

REPUBLIC OF KENYA



Rt. Hon. Speaker*
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Clerk of the Senate/Secretary, PSC
Date: 26/03/26
[Signature]

THE SENATE

THIRTEENTH PARLIAMENT | FIFTH SESSION

STANDING COMMITTEE ON AGRICULTURE, LIVESTOCK AND
FISHERIES

REPORT ON THE LIVESTOCK PROTECTION AND SUSTAINABILITY
BILL, 2024 (SENATE BILLS NO. 32 OF 2024)

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COMMITTEE	of Chair Agriculture, Livestock
CLERK AT THE TABLE	Chang



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NAIROBI.

[Signature]
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MARCH, 2026

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LIST OF ABBREVIATIONS/ACRONYMS

ADC:	Agricultural Development Corporation
CoG:	Council of Governors
CECM:	County Executive Committee Member
CS:	Cabinet Secretary
GDP:	Gross Domestic Product
KLDC:	Kenya Leather Development Council
KMC:	Kenya Meat Commission
KDB:	Kenya Dairy Board
MOALF:	Ministry of Agriculture, Livestock and Fisheries
NIA:	National Irrigation Authority

PREFACE

Establishment and Mandate of the Committee

The Standing Committee on Agriculture, Livestock and Fisheries is established under standing order 228(3) of the Senate Standing Orders and is mandated to consider all matters relating to agriculture, irrigation, livestock, fisheries development and veterinary services.

Composition of the Committee

The committee is comprised of the following Members;

1. Sen. David Wafula Wakoli, MP -	Chairperson
2. Sen. Alexander Munyi Mundigi, MP -	Vice-Chairperson
3. Sen. Moses Otieno Kajwang', CBS, MP -	Member
4. Sen. Wahome Wamatinga, MP -	Member
5. Sen. Mwenda Gataya (Mo Fire), CBS, MP -	Member
6. Sen. Sheikh Mohamed Abbas, CBS, MP -	Member
7. Sen. Catherine Muma, MP -	Member
8. Sen. (Prof.) Tom Ojienda, SC MP -	Member
9. Sen. Hezena Lemaletin, MP -	Member

In undertaking its mandate, the Committee oversees the following State Departments-

1. Ministry of Agriculture and Livestock Development;
(i) The State Department for Crops Development; and
(ii) The State Department for Livestock Development.
2. Ministry of Sanitation, Water and Irrigation;
(i) State Department for Irrigation.
3. Ministry of Mining, Blue Economy and Fisheries;
(i) State Department for Blue Economy and Fisheries.

The Committee also oversees the following State Agencies among others-

1. Agriculture and Food Authority (AFA);
2. Agricultural Finance Corporation (AFC);
3. Agricultural Development Corporation (ADC);
4. Kenya Veterinary Vaccine Production Board (KVVPB);
5. Kenya Veterinary Board (KVB);
6. Kenya Meat Commission (KMC);

- 7. Kenya Dairy Board (KDB);
- 8. Kenya Leather Development Council (KLDC);
- 9. Kenya Fisheries Service (KFS);
- 10. Kenya Fish Marketing Authority (KFMA);
- 11. Kenya Marine and Fisheries Research Institute (KEMFRI);
- 12. Kenya Fishing Industries Corporation; and
- 13. National Irrigation Board (NIB).

The Committee also works closely with the Council of Governors (CoG), and the County Assemblies Forum (CAF) and non-state actors including among others-

- 1. Kenya Private Sector Alliance (KEPSA);
- 2. Agricultural Council of Kenya (AgCK);
- 3. Food and Agriculture Organization (FAO);
- 4. Kenya National Farmers' Federation (KENAFF);
- 5. Centre for Agriculture and Bioscience International (CABI); and
- 6. Agricultural Industry Forum (AIF).

CHAIRPERSON'S FOREWORD

Honourable Speaker,

The Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) is a legislative proposal seeking to establish a legal framework for safeguarding the livestock sector from the adverse effects of drought and promoting sustainability. The livestock sector remains a cornerstone of the national economy and a critical source of livelihood for millions of Kenyans, particularly in arid and semi-arid lands (ASALs).

The Bill proposes several key interventions, including the establishment of a National Livestock Feeds Reserve, the creation of County Livestock Enterprise Development Funds, and the formulation of county-level drought resilience plans. Its overarching goal is to enhance the resilience of our livestock farmers and pastoralists against the increasing frequency and severity of climate-induced shocks.

This report presents the observations, findings and recommendations of the Committee following a process of public participation and stakeholder engagement. We received submissions from a wide array of stakeholders, including the Ministry of Agriculture, the Council of Governors, and individual citizens, whose insights have been invaluable in shaping our deliberations.

Honourable Speaker,

The Committee observed that the Bill is too general to be operationally effective. The bill also places significant emphasis on short-term emergency responses, particularly feed reserves, without adequately addressing long-term resilience measures critical to the sustainability of the livestock sector. These may include water security, climate-smart livestock infrastructure, market access, value addition, household food security for pastoralist communities, and clear access protocols for counties during emergencies. The absence of defined triggers, timelines, and quality assurance mechanisms for the proposed feed reserves also raised concerns regarding timely and equitable access during crises. The Committee further observed that the Bill places significant emphasis on policy formulation and planning, while leaving critical aspects of execution to future regulations or discretionary action.

In addition, the Committee noted gaps in provisions relating to marketing, value chain development, and public-private partnerships, which are essential to preventing wastage of surplus livestock products and stabilizing incomes during and after emergencies.

The Committee is therefore of the view that, without greater specificity and practical mechanisms, the Bill risks becoming another policy framework that appears comprehensive on paper but delivers little impact on the ground, particularly for livestock farmers and pastoralist communities most affected by drought.

Honourable Speaker,

The Committee therefore recommends a series of amendments to make the Bill comprehensive and operational. These include: aligning the functions of the Cabinet Secretary with the objectives of the Bill; broadening the scope of the Livestock Risk Data Management System beyond drought to capture multi-hazard risks and establish clear triggers; enlarging the mandate of the National Livestock Feeds Reserve to cover all adverse conditions; strengthening county-level resilience planning through County Livestock Resilience Plans; and broadening the regulation-making powers of the Cabinet Secretary to cover the new clauses introduced in the Bill.

Further, the Committee recommends insertion of new clauses to provide for Early Warning Trigger Alerts, Early Livestock Offtake Interventions, Value Addition and Marketing of Livestock and Livestock Products, and Genetic Improvement and Breed Resilience. The long title of the Bill is also amended to reflect its expanded scope, covering floods, pest invasions, disease outbreaks, and other disasters.

Honourable Speaker,

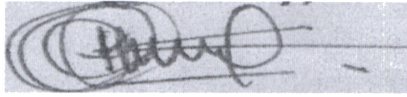
May I take this opportunity to commend the Members of the Committee for their commitment to duty, which made the consideration of the Bill successful.

I also wish to thank the Offices of the Speaker and the Clerk of the Senate for the support extended to the Committee in undertaking this important assignment. Lastly, I wish to thank the stakeholders who appeared before the Committee to present their comments on the Bill.

Honourable Speaker,

It is now my pleasant duty, pursuant to standing order 148 (1), to present the Report of the Standing Committee on Agriculture, Livestock and Fisheries on The Livestock Protection And Sustainability Bill, 2024 (Senate Bills No. 32 of 2024).

Signed



Date: 19th March, 2026

Sen. David Wafula Wakoli, CBS, M.P,

Chairperson,

Standing Committee on Agriculture, Livestock and Fisheries

CHAPTER ONE:

BACKGROUND OF THE BILL

1.1. Background

1. The Livestock Protection and Sustainability Bill, 2024, was published in the Kenya Gazette Supplement No. 112 on 31st May 2024 and read for the first time in the Senate on 6th August 2024. The Bill was subsequently committed to the Standing Committee on Agriculture, Livestock, and Fisheries for consideration.
2. The principal object of the Bill is to provide a legal framework for safeguarding livestock from adverse conditions, including drought, and to provide for sustainable practices to alleviate the effects of drought on livestock farmers. The Bill is sponsored by Sen. (Dr.) Lelegwe Ltumbesi, MP.
3. The Bill proposes several key structures and mechanisms:
 - (a) Delineation of roles for the national and county governments.
 - (b) Establishment of a Feeds Risk Management System and a National Livestock Feeds Reserve.
 - (c) Mandatory development of County Drought Resilience Plans.
 - (d) Creation of County Livestock Enterprise Development Funds in eligible counties.

1.2 Analysis on the Livestock Sector in Kenya

4. Kenya's livestock sector is a critical pillar of the agricultural economy, supporting the livelihoods of approximately 10 million Kenyans, predominantly in the arid and semi-arid lands (ASALs). The sector contributes about 12% of the Agricultural GDP and about 42% of the agricultural employment. It is a key source of food, income, and socio-cultural wealth for pastoralist and agro-pastoralist communities.
5. Despite its importance, the sector faces perennial and escalating challenges. Climate change has exacerbated the frequency and severity of droughts, leading to massive livestock losses, diminished productivity, and heightened food insecurity. Other challenges include disease outbreaks, limited access to quality feed and water, market volatility, and conflicts over scarce resources.
6. Existing interventions have often been reactive and fragmented, lacking a cohesive, legally backed national strategy. The absence of strategic feed reserves, inadequate funding for emergency response and resilience-building, and weak coordination

between national and county governments have hampered effective sectoral transformation. The proposed Bill seeks to address these systemic gaps by instituting a proactive and structured approach to livestock protection and sustainability.

1.3. Overview of the Bill

7. The Livestock Protection and Sustainability Bill, 2024 seeks to establish a legal framework for safeguarding livestock from adverse conditions, particularly drought, while promoting sustainable livestock management practices.
8. The Bill is structured into five Parts.

Part I contains preliminary provisions, including the short title and interpretation. It defines key terms such as livestock, drought, disaster, livestock feed, and livestock products, providing the conceptual foundation for the application of the Act.

Part II sets out the respective roles of the National and County Governments. The National Government is mandated to;

- (a) establish national policies on livestock management, disaster mitigation, and feed reserve strategies;
- (b) collaborate with counties to set standards for pasture, water management, and conservation of natural resources; and,
- (c) provide overarching guidance and technical assistance to counties in matters of livestock.

The County Government is mandated to;

- (a) develop and implement strategies for the protection of livestock from diseases, disasters, and other potential threats, aligned with national policies;
- (b) promote sustainable livestock farming practices ensuring minimal environmental impact and efficient resource utilization;
- (c) monitor feed risks associated with disasters and emergencies and establish a strategic livestock feed reserve within the county;
- (d) develop, implement, and maintain a data management system for information on livestock health, feed risks, and related concerns;
- (e) collaborate with local stakeholders, including farmer associations, value chain actors, and livestock-based cooperatives, to integrate protection, sustainability, and emergency response efforts;

- (f) facilitate mechanisms for accessing, harvesting, and storing water for livestock and promote programmes for livestock insurance uptake;
- (g) link small-scale livestock farmers with off-takers, post-harvest storage providers, processors, and other key players in the livestock value chain;
- (h) enforce national standards on pasture, water management, and conservation of natural resources at the county level;
- (i) establish and maintain fodder banks in designated areas and provide incentives for preservation of livestock products during times of oversupply;
- (j) carry out capacity-building, training, emergency preparedness, and disaster mitigation within the county's livestock sector; and
- (k) collaborate with the national government to implement emergency measures to mitigate disasters affecting livestock.

Part III introduces livestock protection and sustainability measures. It establishes a Feeds Risk Data Management System to collect, analyse, and disseminate information on livestock feed availability, quality, and accessibility, particularly during disasters and emergencies. The system is intended to support evidence-based decision-making through continuous monitoring, risk assessment, regular reporting, and the timely sharing of information with stakeholders and the public using multiple communication platforms.

The Bill also establishes the National Livestock Feeds Reserve as a strategic mechanism to provide emergency feed supplies during drought, stabilise feed availability and prices, and promote the efficient and sustainable use of feed resources. In addition, it requires county governments to develop and implement County Drought Resilience Plans informed by drought risk assessments, climate trends, and the specific needs of their livestock sectors. Counties are required to allocate between 0.5% and 1% of their annual budgets towards implementation of the plans and to report annually to their County Assemblies on progress made.

Part IV of the Bill provides for the establishment of a County Livestock Enterprise Development Fund in counties where livestock farming significantly contributes to the local economy. The Fund is to be established through county legislation and financed through allocations by County Assemblies, income generated from the Fund and its investments, and other lawful sources. Its purpose is to support the livestock sector through grants for emergency interventions, loans for restocking after drought-related losses, and credit facilities for livestock owners, pastoralists, and livestock-related micro, small, and medium enterprises, with counties applying nationally developed

criteria refined to reflect local realities and approved by County Assemblies—to determine eligibility for establishing the Fund.

Part V grants the Cabinet Secretary, in consultation with the Council of County Governors, the power to make regulations for the effective implementation of the Act. The regulations may address, among other matters, the declaration of particular animals as livestock for purposes of the Act, the management and operation of the National Livestock Feeds Reserve, and the storage, maintenance, and distribution of feed resources, thereby providing the regulatory framework necessary to operationalise the Act's provisions.

CHAPTER TWO:

PUBLIC PARTICIPATION AND STAKEHOLDER SUBMISSIONS

2.1. Overview of Public Participation

9. Pursuant to its mandate, the Committee conducted public participation on the Bill, inviting written and oral submissions from stakeholders. Advertisements were placed in major newspapers, and notices were posted on the Parliament website.
10. The Committee received and analyzed submissions from key stakeholders, including:
 - (a) The Ministry of Agriculture, Livestock and Fisheries (MOALF)
 - (b) The Council of Governors (CoG)
 - (c) Caleb Kiriinya (Concerned Citizen)
 - (d) Wilson Nyenze (Citizen)
 - (e) Zinzi Mutiso (Citizen)
11. The Committee also acknowledged submissions from Namunyak Women Self Help Group, Nature Kenya, and Tekin Saeko, which were found to relate to a different, deferred bill (The Livestock Bill, 2024, National Assembly Bills No. 34 of 2024) and were therefore not considered in this report.

2.2. Submissions from Stakeholders and Committee Resolution

Long title

12. **MOALF Submission:** proposed refocusing the entire Bill to provide for emergencies and establish a funding mechanism for the livestock sector in line with the objective and exclude development functions.
13. **Committee Resolution:** The Committee rejected the proposal as it lacked clarity and did not sufficiently specify the aspects of the Bill that were inconsistent with its stated objective.

Interpretation section

14. **MOALF Submissions:** Proposed that the bill should provide clear interpretations for a new proposal on a National Fund in addition to the already proposed County Fund.

15. **Committee Resolution:** The Committee rejected the proposal to have a dual fund. They noted that the national government could support counties through a coordinated policy framework rather than a separate fund.

Part II: Roles of National and County Governments

Clause 3: Role of the National Government

16. **MOALF Submission:** Argued that the roles assigned to the Cabinet Secretary are too broad and go beyond the scope of the Bill, which should be focused on emergencies and sustainability. Recommended recasting the roles to focus specifically on safeguarding livestock and providing for sustainable practices to alleviate the effects of drought.
17. **Council of Governors Submission:** Proposed an amendment to Clause 3 to mandate that the Cabinet Secretary shall, "in consultation with the Council of County Governors," formulate national policies. This is to ensure that county governments are integrally involved in policy formulation for easier cascading and implementation at the local level.
18. **Committee Resolution:** The Committee agreed that the roles of the two levels of government should be refined to align more closely with the Bill's core objective of safeguarding livestock from adverse conditions, including drought, while promoting sustainability. However, the Committee rejected the Council of Governors' proposal to amend clause 3 to require the Cabinet Secretary to act "in consultation with the Council of County Governors," noting that clause 3 exclusively sets out the role of the national government.

Part III: Livestock Protection and Sustainability Measures

Clause 5, 6 and 7.

19. **MOALF Submissions:** Noted that the contingency measures in the Bill (Clauses 5, 6, and 7) are not exhaustive enough to address the majority of livestock sector emergencies, which extend beyond drought to include floods, diseases, and pests.
20. **Committee Resolution:** The Committee supported the need to broaden the scope of the Bill's protective measures to encompass a wider range of disasters, as defined in the interpretation clause.

21. Clause 6: National Livestock Feed Reserve

21. **Council of Governors Submission:** Proposed the insertion of new sub-clauses to create a clear framework for counties to access the National Feed Reserve. The proposal includes:

- (a) A provision allowing a CECM to request support from the Cabinet Secretary during a disaster.
- (b) A mandate for the CS to make regulations, in consultation with the CoG, on the procedures for accessing the reserve.

22. **Caleb Kiriinya (Citizen):** Raised concerns about potential conflicts of interest and quality control in the selection of warehouses for the feed reserve, citing past scandals with fertilizer. Questioned how the Bill plans to address these risks.

22. **Committee Resolution:** The Committee found merit in establishing a clear, regulated process for county access to the National Reserve. Furthermore, they agreed that regulations must include stringent quality assurance and anti-corruption measures for the management of the reserve, including warehouse selection.

Clause 7: County Drought Resilience Plan

23. **Council of Governors Submission:** Recommended replacing the term "drought" with "disaster" in the title and body of the clause to make the plan all-encompassing and adaptive to various hazards like floods, diseases, and pest infestations.

24. **Caleb Kiriinya (Citizen):** Expressed concern about potential duplication of effort among counties in developing these plans and the lack of clear consequences for counties that fail to allocate the mandated 0.5% of their annual budget to the plan. Also questioned the adequacy of oversight for the use of these funds.

25. **Committee Resolution:** The Committee supported amending the clause to a "County Disaster Resilience Plan" to reflect a multi-hazard approach, they proposed to amend to be even more precise and rename it County Livestock Disaster Resilience Plan. It also agreed that the Bill must be strengthened to include a clear monitoring and evaluation framework, with reporting obligations to the county assembly, to ensure accountability for the allocated resources.

Part IV: County Livestock Enterprise Development Fund

Clause 8 & 9: Establishment and Purpose of the Fund

23. **MOALF Submission:** Made a proposal to create a new "Livestock Sector Support Fund" at the national level to support emergency interventions and sustainability, in addition to the county fund. This was seen as addressing a gap in national-level financing for livestock emergencies.
24. **Council of Governors Submission:** Proposed amending the purpose of the County Fund under Clause 9 to include "Development of the livestock sector in the County" and "Establishment and management of strategic livestock feed reserves," broadening its scope.
25. **Wilson Nyenze (Citizen):** Suggested limiting the amount of money that can be reinvested from the Fund's income to 15% to maintain operational cash flow for emergencies.
26. **Caleb Kiriinya (Citizen):** Raised a red flag regarding the inclusion of "gifts" as a source of monies for the Fund (Clause 8(2)(d)), warning that this could open the door to bribery and compromise the Fund's integrity.
27. **Committee Resolution:** The Committee deliberated on the submissions and resolved as follows:
- (a) **On the MOALF proposal (National Livestock Sector Support Fund):** The Committee rejected the creation of a parallel national-level fund, emphasizing that dual funds would risk duplication, inefficiency, and blurred accountability. It recommended instead strengthening the County Fund framework and enhancing intergovernmental coordination for emergencies.
 - (b) **On the Council of Governors proposal:** The Committee noted that the proposed amendment to Clause 9, by focusing on livestock development and strategic feed reserves, shifts the Fund's purpose from its original emphasis on emergency response and resilience-building toward long-term economic development. While supportive of county-level resilience measures, the Committee cautioned against diluting the Fund's emergency mandate and recommended that any development-oriented functions be clearly distinguished from emergency financing.
 - (c) **On Wilson Nyenze's proposal:** The Committee considered the suggestion to cap reinvestment of Fund income at 15%. However, it resolved to delete Clause 8(2)(c) entirely, noting that the Fund does not accumulate surplus beyond the financial year and therefore lacks financial continuity to support investments.

This ensures the Fund remains strictly focused on emergency liquidity rather than speculative reinvestment.

- (d) On Caleb Kiriinya's proposal:** The Committee noted the concern that including “gifts” as a source of monies under Clause 8(2)(d) could expose the Fund to risks of bribery or undue influence. However, it resolved that there is no inherent issue with gifts being donated to the Fund, provided they are received and managed in accordance with the Public Finance Management framework, which already sets out clear procedures for transparency, accountability, and audit. The Committee emphasized that excluding gifts altogether would unnecessarily lock out legitimate contributions that could strengthen the Fund's resource base.

Clause 10: Criteria for Establishment of the Fund.

28. **Caleb Kiriinya (Citizen):** Criticized the Bill for failing to outline clear criteria for issuing grants and loans to livestock owners. Raised concerns about whether collateral would be required, what would happen in case of loan default, and how the Bill would protect farmers from predatory lending practices.

29. **Committee Resolution:** The Committee acknowledged the validity of these concerns but noted that the Bill already provides a framework under PART VI – Miscellaneous Provisions, Clause 11 for the Cabinet Secretary, in consultation with the Council of County Governors, to make regulations for the better carrying out of the Act. Specifically, Clause 11(2) empowers the Cabinet Secretary to make regulations on operational matters. The Committee therefore proposed that the regulation-making power under Clause 11 be expanded to expressly include the issuance of grants and loans to livestock owners, covering criteria for eligibility, collateral requirements, loan recovery mechanisms, and safeguards against predatory lending.

Miscellaneous Provisions and General Comments

Clause 11: Regulations

30. **MOALF Submission:** Recommended that the regulation-making powers should specifically address the operationalization of the proposed national fund and mechanisms for addressing livestock sector emergencies.

31. Committee Resolution: The Committee supported this view, recommending that the regulation-making clause be expanded to provide a detailed list of matters to be addressed.

General Comments

32. MOALF Submission: Urged a comprehensive review of the entire Bill to sharpen its focus on addressing livestock sector emergencies and sustainability with clear financing mechanisms. Argued that broader "development" functions should be left to other specialized legislation.

33. Committee Resolution: The Committee acknowledged this general comment and took it into consideration, emphasizing that the Bill's primary scope is emergency response and resilience.

34. Wilson Nyenze (Citizen): Proposed introducing a jail term of 15 years with no option of fine for misappropriation of funds, and holding County Executive Committee members personally liable. He argued that misappropriation of funds threatens national food security, which he equated to treason.

35. Committee Resolution: Proposal rejected. The Committee noted that the Public Finance Management (PFM) Act already comprehensively addresses misappropriation of public funds, with strict penalties including imprisonment, fines, or both. Personal liability of public officers is already covered under existing law.

36. Caleb Kiriinya (Citizen): Presented a comprehensive critique, recommending that the Senate *"reject or withdraw this Bill."* His key arguments included:

- (a) The Bill duplicates existing initiatives (e.g., livestock insurance, water conservation) and overlaps with the withdrawn Livestock Bill 2024.
- (b) Excessive powers given to the Cabinet Secretary, with limited oversight.
- (c) Establishment of the National Livestock Feeds Reserve without safeguards against poor quality or conflicts of interest in warehouse selection.
- (d) County drought resilience plans risk duplication of information and lack enforcement mechanisms if counties fail to allocate 0.5% of their budgets.
- (e) Clause 8(2)(d) allowing "gifts" into the County Fund could compromise integrity.
- (f) Lack of clear criteria for issuing grants and loans, raising fears of collateral requirements, defaults, and predatory lending.

37. Committee Resolution: The Committee acknowledged the depth of these concerns. It noted that:

- (a) While some counties have indeed implemented initiatives like water storage and livestock insurance, others have not, leaving gaps in resilience. A national framework is therefore necessary to ensure uniformity and minimum standards across all counties. Counties can always tailor their own legislation to address specific local realities. On the question of duplication, the Committee clarified that the withdrawn Livestock Bill did not address emergency measures, and therefore there is no duplication with the current Bill, which is focused on emergency response and sustainability. Oversight of Cabinet Secretary powers can be strengthened via consultation and regulation-making under Clause 11.
- (b) the Cabinet Secretary's powers to make regulations under Clause 11 are not absolute. They are subject to the requirements of the Statutory Instruments Act, which mandates public participation, stakeholder engagement, and parliamentary scrutiny before any regulation can take effect. This ensures that regulations are developed transparently, with input from affected stakeholders, and cannot be imposed unilaterally. County drought resilience plans need stronger oversight and compliance mechanisms.
- (c) On the establishment of the National Livestock Feeds Reserve, the Committee acknowledged concerns about poor quality and conflicts of interest in warehouse selection. It resolved that these safeguards will be addressed through regulations under Clause 11, which will set standards for feed quality assurance, inspection, and certification, as well as transparent criteria for warehouse selection to prevent conflicts of interest.
- (d) The Committee agreed that duplication of information is a valid concern but emphasized that the requirement ensures uniform minimum standards while allowing counties to tailor strategies to their specific contexts. On enforcement, the Committee clarified that since the 0.5% allocation is a statutory requirement, failure to comply will automatically trigger an audit query under the Public Finance Management (PFM) Act. Counties that do not allocate the funds will therefore be dealt with through existing audit and accountability mechanisms, ensuring compliance without the need for additional penalties in the Bill.
- (e) including "gifts" as a source of monies under Clause 8(2)(d) could expose the Fund to risks of bribery or undue influence. However, it resolved that there is no inherent issue with gifts being donated to the Fund, provided they are received and managed in accordance with the Public Finance Management framework, which already sets out clear procedures for transparency, accountability, and audit.

The Committee emphasized that excluding gifts altogether would unnecessarily lock out legitimate contributions that could strengthen the Fund's resource base. Instead, it recommended retaining "gifts" as a permissible source.

- (f) On grants and loans, the Committee proposed expanding Clause 11 regulation-making powers to cover eligibility criteria, collateral rules, loan recovery, and protection against predatory lending.

CHAPTER THREE:

COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

3.1. Committee Observations

38. The Committee made the following observations:

1. Operational Effectiveness and Specificity

The Committee observed that while regulations are important for providing technical and procedural detail, the Bill leaves too many substantive issues to be addressed through future regulations, thereby undermining its operational effectiveness. Matters such as triggers and timelines for activating emergency interventions, access protocols for counties to draw from the National Livestock Feeds Reserve, and principles for fair allocation of feed reserves are central safeguards that should be embedded in the primary legislation to guarantee predictability, equity, and accountability. By contrast, technical standards such as the design of data systems, reporting formats, or feed quality specifications, as well as procedural details like submission processes and monitoring frameworks, may appropriately be left to regulations.

2. Scope and Title of the Bill

The Committee observed that while the Bill is titled as a broad livestock protection and sustainability framework, its substantive provisions concentrate on drought-related interventions such as feed reserves, fodder banks, and county drought resilience plans. The further observed that if the sponsor's intention is to focus solely on drought, the Bill should be renamed to reflect drought resilience and protection. Alternatively, if the objective is to provide comprehensive livestock protection, the Bill should be redrafted to include other disasters such as floods, pest invasions, and disease outbreaks, and to ensure that clear measures are provided to address these hazards alongside drought.

3. Pasture, Water Management, and Conservation

The Committee observed that effective livestock protection requires explicit provisions on water security and natural resource conservation, as these are inseparable from feed availability and livestock survival. Without a dedicated section, the Bill risks treating these critical measures as peripheral rather than foundational to sustainability.

4. Lack of Long-Term Resilience Measures

The Committee observed that the Bill focuses heavily on short-term emergency responses, particularly feed reserves, while failing to provide for long-term sustainability strategies that are critical to preparing communities for future shocks. The Bill does not address household food reserves for pastoralist families, nor does it provide for investment in climate-smart livestock infrastructure such as solar-powered boreholes, mobile abattoirs, water harvesting systems, and shaded livestock enclosures. It also omits early warning and forecast-based action systems, genetic improvement and breed resilience programmes. The Committee emphasised that even if feeds are available, without sufficient water livestock will still die. Any comprehensive livestock protection and sustainability law must therefore integrate both feed, food and water security together.

5. Missing Marketing and Value Addition Provisions

The Committee further observed that the Bill does not substantively address marketing, value chain development, or value addition, which are essential to stabilising incomes and preventing wastage of surplus livestock products. Surplus production typically occurs during periods of good season, when milk, meat, and other livestock products are produced in excess of immediate consumption needs. Without mechanisms to absorb this surplus, products often go to waste, and prices collapse, leaving farmers vulnerable.

The Bill fails to provide for processing and preservation of excess products through value addition such as converting surplus milk into powder or cheese, or canning meat, supporting market linkages and emergency offtake programmes to stabilise prices during droughts, or encouraging public–private partnerships to expand storage, processing, and distribution networks. By omitting these measures, the Bill risks focusing narrowly on emergency inputs while neglecting the broader economic sustainability of the livestock sector. Value addition and market access are critical to ensuring that pastoralist and farming communities can maintain stable incomes during both surplus and scarcity periods.

6. Roles of the National and County Governments

The Committee observed that several of the roles assigned to both the Cabinet Secretary under clause 3 and county governments under clause 4 extend beyond the Bill's intended scope. While the Bill is designed to safeguard livestock from adverse conditions such as drought and to promote sustainability, some of the functions provided are framed in terms of general livestock sector management.

7. Scope of Protective Measures

The Committee observed that the Bill defines "livestock" broadly to include cattle, camels, donkeys, pigs, sheep, goats, and poultry (Clause 2). This definition ensures that all categories of livestock farmers fall within the scope of the Bill. However, despite this inclusive definition, the substantive measures provided in Clauses 5, 6, and 7 focus almost exclusively on drought-related interventions such as feed reserves and fodder banks. While the Bill assigns functions to both the National and County Governments that reference "diseases, disasters, and other potential threats," these provisions remain general and lack detailed mechanisms for addressing floods, pest invasions, or livestock disease outbreaks. As a result, although all livestock farmers are technically covered under the Bill, the actual protective measures are narrowly tailored to drought, leaving farmers vulnerable to other hazards. The Committee observed that the Bill places disproportionate emphasis on drought as the primary threat to livestock, while failing to adequately address other major risks such as floods, pest invasions, and disease outbreaks. Clauses 5, 6, and 7, which set out contingency measures, are not sufficiently comprehensive to cover the full range of emergencies that impact the livestock sector. By focusing narrowly on drought, the Bill risks leaving farmers and pastoralist communities vulnerable to other equally destructive disasters.

3.2. Committee Recommendations

39. The Committee therefore recommends that the Senate pass the Bill with the following amendments:

1. Clause 3

The Committee recommends amendment of Clause 3 to align the functions of the Cabinet Secretary with the objectives of the Bill. Specifically, the Cabinet Secretary should be mandated to establish national livestock disaster policies, oversee the National Livestock Feeds Reserve, coordinate early livestock offtake interventions, develop national standards on pasture management and water security, integrate the Livestock Risk Data Management System with national early warning frameworks, promote market stabilisation and value addition measures, and provide technical assistance to county governments.

2. Clause 5

The Committee recommends amendment of Clause 5 to establish a Livestock Risk Data Management System under the Cabinet Secretary, in consultation with the Council of County Governors, to broaden the scope which previously focused only on drought-related data. The System should capture information on feed availability, pasture conditions, water resources, disease outbreaks, pest invasions, floods, droughts, and market volatility, integrate meteorological and veterinary surveillance, and provide clear evidence-based triggers for activating emergency interventions. This ensures that livestock disaster management is comprehensive, predictable, and responsive to multiple hazards.

3. Clause 6

The Committee recommends amendment of Clause 6 to broaden the objectives of the National Livestock Feeds Reserve so that it is not limited to drought but applies to all adverse conditions that disrupt feed availability.

4. Clause 7

The Committee recommends amendment of Clause 7 to require county governments to prepare and implement County Livestock Resilience Plans that address not only drought but also floods, pest invasions, disease outbreaks, and other disasters. The Plans should embed measures for feed security, water security, climate trend analysis, resilience strategies, and monitoring frameworks tailored to county needs.

5. Clause 9

The Committee recommends the amendment of Clause 9(c) to broaden the scope which previously focused only on drought. The Fund becomes a more comprehensive instrument for supporting restocking and recovery across multiple risks, ensuring equity and resilience for livestock farmers and pastoralist communities.

6. Clause 11

The Committee recommends amendment of Clause 11 to broaden the regulation-making powers of the Cabinet Secretary so that they encompass the new clauses established in the Bill.

7. Clause 5A

The Committee recommends insertion of Clause 5A to provide for Early Warning Trigger Alerts to be issued by the Cabinet Secretary whenever the Livestock Risk Data Management System indicates elevated risk. This addresses the gap in the original Bill, which lacked predictable and transparent mechanisms for activating interventions, and ensures timely communication to counties and stakeholders.

8. Clause 5B

The Committee recommends insertion of Clause 5B to provide for Early Livestock Offtake Interventions initiated by the Cabinet Secretary in consultation with counties. This fills the gap in the Bill where no measures existed to prevent distress sales, reduce pressure on pasture and water, and stabilise farmer incomes during shocks.

9. Clause 5C

The Committee recommends insertion of Clause 5C to provide for Value Addition and Marketing of Livestock and Livestock Products, including processing, preservation, aggregation centres, cold chain infrastructure, and structured market linkages.

10. Clause 5D

The Committee recommends insertion of Clause 5D to provide for Genetic Improvement and Breed Resilience, including selective breeding, conservation of indigenous genetic resources, and strengthening biosecurity. This fills the gap in the Bill where long-term resilience measures were absent, ensuring adaptive capacity and productivity of livestock in the face of climate shocks and disease threats.

11. Long Title

The Committee recommends amendment of the long title of the Bill to broaden its scope to cover floods, pest invasions, disease outbreaks, and other disasters. This addresses the Committee's observation that the Bill's scope was narrowly tailored to drought and ensures comprehensive livestock protection and sustainability.

LIST OF APPENDICES

- Appendix 1: Minutes of the Committee Meetings
- Appendix 2: The Livestock Protection and Sustainability Bill, 2024
- Appendix 3: Public Participation Advertisements
- Appendix 4: Stakeholder Submissions Matrix
- Appendix 5: Proposed Amendments to the Bill
- Appendix 6: Copies of Stakeholder Submissions



**MINUTES OF THE ONE HUNDRED AND SIXTY EIGHTH MEETING OF THE
STANDING COMMITTEE ON AGRICULTURE, LIVESTOCK AND
FISHERIES, HELD ON TUESDAY, 20TH MAY, 2025, IN COMMITTEE ROOM
5, MAIN PARLIAMENT BUILDINGS AT 10:00 A.M.**

PRESENT

- | | | |
|--|---|---------------------------|
| 1. Sen. David Wafula Wakoli, MP | - | Chairperson |
| 2. Sen. Alexander Munyi Mundigi, MP | - | Vice-Chairperson |
| 3. Sen. Mwenda Gataya (Mo Fire), CBS, MP | - | Member |
| 4. Sen. Wahome Wamatinga, MP | - | Member (<i>Virtual</i>) |
| 5. Sen. Sheikh Mohamed Abbas, CBS, MP | - | Member (<i>Virtual</i>) |
| 6. Sen. (Prof.) Tom Ojienda, SC MP | - | Member (<i>Virtual</i>) |

ABSENT WITH APOLOGIES

- | | | |
|---------------------------------|---|--------|
| 1. Sen. Catherine Muma, MP | - | Member |
| 2. Sen. Moses Kajwang', CBS, MP | - | Member |
| 3. Sen. Hezena Lemaletian, MP | - | Member |

SECRETARIAT

- | | | |
|--------------------------|---|-------------------------|
| 1. Mr. Peter Mulesi | - | Clerk Assistant I |
| 2. Ms. Caroline Njue | - | Clerk Assistant II |
| 3. Ms. Winnie Atieno | - | Audio Officer |
| 4. Mr. Hillary Cheruiyot | - | Research Officer III |
| 5. Mr. Solomon Alubala | - | Fiscal Analyst III |
| 6. Ms. Sarah Rukwaro | - | SAA |
| 7. Ms. Juliet Masinde | - | Media Relations Officer |

MIN/SEN/SCA/1107/2025 -

PRELIMINARIES

The meeting was called to order at 10:30 a.m. followed by a word of prayer and introductions.

MIN/SEN/SCA/1108/2025 -

ADOPTION OF THE AGENDA

The agenda was adopted after being proposed by Sen. Alexander Mundigi, MP and seconded by Sen. Wahome Wamatinga, MP as follows –

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of:
 - a) Minutes of the One Hundred and Fifty Seventh sitting held on Wednesday, 26th March, 2025 at 9:00 a.m.;
 - b) Minutes of the One Hundred and Fifty Eighth sitting held on Wednesday, 26th March, 2025 at 2:00 p.m.;
 - c) Minutes of the One Hundred and Fifty Ninth sitting held on Tuesday, 8th April, 2025 at 10:00 a.m.;
 - d) Minutes of the One Hundred and Sixtieth sitting held on Thursday, 10th April, 2025 at 10:00 a.m.;
 - e) Minutes of the One Hundred and Sixty First sitting held on Thursday, 17th April, 2025 at 10:00 a.m.;
 - f) Minutes of the One Hundred and Sixty Second sitting held on Tuesday, 6th May, 2025 at 10:00 a.m.; and
 - g) Minutes of the One Hundred and Sixty Third sitting held on Thursday, 8th May, 2025 at 10:00 a.m.
4. Consideration of the Committee Stakeholder submissions on the Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) (*Committee Paper No. 128*).
5. Any Other Business; and
6. Date of the Next Meeting and Adjournment.

MIN/SEN/SCA/1109/2025 - CONFIRMATION OF MINUTES OF THE PREVIOUS SITTING

The Minutes of the One Hundred and Fifty Seventh sitting held on Wednesday, 26th March, 2025 at 9:00 a.m. were confirmed as a true record of the proceedings having been proposed by Sen. Abbas Sheikh, CBS, MP and seconded by Sen. Alexander Mundigi, MP.

The Minutes of the One Hundred and Fifty Eighth sitting held on Wednesday, 26th March, 2025 at 2:00 p.m. were confirmed as a true record of the proceedings having been proposed by Sen. Abbas Sheikh, CBS, MP and seconded by Sen. Alexander Mundigi, MP.

Minutes of the One Hundred and Fifty Ninth sitting held on Tuesday, 8th April, 2025 at 10:00 a.m. were confirmed as a true record of the proceedings having been proposed by Sen. Abbas Sheikh, CBS, MP and seconded by Sen. Alexander Mundigi, MP.

The Minutes of the One Hundred and Sixtieth sitting held on Thursday, 10th April, 2025 at 10:00 a.m. were confirmed as a true record of the proceedings having been proposed by Sen. Wahome Wamatinga, MP and seconded by Sen. Alexander Mundigi, MP.

The Minutes of the One Hundred and Sixty First sitting held on Thursday, 17th April, 2025 at 10:00 a.m. were confirmed as a true record of the proceedings having been proposed by Sen. Mwenda Gataya Mo Fire, CBS, MP and seconded by Sen. Wahome Wamatinga, MP

The Minutes of the One Hundred and Sixty Third sitting held on Thursday, 8th May, 2025 at 10:00 a.m. were confirmed as a true record of the proceedings having been proposed by Sen. Alexander Mundigi, MP and seconded by Sen. Abbas Sheikh, CBS, MP.

MIN/SEN/SCA/1110/2025 -

MATTES ARISING FROM THE PREVIOUS MINUTES

There were no matters arising.

MIN/SEN/SCA/1111/2025 -

CONDISERATION OF THE STAKEHOLDER ENGAGEMENT ON THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2024 (SENATE BILLS NO. 32 OF 2024)

The legal counsel took the Committee through the matrix as follows:

1. **Objective of the Bill** - the Ministry of Agriculture proposed that the entire Bill should be refocused to provide for emergencies and establish a funding mechanism for the Livestock Sector in line with the objective and exclude development related functions. The rationale was that the objective is appropriate.

Committee Resolution – The Committee declined the proposal since it is not clear on the areas of the Bill that should be reworked.

2. **Interpretation of Fund** - the Ministry of Agriculture proposed that the Bill should provide clear interpretations for a new proposal on a National Fund in addition to the already proposed County Fund. This is to allow introduction of a national fund to support the Livestock Sector Sustainability in addition to the County Fund.

Committee Resolution – The Committee declined the proposal since it is not clear where the clear interpretations should be provided in the Bill.

3. **PART II – Sections 3 and 4** - the Ministry of Agriculture proposed that the roles of the Cabinet Secretary and the County Executive Committee Members in charge of Livestock are too broad going beyond the scope of the Bill. Recast the roles in Provisions 3 and 4 to focus on safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and resilience.

Committee Resolution – The Committee declined the proposal since it is vague and it does not provide clarity on how the Bill should be amended.

4. **Clause 3 - Role of the County Government** – The Council of Governors proposed Amendment to clause 3 to read as follows:

3(1) the Cabinet Secretary shall in consultation with the Council of County Governors –

1. Formulate national policies on livestock management, disaster mitigation and feed reserve strategies.

To provide for consultation with the County Governments in the formulation of the National Policies which will make it easy for the County Governments to cascade and implement the same.

Committee Resolution - The Committee accepted the proposal to amend clause 6 to include the proposal.

5. **PART III** – Sections 5, 6 and 7 on the Livestock Protection and Sustainability Measures - the Ministry of Agriculture proposed that the contingency measures for in the Bill are not exhaustive to address majority Sector emergencies. Review the sections to provide for the mitigation of Livestock Sector emergencies and enhance sustainability.

Committee Resolution - The Committee declined the proposal.

6. **Clause 6 - National Livestock Feed Reserve** the Council of Governors proposed the establishment of new clauses to provide-

- i. In the event of a disaster the CECM may make a request the Cabinet Secretary for the County to get support from the National feed reserve.
- ii. The CS to make regulation in consultation with COG on the procedures for counties to access the National feed reserve.

This is to Create a framework for Counties to access the National feed reserve.

Committee Resolution - The Committee accepted the proposal to amend clause 6 to include the proposal.

7. **Clause 7** – the Council of Governors proposed to amend the clause by replacing the word “draught” with “disaster”. This is to ensure that the policies and strategies are inclusive, comprehensive and adaptive to various challenges. While drought is indeed a significant hazard facing the livestock sector in Kenya, it is not the only threat. The use of the term “drought” in the Livestock Sustainability Bill is recommended as it encompasses a wide range of risks that affects livestock sector, including drought, floods, diseases outbreaks, pest infestations and other climate related or environmental stock.

Committee Resolution – The Committee partially accepted the resolution and will amend to be more precise to deal with livestock.

8. **NEW PART IV – Livestock Sector Support Fund** – the Ministry of Agriculture proposed Creation of a new fund to support emergency related interventions in the Livestock Sector and sustainability at the National level in addition to the County Fund. We support creation of the Livestock Sector Support Fund.

Committee Resolution – The Committee declined the proposal.

9. **PART V – Section 8 - County Livestock Enterprise Development Fund** – the Ministry of Agriculture proposed to tweak the section to address sustainability and emergencies with a county focus.

Committee Resolution – The Committee declined the proposal.

10. **Clause 9 - Purpose of the Fund** – Council of Governors proposed to amend Clause 9 to provide the following:

The object and the purpose of the County Fund is to provide-

- i. Development of the livestock sector in the County; and
- ii. Establishment and management strategic livestock feed reserves.

To provide for the funding of livestock value chain development in the Counties.

Committee Resolution - The Committee resolved to draft sub clause (d) and (e) and modify (f) because the Bill deals with livestock emergencies.

11. **Section 9** - the Ministry of Agriculture explained that the scope is too wide going beyond emergencies and sustainability of the interventions. This is required to be revised to remain within the broad objective of the Bill.

Committee Resolution – The Committee declined the proposal. The proposal is vague.

12. **Clause 8(2)(c) - Income from investments made by the Fund** – Mr. Wilson Nyenze proposed that the limit the amount of money that can be reinvested at a given time to 15%. This helps to maintain operational cash flow since emergencies are almost unexpected.

Committee Resolution - The Committee declined the proposal. Go ahead and delete on investment since the fund dose not accumulate surplus beyond the FY.

13. **PART VI-Section 11 - Miscellaneous Provisions** – the Ministry of Agriculture proposed focusing the miscellaneous provisions. The provisions for making

Regulations should involve operationalization of the Fund and addressing emergencies in the Livestock Sector.

Committee Resolution - The Committee accepted the proposal. The bill does not cater for how the fund will be operationalized.

14. **General – the Ministry of Agriculture** - The Livestock Protection and Sustainability Bill should be reviewed to focus on addressing Livestock Sector emergencies and sustainability with clear financing mechanisms. The scope on development of the Livestock Sector should be addressed by other legislations based on the prevailing policy.

Committee Resolutions - The Committee declined the proposal.

15. **General reference to the whole Bill – Mr. Wilson Nyenze** proposed the Introduce jail limit of 15 years with no option of fine for misappropriation of funds also hold CEC who are in charge of the fund personally liable. This will minimise misappropriation of mentioned funds and reserves which puts the National food security at risk. Putting this at risk is tantamount to treason.

Committee Resolution – The Committee declined this proposal. The PFM Act already tackles the misappropriation of National funds.

Committee Observations

Following the presentation of the matrix, the Committee observed the following:

- i. The word livestock in the Bill should be redefined.
- ii. The Bill is too general.
- iii. The Bill needs more public participation.

Committee Resolutions

- i. The legal counsel should speak to the sponsor of the Bill to rework the Bill to incorporate the Committee observations.
- ii. The Ministry should be invited again to explain their submission since the proposals were vague and not clear.
- iii. Invite KALRO to deliberate on the Bill.
- iv. Conduct public participation in the Counties on the Bill.

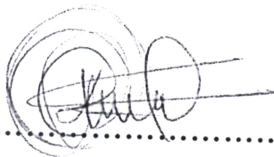
MIN/SEN/SCA/1112/2025 - ANY OTHER BUSINESS

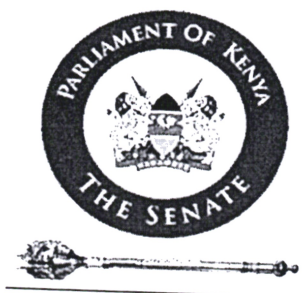
1. The Committee to invite the Ministry of Agriculture to deliberate on the issues in the rice sector e.g., the Quelea birds and the Golden apple snail's menace.
2. Invite stakeholders on the potato issue and the gentleman who did the research on the unsafe practices that threaten food safety and public health in potato farming.

3. Secretariat to find out how much the NGOs have pumped into the irrigation schemes in Turkana County.

MIN/SEN/SCA/1113/2025 - ADJOURNMENT

There being no other business, the meeting adjourned at 11:25 a.m. The next meeting will be on notice.

SIGNED:  DATE: 21-5-2025
SEN. DAVID WAFULA WAKOLI, MP
(CHAIRPERSON)



**MINUTES OF THE ONE HUNDRED AND FIFTY SEVENTH MEETING OF
THE SENATE STANDING COMMITTEE ON AGRICULTURE, LIVESTOCK
AND FISHERIES, HELD ON WEDNESDAY, 26TH MARCH, 2025, AT 9.00 A.M.
AT FOUR POINTS BY SHERATON, JKIA**

PRESENT

- | | | |
|---------------------------------------|---|-------------------------|
| 1. Sen. David Wafula Wakoli, MP | - | Chairperson |
| 2. Sen. Alexander Munyi Mundigi, MP | - | Vice-Chairperson |
| 3. Sen. Hezena Lemaletian, MP | - | Member |
| 4. Sen. Sheikh Mohamed Abbas, CBS, MP | - | Member |

ABSENT WITH APOLOGIES

- | | | |
|--|---|--------|
| 1. Sen. Catherine Muma, MP | - | Member |
| 2. Sen. (Prof.) Tom Ojienda, SC MP | - | Member |
| 3. Sen. Mwenda Gataya (Mo Fire), CBS, MP | - | Member |
| 4. Sen. Wahome Wamatinga, MP | - | Member |
| 5. Sen. Moses Kajwang', CBS, MP | - | Member |

SECRETARIAT

- | | | |
|------------------------|---|--------------------|
| 1. Mr. Peter Mulesi | - | Clerk Assistant I |
| 2. Ms. Caroline Njue | - | Clerk Assistant II |
| 3. Ms. Regina Munyao | - | Legal Counsel |
| 4. Ms. Winnie Atieno | - | Audio Officer |
| 5. Mr. Solomon Alubala | - | Fiscal Analyst |
| 6. Ms. Sarah Rukwaro | - | SAA |

MIN/SEN/SCA/1029/2025 -

PRELIMINARIES

The meeting was called to order at 9:30 a.m. followed by a word of prayer and introductions.

MIN/SEN/SCA/1030/2025 -

ADOPTION OF THE AGENDA

The agenda was adopted after being proposed by Sen. Abbas Sheikh, CBS, MP and seconded by Sen. Hezena Lemaletian, MP as follows –

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the previous minutes;
4. Matters arising;
5. Consideration of the Livestock Protection and Sustainability Bill, 2023 (Senate Bills 32 of 2023);
6. Any Other Business;
7. Date of the Next Meeting and Adjournment.

MIN/SEN/SCA/1031/2025 - **CONFIRMATION OF THE MINUTES OF THE**

The confirmation of minutes of the previous meeting was deferred.

MIN/SEN/SCA/1032/2025 - **MATTES ARISING FROM THE PREVIOUS**
MINUTES

There were no matters arising.

MIN/SEN/SCA/1033/2025 - **CONSIDERATION OF THE LIVESTOCK**
PROTECTION AND SUSTAINABILITY BILL,
2023 (SENATE BILLS NO. 32 OF 2023)

The secretariat took the members through the Livestock Protection and Sustainability Bill, 2023 (Senate Bills 32 of 2023) as follows:

1. PURPOSE OF THE BILL

The principal object of the Bill to safeguard livestock from adverse conditions, particularly drought, and establish sustainable practices to alleviate the effects of such conditions on livestock farmers. The Bill emphasizes the importance of both national and county governments in the protection and sustainability of the livestock sector. Beyond immediate drought relief, the proposal stresses building resilience through sustainable farming, data management, and cooperative efforts.

2. BACKGROUND OF THE BILL

Kenya's arid and semi-arid lands comprise a significant portion of the country's geography and are inhabited by pastoral communities. For these communities, livestock is more than an economic asset; it is an integral part of their socio-cultural identity. Frequent droughts, which are becoming increasingly common due to climate change, jeopardize the livelihoods of these communities. Their livestock, often the primary source of sustenance and income, face heightened risks during these periods.

Current Law

Currently there is no standalone law covering the protection and funding of the livestock sector. Despite livestock being part of agriculture, the prime law governing agriculture, *The Agriculture and Food Authority Act, Cap 317* which seeks to promote best practices in, and regulate, the production, processing, marketing, grading, storage, collection, transportation and warehousing of agricultural products excludes livestock and livestock products.

Further, *The Agricultural Finance Corporation, Cap 323* which was established to provide affordable credit to farmers has been inadequate in its capacity to meet the financial needs of the sector. In addition, its coverage in the arid and semi-arid areas is limited.

The rationale for the Bill

The Bill therefore, seeks to support and to mitigate on the losses that are incurred by livestock farmers by—

- a) establishing a National Feeds Reserve which shall constitute of physical stock of livestock feed. The purpose of the reserve is to store livestock feed for use by livestock farmers during drought and other harsh climate conditions;
- b) obligating counties to establish County Livestock Enterprise Development Fund which will be applied towards establishing strategic animal feeds reserves in the counties and offering, grants, loans, credit facilities to livestock farmers.

3. OVERVIEW OF THE BILL

What is the role of County Governments in ensuring that livestock production and sustainability is achieved?

Under Clause 4 the county government shall —

- (i) develop and implement strategies for protection of livestock from diseases, disasters, and other potential threats;
- (ii) promote sustainable livestock farming methods;
- (iii) establish a strategic livestock feed reserve;
- (iv) develop and maintain a data system on livestock health, feed risks and related concerns;
- (v) facilitate mechanism for water harvesting and storage and promote programmes for livestock insurance;
- (vi) link small scale farmers to storage and marketing facilities; and

- (vii) establish fodder banks and provide incentives.

What are some of the sustainability measures proposed in the Bill?

In order to achieve the objectives of the Bill. The Bill proposes —

- a) to establish a **Feeds Risk Data Management System** overseen by the Cabinet Secretary to monitor and assess feed availability and risks, particularly during disasters; and
- b) that each county shall prepare a **comprehensive county drought resilience plan** that —
 - (i) details the County's vulnerability to drought and strategies to counteract its effects;
 - (ii) shall allocate a portion of its annual budget to the implementation of the county drought resilient plan. The allocation shall be pegged on the specific needs of each county;
 - (iii) the county executive member to submit a report on the progress of implementation of the drought resilient plan to the county assembly.

How will livestock farmers benefit from the enactment of the Bill?

- a) The Bill will promote livestock farming by establishing a **National Livestock Feeds Reserve** for storage and preservation for livestock feeds. In addition, the reserve will —
 - (i) providing emergency food supply during the drought period;
 - (ii) mitigating the effects of food shortages and price volatility caused by drought; and
 - (iii) promoting efficient and sustainable use of feeds.
- b) Through the establishment **Livestock Enterprise Development Fund** in the counties where livestock farming is significantly contributes to the economy in that County. The Fund will be offer of grants, loans and credit facilities to support livestock owners and related businesses.

How will the Livestock Enterprise Development Fund be financed?

Through appropriation by each county assembly, income generated from the proceeds of the allocated funds and grants, donations or other gifts to the fund.

Miscellaneous Provisions.

Clause 11 grants the Cabinet Secretary for agriculture in consultation with the Council of County Governors, the power to develop regulations on the declaration of animals as livestock, the management and operation of the National Livestock feeds reserve and the storage, maintenance and distribution of feed.

What Does Livestock Mean?

The word livestock means cattle, camel, donkey, pig, sheep, goat, or poultry.

4. CONSEQUENCES OF THE BILL

The Bill will provide a framework for establishment of a National Feed Reserve and Livestock Enterprise Development Fund which will be used to mitigate loss of livestock due to harsh climate conditions.

5. WAY FORWARD

What next?

The Bill was Read a First Time in the Senate on 6th August, 2024. Pursuant to standing order 145 of the Senate Standing Orders, the Standing Committee on Agriculture Livestock and Fisheries shall facilitate public participation and shall take into account the views and recommendations of the public when the committee submits its report to the Senate.

Committee Observations

The Committee observed that:

1. The marketing aspect is missing in the Bill;
2. The Bill should clearly outline who will manage the feed reserve;
3. The Livestock fund should have an aspect of insurance, marketing, cover diseases, vaccinations, drought etc.; and
4. Cooperatives should be introduced in the Bill.

Committee Resolutions

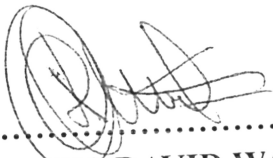
The Committee resolved to conduct public participation on the Livestock Protection and Sustainability Bill, 2024 in Samburu, Garissa, Kajiado and Taita Taveta Counties from 27th April, 2025 to 5th May, 2025.

MIN/SEN/SCA/1034/2025 - ANY OTHER BUSINESS

There was no other business.

MIN/SEN/SCA/1035/2025 - ADJOURNMENT

There being no other business, the meeting adjourned at 1.15 p.m. The next meeting would be communicated by notice.

SIGNED:  DATE: 20/6/2015

SEN. DAVID WAFULA WAKOLI, MP
(CHAIRPERSON)



**MINUTES OF THE TWO HUNDREDTH AND FIRST MEETING OF THE
SENATE STANDING COMMITTEE ON AGRICULTURE, LIVESTOCK AND
FISHERIES, HELD ON TUESDAY, 17TH MARCH, 2026 IN COMMITTEE
ROOM 5, FIRST FLOOR, MAIN PARLIAMENT BUILDINGS AT 10:00 A.M.**

PRESENT

1. Sen. Alexander Munyi Mundigi, MP	-	Vice-Chairperson
2. Sen. Abbas Sheikh, CBS, MP	-	Member
3. Sen. (Prof.) Tom Ojienda, SC MP	-	Member
4. Sen. Catherine Mumma, MP	-	Member
5. Sen. Mwenda Gataya (Mo Fire), CBS, MP	-	Member
6. Sen. Wahome Wamatinga, MP	-	Member
7. Sen. Hezena Lemaletian, MP	-	Member

ABSENT WITH APOLOGIES

1. Sen. Moses Kajwang', CBS, MP	-	Member
2. Sen. David Wafula Wakoli, MP	-	Chairperson

SECRETARIAT

1. Mr. Peter Mulesi	-	Clerk Assistant 1
2. Ms. Ivy Nyambura	-	Clerk Assistant III
3. Ms. Faith Cheruto	-	Legal Counsel
4. Mr. Hillary Cheruiyot	-	Research Officer III
5. Mr. Solomon Alubala	-	Fiscal Analyst
6. Ms. Sarah Rukwaro	-	S-A-A
7. Mr. Abubakar Ekuwom	-	Intern

MIN/SEN/SCA/1338/2026 -

PRELIMINARIES

The meeting was called to order at 10:29 a.m. followed by a word of prayer and introductions

MIN/SEN/SCA/1339/2026 -

ADOPTION OF THE AGENDA

The agenda was adopted after being proposed by Sen. Catherine Mumma, MP and seconded by Sen. Wahome Wamatinga, MP as follows –

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the minutes of the 196th sitting;
4. Matters arising;
5. *Consideration and adoption of the Report on the Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) (Committee Paper No. 154);*
6. *Consideration and adoption of the Report on the Agriculture Produce (Minimum Guaranteed Returns) Bill, 2025 (Senate Bills No. 17 of 2025) (Committee Paper No. 155);*
7. Any Other Business; and
8. Date of the Next Meeting and Adjournment.

MIN/SEN/SCA/1340/2026 - CONFIRMATION OF MINUTES OF THE PREVIOUS SITTING

The Minutes of the One Hundred and Ninety seventh sitting held on Thursday, 12th March, 2026 were confirmed as a true record of the proceedings after being proposed by Sen. Catherine Mumma, MP and seconded by Sen. Abbas Sheikh, CBS, MP.

MIN/SEN/SCA/1341/2026 - MATTERS ARISING FROM THE PREVIOUS MINUTES

There were no matters arising.

MIN/SEN/SCA/1342/2026 - CONSIDERATION AND ADOPTION OF THE REPORT ON THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2024 (SENATE BILLS NO. 32 OF 2024)

The Committee was taken through the draft report on the aforementioned Bill whereby highlighting the background, observations and recommendations as follows-

Committee Observations

1. Operational Effectiveness and Specificity

The Bill leaves too many critical details to be decided later through regulations. Issues like triggers for emergencies, county access to feed reserves, and allocation principles are central safeguards that must be in the Bill itself to ensure predictability and fairness. Only purely technical or procedural matters should be left for regulations.

2. Scope and Title of the Bill

The Bill's title promises a broad "livestock protection and sustainability framework," but its content focuses almost exclusively on drought. The scope needs to be clarified:

either rename the Bill to focus solely on drought, or expand its content to cover other disasters like floods, pest invasions, and disease outbreaks.

3. Missing Provisions on Water and Conservation

The Bill fails to include dedicated provisions on water security and natural resource conservation, which are fundamental to livestock survival and inseparable from feed availability.

4. Lack of Long-Term Resilience Measures

The Bill is too focused on short-term emergency responses (like feed reserves) and ignores long-term sustainability. It does not address critical areas such as household food reserves, climate-smart infrastructure (e.g., solar boreholes), early warning systems, or genetic improvement programmes.

5. Missing Marketing and Value Addition Provisions

The Bill neglects the economic side of livestock keeping, with no provisions for marketing, value chains, or processing. Without mechanisms to handle surplus production (e.g., converting milk to powder) or stabilise prices during droughts, farmers remain economically vulnerable.

6. Roles of National and County Governments

Some functions assigned to the Cabinet Secretary and county governments are too broad and stray into general livestock management, rather than focusing on the Bill's specific protective objectives.

7. Scope of Protective Measures

Although "livestock" is defined broadly, the actual protective measures in the Bill are narrowly tailored to drought. This leaves farmers vulnerable to other major threats like floods, pest invasions, and disease outbreaks, which are mentioned but lack detailed mechanisms for response.

Committee Recommendations

The Committee recommends passing the Bill with the following key amendments:

- a) Expand the Long Title: Amend the title to reflect a broader scope, covering floods, pest invasions, disease outbreaks, and other disasters alongside drought.
- b) Broaden Government Roles (Clauses 3 & 4): Amend Clause 3 to mandate the Cabinet Secretary to oversee a wider range of functions, including national disaster policies, market stabilisation, value addition, and water security standards.
- c) Create a Comprehensive Data System (New Clause 5A): Establish a Livestock Risk Data Management System to capture information on multiple hazards (drought, disease, pests, floods, market volatility) and provide clear, evidence-based triggers for action.
- d) Establish Early Warning Alerts (New Clause 5B): Introduce a mechanism for the Cabinet Secretary to issue Early Warning Trigger Alerts to counties and stakeholders when risks are elevated, ensuring timely and predictable communication.
- e) Provide for Early Livestock Offtake (New Clause 5C): Add provisions for Early Livestock Offtake Interventions to prevent distress sales, reduce pressure on resources, and stabilise farmer incomes during shocks.

- f) Add Value Addition and Marketing (New Clause 5D): Include measures for Value Addition and Marketing, such as processing facilities (e.g., milk powder, canned meat), cold chain infrastructure, and market linkages to prevent waste and stabilise incomes.
- g) Include Long-Term Resilience (New Clause 5E): Introduce provisions for Genetic Improvement and Breed Resilience to ensure the adaptive capacity and productivity of livestock against climate shocks and diseases.
- h) Broaden the Feed Reserve (Clause 6): Amend the objectives of the National Livestock Feeds Reserve so it applies to all adverse conditions that disrupt feed, not just drought.
- i) Strengthen County Plans (Clause 7): Require County Livestock Resilience Plans to address multiple disasters (floods, pests, diseases) and embed measures for both feed and water security.
- j) Broaden the Fund's Purpose (Clause 9): Amend the Fund to support restocking and recovery across multiple risks, ensuring broader equity and resilience.
- k) Expand Regulation-Making Powers (Clause 11): Update the regulation-making powers to cover all the newly created clauses and broader scope of the Bill.

On concluding the Committee resolved to adopt the Report on the Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) after having been proposed by Sen. Abbas Sheikh, MP and Seconded by Sen. Alexander Mundigi, MP.

MIN/SEN/SCA/1343/2026 -

**CONSIDERATION AND ADOPTION OF THE
REPORT ON THE AGRICULTURE PRODUCE
(MINIMUM GUARANTEED RETURNS) BILL,
2025 (SENATE BILLS NO. 17 OF 2025)**

Consideration and adoption of the Report on the Agriculture Produce (Minimum Guaranteed Returns) Bill, 2025 (Senate Bills No. 17 of 2025) was deferred to the next meeting.

MIN/SEN/SCA/1344/2026 -

ANY OTHER BUSINESS

The Committee resolved that the Secretariat to invite the National cereals and Produce Board (NCPB) on Thursday, 26th March, 2026 to apprise the Committee on the status of seeds and subsidized fertilizer, last mile distribution of subsidized fertilizer, varieties of fertilizers for various crops, timely supply of fertilizers, packaging in affordable quantities, reserves for the inputs and the status of driers for post-harvest management.

MIN/SEN/SCA/1345/2026 -

ADJOURNMENT

There being no other business, the meeting adjourned at 12:18 p.m. The next meeting will be on notice.

SIGNED:



DATE:

SEN. DAVID WAFULA WAKOLI, MP
(CHAIRPERSON)

SPECIAL ISSUE

Kenya Gazette Supplement No. 112 (Senate Bills No. 32)



REPUBLIC OF KENYA

KENYA GAZETTE SUPPLEMENT

SENATE BILLS, 2024

NAIROBI, 31st May, 2024

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**THE LIVESTOCK PROTECTION AND
SUSTAINABILITY BILL, 2024
ARRANGEMENT OF CLAUSES**

Clause

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- 1 —Short title.
- 2 —Interpretation.

**PART II –ROLES OF THE NATIONAL AND
COUNTY GOVERNMENTS**

- 3 —Roles of the National Government.
- 4 —Roles of County Governments.

**PART III – LIVESTOCK PROTECTION AND
SUSTAINABILITY MEASURES**

- 5 —Feeds Risk Management System.
- 6 —National Livestock Feeds Reserve.
- 7 —County Drought Resilience Plan.

**PART IV – COUNTY LIVESTOCK ENTERPRISE
DEVELOPMENT FUND**

- 8 —Establishment of the Fund.
- 9 —Purpose of the Fund.
- 10 —Criteria for Establishment of the Fund.

PART V – MISCELLANEOUS PROVISIONS

- 11 —Regulations.

THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2024

A Bill for

AN ACT of Parliament to provide for safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and for connected purposes.

ENACTED by the Parliament of Kenya, as follows —

PART I - PRELIMINARY

1. This Act may be cited as the Livestock Protection and Sustainability Act, 2024. Short title.

2. In this Act — Interpretation.

“county executive committee member” means the county executive committee member responsible for matters relating to livestock;

“disaster” means a serious disruption of the functioning of a community or society causing widespread human, material, economic or environmental losses and impacts which exceed the ability of the affected community or society to cope using its own resources;

“drought” means a predictable and slow-onset disruption of the functioning of a community or society caused by periods of lower-than-normal precipitation;

“fodder banks” mean designated areas where fodder crops are grown or and stored for use during periods of drought;

“Fund” means the County Livestock Enterprise Development Fund established under section 8;

“livestock” includes cattle, camel, donkey, pig, sheep, goat, or poultry;

“livestock feed” includes —

- (a) any edible substance or mixture of substances containing amino acids, antioxidants, carbohydrates, condiments, enzymes, fats, minerals, non-protein, coloring, foaming or flavoring agents;

- (b) substance of animal or plant origin;
- (c) any stock lick or other edible substance whether or not it possesses medicinal properties;
- (d) edible substance obtained by a process of crushing, mixing, gritting, cooking, heating, solvent extraction, drying or grinding, or by the addition to or removal from any such substance of any ingredient; manufactured, sold or represented which is intended for -
 - (i) consumption by animals;
 - (ii) providing the nutritional requirements of animal;
 - (iii) the purpose of preventing or correcting nutritional disorders of animal; or
 - (iv) use it in its pure form or in a mixture with other substances.

“livestock product” means a carcass or any part of a carcass of livestock and any product consisting of parts of, or derived from livestock, and includes hides and skins, wool, feather, meat, dairy products, poultry products, hive products and any other product from livestock that the Cabinet Secretary may order in the Gazette declare as such;

“micro enterprise” has the meaning assigned under the Micro and Small Enterprises Act; Cap 499C.

“off-takers” means individuals, businesses, or entities that agree to purchase livestock or livestock products, before they are ready for market;

“processor” means a person who processes livestock products for value addition;

“small enterprise” has the meaning assigned under the Micro and Small Enterprises Act;

“strategic livestock feed reserve” means livestock feed of good quality whose availability in large quantities in the domestic market is important for food security and its reserve is established through either the provision of finance or the direct provision of the product; and

“warehouse” means a licensed building or other protected enclosure in which goods are stored for the purpose of safekeeping, issuance of warehouse receipts or license and includes field warehouses and a plant or other facility where the goods are packed, processed or otherwise transformed.

PART II – ROLES OF THE NATIONAL AND COUNTY GOVERNMENTS

3. (1) The Cabinet Secretary shall—

Roles of the
national
government.

- (a) formulate national policies on livestock management, disaster mitigation, and feed reserve strategies;
- (b) establish the National Livestock Feed Reserve;
- (c) collaborate with counties to set standards for pasture, water management and conservation of natural resources; and,
- (d) provide technical assistance to counties in matters of livestock.

4. (1) A county executive committee member responsible for livestock in a county shall –

Roles of county
governments.

- (a) develop and implement strategies for the protection of livestock from diseases, disasters, and other potential threats, aligned with national policies;
- (b) promote sustainable livestock farming practices ensuring minimal environmental impact and efficient resource utilization;
- (c) monitor feed risks associated with disasters and emergencies;
- (d) establish a strategic livestock feed reserve within the county;
- (e) develop, implement, and maintain a data management system for information on livestock health, feed risks, and related concerns;
- (f) collaborate with local stakeholders, including farmer associations, value chain actors, and livestock-based co-operatives, to integrate

protection, sustainability, and emergency response efforts;

- (g) facilitate mechanisms for accessing, harvesting, and storing water for livestock and promote programmes for livestock insurance uptake;
- (h) link small-scale livestock farmers with off-takers, post-harvest storage providers, processors, and other key players in the livestock value chain;
- (i) enforce national standards on pasture, water management, and conservation of natural resources at the county level;
- (j) establish and maintain fodder banks in designated areas and provide incentives for preservation of livestock feed and livestock products during times of oversupply;
- (k) carry out capacity-building, training, emergency preparedness, and disaster mitigation within the county's livestock sector; and
- (l) collaborate with the national government to implement emergency measures to mitigate disasters affecting livestock.

PART III – LIVESTOCK PROTECTION AND SUSTAINABILITY MEASURES

5. (1) The Cabinet Secretary in consultation with the Council of County Governors shall develop and maintain a feeds risk data management system that—

Feeds Risk Data
Management
System.

- (a) collects and stores data from various sources;
- (b) maintains a centralized database to store and manage the collected data, ensuring its security, integrity and confidentiality;
- (c) utilizes advanced analytical tools and methodologies to assess feed risks, identify potential shortages, and evaluate the potential impacts of feed shortages on livestock;
- (d) generates regular reports and updates on feed risks, availability, and quality during disasters and emergencies to inform decision-making and response planning;

- (e) generates timely and accessible information tailored to the needs of different stakeholders; and
- (f) utilizes various communication channels and platforms, to disseminate feed risk information to the general public.

6. (1) There is established the National Livestock Feeds Reserve which shall constitute physical stock of livestock feed held in the form of warehouse receipts and its cash equivalent.

National
Livestock Feeds
Reserve.

(2) The objective of the National Livestock Feeds Reserve shall be to—

- (a) provide an emergency feed supply for livestock farmers during drought;
- (b) mitigate the effects of food shortages and price volatility caused by drought;
- (c) promote the efficient and sustainable use of feed resources; and
- (d) promote storage of livestock feed products during times of oversupply.

(3) The Cabinet Secretary may, by notice in the *Gazette*, declare types of livestock feeds to be a Feeds Reserve Commodity for purposes of this Act.

7. (1) A county executive committee member shall prepare a county drought resilience plan which shall include—

County drought
resilience plan.

- (a) a comprehensive assessment of the county's vulnerability to drought;
- (b) an analysis of historical drought patterns in the county;
- (c) current and projected climate trends;
- (d) potential impacts of drought on livestock;
- (e) drought resilience strategies, measures, and programs, based on the specific needs and characteristics of the county and its livestock sector;

- (f) an implementation plan outlining the roles and responsibilities of relevant stakeholders;
- (g) resource mobilization strategies; and
- (h) a monitoring and evaluation framework to track progress and effectiveness of the county drought resilience plan.

(2) Each county shall allocate not less than zero point five per centum of its annual budget, to the implementation of the county drought resilience plan, based on the significance of livestock farming to the county's economy.

(3) In making the annual allocation referred to in subsection (2), a county government shall take into account its—

- (a) financial capacity and budgetary constraints;
- (b) projected severity and frequency of drought based on historical data and current climate trends;
- (c) overall economic dependence on the livestock sector and other sectors potentially affected by drought;
- (d) size, composition, and vulnerability of the livestock population;
- (e) level of investment needed to implement the identified drought resilience strategies, measures and programs;
- (f) current and potential sources of funding including national government transfers, local revenues, and external funding from development partners or donors;
- (g) other competing priorities and strategic objectives in the county's development agenda; and
- (h) input from community consultations, including livestock producers, local communities, civil society organizations, and other stakeholders.

(4) A county government shall at the end of a financial year, through the county executive committee member, submit a report on the progress of implementation of the county drought resilience plan to the County Assembly for approval.

**PART V – COUNTY LIVESTOCK ENTERPRISE
DEVELOPMENT FUND**

8. (1) A County, where livestock farming significantly contributes to the local economy as determined by the criteria set under section 10, shall establish, through county legislation, a fund to be known as the County Livestock Enterprise Development Fund.

Establishment of
the Fund.

(2) There shall be paid into the Fund—

- (a) monies appropriated by the County Assembly for purposes of the Fund;
- (b) income generated from the proceeds of the Fund;
- (c) income from investments made by the Fund; and
- (d) grants, donations, bequests or other gifts made to the Fund.

(3) There shall be paid out of the Fund payments in respect of any expenses incurred in pursuance of the provisions of this Act and the respective county legislation.

9. The object and purpose of the County Fund is to provide—

Purpose of the
Fund.

- (a) establishment and management of strategic livestock feed reserves;
- (b) grants to livestock owners for emergency interventions in the county;
- (c) loans to livestock owners and pastoralists in the county for restocking after losses occasioned by drought;
- (d) loans to medium and small enterprises in the county dealing in livestock and livestock products;
- (e) credit facilities for livestock related micro-enterprises in pastoral and agro-pastoral areas within the county; and
- (f) such other purpose as may be prescribed in the respective county legislation.

10. (1) The Cabinet Secretary shall, in consultation with the Council of County Governors, develop a standard criterion for determining the significance of livestock farming to a county's economy.

Criteria for
establishment of
the Fund.

(2) Based on the criteria set under subsection (1), each county executive committee member shall further refine the criteria based on their unique needs, ensuring that local realities and challenges are adequately captured.

(3) The refined criteria shall be subject to approval by the respective County Assembly to ensure alignment with county objectives and priorities.

PART VI – MISCELLANEOUS PROVISIONS

11. (1) The Cabinet Secretary may, in consultation with the Council of County Governors, make regulations generally for the better carrying out of the purposes and provisions of this Act.

Regulations.

(2) Without prejudice to the generality of the foregoing, the Cabinet Secretary may make regulations providing for—

- (a) the management and operations of the National Livestock Feeds Reserve; and
- (b) the storage, maintenance and distribution of feed resources for the strategic livestock feeds reserve.

MEMORANDUM OF OBJECTS AND REASONS

Statement of the Objects and Reasons for the Bill

The principal object of this Bill is to provide a legal framework that promotes the resilience of the livestock sector in the face of drought and other associated risks, emphasizing both protection and sustainable development. Recognizing the paramount importance of the livestock sector to both the national and county economies, the Bill is structured to address the multifaceted challenges faced by livestock farmers and to ensure the sector's sustainable growth.

Part I of the Bill introduces preliminary matters, including the Bill's short title and an interpretation section detailing the terminology central to the understanding of the Act.

Part II of the Bill delineates the distinct yet collaborative roles of the National and County Governments. This encompasses the formation, implementation, and supervision of policies, strategies, and programs tailored to fortify the livestock sector against drought and other environmental adversities.

Part III of the Bill introduces vital measures geared towards the protection of livestock, notably the introduction of a Feeds Risk Data Management System and the establishment of the National Livestock Feeds Reserve.

Part IV of the Bill establishes the County Livestock Enterprise Development Fund. This fund is envisioned as a pivotal financial mechanism to bolster livestock enterprises, emphasizing their ability to withstand drought and other climatic challenges.

Part V of the Bill contains miscellaneous provisions, including the power to make regulations for the better carrying out of the provisions of this Bill.

The enactment of this Bill is anticipated to significantly advance national and county objectives centred around livestock production, food security, and adaptation to climate change. More broadly, it serves as a beacon for the sustainable development of the livestock sector, shielding the livelihoods of its stakeholders, and fostering resilience among rural communities against drought and its repercussions.

Statement on the delegation of legislative powers and limitation of fundamental rights and freedoms

The Bill does not contain any provisions limiting any fundamental rights or freedoms in the Bill of Rights. The Bill does delegate legislative

powers to the Cabinet Secretary to make regulations for the better carrying out of the purposes and provisions of the Act.

Statement on how the Bill concerns county governments

The Bill affects the functions of County Governments as set out in the Fourth Schedule to the Constitution and is therefore a Bill concerning counties. Paragraph 1 of Part 2 of the Fourth Schedule to the Constitution provides that among the functions and powers of the county governments are agriculture, including animal husbandry, livestock sale yards, county abattoirs and animal disease control.

Statement that the Bill is not a money Bill within the meaning of Article 114 of the Constitution

The enactment of this Bill will not occasion additional expenditure of public funds.

Dated the 7th May, 2024.

LELEGWE LTUMBESI,
Senator.

deals have cost taxpayers

The Central Bank of Kenya head office on Haile Selassie Avenue in Nairobi in late March. PHOTO FILE NATION



When they appeared before PAC, Mr Kimunya — who was Finance minister from 2006 to July 2008 — and Prof Ndung'u — who served as CBK governor from March 2007 until March 2015 — defended their actions, saying they had done no wrong.

Mr Kimunya also explained that although De La Rue had received a 50 per cent or USD25 million downpayment for the deal to print 1.71 billion pieces of bank notes, it planned to close down its Ruaraka plant.

The firm wanted assurances on guaranteed Kenyan government business or else it would relocate its operations to Malta where it could save on costs. According to Mr Kimunya, this was the basis for negotiations on a joint venture with the Kenyan government and his subsequent directive to CBK to cancel the contract with De La Rue. Prof Ndung'u, who testified be-

fore the committee three times on April 28 and 29 and May 16, 2012, told MPs that after cancellation of the 2003 tender, CBK floated an open tender in January 2005 for the printing of 1.71 billion pieces of bank notes.

But to ensure sustained supply of banknotes when the lengthy tender process was in progress, CBK entered into a 21-month contract with De La Rue for delivery of 820 million pieces of different denominations. Prof Ndung'u disclosed.

The tender for 1.71 billion pieces attracted five bidders — Giesecke & Devrient (Germany), De La Rue Currency (United Kingdom), Orell Fussli (Switzerland), Francois Chades Oberthur Fiduciaire (France) and Job Enschede Bank notes (Holland).

However, the entire tender was cancelled on June 6, 2005 due to various anomalies and a fresh tendering was required, Prof Ndung'u added.

"The cancellation and the expected lengthy retendering process necessitated an interim order for additional banknotes to forestall imminent stock out gaps," Prof Ndung'u told MPs.

Consequently, CBK placed an order for an additional 300 million pieces of existing banknotes from

De La Rue at a price of 703,280 sterling pounds.

After fresh tendering, De La Rue bagged a new contract on May 4, 2006 for printing 1.71 billion pieces of new generation Kenya banknotes at a total cost of \$51,195,840.

The only other firm to get to the final stage of the tender, Prof Ndung'u said, was Giesecke & Devrient of Germany, which quoted \$76,331,500.

After Mr Kimunya ordered the cancellation of this contract in November, 2007, CBK again resorted to interim orders.

CBK has contracted a German firm to undertake the printing and make changes to the current denomination of the Kenyan currency without a satisfactory explanation. Scandal loading!

Dr Ekuruk Aukot



De La Rue at a price of 703,280 sterling pounds.

After fresh tendering, De La Rue bagged a new contract on May 4, 2006 for printing 1.71 billion pieces of new generation Kenya banknotes at a total cost of \$51,195,840.

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After Mr Kimunya ordered the cancellation of this contract in November, 2007, CBK again resorted to interim orders.

To meet demand for currency, CBK placed an order for 390 million pieces of banknotes to cover the currency needs for two years at a cost of 10,521,569 sterling pounds. From the bank's projections, the 390 million pieces of banknotes in addition to stocks held as at September 2007 were expected to last up to October 1, 2009, Prof Ndung'u explained. "It was then hoped that the joint venture negotiations would have been finalised," he told MPs.

While the joint venture negotiations were ongoing, the bank once again placed an order for additional currency of 450 million pieces of banknotes on June 17, 2009 at a cost of 13,138,360 sterling pounds to meet the country's currency needs until September, 2010.

In July 2010, the bank again entered into another stop gap agreement with De La Rue for 483 million pieces of banknotes at a cost of 14,358,650 sterling pounds. "This order was meant to cushion the country's currency needs up to December, 2011, pending the completion of the joint venture agreement between the government and De La Rue," Prof Ndung'u added.

Until closure of its operations in the country last year, De La Rue, held a 60 per cent stake in its currency-printing factory in Ruaraka, Nairobi, while the government had a 40 per cent stake.

Treasury had initiated the deal to acquire the stake in De La Rue's

Kenyan operations in secrecy, an action MPs later faulted and noted that it made the move when "the machines and technology used at the Ruaraka plant are analogue when modern technology is digital."

The PAC investigation was triggered by a question in Parliament on November 2, 2011, by then Ikolomani MP Boni Khalwale who asked the Deputy Prime Minister and Minister for Finance Uhuru Kenyatta to confirm whether De La Rue had been awarded a 10-year monopoly for printing Kenyan currency notes without being subjected to competitive international tendering.

Mr Kenyatta, who had been named Finance minister in January 2009, responded no new contract had been issued to De La Rue, but disclosed negotiations were, however, ongoing for the acquisition of a stake in De La Rue's Nairobi plant by the Kenyan government following approval by the Cabinet.

But this disclosure prompted further questions including from then Gwassi MP John Mbatia (now newly appointed Treasury Cabinet Secretary), who questioned why the government was investing in De La Rue without carrying out a feasibility study to establish its viability and profitability.

Following the barrage of questions, Mr Kenyatta requested that the matter be referred to the PAC for further investigations.



Privatisation Authority
Enabling Growth, Ensuring Productivity

RE-ADVERTISEMENT

INVITATION FOR EXPRESSION OF INTEREST: ACQUISITION OF GOVERNMENT SHAREHOLDING IN KHEAL AND KWAL

In line with the provisions of the Privatisation Act 2023, all relevant laws, regulations, and constitutive instruments of the KWA Holdings (E.A.) Limited (KHEAL) and Kenya Wine Agencies Limited (KWAL) (together the Companies), the Government of Kenya (GOK), through the Privatisation Authority (the Authority), invites Expressions of Interest (EOIs) from prospective investors for the acquisition of GOK shareholding comprising 43.77% and 0.0000125% of the entire shareholding in KHEAL and KWAL, respectively.

KHEAL is a non-trading holding company whose principal activities include procurement, production, packaging and marketing of a wide range of selected quality alcoholic and non-alcoholic beverages. KHEAL owns approximately 99.9% of KWAL. Interested Bidders may include persons (natural or legal) and/or Consortium(s). Bidders must be willing to acquire the entire GOK shareholding in both Companies.

Interested Bidders must provide information that meets the following eligibility criteria:

- Evidence that the Bidder or, in the case of a Consortium, the Consortium Leader, is legally registered or incorporated. For a Consortium, include a Memorandum of Agreement to bid as a Consortium.
- In the case of individuals, copies of certified national identification cards, or passports for international bidders.
- Copy of a valid tax compliance certificate for local bidders and proof of tax remittance certification for international bidders. The certificate should be valid at the date of EOI opening.
- Demonstrate their financial capacity to acquire GOK shareholding comprising 43.77% and 0.0000125% of the entire shareholding in KHEAL and KWAL, respectively.
- Provide a bid security of Kenya Shillings ten million or US dollar equivalent at the CBK prevailing exchange rate, on the date of EOI Advertisement. This bid security shall remain valid for not less than 180 days from the tender opening date and shall not expire earlier than 24th February 2025.
- Provide an indicative Letter of Commitment from funders or a Letter of Loan Commitment, or a Reference Letter from a bank recognised by the Central Bank of Kenya or its equivalent in the country of origin.

The Privatisation Authority will shortlist Bidders from the investors who submit EOIs that meet all the criteria set out in this advertisement. Information to Bidders

Additional information on the company being privatised can be obtained from KWAL's website (www.kwal.co.ke) or the Privatisation Authority's website (<https://privatisation.go.ke/transactions-leaser/>)

Submission Details

Interested Bidders should submit the Expressions of Interest in a sealed envelope to the address provided below, clearly marked "Expression of Interest - For the Acquisition of GOK shareholding in - KWA Holdings (E.A.) Limited and Kenya Wine Agencies Limited".

The EOIs must be addressed to and delivered or deposited in the tender box at the address below not later than 1100hrs East Africa Time on 26th August 2024.

The Managing Director
Privatisation Authority
Social Security House - Annex, 10th Floor, Bishops Road, Community
P.O. Box 34542 - 00100, NAIROBI, KENYA

The EOIs will be opened immediately after the closing time at the Privatisation Authority's offices in the presence of Bidders (or their representatives) who choose to attend.

An EOI should not be construed as an offer. The Request for Proposal documents will be issued to shortlisted bidders only.

MANAGING DIRECTOR

REPUBLIC OF KENYA



THIRTEENTH PARLIAMENT | THIRD SESSION THE SENATE

INVITATION FOR SUBMISSION OF MEMORANDA

THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2024 (SENATE BILLS NO. 32 OF 2024)

The Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024) was read a First Time in the Senate on Tuesday, 6th August, 2024 and thereafter stood committed to the Standing Committee on Agriculture, Livestock and Fisheries 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 principal object of the Bill is to safeguard livestock from adverse conditions, particularly drought and to establish sustainable practices to alleviate the effects of such conditions on livestock farmers. The Bill seeks to underscore the importance of both national and county governments in the protection and sustainability of the livestock sector. Beyond immediate drought relief, the proposal emphasizes building resilience through sustainable farming, data management and cooperative efforts.

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 Agriculture, Livestock and Fisheries 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 agriculturecommittee.senate@parliament.go.ke to be received on or before Tuesday, 27th August, 2024 at 5.00 p.m.

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/the-senate/house-business/bills>.

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

Why the bubbling Gen-Z has lost its heat

► They started with energy and passion that shook the government.

► Raila Odinga's camaraderie with President Ruto seems to have calmed the youth though.

FIDDELIS MOKAKA, NAIROBI

The unlikely alliance between President William Ruto and Opposition leader Raila Odinga has brought a surprising calm to the Generation Z (Gen-Z) protests that once shook Kenya to its core.

This political partnership, which many thought impossible, appears to have successfully quelled the fiery demonstrations that culminated in the storming of Parliament on June 25, an event that led President Ruto to take the drastic step of sacking his entire Cabinet under mounting pressure from the youth.

In wake of these protests, President Ruto was compelled to make a series of significant concessions to address the growing unrest. Among the most critical was his decision not to sign the highly contentious Finance Bill 2024, which had sparked

widespread anger among the youth.

The Bill, which proposed a series of new taxes, was seen by many as a direct assault on the already struggling population.

The President's withdrawal of the Bill marked a major victory for the Gen-Z protesters, who had fiercely opposed its passage. In a further display of responsiveness to the mounting pressure, Ruto made the unprecedented move of dismissing his entire Cabinet, a drastic measure that underscored the severity of the situation.

This sweeping action was seen as an attempt to placate the enraged youth and signal a fresh start in his administration. The President's decision to send his Cabinet home was a clear acknowledgment of his government's failure to effectively address the concerns of the country.

Additionally, the President took steps to make significant budget cuts, redirecting funds from areas perceived as unnecessary or wasteful towards initiatives aimed at addressing youth unemployment and other pressing socio-economic issues.

This shift in focus was widely interpreted as a direct response to the demands of the protesters, who had called for greater attention to the na-

tion's internal problems. In contrast to those earlier tumultuous days, the most recent planned protests, such as #OccupyStatehouse, #OccupyJKIA, and #NaneNane, have largely fizzled out with little to no significant action. The streets that once teemed with angered demonstrators are now mostly quiet, reflecting a notable shift in the approach of Gen-Z activists. In the initial wave of protests, even President Ruto's strongholds in the Rift Valley—Eldoret, Kericho, Nakuru, and Kitale—were not spared from unrest.

Similarly, Raila's political bases in Kisumu, Siaya, Migori, Homa Bay, and other counties, including Mombasa, Kilifi, Kwale, Kakamega, Bungoma,

and Nairobi, were scenes of significant turmoil.

However, the intensity of these demonstrations has dramatically decreased, with the latest protests barely making a mark across the country. This newfound calm has been widely attributed to the political deal brokered between Raila and Ruto, which saw the President give key Cabinet positions to four of Raila's close allies.

Raila's two deputies in ODM, Hassan Joho and Wycliffe Oparanya, have joined the Cabinet, along with ODM Chairman John Mbadi and National Assembly Majority Leader Opiyo Wandayi. Additionally, Beatrice Askul, an ODM member, was also nominated to the Cabinet, further cementing the political détente between the two leaders.

Peter Kagwanja, a political scientist, believes that the Gen-Z protests are now undermined by the recent appointments made by the President in key areas where the protests were happening.

"The protests have been quelled down by the recent appointments from the main opposition areas, and now the Gen-Zs in those areas are not going for protests, making the initial coordination by the Gen-Zs shaky," Kagwanja says.

Herman Manyora, a political analyst, however, believes that the Gen-Zs have not relented and are only watching, warning that a bigger storm is yet to be seen. He faulted the government for neglecting the demands of the electorate by appointing the same old faces to the same cabinet.

"The government hasn't listened to the Gen-Z demands, and so the storm is growing. They have only gone back to re-strategise and will soon come out," said Manyora.

Makuëni Senator Dan Maanzo says the Gen-Zs had not quelled their protests. He says the recent #NaneNane protests did not materialise due to the massive deployment of police officers who barricaded main entrances to the CBD.

"The Gen-Zs have not calmed down. It is just that the police seem to have mastered the tactics used by the young generation," said Maanzo.

Evans Kimori, a Gen-Z advocate, is however convinced that the Gen-Zs have been left wallowing in a mis-asma of desperation, anxiety, and confusion.

"There was energy and passion. But without a structured approach and leadership, it was only a matter of time before the momentum was lost. We lacked a unified voice," he said.

FACTORS THAT HAVE CONTRIBUTED TO GEN-Z PUSH LOSING ITS MOJO

- Withdrawal of the contentious Finance Bill 2024
- Dismissal of the entire Cabinet
- Significant budget cuts and redirection of funds
- Reduction in Ruto's travels and focusing on domestic issues
- Ruto's tact of incorporating political rivals in his cabinet
- The Gen methods that had no clear leader

REPUBLIC OF KENYA



THIRTEENTH PARLIAMENT | THIRD SESSION THE SENATE

INVITATION FOR SUBMISSION OF MEMORANDA

THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2024 (SENATE BILLS NO. 32 OF 2024)

The **Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024)** was read a First Time in the Senate on Tuesday, 6th August, 2024 and thereafter stood committed to the Standing Committee on Agriculture, Livestock and Fisheries 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 principal object of the Bill is to safeguard livestock from adverse conditions, particularly drought and to establish sustainable practices to alleviate the effects of such conditions on livestock farmers. The Bill seeks to underscore the importance of both national and county governments in the protection and sustainability of the livestock sector. Beyond immediate drought relief, the proposal emphasizes building resilience through sustainable farming, data management and cooperative efforts.

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 Agriculture, Livestock and Fisheries 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 agriculturelivestockcommittee.senate@parliament.go.ke to be received on or before **Tuesday, 27th August, 2024 at 5.00 p.m.**

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/the-senate/house-business/bills>.

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

REPUBLIC OF KENYA



THIRTEENTH PARLIAMENT | THIRD SESSION THE SENATE

INVITATION FOR SUBMISSION OF MEMORANDA AND PUBLIC HEARING

INVITATION FOR SUBMISSION OF MEMORANDA AND PUBLIC HEARING THE SPORTS (AMENDMENT) BILL, 2024 (SENATE BILLS NO. 33 OF 2024)

The **Sports (Amendment) Bill, 2024 (Senate Bills No. 33 of 2024)** was read a First Time in the Senate on Tuesday, 6th August, 2024 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 principal object of the Bill is to amend the Sports Act (Cap. 223) to provide for the establishment and administration of a County Sports Associations Fund, in each county, to provide funding to support county sports associations. The Fund is focused on nurturing and supporting county sports associations in order to encourage the development of sports at the local level. The Bill outlines a strategy for funding the County Sports Associations Fund and the utilization of the Fund. The Bill also grants powers to the County Executive Committee member responsible for sports in each county to formulate rules to cover aspects such as the eligibility criteria, fund disbursement procedures and accountability measures.

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 laboursocialwelfarecommittee.senate@parliament.go.ke to be received on or before **Monday, 2nd September, 2024 at 5.00 p.m.**

In addition, the Committee will hold a public hearing on the Bill on **Thursday, 5th September, 2024 at 11.00 a.m. in Committee Room 2, Bunge Tower, Parliament Buildings, Nairobi.** Members of the public are welcome to attend this 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/the-senate/house-business/bills>.

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



REPUBLIC OF KENYA

MINISTRY OF AGRICULTURE AND LIVESTOCK DEVELOPMENT

**SUBMISSION ON STAKEHOLDER ENGAGEMENT ON THE LIVESTOCK
PROTECTION AND SUSTAINABILITY BILL, 2024
(SENATE BILLS NO. 32 OF 2024)**

**BY
DR. ANDREW M. KARANJA, PhD
CABINET SECRETARY**

SEPTEMBER, 2024

MEMORANDUM BY THE MINISTRY OF AGRICULTURE AND LIVESTOCK DEVELOPMENT ON THE LIVESTOCK SUSTAINABILITY BILL

Introduction

Kenya's Livestock Sector grapples with an array of challenges including disease outbreaks, poor genetics, inadequate market access, climate change and volatile feed prices creating a complex environment affecting both large-scale and small-scale farmers. Considering this, the Ministry developed the Sessional Paper No. 3 of 2020 on the Livestock Policy to address the various challenges identified in the situational analysis in the Policy and while those requiring legislation were incorporated in the Livestock Bill and other existing legislation. aimed to address them through various legislative proposals. Some of the legislative proposals include Livestock Bill, 2024 whose objective is to regulate previously unregulated industries to provide an enabling environment in order to ensure sustainable development of the Livestock Sector and the regulation of livestock inputs and livestock products, marketing of livestock and livestock products, promotion of research and capacity building in the livestock sector among others. Other important legislative proposals include the Animal Health Bill consolidating the 4 current laws (Animal Diseases Act; Cattle Cleansing Act; Rabies Act; Branding of Stock Act among others) ; Veterinary Public Health Bill has modernized the Meat Control Act; Animal Welfare and Protection Bill that has modernized the Prevention of Cruelty to Animals Act ; a new Animal Production Professionals and Technologists Bill; the Dairy Industry Bill that's modernizing the Dairy Industry Act; the Veterinary Practice and Veterinary Medicines Bill that's updating the Veterinary Surgeons and Veterinary Paraprofessionals Act and other legislative instruments such as the Animal Identification and Traceability Regulations, currently under development.

The **Livestock Protection and Sustainability Bill's** objective is to provide for safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and for connected purposes. It is noted that some of the areas in the proposed bill have been addressed in the existing legislations and bills in the Livestock Sector. The table below highlights the key areas covered by the Livestock Protection and Sustainability Bill in relation to the existing legal framework and new proposals in the Sector. The Bill can focus on addressing Livestock Sector emergencies and sustainability with clear financing mechanisms while the Livestock Bill will focus on the overall Livestock Sector coordination other developmental agenda across all the value chains to create the necessary synergies between legislations.

Specific Proposed Amendments

S/N	Provision	Provisions in the Livestock Protection and Sustainability Bill	Comments/ Issue	Recommendations
1	Objective	AN ACT of Parliament to provide for safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and for connected purposes	Objective is appropriate	Refocus the entire Bill to provide for emergencies and establish a funding mechanism for the Livestock Sector in line with the objective and exclude development related functions
2	Interpretations	Interpretation of Fund	Provide clear interpretations for a new proposal on a National Fund in addition to the already proposed County Fund	To allow introduction of a national fund to support the Livestock Sector Sustainability in addition to the County Fund
3	PART II – Sections 3 and 4	ROLES OF THE NATIONAL AND COUNTY GOVERNMENTS	The roles of the Cabinet Secretary and the County Executive Committee Members in charge of Livestock are too broad going beyond the scope of the Bill	Recast the roles in Provisions 3 and 4 to focus on safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and resilience
4	PART III – Sections 5, 6 and 7	LIVESTOCK PROTECTION AND SUSTAINABILITY MEASURES	The contingency measures for in the Bill are not exhaustive to address majority Sector emergencies	Review the sections to provide for the mitigation of Livestock Sector emergencies and enhance sustainability

5	NEW PART IV –	LIVESTOCK SECTOR SUPPORT FUND	Creation of a new fund to support emergency related interventions in the Livestock Sector and sustainability at the National level in addition to the County Fund	We support creation of the Livestock Sector Support Fund
6	PART V – Section 8	COUNTY LIVESTOCK ENTERPRISE DEVELOPMENT FUND	Good proposal	To be tweaked to address sustainability and emergencies with a county focus
7	Section 9	The object and purpose of the County Fund	The scope is too wide going beyond emergencies and sustainability of the interventions	Require to be revised to remain within the broad objective of the Bill
8	PART VI-Section 11	MISCELLANEOUS PROVISIONS	Focusing the miscellaneous provisions	The provisions for making Regulations should involve operationalization of the Fund and addressing emergencies in the Livestock Sector

Way forward

The Livestock Protection and Sustainability Bill should be reviewed to focus on addressing Livestock Sector emergencies and sustainability with clear financing mechanisms. The scope on development of the Livestock Sector should be addressed by other legislations based on the prevailing policy.

THE SENATE

STANDING COMMITTEE ON AGRICULTURE, LIVESTOCK AND FISHERIES

CONSIDERATION OF PUBLIC VIEWS RECEIVED ON THE LIVESTOCK PROTECTION AND SUSTAINABILITY BILL, 2023 (SENATE BILLS NO.32 OF 2024)

Stakeholders

1. Ministry of Agriculture, Livestock and Fisheries
2. Council of County Governors
3. Caleb Kiriinya - Concerned Citizen
4. Wilson Nyenze
5. Zinzi Mutiso

No.	CLAUSE	STAKEHOLDER	PROPOSAL	RATIONALE	COMMITTEE
	Objective	Ministry of Agriculture Livestock and Fisheries. (MOALF)	Refocus the entire Bill to provide for emergencies and establish a funding mechanism for the Livestock Sector in line with the objective and exclude development related functions	Objective is appropriate	Proposal rejected. The Bill already provides a framework to address livestock sector emergencies, particularly drought, through: • The Feeds Risk Data Management System (Clause 5), which monitors feed risks during emergencies. • The National Livestock Feeds Reserve (Clause 6),

					which ensures emergency feed supply during drought. The County Drought Resilience Plan (Clause 7), which prepares counties for drought impacts. The Bill also establishes a funding mechanism by establishing the County Livestock Enterprise Fund.
	Interpretation of Fund	MOALF	Provide clear interpretations for a new proposal on a National Fund in addition to the already proposed County Fund	To allow introduction of a national fund to support the Livestock Sector Sustainability in addition to the County Fund	Proposal rejected. The introduction of a National Fund contradicts the spirit of devolution, as enshrined in the Constitution, which aims to empower counties to independently manage their functions.
	PART II – Sections 3 and 4	MOALF	The roles of the Cabinet Secretary and the County Executive Committee Members in charge of Livestock are too broad going beyond the scope of the Bill	Recast the roles in Provisions 3 and 4 to focus on safeguarding livestock from adverse conditions including drought, provide for sustainable practices to alleviate the effects of drought on livestock farmers and resilience	Proposal rejected. The proposal is vague and lacks clarity. The proposal makes a general statement without citing specific subclauses or explaining why these roles are misaligned with the bill's objective.

1.	Clause 3- Role of the County Government	Council of Governors	Amend clause 3 to read as follows: 3(1) the Cabinet Secretary shall in consultation with the Council of County Governors – 1. Formulate national policies on livestock management, disaster mitigation and feed reserve strategies.	To provide for the consultation with the County Governments in the formulation of the National Policies which will make it easy for the County Governments to cascade and implement the same.	Proposal rejected. This clause highlights the role of national government inserting the “in consultation with county governments” blurs the distinction between the national and county responsibility.
2.	PART III – Sections 5, 6 and 7 Livestock Protection and Sustainability Measures	MOALF	The contingency measures for in the Bill are not exhaustive to address majority Sector emergencies	Review the sections to provide for the mitigation of Livestock Sector emergencies and enhance sustainability	Proposal rejected. The proposal states that the contingency measures are not exhaustive but fails to: - Clearly identify the specific gaps in the current provisions. - Indicate which additional emergencies should be considered. - Propose practical or concrete enhancements to the existing measures. - The proposal does not explain why the current contingency measures are inadequate or how they fail to address sector emergencies.

3.	Clause 6- National Livestock Feed Reserve.	COG	Establish new clauses to provide- • In the event of a disaster the CECM may make a request the Cabinet Secretary for the County to get support from the National feed reserve. • The CS to make regulation in consultation with COG on the procedures for counties to access the National feed reserve.	Create a framework for Counties to access the National feed reserve.	Proposal accepted. • The bill establishes the National Livestock Feed Reserve to ensure emergency feed supplies during drought or other adverse conditions. • However, it lacks clear guidelines on how counties can access this reserve in times of need. • By creating a structured framework for access, the proposal: • Ensures that counties can quickly mobilize feed resources when facing disasters.
4.	Clause 7	Council of Governors.	• The Clause provides that the CECM shall prepare a county draught resilient plan. • Amend Clause 7 by replacing the word "draught" with "disaster"	To ensure that the policies and strategies are inclusive, comprehensive and adaptive to various challenges. While drought is indeed a significant hazard facing the livestock sector in Kenya, it is not the only threat. The use of the term "drought" in the Livestock Sustainability Bill is recommended as it encompasses a wide range of risks that affects livestock sector, including drought,	Proposal Partially Accepted. • The proposal to make it inclusive is accepted but the change of name the Bill could make it even more precise: "County Livestock Emergency Resilience Plan"

				floods, diseases outbreaks, pest infestations and other climate related or environmental stock	
5.	NEW PART IV – Livestock Sector Support Fund	MOALF	Creation of a new fund to support emergency related interventions in the Livestock Sector and sustainability at the National level in addition to the County Fund	We support creation of the Livestock Sector Support Fund	Proposal rejected. Supporting counties through a coordinated national policy framework rather than a separate fund would be more in line with Kenya's devolved governance structure.
6.	PART V – Section 8- County Livestock Enterprise Development Fund	MOALF	Good proposal	To be tweaked to address sustainability and emergencies with a county focus	Reject the proposal. - The proposal is vague. - Section 9 of the bill already covers the focus on both emergencies and sustainability within the County Livestock Enterprise Development Fund. The clauses provides for the purpose of the fund.
7.	Clause 9- Purpose of the Fund.	COG	Amend Clause 9 to provide the following: The object and the purpose of the County Fund is to provide- (a) Development of the livestock sector in the County	To provide for the funding of livestock value chain development in the Counties	Proposal rejected. The primary objective of the County Livestock Enterprise

			(b) Establishment and management strategic livestock feed reserves.		Development Fund under the bill is to: • Provide emergency support to livestock owners. • Enhance sustainability and resilience within the livestock sector. The proposal to focus on livestock sector development shifts the fund's purpose from addressing emergencies and building resilience to long-term economic development.
8.	Section 9	MOALF	The scope is too wide going beyond emergencies and sustainability of the interventions.	Require to be revised to remain within the broad objective of the Bill	Proposal accepted ➤ To keep the fund's focus aligned with the bill's objectives, Clause 9 should be revised as follows: • Redraft clauses (d) and (e) related to loans for SMEs and credit facilities for micro-enterprises to state something in the lines of:

					(d) Loans to medium and small enterprises (SMEs) in the county engaged in livestock and livestock product businesses, specifically aimed at recovery from losses caused by emergencies, including drought, disease outbreaks, or natural disasters. • Purpose: To support business continuity and restocking for SMEs directly affected by adverse conditions. (e) Credit facilities for livestock-related micro-enterprises in pastoral and agro-pastoral areas within the county, specifically intended for rebuilding and sustaining operations following emergencies that impact livestock productivity or market stability. • Purpose: To facilitate recovery and continuity of micro-enterprises affected by livestock-related emergencies.
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					• The open-ended clause (f) risks misallocation of resources to non-emergency or non-sustainability projects • Modify clause (f) to state: "(f) Such other purposes directly related to livestock protection, emergency response, and sustainability as may be prescribed in the respective county legislation." ➤ The Bill was to primarily deal with livestock emergencies and not economic development objectives.
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					➤ Economic activities should be addressed through separate county enterprise development funds, not an emergency-focused livestock fund.
9.	Clause 8(2)(c) Income from investments made by the Fund	Wilson Nyenze	Limit the amount of money that can be reinvested at a given time to 15%	Helps maintain operational cash flow since emergencies are almost unexpected.	Proposal rejected and the committee proposed the deletion of (c). Since the fund does not accumulate surplus beyond the financial year, there is no financial continuity to support investments.
10.	PART VI- Section 11- Miscellaneous Provisions	MOALF	Focusing the miscellaneous provisions	The provisions for making Regulations should involve operationalization of the Fund and addressing emergencies in the Livestock Sector	Proposal accepted. For the same reasons.
11.	General	MOALF	The Livestock Protection and Sustainability Bill should be reviewed to focus on addressing Livestock Sector emergencies and sustainability with clear financing mechanisms. The scope on development of the Livestock Sector should be addressed by other legislations based on the prevailing policy.		The Committee acknowledges the general comment made by the Ministry of Agriculture, Livestock, and Fisheries (MOALF)

					and has taken it into consideration.
12.	General reference to the Whole Act.	Wilson Nyenze	Introduce jail limit of 15 years with no option of fine for misappropriation of funds also hold CEC who are in charge of the fund personally liable.	This will minimise misappropriation of mentioned funds and reserves which puts the National food security at risk. Putting this at risk is tantamount to treason.	Proposal rejected. The Public Finance Management (PFM) Act, 2012, already comprehensively addresses the misappropriation of public funds, including strict penalties for financial misconduct. Under the PFM Act, public officers found guilty of mismanaging or misappropriating public resources face both criminal and administrative sanctions, which may include imprisonment, fines, or both.
13.	General Comments	Caleb Kiriinya - Concerned Citizen	While appreciating of the Livestock and Sustainability Bill 2024 in recognition of the challenge livestock farmers face when drought occurs, his concerns were as follows: 1. The concern that the bill in complicating the process of supporting livestock farmers affected by drought. Most of the initiatives mentioned in the bill already exist and as such the bill is optional.	He recommended that hat the Senate reject or withdraw this Bill as it is likely to be detrimental to livestock farmers and pastoralists. The bill will interfere with and duplicate activities that already exist and are performing well. Additionally, the bill introduces a conflict of interest in the selection of warehouses for the storage of	The Committee acknowledges the general comments made by the Caleb Kiriinya - Concerned Citizen and has taken it into consideration.

			Moreover, there is an overlap between this bill and the Livestock Bill 2024, which was withdrawn for civic education, regarding the storage of water for livestock and the uptake of livestock insurance. Furthermore, efforts at livestock insurance and water conservation are already in place in most counties across the country. For instance, Laikipia County earlier this year implemented slam dams without the intervention of any bill. Moreover, there has been an uptake of livestock insurance among pastoralist communities. Incentives for the uptake of livestock insurance are already in place. 2. The concern of the bill in assigning excessive powers to the Cabinet Secretary in charge of livestock. There is little oversight on the powers of the Cabinet Secretary, with the Council of Governors being consulted in the development and maintenance of the feed risk data management system (Article 5 (1)). Furthermore, in Part VI- Miscellaneous Provisions, under Article 11(2a), the bill further states that the Cabinet Secretary may make various regulations. I feel it is irresponsible to give a single individual the ability to make regulations, as these regulations are likely to be unfavourable to various stakeholders in the livestock industry.	feeds for use in the event of drought. The bill also fails to clarify the criteria for the issuance of loans and grants and how livestock owners will be protected from the loss of land and livestock if they are unable to pay loans	
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		3. The concern of the bill under Article 6 in establishing the National Livestock Feeds Reserve. This section fails to address the issue of the feed reserve being of poor quality, similar to what was experienced with fertilizers earlier this year. Additionally, there is likely to be a conflict of interest where politicians and their associates insert themselves and offer warehouses. How does the bill plan to address conflict to interest in the selection of warehouses for the National Livestock Feeds Reserve? 4. The concern of the bill in requiring the county executive committee member to create a county drought resilience plan. While it is appropriate, there is likely to be duplication of information between counties regarding current and projected climate trends (7(1c)), the potential impact of drought on livestock (7(1d)), and drought resilience strategies, measures and programs (7(1e)). Moreover, in article 7 (2), the bill requires that each county allocate at least 0.5% of its annual budget to the implementation of the county drought resilience plan. What happens if they do not? The bill doesn't outline consequences for failure to do so. While a report on the progress of the implementation of the county drought resilience plan will be submitted to the county assembly for approval, there is no adequate		
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			oversight of the use of the funds allocated for the plan. 5. The concern of the bill regarding the County Livestock Enterprise Development Fund. Under Article 2(d) the bill states that there shall be monies paid into the fund - gifts made to the fund. Gifts are likely to compromise the effective functioning of the County Livestock Development Fund as they can be gifts -in exchange for something else, which essentially is a bribe. 6. The concerns of the bill in failing to outline the criteria for giving out grants and loans to livestock owners for emergency interventions in the county. Furthermore, there are concerns as to whether livestock owners and pastoralists will be required to give collateral, such as land, for the loans. There are also questions as to what happens if they are unable to repay the loans. Will the county government or national government be a guarantor? This lack of clarity means that livestock farmers and pastoralists are in danger of losing their land and animals in the event they are unable to repay the loan. Furthermore, how will this bill safeguard livestock owners against predatory loans? There have been instances in India where farmers have lost their land and lives due to predatory loans.		
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The Committee also received submissions from the following stakeholders:

1. Namunyak Women Self Help Group
2. Nature Kenya
3. Tekin Saeko

Upon review of the above submissions, it was noted that they relate to the Livestock Bill, 2024 (National Assembly Bills No. 34 of 2024), whose consideration was deferred by the sponsor on 8th August 2024.

13th March, 2026

The Clerk of the Senate
Parliament Buildings
NAIROBI

**RE: COMMITTEE STAGE AMENDMENTS TO LIVESTOCK
PROTECTION AND SUSTAINABILITY BILL, 2024 (SENATE BILLS
NO. 32 OF 2024)**

NOTICE is given that Sen. David Wakoli, MP, Chairperson of the Standing Committee on Agriculture, Livestock and Fisheries, intends to move the following amendments to the Livestock Protection and Sustainability Bill, 2024 (Senate Bills No. 32 of 2024), at the Committee Stage—

CLAUSE 3

THAT the Bill be amended by deleting clause 3 and substituting therefor the following new clause –

3. The Cabinet Secretary shall—

- (a) formulate national policies on livestock disaster management, disaster mitigation and feed reserve strategies;
- (b) oversee the implementation of the National Livestock Feeds Reserve;
- (c) coordinate the implementation of early livestock offtake interventions under this Act;
- (d) develop national standards and guidelines on pasture management and water security for purposes of disaster preparedness and sustainability;
- (e) integrate the livestock risk data management system with national early warning frameworks and ensure dissemination of risk information to counties;
- (f) develop national guidelines on market stabilization, emergency offtake pricing principles and value addition measures; and
- (g) provide technical assistance and capacity support to county governments in the implementation of this Act.

CLAUSE 5

THAT the Bill be amended by deleting clause 5 and substituting therefor the following new clause—

Livestock Risk Data Management System.

5. (1) The Cabinet Secretary shall, in consultation with the Council of County Governors, establish and maintain a Livestock Risk Data Management System.
- (2) The Livestock Risk Data Management System shall be used to —
- (a) collect and analyse data relating to feed availability, pasture conditions, and water resources;
 - (b) monitor and record incidences of livestock disease outbreaks and emerging biosecurity threats;
 - (c) track pest infestations, including locust invasions and other hazards affecting livestock production;
 - (d) assess the impacts of floods, droughts, and other climatic shocks on livestock survival;
 - (e) capture market and price volatility affecting livestock products and inputs; and
 - (f) generate timely early warning information to facilitate anticipatory action by national and county governments and other stakeholders.
- (3) The Cabinet Secretary shall ensure that the information generated from the Livestock Risk Data Management System—
- (a) is accessible in a timely and usable form to county governments, farmer associations and relevant stakeholders;
 - (b) integrates meteorological, veterinary and pest surveillance data;
 - (c) establishes clear triggers for activating emergency interventions under this Act; and
 - (d) is updated regularly to reflect current and forecasted conditions.

CLAUSE 6

THAT clause 6 of the Bill be amended in subclause (2) by—

- (a) deleting the word “drought” appearing immediately after the words “farmers during” in paragraph (a) and substituting therefor the words “adverse conditions that disrupt feed availability”; and
- (b) deleting the words “caused by drought” appearing immediately after the words “price volatility” in paragraph (b).

CLAUSE 7

THAT clause 7 of the Bill be amended—

- (a) by deleting subclause (1) and substituting therefor the following new subclause—

County livestock resilience plan

7. (1) A county executive committee member shall prepare and implement a County Livestock Resilience Plan.

(2) The County Livestock Resilience Plan prepared under subsection (1) shall—

- (a) include an assessment of the county's vulnerability to drought as a foreseeable and slow-onset risk affecting livestock;
- (b) include an analysis of other identified disasters and risks affecting livestock including floods, disease outbreaks and pest invasions;
- (c) specify current and projected climate trends and their potential impact on livestock production systems;
- (d) specify measures for feed security;
- (e) specify for water security;
- (f) outline resilience strategies, measures and programmes tailored to the specific needs and characteristics of the county and its livestock sector;
- (g) set out an implementation plan outlining the roles and responsibilities of relevant stakeholders; and
- (h) specify for resource mobilisation strategies and a monitoring and evaluation framework to track progress and effectiveness of the County Livestock Resilience Plan.

(b) in subclause (2) by deleting the word “drought” appearing immediately after the words “implementation of the county” and substituting therefor the word “livestock”;

(c) in subclause (3) –

- (i) by deleting the word “drought” appearing immediately after the words “potentially affected by” in paragraph (c) and substituting therefor the words “adverse conditions including drought, floods, pest invasions, disease outbreaks and other disasters”; and
- (ii) by deleting the word “drought” appearing immediately after the words “the identified” and substituting therefor the following word “livestock”;

- (d) in subclause (4) by deleting the word “drought” appearing immediately after the words “implementation of the county” in paragraph (e) and substituting therefor the word “livestock”.

CLAUSE 9

THAT clause 9 be amended by inserting the words “floods, pest invasions, disease outbreaks, or other adverse conditions affecting livestock” immediately after the words “occasioned by drought” in paragraph (c).

CLAUSE 11

THAT clause 11 of the Bill be amended by deleting subclause (2) and substituting therefor the following new subclause—

(2) Without prejudice to the generality of subsection (1), the Cabinet Secretary may make regulations providing for—

- (a) the declaration of particular animals to be livestock for purposes of this Act;
- (b) the procedures by which county governments may requisition and access feed from the strategic livestock feeds reserve;
- (c) the storage, maintenance and distribution of feed resources for the strategic livestock feeds reserve;
- (d) the criteria and threshold for release of feed, including priority areas and eligible beneficiaries;
- (e) the procedures for initiating and implementing early livestock offtake measures;
- (f) the eligibility criteria for livestock owners and livestock to participate in the early livestock offtake measures; and
- (g) any other matter necessary for the effective implementation of this Act.

NEW CLAUSES

THAT the Bill be amended by inserting the following new clauses immediately after clause 5 -

CLAUSE 5A

Early Warning Trigger Alerts.

5A. (1) The Cabinet Secretary shall issue a trigger alert whenever the Livestock Risk Data Management System established under section 5 indicates an elevated risk of adverse conditions affecting livestock.

(2) A trigger alert issued under subsection (1) shall—

- (a) specify the nature, severity and projected impact of the adverse condition;
- (b) identify the geographic area and livestock population likely to be affected;
- (c) recommend activation of appropriate interventions under this Act; and
- (d) be communicated promptly to county governments and relevant stakeholders for coordinated response.

CLAUSE 5B

Early livestock offtake interventions.

5B. (1) The Cabinet Secretary shall, in consultation with the relevant county governments, initiate an early livestock offtake intervention where information generated through the Livestock Risk Data Management System indicates an elevated risk of adverse conditions affecting livestock.

(2) An early livestock offtake intervention initiated under subsection (1) shall—

- (a) reduce pressure on pasture, water resources and other critical inputs;
- (b) prevent distress sale and livestock mortality; and
- (c) protect the economic value of livestock assets held by farmers and pastoralists.

(3) For the purposes of subsection (1), a national or county government may—

- (a) purchase livestock directly from farmers at prevailing or stabilised prices; or
- (b) facilitate the sale of livestock to designated processors, off-takers or public institutions.

(4) Where livestock is purchased under subsection (3)(a), the pricing mechanism shall be guided by the principles of—

- (a) fairness and transparency;
- (b) protection against exploitative or distress pricing; and

- (c) consideration of prevailing market conditions.

CLAUSE 5C

Value Addition and Marketing of Livestock and Livestock Products

5C. (1) The Cabinet Secretary shall, in consultation with county governments, farmer associations and relevant stakeholders, put in place measures for value addition and marketing livestock and livestock products.

(2) The measures under subsection (1) shall include—

- (a) support for processing and preservation of surplus livestock products during periods of high production;
- (b) establishment or facilitation of access to livestock aggregation centres, storage facilities, cold chain infrastructure and livestock markets;
- (c) promotion of conversion of surplus livestock products into value-added products;
- (d) facilitation of structured market linkages between livestock farmers, processors, off-takers and distributors; and
- (e) development of mechanisms to stabilise livestock markets.

CLAUSE 5D

Genetic Improvement and Breed Resilience

5D. (1) The Cabinet Secretary shall, in consultation with county governments and research institutions, establish and implement genetic improvement and breed resilience measures for livestock.

(2) The measures established under subsection (1) shall –

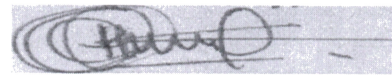
- (a) enhance the adaptive capacity of livestock breeds to withstand drought, disease outbreaks, pest invasions and other adverse conditions and to remain resilient in the aftermath of floods and climatic shocks;
- (b) promote selective breeding, artificial insemination and other scientifically proven methods to improve productivity, fertility and disease resistance;
- (c) conserve indigenous livestock genetic resources while integrating climate resilient and high yielding breeds;
- (d) strengthen biosecurity measures to safeguard genetic material and breeding stock against emerging threats; and

- (e) facilitate farmer access to improved breeding services, training and extension support.

LONG TITLE

THAT the Bill be amended by deleting the long title and substituting therefor the following new long title —

AN ACT of Parliament to provide for safeguarding livestock from adverse conditions including drought, floods, pest invasions, disease outbreaks, and other livestock disasters; provide for sustainable practices to alleviate the effects of such hazards on livestock farmers and for connected purposes



Dated 19th March, 2026.

David Wafula Wakoli, MP

Chairperson,

Standing Committee on Agriculture, Livestock and Fisheries.