphen Onyango	113) Adera Elvis	114) Kiplangat Cheruiyot
115) Mumo Jimmy	116) Gipson Ekesa	117) Weddy Kiende
118) Kizito Wamalwa Khaemba	119) Michael Ogutu.	

Contents of Email:

Dear Sir/Madam,

I hereby submit this memorandum regarding the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), focusing on two key concerns for interns in the public service:

1. Absorption of Interns: The Bill should include provisions for systematic absorption of interns into permanent employment after successful completion of internship programs. This will enhance youth employment and reduce unemployment among graduates by creating a clear career pathway from internship to permanent positions.
2. Stipend Increment: The current internship stipend is insufficient to meet living costs. We propose an increment and standardization of stipend rates to reflect market conditions and ensure interns can focus on gaining practical experience without financial hardship. An adjustable stipend scale tied to sector and experience would promote equitable compensation.

These recommendations align with the Bill's objective of establishing an equitable internship framework and strengthening the link between education and the labour market.

- **General submissions were considered but did not yield any additional amendments. The concerns raised about the stipend have been addressed in the Bill as well as the Committee's amendments to Clause 10. On the concerns on transition to permanent and pensionable terms, established positions are filled on competitive terms in accordance with Article 232 of the Constitution of Kenya.**

APPENDIX 3:

**COPY THE PUBLIC SERVICE INTERNSHIP BILL,
2022 (NATIONAL ASSEMBLY BILLS NO. 63 OF
2022), BILL**



REPUBLIC OF KENYA

PARLIAMENT

NATIONAL ASSEMBLY BILLS

(Bill No. 63 of 2022)

**THE PUBLIC SERVICE INTERNSHIP
BILL, 2022**

(A Bill published in the Kenya Gazette Supplement No. 203 of 2022 and passed by the National Assembly, with amendments, on Wednesday 3rd December, 2025)

N.A. /B/No. 63/2025

THE PUBLIC SERVICE INTERNSHIP BILL
ARRANGEMENT OF CLAUSES

Clause

PART I—PRELIMINARY

- 1—Short title.
- 2—Interpretation.
- 3—Objectives of the Act.
- 4—Guiding principles.
- 5—Application.

PART II—RECRUITMENT OF INTERNS

- 6—Declaration of internship opportunities.
- 7—Eligibility of internship.
- 8—Roles and responsibilities of public service institutions.
- 9—Roles and responsibilities of interns.
- 10—Payment of stipend.
- 11—Insurance.
- 12—Other entitlements of interns.
- 13—Duration of internship.
- 14—Termination of internship.

**PART III—PROVISIONS ON DELEGATED
POWERS**

- 15—Regulations.
- 16— Internship to be considered in recruitment.

THE PUBLIC SERVICE INTERNSHIP BILL

A bill for

AN ACT of Parliament to make provision for internship of college and university graduates in the public sector; to provide for hands-on training and acquisition of skills by graduates; and for connected purposes

ENACTED by the Parliament of Kenya, as follows—

PART I—PRELIMINARY

1. This Act may be cited as the Public Service Internship Act, 2025.

Short title.

2. In this Act, unless the context otherwise requires—

Interpretation.

“Cabinet Secretary” means the Cabinet Secretary for the time being responsible for matters relating to public service;

“full time basis” means the maximum number of hours in a week, as stipulated by an employer;

“graduate” means a person who has successfully completed a course of study or training and has been awarded a degree, diploma or certificate;

“intern” means an unemployed person with relevant qualifications who has entered into a contract with a government organization for a period not exceeding twelve months with the intent of acquiring relevant work experience for registration with respective professional bodies and to increase chances of employability and the person may be offering service on a full time basis.

“internship” means a programme meant to provide unemployed graduates with opportunities for hands-on training or experience for skills acquisition to enhance employability or fulfill the legal requirement for professional registration;

“mentor” means a competent person who provides practical training and facilitates other forms of training to interns;

“monitoring and evaluation” means the mechanisms put in place to ensure adherence to quality, standards,

cost effectiveness and relevance of an internship programme;

“public office” has the meaning assigned to it in Article 260 of the Constitution;

“public service” has the meaning assigned to it in Article 260 of the Constitution;

“public service institution” means any public office in the national government;

“supervisor” means an employee under whom an intern is placed for purposes of allocating work to them and overseeing their work performance; and

“youth” has the meaning assigned to it in Article 260 of the Constitution.

3. The objectives of this Act shall be to—

Objectives of
the Act.

- (a) preserve human dignity as set out under Article 19 of the Constitution through the realization of the economic and social rights under Article 43 (1) of the Constitution;
- (b) enhance youth development and employability by creating clear linkages between education, training and work;
- (c) ensure a well-structured and coordinated internship programme;
- (d) provide guidelines and standards applicable to all interns within the public service;
- (e) ensure effectiveness and efficiency in implementation and management of internship programmes;
- (f) provide guidelines for monitoring, evaluation and reporting for improvement and sustainability of internship programmes within the public service;
- (g) provide mechanisms for interns to acquire experience in their fields of study;
- (h) provide interns with requisite experience in their

fields of practice; and

- (i) provide interns with requisite experience in their fields of practice to meet the requirements for registration by a professional regulatory authority.

4. The principles that shall govern internship management in the public service shall be—

Guiding principles.

- (a) to promote sustainable development;
- (b) promotion of equity and fairness by ensuring inclusivity and accessibility of opportunities to interns from diverse backgrounds;
- (c) transparent recruitment and selection procedures;
- (d) professionalism in ensuring that interns are provided with and acquire the practical experience required for their professional and career development;
- (e) professionalism in ensuring that interns are provided with and acquire the practical experience in the codes of conduct that apply to their professional and career development;
- (f) efficiency of the internship programmes on the basis of cost-effectiveness;
- (g) relevance, fit for purpose and quality supervision through ensuring provision of appropriate and relevant work experience that is commensurate with the qualifications of an intern; and
- (h) adherence to government or public agency programmes and activities.

5.(1) This Act shall apply to every public office as defined in Article 260 of the Constitution.

Application.

(2) This Act shall apply to the following categories of persons eligible for internship—

- (a) unemployed graduates with appropriate skills who require practical hands-on experience to improve their chances of employment;

- (b) graduates with professional qualifications who are required by their professional bodies to undertake internship as a pre-condition for registration; or
- (c) any person who has successfully completed a course of training under the Technical and Vocational Education and Training Act.

Cap.210A.

PART II—RECRUITMENT OF INTERNS

6. (1) A person in charge of a public service institution shall identify and declare all internship opportunities available within the public service institution.

Declaration of
internship
opportunities.

(2) A person in charge of a public service institution shall advertise the internship opportunities referred to in subsection (1) in the website of the public service institution and in at least two newspapers of nationwide circulation.

(3) The advertisement specified in subsection (2) shall contain all relevant information pertaining to the internship, including—

- (a) the areas of specialization required;
- (b) total number of interns required;
- (c) duration of the internship; and
- (d) deadline for submission of applications.

(4) A person in charge of a public service institution shall conduct the recruitment of interns or may delegate the function of recruitment of interns to any of its members, officer, body or authority.

7. (1) A person shall be eligible to be an intern if the person—

Eligibility for
internship.

- (a) has completed the person's certificate, diploma or degree qualification from an institution recognized in Kenya; or
- (b) has not been exposed to work experience related to the person's area of study through internship under this Act.

(2) Despite subsection (1), a person shall be eligible for internship where the internship is a requirement for registration by the professional body regulating the person's profession.

(3) A person shall not be eligible for internship if the person—

- (a) has retired from formal employment on attaining the retirement age; or
- (b) has vacated formal employment through removal or by resignation.

8. For purposes of effectiveness of an internship programme, every public service institution shall—

- (a) set up internship management committees;
- (b) plan and budget for internship programmes;
- (c) identify and declare all internship opportunities available whenever they arise;
- (d) conduct the recruitment of interns on the basis of merit;
- (e) conduct regular induction programmes for supervisors and mentors involved in internship programmes;
- (f) provide the necessary facilities to enable interns to acquire the required skills and knowledge;
- (g) pay the prescribed stipends or remuneration to interns, in accordance with this Act, or in accordance with the structure of remuneration prescribed by the public service institution for interns who offer full time service;
- (h) appoint supervisors and mentors for the interns;
- (i) ensure that interns are properly engaged in relevant work assignments;
- (j) monitor and evaluate the progress of internship programmes in their organizations;
- (k) report to the Cabinet Secretary, on a quarterly basis, on internship programmes undertaken in the institution and any challenges experienced;

Roles and responsibilities of public service institutions.

- (l) coordinate with an appropriate authority to monitor and supervise interns who are in service prior to registration by a regulatory body; and
- (m) issue certificates of internship to interns upon successful completion of the internship programme.

9. Every intern engaged in the public service shall—

Roles and responsibilities of interns.

- (a) abide by the rules and regulations of the public service institution;
- (b) demonstrate commitment and willingness to fully and actively participate in the learning experiences of the internship programme;
- (c) be deployed to any relevant office or work station within the public service institution where there may be an internship vacancy;
- (d) complete assignments given by the mentor or supervisor;
- (e) provide regular feedback to the appropriate regulatory authority in cases of preregistration interns;
- (f) observe confidentiality of information and security of tools or equipment that are placed in the possession of the intern in the course of the internship programme;
- (g) ensure a proper hand over of all materials and equipment belonging to the public service institution at the end of the internship period; and
- (h) ensure clearance by the relevant authorities before leaving the internship station.

10. An intern engaged in the public service shall be eligible for —

Payment of stipend.

- (a) a monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations; or
- (b) a monthly payment as a public service

institution may prescribe for interns who offer full time service in line with the structure of compensation in the institution.

11. (1) Every intern engaged in the public service shall be entitled to the provision of a personal accident insurance cover by the relevant public service institution.

Insurance.

(2) The personal accident insurance cover provided in subsection (1) shall be valid for the duration of the internship period.

12. (1) In addition to the monthly stipend and insurance cover provided in sections 10 and 11 respectively, every intern engaged in the public service shall be entitled to—

Other entitlements of interns.

(a) sick leave as may be applicable in the prevailing regulations;

(b) maternity or paternity leave;

(c) leave days on a pro rata basis as shall be determined by the Cabinet Secretary; and

(d) subsistence allowance as may be determined by the Cabinet Secretary from time to time.

(2) Despite the provisions of subsection (1), an intern shall not be eligible to receive pension or gratuity.

(3) Subsection (2) shall not apply to interns who offer full time service within the public service.

13. (1) An internship period shall be valid for any period as may be determined by a person in charge of a public service institution, but such internship period shall not exceed twelve months.

Duration of internship.

(2) Subsection (1) shall not apply where a regulatory authority prescribes an internship period that exceeds twelve months for an intern including a preregistration intern.

14. (1) An intern shall be liable to have his or her internship discontinued on the grounds of—

Termination of internship.

(a) absence from the public service institution without permission or reasonable cause for a period exceeding seventy two hours;

(b) gross or disorderly conduct; or

(c) commission of a criminal offence.

(2) An intern may terminate internship by submitting a thirty days' notice in writing to the person in charge of the public service institution.

PART III—PROVISIONS ON DELEGATED POWERS

15. The Cabinet Secretary shall make regulations for the better carrying out of the provisions of this Act.

Regulations.

16. In recruiting candidates for employment, a public service institution shall consider a candidate's previous internship in the public service.

Internship to
be considered
in recruitment.

I certify that this printed impression is a true copy of the Bill passed by the National Assembly on Wednesday 3rd December, 2025.



Clerk of the National Assembly

Endorsed for presentation to the Senate in accordance with the provisions of Standing Order 142 of the National Assembly Standing Orders.



Speaker of the National Assembly

APPENDIX 4:

**COPY OF THE ADVERTISEMENTS AS PUBLISHED
IN THE DAILY NATION AND STAR NEWSPAPERS.**

The Sifuna factor: Moment or movement?

His defiant rally defied his party ouster, energising grassroots support and capturing national attention.

The event has sparked debate on whether this momentum signals lasting influence or a temporary surge.

IRENE GITHINJI, NAIROBI

A political storm is brewing after embattled ODM Secretary General Edwin Sifuna drew a massive turnout in Kitengela, Kajiado County, despite claims by a rival faction that his position has already been filled.

On Sunday, Sifuna held his first rally since the ODM National Executive Council, chaired by Party Leader Oburu Oginga, announced his replacement over alleged 'indiscretions'. The unexpectedly large crowd in Kitengela has fuelled speculation about an emerging political wave around him.

Observers are now questioning whether Sifuna is building a new political force with sustainable national appeal or simply capitalising on the current fallout within the party. Others wonder whether he can maintain the momentum.

Although police lobbed teargas, forcing the rally to end prematurely, Sifuna has pressed on, announcing that his next Linda Mwananchi tour will take place on Saturday in Kakamega Town.

Political analyst Barack Muluka believes the developments signal the start of a broader political shift. "A revolution is well under way and anyone who underestimates it does so at their own peril. It is unstoppable," he said.

He argued that the current tensions had been brewing for some time, describing the situation as a "tropical political thunderstorm".

He added that the country has effectively entered campaign mode, with the incumbent already preparing for next year and Sifuna's casting headfirst into the contest. The energy sustaining them is not their own; it is the energy of the people. When people say, 'I am Sifuna' and 'We are Sifuna', how do you stop that? When the 2005 referendum wave began, it went all the way to 2007. This one, too, will not be stopped," Muluka stated.

In a pointed metaphor, he said the "orange" was with Sifuna, while Oburu had been left with the "peels".

Political scientist Richard Bosire said ODM had effectively told Sifuna to leave if he was dissatisfied with the party's direction, but the Secretary General has insisted he is staying put.

Bosire noted that Winnie Odinga has publicly shown support for Sifuna, arguing that democracy de-

mands tolerance of divergent views. "The manner in which Oburu was installed did not follow the Constitution, and that triggered protest. Even before attention shifted to Sifuna, there were questions about succession outside proper party structures," he said.

He added that Ida Odinga had called for a ceasefire, signalling concern over a potential split if Sifuna were expelled.

According to Bosire, political parties often fracture when dissent is mishandled. "Disputes should be resolved within the Orange Democratic Party. Otherwise, the 'D' in ODM becomes meaningless," he said, adding that if leaders cannot work with Sifuna, they should call for elections rather than force him out.

He described the Kitengela turnout as organic and reflective of broader public sentiment, contrasting it with rival rallies marked by coordinated displays of party colours. "The natural response sends shockwaves through the Oburu axis because it suggests Sifuna's position resonates. Some members do not want a political marriage between ODM and Ruto. They want the party to remain independent, as one of the oldest and most popular parties in Kenya. Yet the Oburu side appears determined to pursue that alliance," he said.

Another analyst, Dismas Mokua, said Kenya is firmly in campaign season, with political actors aligning and realigning to build capital ahead of the 2027 General Election.

He predicted unprecedented permutations in the political space as politicians gravitate towards special purpose vehicles capable of delivering electoral victory.

Mokua outlined several options available to Sifuna if he intends to consolidate his support. One would be to resign both as an ODM member and as Senator, thereby triggering a by-election. "He could then run under a different party or form a new one. Raila Odinga once resigned as a Ford Kenya member and Kibera MP, and that move created enormous political opportunity for him," Mokua said.

Alternatively, Sifuna could seek to secure control at the ODM National Delegates Conference (NDC) alongside like-minded members and use the party's infrastructure to influence national politics. "These options could provide a sustainable national



Nairobi Senator Edwin Sifuna during the Linda Mwananchi Tour in Kitengela town on Sunday. (Kanyiri Wahito, Standard)

appeal and translate into real political capital for 2027. To maintain momentum, Sifuna must control both the political tool and the political structure," Mokua argued.

He warned that failure to pursue either route could weaken Sifuna's trajectory, as he would lack control over a national political machine ahead of the elections.

Mokua noted that Raila was able to hold ODM together for years largely because he wielded the authority to reward loyalty and sanction dissent.

"This is one of the most viable paths to converting national excitement into political capital. Sifuna must avoid rookie mistakes and conduct careful scenario analysis, because his peers and seniors are waiting to capi-

talise on any misstep," he said.

As the ODM wrangles intensify, Kiharu MP Ndingi Nyoro weighed in, criticising what he termed outdated methods of managing political dissent. "We are seeing teargas thrown at innocent Kenyans during gatherings. Do what you must, but the trend being set will boomerang," he said.

igithinji@standardmedia.co.ke



MORE STORIES

The devil is in the detail in this year's Budget Policy Statement

PAGE 18

Campaign countdown

2027

YEAR

ALREADY casting its shadow over the political landscape, has effectively ushered Kenya into campaign mode.

REPUBLIC OF KENYA



THIRTEENTH PARLIAMENT | FIFTH SESSION (2026) THE SENATE

INVITATION FOR SUBMISSION OF MEMORANDA AND PUBLIC HEARING THE PUBLIC SERVICE INTERNSHIP BILL, 2022 (NATIONAL ASSEMBLY BILLS NO. 63 OF 2022)

The Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) was read a First Time in the Senate on Thursday, 12th February, 2026 and thereafter stood committed to the Standing Committee on Labour and Social Welfare for consideration. The Committee is required, under standing order 145(5) of the Senate Standing Orders, to facilitate public participation on the Bill and to take into account the views and recommendations of the public when the Committee makes its report to the Senate.

The Bill seeks to establish a structured, equitable and sustainable framework for internship programs across the public service in Kenya by providing coordinated, hands-on training and practical experience for graduates. The Bill also seeks to enhance youth development and employability by strengthening the link between education and the labour market and ensuring interns acquire the professional exposure required for registration by relevant regulatory bodies.

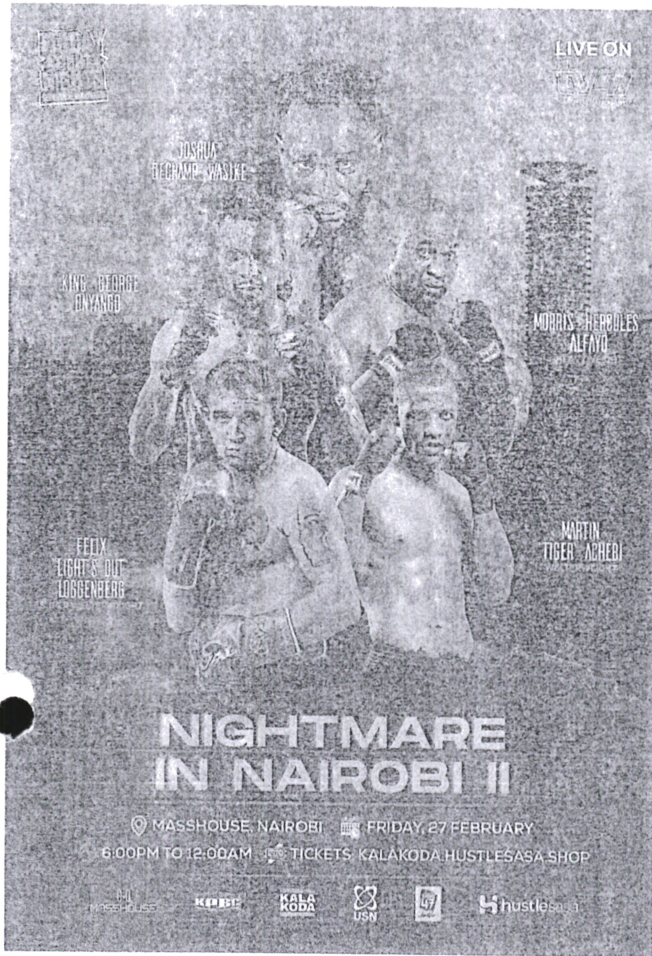
In accordance with the provisions of Article 118 of the Constitution and standing order 145(5) of the Senate Standing Orders, the Standing Committee on Labour and Social Welfare now invites interested members of the public to submit any representations that they may have on the Bill by way of written memoranda.

The memoranda may be submitted to the Clerk of the Senate, P.O. Box 41842-00100, Nairobi, hand-delivered to the Office of the Clerk of the Senate, Main Parliament Buildings, Nairobi or emailed to clerk.senate@parliament.go.ke and copied to laboursocialwelfarecomm.senate@parliament.go.ke to be received on or before Tuesday, 3rd March, 2026 at 5.00 p.m.

In addition, the Committee will hold a public hearing on the Bill on Tuesday, 3rd March, 2026 at the Mini Chamber, First Floor, County Hall Building, Nairobi at 11.00 a.m. Members of the public are welcome to attend the hearing.

The Bill and a digest that summarizes the contents and context of the Bill may be accessed on the Parliament website at <http://www.parliament.go.ke>

J. M. NYEGENYE, CBS,
CLERK OF THE SENATE.



LIVE ON TV

NIGHTMARE IN NAIROBI II

MASSHOUSE NAIROBI | FRIDAY, 27 FEBRUARY
6:00PM TO 12:00AM | TICKETS: KALAKODA HUSTLESASA SHOP

Logos: MASSHOUSE, KALAKODA, KALAKODA, HUSTLESASA

REPUBLIC OF KENYA

THIRTEENTH PARLIAMENT | FIFTH SESSION
THE SENATE

INVITATION FOR SUBMISSION OF MEMORANDA AND PUBLIC HEARING
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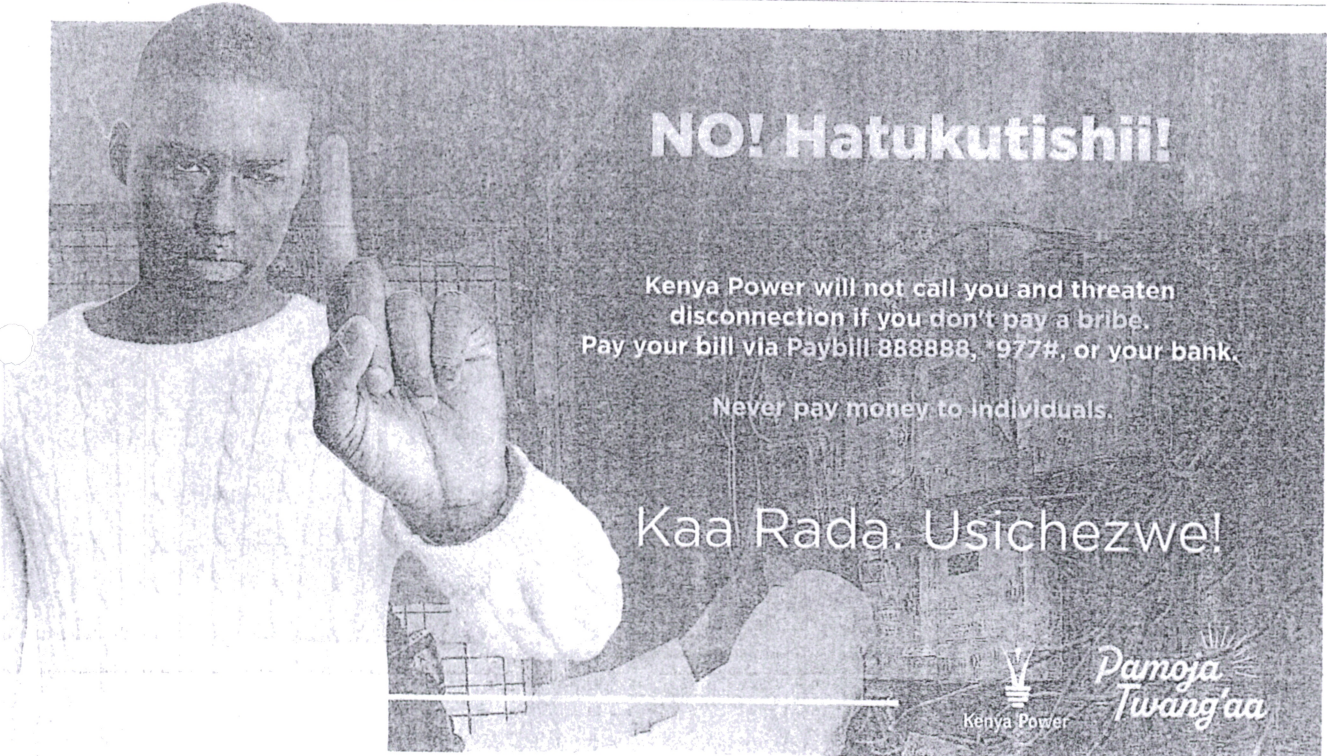
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J. M. NYEGENYE, CBS,
CLERK OF THE SENATE.



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APPENDIX 5:
PUBLIC PARTICIPATION MATRIX

THE SENATE STANDING COMMITTEE ON LABOUR & SOCIAL WELFARE
PUBLIC PARTICIPATION MATRIX
THE PUBLIC SERVICE INTERNSHIP BILL, 2022
(NATIONAL ASSEMBLY BILL NO. 63 OF 2022)

List of Stakeholders

1. MINISTRY OF PUBLIC SERVICE, HUMAN CAPITAL DEVELOPMENT AND SPECIAL PROGRAMMES (MPSHDSP)
2. PUBLIC SERVICE COMMISSION
3. MINISTRY OF LABOUR AND SOCIAL PROTECTION
4. COUNCIL OF GOVERNORS
5. NATIONAL EMPLOYMENT AUTHORITY
6. GENERIC SUBMISSIONS (119 INDIVIDUAL SUBMISSIONS)

	CLAUSE	STAKEHOLDER	PROPOSED AMENDMENT	JUSTIFICATION
PART I - PRELIMINARY				
1.	2	MINISTRY OF PUBLIC SERVICE, HUMAN CAPITAL DEVELOPMENT AND SPECIAL PROGRAMMES (MPSHDHP)	Clause 2 – consider adding definition of 'certificate' the term certificate. Define the word 'certificate' e.g., certificate means post-secondary school certificate for a duration of not less than six (6) months.	To provide for a standard minimum qualification and duration of training for a certificate.
2.	2	(MPSHDHP)	Clause 2 - "intern" is an unemployed person with relevant qualifications contract with a government organization for a institution period	i) To clarify that the unemployed is a degree, diploma or certificate holder ii) Contract with Government is too

			not exceeding twelve months with the intent of acquiring relevant work experience for registration respective professional bodies and to increase chances of employability and the person may be offering services on a full-time basis. Consider defining an intern as 'an unemployed holder of a degree, diploma or certificate who has entered into contract with a public for a specific period with the intent of acquiring work experience to increase chances of employability and/or registration with respective professional bodies.	general. To narrow it to a specific public Institutions) which engage the unemployed persons as interns iii) To cater for the requirements for professional qualification and enhancing employability.
3.	2	(MPSHDHP)	Clause - 2 'Mentor' means a competent person who provides practical training and facilitates other forms of training to interns. Consider defining Mentor as ' a person with knowledge and experience in a job who supports and advises an intern on a regular basis for the purposes of imparting appropriate	To expound the role of a Mentor and specify that the Mentor has knowledge and experience in the job.

			attitudes, knowledge and practical skills'	
4.	2	(MPSHDHP)	Clause 2 – Public Service institution means any public office in the National Government. Consider defining the Public Service institution as defined in Article 260 of the Constitution.	For inclusion of County Governments as a Public Service and to align with Clause 5 on application.
5.	2	PUBLIC SERVICE COMMISSION (PSC)	Clause 2 on the interpretation of "public service institution" The effect of the definition is to give power to all Ministries, Departments and Agencies including State Corporations and Public Universities the power to recruit and appoint interns for their individual institutions. This provision amounts to a violation of Article 234(2) (a) (ii) of the Constitution as the responsibility of appointment of any person into the public service is a constitutional mandate of the Commission. Additionally, the interpretation excludes county governments yet the county governments should also provide internship opportunities.	The definition should be amended to read as follows: "public service institution" means: - a) The Public Service Commission; - b) The Judicial Service Commission; c) The Parliamentary Service Commission; d) Teachers Service Commission; e) The National Police Service Commission; e) A Constitutional Commission or Independent Office; f) A County Public Service Board; or g) A County Assembly Service Board.

6.	3(b)	MINISTRY OF LABOUR AND SOCIAL PROTECTION ON THE PUBLIC SERVICE	Enhance Youth Development and employability by creating clear linkages between education, training and work.	To read; 'To enhance Youth Development, Employability and gain skills for self-employment by creating clear linkages between education training and work'.
7.	5	PUBLIC SERVICE COMMISSION (PSC)	Clause 5(1) states that the Act shall apply to every public office as defined in Article 260 of the Constitution. Under Article 260 of the Constitution, a public office means an office in the national government, a county government or the public service, if the remuneration and benefits of the office payable directly from the Consolidated Fund or directly out of money provided by Parliament. Whereas the Bill has adopted the definition of public offices as provided under Article 260 of the Constitution, it has not provided for how internships at the county governments shall be managed.	Once the interpretation of "public service institution" is amended as recommended above, clause 5(1) should be amended to read: "This Act shall apply to read as follows "every public service institution."
8.	5(2)(a)	MINISTRY OF LABOUR AND SOCIAL PROTECTION	The Act shall apply to unemployed graduates with appropriate skills who require	To read; -To apply to Graduates with appropriate skills who require practical hands-on experience to

		ON THE PUBLIC SERVICE	practical hands-on skills experience to improve their chances of employment.	enhance their chances of self-employment or employment.
9.	6	PSC	Clause 6 (1) provides that a person in charge of a public service institution shall identify and declare internship opportunities available within the public service institution. The proposal conflicts with Regulation 45(3) of the Public Service Commission Regulations, 2020 which provides that: “A public body shall notify the Commission of the available opportunities for internship before engaging any person as an intern.” Further, Clause 2.2 of the Internship Policy provides that all internship opportunities in the public service shall be declared to the Public Service Commission. The Commission shall put in the public domain and its website information on the opportunities. The provisions in the PSC Regulations and Internship Policy are for purposes of the Commission	The amendment of the interpretation of the term "public service institution" herein as recommended will address this concern.

			ensuring inclusivity and provision of equal opportunity for internship for all eligible Kenyans pursuant to Article 232(1) (g), (h) and (i) of the Constitution.	
10.	6	PSC	Clause 6 (4) of the Bill provides that a person in charge of a public Service institution shall Conduct the recruitment of interns or may delegate the function to any of its members, officer, body or authority. A central management of the internship programme by the Public Service Commission for public institutions under PSC would ensure uniformity, transparency and fair competition and merit. It is noteworthy that all other Service Commissions (JSC, TSC, NPSC and Parliamentary Service Commission) are solely responsible for recruitment. appointment and deployment of staff under their jurisdiction as provided in Constitution. It is only PSC's constitutional mandate that will be adversely affected by the grant of	An amendment to the interpretation of the term "public service institution" as herein recommended will further address this concern.

			powers to institutions that fall under PSC to recruit, appoint and deploy interns without reference to PSC.	
11.	8(k)	PSC	Clause 8(k) provides that public service institutions shall report to the Cabinet Secretary on a quarterly basis, on internship programmes undertaken in the institution and any challenge experienced. Public institutions include Constitutional Commissions and Independent Offices. Article 249(2) of the Constitution provides Constitutional Commissions and Independent Offices are independent and not subject to the direction and control of any person or authority while exercising their constitutional and statutory mandates. Specifically, the Service Commissions, which are responsible for management of human resource in the public service cannot be required to submit quarterly reports to the Cabinet Secretary as this amounts to subjecting the	An amendment to the interpretation of the term "public service institution" As recommended herein will further address this concern.

			exercise of the constitutional mandate to the Cabinet Secretary contrary to the Constitution. It is noteworthy that all Constitutional Commissions and Independent Offices are required, under Article 254 of the Constitution, to report annually to the President and Parliament on the exercise of their constitutional mandates. This constitutional reporting requirement is sufficient for reporting on internships being managed under the Commissions and Independent Offices and specifically for all institutions falling under the mandate the Public Service Commission.	
12.	10 – Payment of Stipend	PSC	Clause 10 provides that an intern engaged in the public service shall be eligible payment a monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations.	The responsibility of determining terms and conditions of service vests with the Public Service Commission as provided in Article 234(2) (g) of the Constitution as interpreted by the High Court in Nairobi HCCHRD PET. No. E303 of 2023 and PET. NO. E273 of 2024 where the High Court made it clear that the Public Service Commission is the one

2. Further, decentralization may affect funding of the internship programme that is currently undertaken by the Public Service Commission and may result in the diversion of funds.

2. MINISTRY OF LABOUR AND SOCIAL PROTECTION

a) Need to consider circumstances upon which internship could be deferred such as;

- 1) Account of sickness;
- 2) Maternity leave; and
- 3) Any other justifiable circumstances beyond Institutions/Interns control.

b) Gaps within the Public Service Internship Bill:

Duration limitations: The maximum of 12 months may be too restrictive, especially for professions requiring longer internships.

Ambiguity in stipend levels: The Bill leaves stipend determination to the Cabinet Secretary or institutions, which could lead to inconsistencies and exploitation if not standardized.

No Clear Enforcement Mechanism: While institutions must report quarterly, there are no penalties for non-compliances, weak reporting, or failure to provide quality training.

Limited Scope: The Act applies only to Public Service institutions. Graduates seeking private-sector internships remain outside its protections.

No Explicit Anti-Discrimination Safeguards: Although equity and fairness are guiding principles, the bill does not explicitly prohibit discrimination based on gender, disability, or socio-economic background.

				responsible for determining terms and conditions of service in the public service in consultation with SRC. Giving this power to the Cabinet Secretary amounts to encroachment on the mandate of the Commission. This responsibility should be given to each public service institution based on the proposed amendment to the term "public service institution"
13.	13 - Duration of Internship	PSC	Clause 13 provides that an internship valid for any period as may be determined by a person in charge of a public service institution, but such internship period shall not exceed twelve months. This presents the risk of abuse of discretion which will or result in lack of standard duration for internship programmes.	The clause should be amended to read as follows: "an internship period shall be valid for any period as may be determined by a public service institution, but such internship period shall not exceed twelve months.

GENERAL SUBMISSIONS*

1. The Public Service Commission:

1. The proposed decentralization gives all public offices under the mandate of the Public Service Commission the power to individually advertise internship opportunities, which is not cost effective.

40) Ben Muema	41) Leonard Kiplangat	42) Michael Oywoton
43) Bonan Okanga	44) Srah Nthenya	45) Jeremiah Sitola
46) Brian Mongare	47) Gilbert Cheruiyot	48) Loice Musyimi
49) Meschak Onyango	50) Elton Kagesi	51) Mohammednoor Tari Garo
52) Eunice Mecheo	53) Beth Nyawira	54) Bilha Wanjiku
55) Brian Gachihi	56) Nelly Kimanzi	57) Justine Wanjala
58) Collins Kirui	59) Kemboi Rotich	60) Stephen Onyango
61) Hildah Cheptum	62) Joseph Joshua Mugalla	63) Steve Jumbe
64) Ben Wanjohi	65) Bernard Kabue	66) Kiambati Phineas
67) Michael Ogutu	68) Viola	69) Kiptanui Geoffrey
70) Priska Adek	71) Adongo Jesca	72) Kennedy Kilonzo
73) Wifred Ndelewa	74) Emma David	75) Ventricks Khayesi
76) Amina Mwinyi	77) Kinne Dickson	78) Kimutai Festus
79) Lawrence	80) Nderitu Eric Mwangi	81) Juliet Kangethe

1) Phoebe Atieno	2) Jason Kelvin	3) Mwangi Josephine Wanjiru.
4) Nick Mwancha	5) Dancan Omondi Otieno	6) Lowar Wilson
7) Samuel Poisa	8) Ayen Leah	9) Maina Simon
10) Felix Musyoki	11) Ivy Chemutai	12) Boniface Nyangito
13) Charles Kamero Wambui	14) Simon Peter Kimajei	15) Nick Muoko
16) Stephen Lugano	17) Clifton Okuku	18) Amina Mwinyi
19) Gisemba Peter	20) Christine muthoni	21) Lucky Musyoki
22) Benedict Wairimu Cumari	23) Ramadhan Nassib	24) Adongo Jesca
25) Wangui Mwaura	26) Jackson Gitonga	27) Cyrus Kiprotich
28) Carren Chepkosgei	29) Mrambau Kadzombo	30) Kanza Peter
31) Nones Nines	32) Irine Chebet	33) Kinne Letoiye
34) Mary Wambui Ikenye	35) Wifred Ndelevva	36) Raael Some
37) Atieno Angela Nyandimo	38) Silas Barkingo Cheruiyot	39) Jacob Simiyu Wamalwa

Section 8(c) we recommend that the public service institution declare/advertise the internship opportunities on NEAMIS.

We propose an inclusion and/insertion of section 8(n) which provides that all public service institutions with interns make quarterly internship placement reports to NEA.

(iv) On Roles and responsibilities of interns

Section 9 should make it clear that the interns have the role and responsibility of registering with NEA as an intern on National Employment Authority Management Information System (NEAIMS)

4. Council of Governors

1 .The objective of the Bill i s to provide a well-structured internship program by providingvguidelines and standards applicable to all interns within the Public Service.

2. The Bill outlines the principles that shall govern the internship management in the PublicvService

3. The Bill further provides a process for declaration o f internship opportunities within any Public Service Institution and clearly specifies the information that needs to be published in the advertisements, when declaration of opportunities are made;

4. For effective running of the Internship program, the Bill assigns roles and responsibilities of the Public Service institutions and of the interns

5 . Additionally, the bill proposes for a personal accident Insurance cover provided for by the Public Institution during the internship period.

All of the above are critical legislative imperatives in an internship law. In this regard, the Council is amenable to the proposals made i n the Public Service Internship Bill 2022 and remains available for further discourse on the subject.

5. Generic Submissions*:

3. NATIONAL EMPLOYMENT AUTHORITY

While the Bill seeks to establish a structured internship framework, it does not adequately recognize the statutory mandate of the National Employment Authority.

This omission risks creating duplication of functions, fragmentation of employment management systems, and weakening of statutory oversight mechanisms.

RECOMMENDATIONS

The Bill should be amended to expressly recognize the National Employment Authority as the coordinating and regulatory body responsible for internship placement and monitoring. In that regard we submit and recommend as follows;

PART II-RECRUITMENT OF INTERNS

(i) On declaration of internship opportunities

Section 6(2) to include that a person in charge of a public service institution advertising internship opportunities should in addition to advertising the opportunities on the public service institution, notify NEA of internship opportunities and also advertise the said opportunities to NEAIMS

(ii) On Eligibility for Internship

Section 7(1) should include and make registration as a n intern with NEAMIS a requirement for eligibility for internship.

(iii) On Roles and Responsibilities of Public Service Institutions

Section 8 (a) on setting up internship management committees, we recommend that one of the committee members should be from NEA.

82) Michael Bumi	83) Samson Omesa	84) Victor Anyango Sobolo
85) Margaret angari Irungu	86) Daniel Muchiri Njiru	87) John Kiprono
88) Munyonga Alvin	89) Sergio Moffat	90) Hezzy Kenubi
91) John Otieno	92) Lidava Daniel	93) Victor Matelong
94) Timothy Bwire	95) Evans Tarus	96) Mary Kendi Kilemi
97) Martin Musembi	98) George Wainaina Mwangi	99) Lydiah Nyaga
100) Simon Muema	101) Polly Gitau	102) Michael Mwati
103) Lidwin Chepkoech	104) Alvin Muyonga	105) Lesile Emmanuel
106) Emmanuel Odera	107) Carren Cherotich	108) Nelly Kimanzi
109) Festus Kimutai	110) Lydia Mekarangi	111) Beth Nyawira
112) Stphen Onyango	113) Adera Elvis	114) Kiplangat Cheruiyot
115) Mumo Jimmy	116) Gipson Ekesa	117) Weddy Kiende
118) Kizito Wamalwa Khaemba	119) Michael Ogutu.	

Contents of Email:

Dear Sir/Madam,

I hereby submit this memorandum regarding the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), focusing on two key concerns for interns in the public service:

1. Absorption of Interns: The Bill should include provisions for systematic absorption of interns into permanent employment after successful completion of internship programs. This will enhance youth employment and reduce unemployment among graduates by creating a clear career pathway from internship to permanent positions.
2. Stipend Increment: The current internship stipend is insufficient to meet living costs. We propose an increment and standardization of stipend rates to reflect market conditions and ensure interns can focus on gaining practical experience without financial hardship. An adjustable stipend scale tied to sector and experience would promote equitable compensation.

These recommendations align with the Bill's objective of establishing an equitable internship framework and strengthening the link between education and the labour market.

- **General submissions were considered but did not yield any additional amendments. The concerns raised about the stipend have been addressed in the Bill as well as the Committee's amendments to Clause 10. On the concerns on transition to permanent and pensionable terms, established positions are filled on competitive terms in accordance with Article 232 of the Constitution of Kenya.**

APPENDIX 6:
COPIES OF THE STAKEHOLDERS' SUBMISSIONS



NATIONAL EMPLOYMENT AUTHORITY

SUBMISSIONS BY THE NATIONAL EMPLOYMENT AUTHORITY ON THE PUBLIC SERVICE INTERNSHIP BILL, 2022

SUBMITTED TO THE SENATE COMMITTEE ON LABOUR

1. INTRODUCTION

The National Employment Authority (NEA) respectfully submits these comments and legal observations on the Public Service Internship Bill, 2022 pursuant to its statutory mandate under the National Employment Authority Act, No. 3 of 2016.

The Authority commends the National Assembly for initiating legislation aimed at establishing a structured framework for public service internship programmes, which are critical in facilitating labour market transition and enhancing employability of graduates.

2. LEGAL MANDATE OF THE NATIONAL EMPLOYMENT AUTHORITY

The National Employment Authority is established under Section 6 of the National Employment Authority Act, 2016 as a body corporate responsible for employment management and promotion in Kenya.

The functions of National Employment Authority, are;

- (a) Advise on formulation of employment policies and strategies for national and county governments;
- (b) Advise both the national and county governments on any policy matter concerning employment;
- (c) Develop methodologies for employment measurement, management and promotion;
- (d) Conduct periodic surveys on labour market skills requirements and advice training institutions and job seekers appropriately to ensure that training and skills match the job market requirements;
- (e) Monitor implementation of employment policies and programmes;
- (f) Facilitate cooperation with the national government, the private sector, the informal sector and foreign governments and institutions to promote and increase access to employment;
- (g) Facilitate, continuous training and other activities of Kenyans to improve of their chances of employment and work skills;
- (h) Register persons seeking employment;
- (i) Maintain an integrated and up-to-date database of all persons seeking employment;
- (j) Facilitate the employment and placement of job seekers in formal and informal or any other form of employment, locally and internationally;
- (k) Circulate in a timely manner job vacancies advertised to job seekers throughout Kenya through appropriate means including use of social media, internet, and published materials;

- (l) Provide counseling to the unemployed and undertake activities to promote employment;
- (m) Facilitate the implementation of national policies on employment;
- (n) Take necessary steps to encourage equal opportunity employment practices for the benefit of the unemployed; and
- (o) Perform such other functions as may be assigned to it by any other written law.

The Authority is mandated among others is to;

PART VI — INTERNSHIPS

Section 36 Placement for internship

- (1) The Authority shall facilitate placement of students at tertiary institutions in positions of internship or attachment during and after completion of their study.
- (2) The Authority shall, during or after successful completion of a person's undergraduate, diploma or certificate studies, make efforts to find paid internship for that person in a Government institution or any other sector, as the person seeks employment individually or through the Authority.
- (3) A student at a tertiary institution or institution of higher learning who wishes to be placed on internship or attachment by the Authority shall furnish the Authority, in a manner provided by the Authority, with personal and academic details to facilitate such placement.
- (4) The Authority shall maintain a record of—
 - (a) all students seeking internship or attachment; and
 - (b) all students who successfully attain positions of internship or attachment.
- (5) The Authority shall monitor all placements to ensure that persons on attachment or internship are not exploited or their rights violated by any employer or institution in which they are undertaking an internship or attachment.
- (6) The Cabinet Secretary may, in consultation with the Authority, make regulations generally to give further effect to this section.

3. ANALYSIS OF THE PUBLIC SERVICE INTERNSHIP BILL, 2022

While the Bill seeks to establish a structured internship framework, it does not adequately recognize the statutory mandate of the National Employment Authority.

This omission risks creating duplication of functions, fragmentation of employment management systems, and weakening of statutory oversight mechanisms.

4. RECOMMENDATIONS

The Bill should be amended to expressly recognize the National Employment Authority as the coordinating and regulatory body responsible for internship placement and monitoring.

In that regard we submit and recommend as follows;

PART II-RECRUITMENT OF INTERNS

- (i) On declaration of internship opportunities

Section 6(2) to include that a person in charge of a public service institution advertising internship opportunities should in addition to advertising the opportunities on the public service institution, notify NEA of internship opportunities and also advertise the said opportunities on NEAIMS

(ii) On Eligibility for Internship

Section 7(1) should include and make registration as an intern with NEAMIS a requirement for eligibility for internship.

(iii) On Roles and Responsibilities of Public Service Institutions

Section 8 (a) on setting up internship management committees, we recommend that one of the committee members should be from NEA.

Section 8(c) we recommend that the public service institution declare/advertise the internship opportunities on NEAMIS.

We propose an inclusion and/insertion of section 8(n) which provides that all public service institutions with interns make quarterly internship placement reports to NEA.

(iv) On Roles and responsibilities of interns

Section 9 should make it clear that the interns have the role and responsibility of registering with NEA as an intern on National Employment Authority Management Information System (NEAIMS)

5. JUSTIFICATION FOR THE RECOMMENDATIONS

Through NEA's career guidance and counselling programme, the Authority has been providing career guidance to students at the tertiary and TVET institution before graduating. The authority also maintains graduate data from training institutions where through the Job Search clubs NEA coordinates graduate mentorships programs that enhances interns' employability. The authority has a portal "the national authority integrated information management system (NEAIMS), where interns register after graduating and are facilitated with internships guidance, placements and linkage with employers, monitoring interns to ensure they are not exploited.

Upon completion of their internship, the authority maintains an updated data for interns who transit to job seekers. The authority thus facilitates and monitors the transition of interns to jobseekers and to the labour market.

The authority acts as a bridge of the Kenyans from students to internships to jobseekers and employment.

Data of interns and students is critical to enable them to transition as employees and since NEA's mandate is linking jobseekers with employers, the data will enable them to follow up and know what happens to students and interns as they transit to employees. NEA will be the link between interns and employers. Under section 36(4) of the NEA Act the Authority shall maintain a record of all students seeking internship or attachment and all students who successfully attain positions of internship or attachment.

On reporting provided under Section 8(k) of the Bill, the NEA Act under Section 42 also requires the Authority to report on the number of youths registered in the period under review and the number of youths who have secured employment during the period under review and this includes those under internship.

The coordination provided for under Section 8(l) of the Bill is provided for section 36(5) of the NEA Act where NEA shall monitor all placements to ensure that persons on attachment or internship are not exploited or their rights violated by employers or institutions in which they are undertaking an internship or attachment.

On the regulations provided under section 15 of the Bill, the NEA Act provides for similar regulation under section 36(6) and we propose that the consultation be done by both Cabinet Secretary of Public Service and Cabinet Secretary of Labour while coming up with the Regulations.

5. CONCLUSION

Recognition of the National Employment Authority will strengthen coordination, improve intern protection, prevent duplication of functions, and ensure alignment with Kenya's employment legal framework.

We recommend that the proposed section amendments be taken into consideration and be in tandem with the NEA Act that establishes NEA as the national coordinating and regulatory body responsible for facilitating, registering, monitoring, and overseeing public service internship



Edith Okoki (Mrs.)

DIRECTOR GENERAL

NATIONAL EMPLOYMENT AUTHORITY

P.O. BOX 60678-00200

NAIROBI

DATE: 27/2/2026



COUNCIL OF GOVERNORS

Westlands Delta House 2nd Floor, Waiyaki Way.
P.O. BOX 40401-00100,
Nairobi.

THE SENATE
RECEIVED

04 MAR 2026

DEPUTY CLERK

Tel: (020) 2403314, 2403313

E-mail: info@cog.go.ke

Ref: COG/7/2 Vol.3 (181)

27th February 2026

Mr. Jeremiah M. Nyegenye, CBS

Clerk of the Senate
Parliament Buildings
NAIROBI

Dear *Chere,*



**SUBMISSION OF A MEMORANDUM ON THE PUBLIC SERVICE INTERNSHIP BILL 2022
(NATIONAL ASSEMBLY BILLS NO.63 OF 2022)**

*1 DSEC
Mr. Gikonyo
Kindly deal
with before
04/03/2026*

The Council has reviewed the **Public Service internship Bill 2022** and hereby makes the following general comments:

1. The objective of the Bill is to provide a well-structured internship program by providing guidelines and standards applicable to all interns within the Public Service.
2. The Bill outlines the principles that shall govern the internship management in the Public Service
3. The Bill further provides a process for declaration of internship opportunities within any Public Service Institution and clearly specifies the information that needs to be published in the advertisements, when declaration of opportunities are made;
4. For effective running of the Internship program, the Bill assigns roles and responsibilities of the Public Service institutions and of the interns
5. Additionally, the bill proposes for a personal accident Insurance cover provided for by the Public Institution during the internship period.

*2 DSEC (VK)
Kindly deal
with
04/03/2026*

All of the above are critical legislative imperatives in an internship law. In this regard, the Council is amenable to the proposals made in the Public Service Internship Bill 2022 and remains available for further discourse on the subject.

Please accept the assurance of our highest esteem and consideration.

Yours

Sincerely,

Mary Mwiti, EBS
Chief Executive Officer



Copy: Excellency Governors



COMMONWEALTH OF MASSACHUSETTS

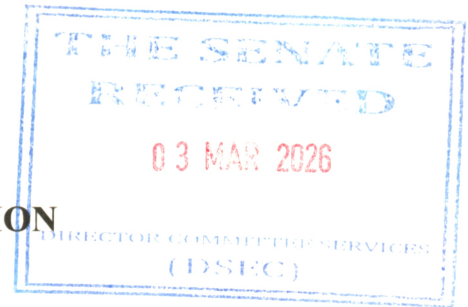
OFFICE OF THE ATTORNEY GENERAL

STATE HOUSE, BOSTON, MASSACHUSETTS

SEP 10 1964



PUBLIC SERVICE COMMISSION



Our Ref: PSC/LEG/019/25/158 Vol 1 (108)

25th February, 2026

Your Ref: SEN/DSEC/DISSC/SCLSW/2026/10

The Clerk of the Senate
Parliament Buildings
P.O Box 41842-00100
NAIROBI

Email: clerk.senate@parliament.go.ke/
laboursocialwelfarecomm.senate@parliament.go.ke

(Attn: J.M Nyegenye, CBS)



**RE: STAKEHOLDER ENGAGEMENT ON THE PUBLIC SERVICE INTERNSHIP BILL,
2022 (NATIONAL ASSEMBLY BILL NO. 63 OF 2022)**

Reference is made to the above subject and your letter dated 18th February, 2026 inviting the Commission to present submissions on the above Bill.

As requested, the Commission has considered the Bill and hereby submits its Memorandum for consideration. Also attached is a copy of the Memorandum of the Commission that was submitted to the National Assembly vide the Commission's letter dated 6th April 2023.

PAUL FAMBA, CBS
SECRETARY/CEO
PUBLIC SERVICE COMMISSION

①

DSEC

DHY

Kindly deal.

Encl.

③ Mr. Gilcongo
Kindly deal
Wobant
03/03/2026

② DSEC(VK)
Kindly deal
03/03/2026

02/03/2026



PUBLIC SERVICE COMMISSION

PUBLIC SERVICE INTERNSHIP BILL, 2022

A presentation by the Public Service Commission

25th FEBRUARY, 2026

Background

1. The Public Service Commission currently manages internships in the public service through the Public Service Internship Programme (PSIP) and in accordance with Regulation 45 of the Public Service Commission Regulations, 2020 and the Internship Policy and Guidelines for the Public Service.
2. The Commission's decision to centralize the management of the internship programme in the public service was presented to the National Assembly Departmental Committee on Administration and National Security which approved the Commission's proposal and ensured the provision of a budget to manage the programme with effect from the financial year 2019/2020.
3. The centralized internship programme commenced in October, 2019 and has been implemented successfully over the years as illustrated in the below table:

S/No.	Financial Year	Cohort No.	Applicants	Appointed
1	2019-2020	I	8610	3111
2	2019-2020	II	10009	2544
3	2020-2021	III	32,300	4200
4	2021-2022	IV	46,257	3400
5	2022-2023	V	30,300	3902
6	2023-2024	VI	50,269	8650
7	2024-2025	VII	42,000	3411
8	2025-2026	VIII	35,599	8286
TOTAL				37504

4. Out of the 37,504 interns from the eight (8) cohorts, 3, 317 have subsequently secured appointment in the county or national government through competitive recruitment processes after the internship, with many others employed in the private sector.

5. The Commission ensures that youth from all ethnic communities, men and women, persons with disabilities and marginalized communities have been accorded equal internship opportunities as required under Article 232 (1) (h) and (i) of the Constitution. Further, the Commission ensures equitable distribution of internship opportunities by allocating slots to every ward across the country.
6. Accordingly, the centralized management of internship has addressed the challenges of nepotism, tribalism and discrimination that were common prior to centralized programme.

Analysis of the Bill

7. The Bill proposes to place the management of the internship programme under the Cabinet Secretary responsible for matters relating to public service under Clause 8 (k) of the Bill which requires public service institutions to report quarterly to the Cabinet Secretary responsible for public service. This provision is unconstitutional as it places State Organs that are responsible for management of human resource in the public service under the direction and control of the Cabinet Secretary contrary to Article 249(2) of the Constitution.
8. It should be noted that the State organs responsible for managing human resource in the national government public service are the Public Service Commission, the Judicial Service Commission, the Parliamentary Service Commission, the Teachers Service Commission and the National Police Service Commission. Additionally, other Constitutional Commissions and Independent Offices are responsible for managing their own staff under Article 252(1)(c) of the Constitution. Requiring these institutions to report quarterly to the Cabinet Secretary amounts to violation of Article 249(2) of the Constitution.
9. It is important to note that Section 2 of Employment Act, 2007, defines an employee as:

“a person employed for wages or a salary and includes an apprentice and indentured learner.”

10. Accordingly, an intern is deemed as an employee under the Employment Act and therefore interns in the public service fall under the mandate of the Commission. In this regard, the recruitment and appointment of interns can only be done by the Public Service Commission pursuant to Article 234(2)(a)(ii) unless delegated pursuant to Article 234(5) of the Constitution.
11. Further, Regulation 45 (6) of the Public Service Commission Regulations 2020, provides that for the duration of the internship, interns shall be deemed to be public officers and shall be subject to the Public Service Commission Regulations, 2020 and prevailing code of conduct for public officers in the public body to which the intern is attached.
12. The Bill gives power to any public office to recruit and appoint interns without providing for the role of the Public Service Commission for institutions that fall under the mandate of the Commission. This amounts to a violation of Article 234(2)(ii) of the Constitution.
13. The Public Service Commission currently undertakes recruitment and appointment of interns for all public offices that fall under its mandate. The Commission has been undertaking these recruitments and appointments under the Public Service Internship Programme that was developed by the Commission in the year 2019. The programme provides equal opportunities for internship for candidates from all wards in the country with equal distribution of all internship slots. The programme has worked well since inception. Providing legislation that does not acknowledge and incorporate the current programme, for the institutions that fall under the mandate of the Public Service Commission, would amount to a reversal of the gains made in the last five years under the Public Service Internship Programme.
14. It is noteworthy that the Public Service Internship Programme was developed and commenced by the Public Service Commission to address the skewed manner in which internship opportunities were being offered in the public service. Cognisant of the fact that the Commission is responsible for ensuring inclusivity and equal and equitable distribution of opportunities in the public service pursuant to Article 232 (1) (g), (h) and (i) of the Constitution, the Commission resolved to commence the Internship Programme which has since 2019 been managed centrally by the Commission. A Bill that does not recognise this historical background would reverse the gains made through the Public Service Internship Programme.

15. In view of the foregoing and having looked at the Bill, we have the following views:

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
1.	2 - Definitions	Clause 2 on the interpretation of "public service institution"	The effect of the definition is to give power to all Ministries, Departments and Agencies including State Corporations and Public Universities the power to recruit and appoint interns for their individual institutions. This provision amounts to a violation of Article 234(2) (a) (ii) of the Constitution as the responsibility of appointment of any person into the public service is a constitutional mandate of the Commission. Additionally, the interpretation excludes county governments yet the county governments should also provide internship opportunities.	The definition should be amended to read as follows: "public service institution" means: <i>a) The Public Service Commission;</i> <i>b) The Judicial Service Commission;</i> <i>c) The Parliamentary Service Commission;</i> <i>d) The Teachers Service Commission;</i> <i>e) The National Police Service Commission;</i> <i>e) A Constitutional Commission or Independent Office;</i> <i>f) A County Public Service Board; or</i> <i>g) A County Assembly Service Board.</i>
2.	5- Application of the Bill	Clause 5 (1) states that the Act shall apply to every public office as defined in Article 260 of the Constitution	Under Article 260 of the Constitution, a public office means an office in the national government, a county government or the public service, if the remuneration and benefits of the office are payable directly from the Consolidated Fund or directly out of money provided by Parliament. Whereas the Bill has adopted the definition of public offices as provided	Once the interpretation of "public service institution" is amended as recommended above, clause 5(1) should be amended to read as follows: <i>"This Act shall apply to every public service institution."</i>

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
			under Article 260 of the Constitution, it has not provided for how internships at the county governments shall be managed.	
3.	6(1) Declaration of internships	- Clause 6 (1) provides that a person in charge of a public service institution shall identify and declare all internship opportunities available within the public service institution.	The proposal conflicts with Regulation 45 (3) of the Public Service Commission Regulations, 2020 which provides that: <u>“A public body shall notify the Commission of the available opportunities for internship before engaging any person as an intern.”</u> Further, Clause 2.2 of the Internship Policy provides that all internship opportunities in the public service shall be declared to the Public Service Commission. The Commission shall put in the public domain and its website information on the opportunities. The provisions in the PSC Regulations and Internship Policy are for purposes of the Commission ensuring inclusivity and provision of equal opportunity for internship for all eligible Kenyans pursuant to Article 232(1) (g), (h) and (i) of the Constitution.	The amendment of the interpretation of the term “public service institution” as herein recommended will address this concern.

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
4.	6 (2) Advertisement of internships	Clause 6 (2) provides that A person in charge of a public service institution shall advertise the internship opportunities referred to in subsection (1) in the website of the public service institution and in at least two newspapers of nationwide circulation.	Internships within the public service are currently managed centrally by the Commission which advertises, recruits and deploys interns. Clause 6(2) of the Bill thus takes away this function from the Commission. Further, the Bill gives wide discretion to “a person in charge of a public service institution” to advertise for internship opportunities. The risk in this is that there is high likelihood of abuse of discretion resulting in mismanagement of internship opportunities.	The clause should be amended to read as follows: <i>“A public service institution shall advertise the internship opportunities referred to in subsection (1) in the website of the public service institution and in at least two newspapers of nationwide circulation.”</i> An amendment to the interpretation of the term “public service institution” as herein recommended will further address this concern.
5.	6(4) Recruitment of interns	Clause 6 (4) of the Bill provides that a person in charge of a public service institution shall conduct the recruitment of interns or may delegate the function to any of its members,	A central management of the internship programme by the Public Service Commission for public institutions under PSC would ensure uniformity, transparency and fair competition and merit. It is noteworthy that all other Service Commissions (JSC, TSC, NPSC and Parliamentary Service Commission) are solely responsible for recruitment, appointment and deployment of staff	An amendment to the interpretation of the term “public service institution” as herein recommended will further address this concern.

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
		officer, body or authority.	under their jurisdiction as provided in the Constitution. It is only PSC's constitutional mandate that will be adversely affected by the grant of powers to institutions that fall under PSC to recruit, appoint and deploy interns without reference to PSC.	
6.	8 (k) - Role of public service institutions	Clause 8(k) provides that public service institutions shall report to the Cabinet Secretary on a quarterly basis, on internship programmes undertaken in the institution and any challenge experienced.	Public institutions include Constitutional Commissions and Independent Offices. Article 249(2) of the Constitution provides that Constitutional Commissions and Independent Offices are independent and not subject to the direction and control of any person or authority while exercising their constitutional and statutory mandates. Specifically, the Service Commissions, which are responsible for management of human resource in the public service cannot be required to submit quarterly reports to the Cabinet Secretary as this amounts to subjecting the exercise of the constitutional mandate to the Cabinet Secretary contrary to the Constitution. It is noteworthy that all Constitutional Commissions and Independent Offices are required, under Article 254 of the Constitution, to report annually to the President and Parliament on the exercise	An amendment to the interpretation of the term "public service institution" as herein recommended will further address this concern.

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
			of their constitutional mandates. This constitutional reporting requirement is sufficient for reporting on internships being managed under the Commissions and Independent Offices and specifically for all institutions falling under the mandate of the Public Service Commission.	
7.	10- payment of stipend	Clause 10 provides that an intern engaged in the public service shall be eligible for payment a monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations.	The responsibility of determining terms and conditions of service vests with the Public Service Commission as provided in Article 234(2) (g) of the Constitution as interpreted by the High Court in Nairobi HCCHRD PET. No. E303 OF 2023 and PET. NO. E273 of 2024 where the High Court made it clear that the Public Service Commission is the one responsible for determining terms and conditions of service in the public service in consultation with SRC. Giving this power to the Cabinet Secretary amounts to encroachment on the mandate of the PSC.	This responsibility should be given to each public service institution based on the proposed amendment to the term “public service institution.”
8.	13 – duration of internship	Clause 13 provides that an internship period shall be valid for any period	This presents the risk of abuse of discretion which will result in lack of a standard duration for the internship programmes.	The clause should be amended to read as follows:

S/No.	Clause in the Bill	Provision in the Bill	Remarks	Recommendations
		as may be determined by a person in charge of a public service institution, but such internship period shall not exceed twelve months.		“an internship period shall be valid for any period as may be determined by a public service institution, but such internship period shall not exceed twelve months.

16. The proposed decentralization gives all public offices under the mandate of the Public Service Commission the power to individually advertise internship opportunities, which is not cost effective.
17. Further, decentralization may affect funding of the internship programme that is currently undertaken by the Public Service Commission and may result in the diversion of funds.

Proposal and Request

In view of the foregoing, the Commission proposes and requests that the Public Service Internship Bill, 2022 be amended in accordance with the recommendations outlined herein.

Dated at Nairobi this 25th Day of February, 2026


.....

**MARY W. KIMONYE (MRS), CBS
VICE CHAIRPERSON PUBLIC SERVICE COMMISSION**



PUBLIC SERVICE COMMISSION

Ref: PSC/LEG/019/14/158 Vol. VI (7))

6th April, 2023

The Clerk of the National Assembly
National Assembly
Parliament Buildings
Parliament Road
NAIROBI

THE PUBLIC SERVICE INTERNSHIP BILL, 2022

Reference is made to your letter dated 29th March, 2023 in which the Commission was invited to present submissions on the above cited Bill. As directed by the National Assembly, below are the Commission's written submissions on the said Bill.

Background

In the year 2016, the Commission developed an internship policy to guide Ministries Departments and Agencies (MDAs) in the management of internship programmes. The Commission subsequently monitored the implementation of the policy and with time noted that whereas the policy was intended to provide for the uniform management of internship programmes across all MDAs, there were numerous challenges that hampered the attainment of the Commission's goal on the same.

Subsequently, the Commission resolved to centralize the management of the internship programme. The decision of the Commission was for purposes of: -

1. Providing equal internship opportunities to the youth from all ethnic communities, men and women, persons with disabilities and marginalized communities thereby ensuring the right to equality and freedom from discrimination;
2. Guaranteeing transparency and accountability in the recruitment of interns;
3. Ensuring the application of uniform norms and standards in the management of interns;
4. Enhancing employability chances of young graduates by exposing them to the appropriate work environment that is correctly aligned to their training thus enabling them to acquire practical skills required by the job market.

Page 1 of 4

5. Inculcating public service values and ethos in young graduates from where the public service can recruit in the future;
6. Inculcating national values to make interns patriotic, upright and honest citizens; and
7. Giving hope to the young and keeping them occupied in meaningful engagements that provide a workplace experience that enhances their chances of employment even in the private sector.

The Commission's decision to centralize the management of the internship programme in the public service was presented to and discussed with the National Assembly Departmental Committee on Administration and National Security which approved the Commission's proposal and ensured the provision of a budget to manage the programme.

The first cohort of interns in the centralized internship programme commenced in October, 2019. Since then, four other cohorts of interns have been recruited and deployed to more than 200 MDAs, with the total number of interns in the five cohorts standing at over 16,000 in the last four years. Recruitment for cohort 5 interns has already been completed, and the Commission has already appointed and deployed them in April, 2023.

The Bill

Having looked at the Bill, the Commission notes the following:

1. The Bill is a replica of the Public Service Commission Internship Policy. This is good as it recognizes that there is already a working system in place that is well guided by policy developed by the Commission through a participatory process that involved key stakeholders;
2. The Bill places the management of the internship programme under the Cabinet Secretary responsible for matters related to labour. This is a misplacement of the internship programme. The core mandate of the Ministry of Labour is to deal with labour relations between employers and employees. The internship is a training programme that gives graduates an opportunity to gain skills in their area of training. Placing the internship programme under the Ministry of Labour will kill the programme as the Ministry's concentration is on an unrelated mandate;
3. The role of the Public Service Commission is not provided for in the Bill. It is noteworthy that Section 2 of the Employment Act, 2007 defines an employee to include an apprentice and indentured learner. This means that interns are presumed by law to be employees. In which case, if they are in the public service, they would be presumed to be employees in the public service. It follows therefore that since

the Commission has the sole constitutional mandate of management of human resource in the public service with the exception of the institutions listed in Article 234(3) of the Constitution, the internship programme would constitutionally and legislatively have to fall within the mandate of the Commission. Giving the overall management and oversight responsibility of the programme to the Ministry of Labour amounts to a breach of the Commission's constitutional mandate;

4. Clause 6 of the Bill has decentralized the management of the internship programme to MDAs with a provision for delegation of the function to a body, officer or authority. This in effect reverses the gains attained by the centralized system introduced by the Commission with the consent of the Departmental Committee on Administration and National Security in the year 2019. It basically takes the public service back to the era when there was no transparency and accountability in the management of internship opportunities;
5. Decentralization gives each MDA the power to individually advertise internship opportunities. This is not cost effective. A centralized system provides a pooled advertisement that caters for internship needs in all MDAs thereby saving on the cost of advertisement;
6. Decentralization may affect funding of the internship programme and risks diversion of funds to other purposes; and
7. Article 232 (1)(g), (h) and (i) of the Constitution provides for competition and merit subject to representation of Kenya's diverse communities and to affording equal opportunities to men and women, members of all ethnic groups and persons with disabilities. It would be impossible to comply with this constitutional provision in a decentralized internship programme as each MDA would be catering for its needs individually whereas a centralized system caters for the global picture nationally.

Proposal and Request

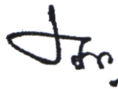
In view of the foregoing, the Commission proposes and requests as follows:

1. The Public Service Internship Bill, 2022 that is currently before the National Assembly Departmental Committee on labour be rejected;
2. For purposes of safeguarding and consolidating the gains so far made since the commencement of the centralized internship programme under the Commission and for purposes of ensuring uniformity and harmonization of internship programmes in the entire public service and for posterity, there is need to anchor the public service internship programme in legislation;

3. With regard to the public service that falls within the mandate of the Public Service Commission, the Public Service Commission Act should be amended to provide for internship programme as is currently managed by the Commission through the Public Service Internship Policy and Guideline, 2016; and
4. With regard to the public service that does not fall within the mandate of the Commission i.e. the Parliamentary Service Commission, the Judicial Service Commission, Teachers Service Commission, National Police Service Commission and the County Public Service, there is need for legislation that harmonizes internship programmes in the entire public service. This may be done as part of the Public Service (Human Resource Management) Bill or through amendments to the respective legislations.

Conclusion

In Conclusion, the Commission urges the Committee to consider amendments to the Public Service Commission Act, 2017 to incorporate the Public Service Internship Programme as currently managed by the Commission.

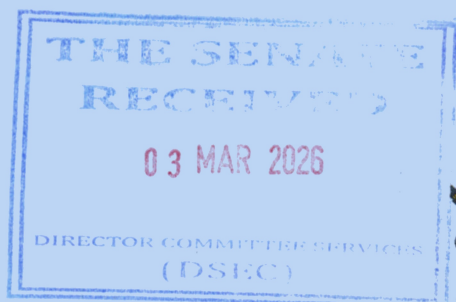


Dr. Simon K. Rotich, CBS
SECRETARY/CEO
PUBLIC SERVICE COMMISSION

Copy to: The Chairperson
Departmental Committee on Labour
National Assembly
Parliament Buildings
Parliament Road
NAIROBI

Hon. Florence Bore
Cabinet Secretary
Ministry of labour and Social Protection
Bishops Road
NAIROBI

Hon. Naisula Lesuuda, MP
Samburu West Constituency
Parliament Buildings
NAIROBI



**REPUBLIC OF KENYA
MINISTRY OF PUBLIC SERVICE, HUMAN CAPITAL DEVELOPMENT AND
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NAIROBI

When Replying Please quote

Ref. No. MPS&HCD.11/2 VOL. IV/34

26th February, 2026

J. M. Nyegenye, CBS
Clerk of The Senate
Office of the Clerk of the Senate
P. O. Box 41842-00100
NAIROBI



① DSEC; Dty
Kindly deal
02/03/2026

Dear Clerk,

**STAKEHOLDER ENGAGEMENT ON THE PUBLIC SERVICE INTERNSHIP BILL,
2022 (NATIONAL ASSEMBLY BILL NO. 63 OF 2022)**

Reference is made to your letter Ref. No. SEN/DSEC/DISSC/SCLSW/2026/09 dated 18th February, 2026 in which the Committee sought for the Ministry's written submissions on the above-mentioned Bill.

Please find below the Ministry's submissions on the Bill for your consideration and inclusion.

PART	Specific Clause	Proposed Amendment	Justification
Part I – Preliminary	Clause 2 - consider adding definition of the term certificate	Define the word 'certificate' e.g., certificate means post-secondary school certificate for a duration of not less than six (6) months.	To provide for a standard minimum qualification and duration of training for a certificate.

③ Mr. Gikonyo
Kindly deal
03/03/2026

② DDSEC (K)
Kindly deal
03/03/2026

	Clause 2 - "intern" is an unemployed person with relevant qualifications who has entered into a contract with a government organization for a period not exceeding twelve months with the intent of acquiring relevant work experience for registration with respective professional bodies and to increase chances of employability and the person may be offering services on a full-time basis.	Consider defining an intern as 'an unemployed holder of a degree, diploma or certificate who has entered into contract with a public institution for a specific period with the intent of acquiring work experience to increase chances of employability and/or registration with respective professional bodies.	i) To clarify that the unemployed is a degree, diploma or certificate holder ii) Contract with Government is too general. To narrow it to a specific public Institution(s) which engage the unemployed persons as interns iii) To cater for the requirements for professional qualification and enhancing employability.
	Clause – 2 'Mentor' means a competent person who provides practical training and facilitates other forms of training to interns.	Consider defining Mentor as 'a person with knowledge and experience in a job who supports and advises an intern on a regular basis for the purposes of imparting appropriate attitudes,	To expound the role of a Mentor and specify that the Mentor has knowledge and experience in the job.

		knowledge and practical skills'	
	Clause 2 – Public Service institution means any public office in the National Government.	Consider defining the Public Service institution as defined in Article 260 of the Constitution.	For inclusion of County Governments as a Public Service and to align with Clause 5 on application.

Yours

Sincerely,


HON. GEOFFREY KIRINGA RUKU
CABINET SECRETARY



**MINISTRY OF LABOUR AND SOCIAL PROTECTION
OFFICE OF THE CABINET SECRETARY**

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NAIROBI

Ref: MOL/37/5/Vol. V (13)

2nd March 2026

**SUBMISSIONS BY THE MINISTRY OF
LABOUR AND SOCIAL PROTECTION
ON THE PUBLIC SERVICE INTERNSHIP
BILL, 2022 (NATIONAL ASSEMBLY
BILLS NO: 63 OF 2022)**

**PRESENTED TO THE SENATE BY THE
CABINET SECRETARY
ON TUESDAY, 3RD MARCH, 2026.**

**SUBMISSIONS BY THE MINISTRY OF
LABOUR AND SOCIAL
PROTECTION ON THE PUBLIC
SERVICE INTERNSHIP
BILL, 2022 (NATIONAL ASSEMBLY
BILLS NO: 63 OF 2002)**

**PRESENTED TO THE SENATE BY THE
CABINET SECRETARY ON TUESDAY
3rd MARCH, 2026.**

STAKEHOLDER ENGAGEMENT ON THE PUBLIC SERVICE INTERNSHIP BILL, 2022(NATIONAL ASSEMBLY BILLS NO.63 OF 2022)

OBSERVATIONS AND RECOMMENDATIONS

S/NO.	SECTION	PROPOSED	RECOMMENDATION
1.	Section 3(b)	Enhance Youth Development and employability by creating clear linkages between education, training and work.	To read; 'To enhance Youth Development, Employability and gain skills for self-employment by creating clear linkages between education training and work'.
2.	Section 5(2) (a)	The Act shall apply to unemployed graduates with appropriate skills who require practical hands-on skills experience to improve their chances of employment.	To read; -To apply to Graduates with appropriate skills who require practical hands-on experience to enhance their chances of self-employment or employment.
3.			Need to consider circumstances upon which internship could be deferred such as; (i) Account of sickness (ii) Maternity leave (iii) Any other justifiable circumstances beyond Institutions/Interns control.
4.	Section 4	This section proposes the guiding principles which align with	Although equity and fairness are guiding principles, the bill does not explicitly

		the provisions of Article 10 of the Constitution.	prohibit discrimination based on gender, disability, or socio-economic background. This needs to come out clearly under the guiding principles.
5.	Section 10	The Section proposes the eligibility of a monthly stipend to be paid to interns in the Public Service and the same will be determined by the Cabinet Secretary as shall be prescribed in the Regulations.	The Bill leaves stipend determination to the Cabinet Secretary or institutions, which could lead to inconsistencies and exploitation if not standardized. We recommend that a standard figure be set for purposes of uniformity across the public service.
6.	Section 13	This section proposes the duration of the internship and sets the same at not more than 12 months.	The maximum of 12 months may be too restrictive, especially for professions requiring longer internships. We recommend a review of the duration of internship.
7.	Section 8	This section proposes the roles and responsibilities of Public Service institutions.	While institutions must report quarterly, there are no penalties for non-compliances, weak reporting, or failure to provide quality training. We recommend that penalties be provided

			for in the bill for non-compliance.
8.			The Bill applies only to Public Service institutions. Graduates seeking private-sector internships remain outside it's protection.

HON. (DR) ALFRED MUTUA, EGH
CABINET SECRETARY

All of the above are critical legislative imperatives in an internship law. In this regard, the Council is amenable to the proposals made in the Public Service Internship Bill 2022 and remains available for further discourse on the subject.

5. Generic Submissions*:

1) Phoebe Atieno	2) Jason Kelvin	3) Mwangi Josephine Wanjiru.
4) Nick Mwancha	5) Dancan Omondi Otieno	6) Lowar Wilson
7) Samuel Poisa	8) Ayen Leah	9) Maina Simon
10) Felix Musyoki	11) Ivy Chemutai	12) Boniface Nyangito
13) Charles Kamero Wambui	14) Simon Peter Kimajei	15) Nick Muoko
16) Stephen Lugano	17) Clifton Okuku	18) Amina Mwinyi
19) Gisemba Peter	20) Christine muthoni	21) Lucky Musyoki
22) Benedict Wairimu Cumari	23) Ramadhan Nassib	24) Adongo Jesca
25) Wangui Mwaura	26) Jackson Gitonga	27) Cyrus Kiprotich
28) Carren Chepkosgei	29) Mrambau Kadzombo	30) Kanza Peter
31) Nones Nines	32) Irine Chebet	33) Kinne Letoiye

34)	Mary Wambui Ikenye	35)	Wifred Ndelevva	36)	Raael Some
37)	Atieno Angela Nyandimo	38)	Silas Barkingo Cheruiyot	39)	Jacob Simiyu Wamalwa
40)	Ben Muema	41)	Leonard Kiplangat	42)	Michael Oywoton
43)	Bonan Okanga	44)	Srah Nthenya	45)	Jeremiah Sitola
46)	Brian Mongare	47)	Gilbert Cheruiyot	48)	Loice Musyimi
49)	Meschak Onyango	50)	Elton Kagesi	51)	Mohammednoor Tari Garo
52)	Eunice Mecheo	53)	Beth Nyawira	54)	Bilha Wanjiku
55)	Brian Gachihi	56)	Nelly Kimanzi	57)	Justine Wanjala
58)	Collins Kirui	59)	Kemboi Rotich	60)	Stephen Onyango
61)	Hildah Cheptum	62)	Joseph Joshua Mugalla	63)	Steve Jumbe
64)	Ben Wanjohi	65)	Bernard Kabue	66)	Kiambati Phineas
67)	Michael Ogutu	68)	Viola	69)	Kiptanui Geoffrey
70)	Priska Adek	71)	Adongo Jesca	72)	Kennedy Kilonzo

73)	Wifred Ndelewa	74)	Emma David	75)	Ventricks Khayesi
76)	Amina Mwinyi	77)	Kinne Dickson	78)	Kimutai Festus
79)	Lawrence	80)	Nderitu Eric Mwangi	81)	Juliet Kangethe
82)	Michael Bumi	83)	Samson Omesa	84)	Victor Anyango Sobolo
85)	Margaret angari Irungu	86)	Daniel Muchiri Njiru	87)	John Kiprono
88)	Munyonga Alvin	89)	Sergio Moffat	90)	Hezzy Kenubi
91)	John Otieno	92)	Lidava Daniel	93)	Victor Matelong
94)	Timothy Bwire	95)	Evans Tarus	96)	Mary Kendi Kilemi
97)	Martin Musembi	98)	George Wainaina Mwangi	99)	Lydia Nyaga
100)	Simon Muema	101)	Polly Gitau	102)	Michael Mwati
103)	Lidwin Chepkoech	104)	Alvin Muyonga	105)	Lesile Emmanuel
106)	Emmanuel Odero	107)	Carren Cherotich	108)	Nelly Kimanzi
109)	Festus Kimutai	110)	Lydia Mekarangi	111)	Beth Nyawira
112)	Stephen Onyango	113)	Adera Elvis	114)	Kiplangat Cheruiyot

115) Mumo Jimmy	116) Gipson Ekesa	117) Weddy Kiende
118) Kizito Wamalwa Khaemba	119) Michael Ogutu.	

Contents of Email:

Dear Sir/Madam,

I hereby submit this memorandum regarding the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), focusing on two key concerns for interns in the public service:

1. Absorption of Interns: The Bill should include provisions for systematic absorption of interns into permanent employment after successful completion of internship programs. This will enhance youth employment and reduce unemployment among graduates by creating a clear career pathway from internship to permanent positions.
2. Stipend Increment: The current internship stipend is insufficient to meet living costs. We propose an increment and standardization of stipend rates to reflect market conditions and ensure interns can focus on gaining practical experience without financial hardship. An adjustable stipend scale tied to sector and experience would promote equitable compensation.

These recommendations align with the Bill's objective of establishing an equitable internship framework and strengthening the link between education and the labour market.

- **General submissions were considered but did not yield any additional amendments. The concerns raised about the stipend have been addressed in the Bill as well as the Committee's amendments to Clause 10. On the concerns on transition to permanent and pensionable terms, established positions are filled on competitive terms in accordance with Article 232 of the Constitution of Kenya.**