

Scanned 24/3/2026

Forwarded for tabling
18/03/2026

PAPERS LAID	
DATE	24/03/2026
TABLED BY	Minority Leader
COMMITTEE	Labour & Social
CLERK AT THE TABLE	Cherip



REPUBLIC OF KENYA



THE SENATE

THIRTEENTH PARLIAMENT | FIFTH SESSION

STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE

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

Rt. Hon. Speaker
You may approve for tabling
J. M. Nyegenye, C.B.S.,
Clerk of the Senate/Secretary, PSC
Date: 18/03/26

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

19/03/26

MARCH, 2026

TABLE OF CONTENTS

LIST OF ABBREVIATIONS/ACRONYMS.....	2
PRELIMINARIES	3
Establishment and Mandate of the Committee	3
Membership of the Committee	4
CHAIRPERSON'S FOREWORD	5
CHAPTER ONE: INTRODUCTION	8
1.0 BACKGROUND INFORMATION	8
1.1 OVERVIEW OF THE BILL.....	8
1.1 SITUATIONAL ANALYSIS.....	14
1.3 LEGISLATIVE FRAMEWORK AND LEGAL COHERENCE ANALYSIS.....	15
1.4 POLICY ISSUES AND GAPS	16
1.5 COMPARATIVE ANALYSIS	17
CHAPTER TWO: OVERVIEW OF PUBLIC PARTICIPATION ON THE BILL	19
2.0 COMMITTEE UNDERTAKINGS.....	19
2.1 EMERGING THEMES FROM STAKEHOLDER SUBMISSIONS	19
CHAPTER THREE: COMMITTEE OBSERVATIONS AND RECOMMENDATIONS.....	24
3.0 COMMITTEE OBSERVATIONS ON THE BILL	24
3.1 COMMITTEE RECOMMENDATIONS	25

LIST OF ABBREVIATIONS/ACRONYMS

NEA	National Employment Authority
NIP	National Internship Programme
PSC	Public Service Commission
PSIP	Public Service Internship Programme

PRELIMINARIES

Establishment and Mandate of the Committee

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

The Committee oversights four ministries as follows –

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

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

- a) The department of pension;
- b) The Retirement Benefits Authority;
- c) The Local Authorities Provident Fund;
- d) Public Service Superannuation Scheme; and
- e) The Civil Servants Accident Claim Fund.

The Committee also oversees the following Commissions and State Corporations –

- a) The Public Service Commission;
- b) The Salaries and Remuneration Commission;
- c) National Gender & Equality Commission;
- d) The Commissioner of Sports & Sports Registrar; and
- e) Permanent Presidential Music Commission.

Membership of the Committee

The Committee membership is as follows–

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

CHAIRPERSON'S FOREWORD

The Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) was passed by the National Assembly on 3rd December, 2025 with amendments and subsequently transmitted to the Senate. The Bill was read a First Time in the Senate on 12th February, 2026. Pursuant to standing order 148(1) of the Senate Standing Orders the Bill referred to the Standing Committee on Labour and Social Welfare to facilitate public participation and consider the views and recommendations of the public when it submits its report to the Senate.

Hon. Speaker,

Pursuant to Article 118 of the Constitution and standing order 145 (5) of the Senate Standing Orders, the Committee invited the public to submit written memoranda on the Bill through advertisements published in the Star and Standard Newspapers on Tuesday, 17th February, 2026, with a submission deadline of Tuesday, 3rd March, 2026. The advertisement was also posted on the Parliament website and social media platforms. Following the call for submissions, the Committee received written memoranda from stakeholders. The Committee held a public hearing session with targeted stakeholders and members of the public on Tuesday, 3rd March, 2026.

The Committee proceeded to consider the Bill extensively and observed that the Bill seeks to establish a structured internship framework for graduates within the public sector. The Bill aims is to provide them with practical training and relevant skills while supporting their transition from students to employment. The Bill also promotes youth development and employability. In doing so, it advances the constitutional commitment to human dignity and the realization of economic and social rights. Its implementation will be guided by principles of sustainable development, fairness and equity, transparent recruitment and professionalism.

Without this Bill, internships in the public sector would likely remain inconsistent and poorly coordinated. Many graduates would struggle to access structured opportunities to

gain practical skills after completing their studies. The gap between education and employment would widen, making it harder for young people to meet professional registration requirements and enter the workforce. This would also slow efforts to promote fairness, transparency and equal access to internship opportunities in the public sector.

The Committee observed that the process for determining intern stipends requires clarification to ensure it remains constitutionally compliant and adequately reflects living costs, sector-specific conditions, and the responsibilities assigned to interns. It further noted that limiting internships to a maximum period of twelve months may be restrictive for professions that require longer periods of practical training. The Committee also noted a concern that the framework lacks clear enforcement mechanisms, as it does not provide consequences for institutions that delay stipend payments, fail to provide quality training, or neglect their reporting obligations. Additionally, while institutions are encouraged to consider prior internship experience when recruiting for permanent positions, the framework does not establish a clear pathway linking internships to employment.

The Committee further observed that internship opportunities should not be limited only to formally graduated individuals but should also accommodate persons with relevant prior learning, informal training or practical experience or skills through appropriate recognized mechanisms. Finally, the Committee noted that the definition of public service institutions should be aligned with the constitutional definition to ensure clarity, consistency and inclusion of county governments.

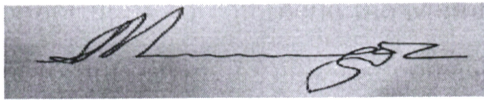
The Minutes of the Committee in considering the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) are annexed to this Report as Appendix 2. This Report by the Committee is therefore an account of the deliberations, including its resolutions at Committee Stage Amendments attached to the Report as Appendix 1.

Hon. Speaker,

I take this opportunity to commend the Members of the Committee for their devotion and 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 assignment.

Hon. Speaker,

It is now my pleasant duty, pursuant to standing order 148 (1) of the Senate Standing Orders, to present the Report of the Standing Committee on Labour and Social Welfare on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022).



Signed

Date 13TH MARCH, 2026

SEN. JULIUS RECHA MURGOR, CBS, MP

**CHAIRPERSON, STANDING COMMITTEE ON LABOUR AND SOCIAL
WELFARE**

CHAPTER ONE: INTRODUCTION

1.0 BACKGROUND INFORMATION

1. The Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) was passed by the National Assembly on 3rd December, 2025 with amendments. The Bill was read a First Time in the Senate on 12th February, 2026. Pursuant to standing order 148(1) of the Senate Standing Orders the Bill was committed to the Standing Committee on Labour and Social Welfare to facilitate public participation and to consider the views and recommendations of the public when it submits its report to the Senate.
2. In line with Article 118 of the Constitution and Standing Orders 145 and 145(5), the Committee invited the public to submit written memoranda on the Bill through advertisements published in the Star and Standard Newspapers on Tuesday, 17th February 2026, with a submission deadline of Tuesday, 3rd March 2026 at 5:00 p.m. Further, the Committee scheduled a public hearing with targeted stakeholders and members of the public on Tuesday, 3rd March, 2026.

1.1 OVERVIEW OF THE BILL

3. The Public Service Internship Bill, 2022 intends to—
 - a) make provision for internship of college and university graduates in the public sector;
 - b) provide for hands-on training and acquisition of skills by graduates;
 - c) preserve human dignity as set out under Article 19 of the Constitution through the realization of economic and social rights under Article 43(1);
 - d) enhance youth development and employability by creating clear linkages between education, training and work;
 - e) ensure a well-structured and coordinated internship programme; and
 - f) provide interns with requisite experience in their fields of practice to meet requirements for registration by professional regulatory authorities.

4. The implementation of the Bill will be guided by principles including promotion of sustainable development, equity and fairness, transparent recruitment procedures, professionalism, efficiency, relevance, quality supervision and adherence to government programs.

1.1.1. *Key definitions of terms*

5. The Bill provides comprehensive definitions of key terms including:
 - a) Graduate – means a person who has successfully completed a course of study or training and has been awarded a degree, diploma or certificate;
 - b) Intern – means an unemployed person with relevant qualifications who has entered into a contract with a government organization for a period not exceeding twelve months with the intent of acquiring relevant work experience for registration with respective professional bodies and to increase chances of employability and the person may be offering service on a full-time basis;
 - c) Internship – means a programme meant to provide unemployed graduates with opportunities for hands-on training or experience for skills acquisition to enhance employability or fulfil the legal requirement for professional registration;
 - d) Mentor – means a competent person who provides practical training and facilitates other forms of training to interns;
 - e) Public service institution – means any public office in the national government;
 - f) Supervisor – means an employee under whom an intern is placed for purposes of allocating work to them and overseeing their work performance.

1.1.2. *Eligibility to participate in the internship programme*

6. The Bill applies to the following categories of persons:
 - a) unemployed graduates with appropriate skills who require practical hands-on experience to improve their chances of employment;
 - b) graduates with professional qualifications who are required by their professional bodies to undertake internship as a pre-condition for registration; or
 - c) any person who has successfully completed a course of training under the Technical and Vocational Education and Training Act.

7. A person is eligible if they:

- a) have completed their certificate, diploma or degree qualification from an institution recognized in Kenya;
- b) have not been exposed to work experience related to their area of study through internship under this Act; or
- c) require the internship for registration by the professional body regulating the person's profession.

8. Persons are not ineligible if they:

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

1.1.3. *Internship opportunities advertisement and intern recruitment*

9. The Bill establishes a transparent recruitment process:

- a) a person in charge of a public service institution shall identify and declare all internship opportunities available within the institution;
- b) the institution shall advertise the opportunities on its website and in at least two newspapers of nationwide circulation;
- c) the advertisement shall contain relevant information including areas of specialization required, total number of interns required, duration of the internship, and deadline for submission of applications.

1.1.4. *Responsibilities of public service institutions*

10. For effectiveness of internship programmes, every public service institution shall:

- a) set up internship management committees;
- b) plan and budget for internship programmes;
- c) identify and declare all internship opportunities available whenever they arise;
- d) conduct the recruitment of interns on the basis of merit;
- e) conduct regular induction programmes for supervisors and mentors involved in internship programmes;
- f) provide the necessary facilities to enable interns to acquire the required skills and knowledge;

- g) pay the prescribed stipends or remuneration to interns, in accordance with this Act, or in accordance with the structure of remuneration prescribed by the institution for interns who offer full time service;
- h) appoint supervisors and mentors for the interns;
- i) ensure that interns are properly engaged in relevant work assignments;
- j) monitor and evaluate the progress of internship programmes in their organizations;
- k) report to the Cabinet Secretary, on a quarterly basis, on internship programmes undertaken in the institution and any challenges experienced;
- l) coordinate with an appropriate authority to monitor and supervise interns who are in service prior to registration by a regulatory body; and
- m) issue certificates of internship to interns upon successful completion of the internship programme.

1.1.5. Responsibilities of interns

11. Every intern engaged in the public service shall:

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

1.1.6. *Compensation and benefits interns are entitled to*

12. An intern engaged in the public service shall be eligible for:
- a) A monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations, or a monthly payment as a public service institution may prescribe for interns who offer full time service in line with the structure of compensation in the institution;
 - b) Personal accident insurance cover provided by the relevant public service institution and valid for the duration of the internship period;
 - c) Sick leave as may be applicable in the prevailing regulations;
 - d) Maternity or paternity leave;
 - e) Leave days on a pro rata basis as shall be determined by the Cabinet Secretary; and
 - f) Subsistence allowance as may be determined by the Cabinet Secretary from time to time.

However, an intern shall not be eligible to receive pension or gratuity. However, this shall not apply to interns who offer full time service within the public service.

1.1.7. *Duration of the internship*

13. An internship period shall be valid for any period as may be determined by a person in charge of a public service institution, but such internship period shall not exceed twelve months. This provision shall not apply where a regulatory authority prescribes an internship period that exceeds twelve months for an intern including a pre-registration intern.

1.1.8. *Circumstances that an internship can be terminated*

14. An intern shall be liable to have his or her internship discontinued on the grounds of:
- a) absence from the public service institution without permission or reasonable cause for a period exceeding seventy-two hours;
 - b) gross or disorderly conduct; or
 - c) commission of a criminal offence.
15. An intern may also terminate internship by submitting a thirty days' notice in writing to the person in charge of the public service institution.

1.1.9. *Internship experience be considered in future recruitment*

16. In recruiting candidates for employment, a public service institution shall consider a candidate's previous internship in the public service. This provision creates a pathway from internship to permanent employment and recognizes the value of internship experience gained in the public sector.

1.1.10. *Powers delegated under the Bill*

17. The Bill delegates legislative powers to the Cabinet Secretary to make regulations for the better carrying out of the provisions of this Act. This includes authority to prescribe:
- a) the amount of monthly stipends and other benefits for interns;
 - b) the structure of leave days on a pro rata basis;
 - c) subsistence allowances;
 - d) standards for monitoring and evaluation of internship programmes; and
 - e) any other matters necessary for the effective implementation of the Act.

1.1.11. *Expected outcome once the Bill becomes law*

18. Once enacted into law, the following actions are expected-
- a) the Cabinet Secretary shall develop and publish regulations to operationalize the Act, including prescribing stipend amounts, allowances and other implementation details;
 - b) all public service institutions shall establish internship management committees;
 - c) public service institutions shall budget for internship programmes in subsequent financial years;
 - d) institutions shall begin advertising internship opportunities through official websites and national newspapers; and
 - e) a coordinated monitoring and reporting system shall be established to ensure quality and accountability.

1.1 SITUATIONAL ANALYSIS

19. Kenya continues to face high levels of youth unemployment and underemployment. A significant number of graduates lack practical work experience, which limits their transition into formal employment.
20. At present, the Public Service Commission launched the Public Service Internship Programme (PSIP) administratively in the Financial Year 2019/2020. By 2025/2026, cumulatively 37,504 interns had benefited across eight cohorts. Each intern receives a monthly stipend of Kshs. 25,000. Of the 37,504 who participated in Cohort 8, approximately 3,317 were competitively absorbed into the county and national governments¹.
21. A key structural obstacle to youth employment in Kenya is the experience paradox: employers demand prior work experience as a condition of employment, yet graduates cannot acquire such experience without first being given an opportunity to gain such experience in a work environment.
22. Internship programmes, when well-designed and properly regulated, are globally recognized as the most effective mechanism for bridging this gap.
23. Kenya's internship landscape has been shaped primarily by administrative directives rather than legislation. The Public Service Commission (PSC), through various circulars and guidelines, has periodically directed public institutions to create internship opportunities for graduates.
24. However, these directives lack the force of law, are not uniformly implemented, and do not carry enforceable rights and obligations. The result is a policy framework that is aspirational but structurally deficient in guaranteeing consistent outcomes for interns or public institutions.
25. The Government of Kenya through the Ministry of Public Service has over the years rolled out internship cohorts under programmes such as the Presidential Digital

¹ Data from the submissions made by Public Service Commission during the public participation

Talent Programme ² and sector-specific graduate trainee schemes in health, engineering and law.

26. While these initiatives represent positive steps, they remain discretionary, donor-dependent in some cases and not anchored in a durable legal framework that survives changes in government priorities or fiscal constraints.

1.3 LEGISLATIVE FRAMEWORK AND LEGAL COHERENCE ANALYSIS

27. This section looks at the legislative framework and legal coherence of the Bill on how it fits within the Constitution, existing laws and institutional mandates.

28. The Bill is anchored in the-

a) **Constitution, 2010**, particularly-

- i. **Article 43(1)** – Right to economic and social rights, including accessible employment.
- ii. **Article 55** – Obligation of the State to take measures, including affirmative action, to ensure youth access employment.
- iii. **Article 19** – Protection of human dignity; and
- iv. **Article 232** – Values and principles of public service, including transparency, accountability, and fair competition.

b) **Public Service Commission Act, 2017**

This Act governs recruitment and management of public officers. The Bill will complement this Act by creating a specific internship category.

c) **Technical and Vocational Education and Training Act, 2013**

This Act recognizes vocational training and skills development pathways. The Bill incorporates TVET graduates into eligibility criteria.

d) **Industrial Training Act**

This Act promotes industrial training and skill development. The Bill expands structured training into the broader public service context.

² ICT Authority. (2025, August 26). *ICT Authority invites suitable recent university graduates to apply for the Presidential Digital Talent Programme (PDTP) Cohort X intake* [Recruitment notice]. Ministry of Information, Communications and the Digital Economy. <https://recruitment.digitalent.go.ke/>

e) Various professional regulatory statutes

For example, medical, engineering and legal professions that require internship or pupillage for registration.

29. The Kenya Vision 2030 Human Capital Pillar and the Bottom-Up Economic Transformation Agenda (BETA) both identify youth skills development as a priority. The Bill is broadly aligned with these frameworks.
30. There are also the Internship Policy and Guidelines for Public Service.
31. The Bill therefore fills a legislative gap by consolidating and harmonizing internship governance in public service.

1.4 POLICY ISSUES AND GAPS

32. There is Stipend Ambiguity. Section 10 provides for “a monthly stipend and any other benefit as the Cabinet Secretary shall prescribe in regulations” or “a monthly payment as a public service institution may prescribe.” This dual formulation, Cabinet Secretary regulations versus institutional discretion, creates uncertainty about minimum standards and enables inter-agency inconsistency.
33. The current administrative Public Service Internship Programme stipend of Ksh. 25,000 is not referenced in the Bill and future regulations could set a lower figure without parliamentary oversight. The regulation or the Bill should consider the minimum pay in line with factors such as cost of living.
34. County governments are not covered in the Bill. Article 260 defines 'public office' to include county public service officers, yet Section 8(1) refers specifically to 'public service institution,' which is defined in Section 2 as 'any public office in the national government.' County governments operate distinct human resource structures under the County Governments Act 2012 and the County Public Service Boards Act. The Bill creates a two-tier system in which graduates placed in national ministries enjoy statutory protections while those in county internship programmes have no equivalent legal shield.
35. Constitutional Commissions and Independent Offices established under Chapter Fifteen of the Constitution occupy an unclear position. They are part of the broader

public service but have independent mandates and human resource frameworks. The Bill is silent on whether they fall within 'public service institution' as defined.

36. The Bill does not engage with the Employment Act 2007. Kenyan courts have held that interns are employees for purposes of the Employment Act³. If that case law applies, an intern wrongfully terminated without the 30-day notice in Section 14(2) could theoretically sue under the Employment Act but this is left entirely to judicial interpretation rather than express statutory provision. There is need for the bill to define or clarify interns as trainees or employees.
37. The financial implications of the Bill are significant. Public institutions will be required to budget for stipends, insurance and allowances across large cohorts of interns. There will be need for a financing mechanism.

1.5 COMPARATIVE ANALYSIS

38. In Tanzania, there is a National internship Steering Committee as a high-level body established by the Prime Minister's Office (Labour, Youth, Employment and Persons with Disability) to regulate, coordinate, and oversee the implementation of National Internship Guidelines⁴. One of its mandates is to coordinate various stakeholders (employers, training institutions, government) to align internships with national industrial development plans and the goal of a middle-income country.
39. South Africa's Internship Programme in the Public Service is governed by the Public Service Regulations and the Human Resource Development Strategy for the Public Service. South Africa has established a National Internship Programme (NIP) under the Department of Public Service and Administration, which sets national norms and standards for public sector internships, including standardized stipend levels, a 24-month maximum duration for learnership-linked internships, and a

³ James Onduko v Computer for School Kenya [2014] eKLR; Stanley Mungai Muchai v National Oil Corporation [2012] eKLR)

⁴ [chrome-extension://efaidnbmnnnibpcajpcgglefindmkaj/https://kazibox.co.tz/wp-content/uploads/2019/05/NATIONAL-INTERNSHIP-GUIDELINES.pdf](https://kazibox.co.tz/wp-content/uploads/2019/05/NATIONAL-INTERNSHIP-GUIDELINES.pdf)

centralized management information system for tracking intern placements and outcomes⁵.

40. Kenya's Bill would benefit from similar provisions for a national internship management information system and centrally determined minimum stipend benchmarks rather than leaving stipend determination entirely to the Cabinet Secretary's discretion.
41. Rwanda has made significant progress in structuring graduate internship as part of its national human capital development strategy. The Rwanda Development Board and the Ministry of Public Service coordinate internship placements across both public and private sectors, with a focus on aligning internship opportunities with the country's high-priority sectors⁶.
42. Their approach of linking internship to sectoral needs assessment is instructive for Kenya, suggesting the value of requiring the Cabinet Secretary to periodically publish internship demand forecasts aligned with national development priorities.
43. The United Kingdom has an evolving internship regulatory landscape. While the UK lacks a single statute governing internship, the National Minimum Wage Act 1998 has been interpreted to require that "workers", including some interns, be paid at least the national minimum wage⁷.
44. The UK's experience demonstrates the critical importance of clearly defining the legal status of interns relative to employees, workers and volunteers, as ambiguity in this distinction has led to significant litigation and enforcement challenges. Kenya's Bill would benefit from clearer provisions on the legal status of interns, particularly full-time interns, in relation to existing employment law.

⁵ Department of Public Service and Administration, South Africa. (2019). National internship programme framework for the public service. Government of South Africa. <https://www.dpsa.gov.za>

⁶ Ministry of Public Service and Labour, Rwanda. (2021). Graduate internship framework: Policy and implementation guidelines. Government of Rwanda. <https://www.mifotra.gov.rw>

⁷ National Minimum Wage Act 1998. (1998). UK Parliament. <https://www.legislation.gov.uk/ukpga/1998/39>

CHAPTER TWO: OVERVIEW OF PUBLIC PARTICIPATION ON THE BILL

2.0 COMMITTEE UNDERTAKINGS

45. The Committee held a total of four (4) meetings on the Bill, where it met with various stakeholders and considered the submissions. The Minutes of the meeting are annexed to this Report as Appendix 2.
46. The Committee invited the public to submit written memoranda on the Bill through advertisements published in The Star and The Standard newspapers on Tuesday, 17th February, 2026, with a submission deadline of Tuesday, 3rd March, 2026. The advertisement was also posted on the Parliament website and social media platforms to ensure wider outreach. Following the call for submissions, the Committee received written memoranda from stakeholders and subsequently held a public hearing session with targeted stakeholders and members of the public on Tuesday, 3rd March, 2026. A copy of the advertisement is annexed as Appendix 4.
47. Copies of the written submissions are attached to this Report as Appendix 6. Additionally, a matrix analysing the stakeholder submissions is annexed as Appendix 5.
48. The Committee proceeded to consider the Bill extensively, together with the stakeholder submissions received thereon.

2.1 EMERGING THEMES FROM STAKEHOLDER SUBMISSIONS

49. This section examines the submissions made by the key stakeholders during public participation on the Bill. The stakeholders include the Ministry of Public Service, Human Capital Development and Special Programmes, the Public Service Commission, the Ministry of Labour and Social Protection, the Council of Governors, the National Employment Authority and one hundred and nine (119) individual contributors.

2.1.1 Definitions and Interpretations

50. Stakeholders proposed clearer definitions of several terms in the Bill. The Ministry of Public Service recommended defining “certificate” as a post-secondary qualification lasting at least six (6) months to create a minimum standard. The definition of “intern” was also proposed to specify that an intern is an unemployed holder of a degree, diploma or certificate who signs a contract with a public service institution to gain work experience and improve employability or meet professional registration requirements.
51. The definition of “mentor” was expanded to show that a mentor should be a knowledgeable and experienced person who regularly guides and trains interns. Stakeholders also recommended aligning the definition of “public service institution” with Article 260 of the Constitution so that it includes both national and county government institutions.

2.1.2 Scope and application of the Bill

52. Submissions noted that the Bill should clearly state that it applies to all public service institutions, including those in county governments by amending the meaning of the term “public service institutions” in the Bill. Concerns were raised that the Bill initially did not explain how internships in county governments would be managed.
53. The Ministry of Labour also proposed that the programme should help graduates gain skills for both employment and self-employment. There were also concerns that the Bill only covers the public sector and does not protect graduates seeking internships in the private sector.

2.1.3 Recruitment and management of internship opportunities

54. The Public Service Commission (PSC) raised concerns about decentralized recruitment where individual public institutions advertise and recruit interns independently. It argued that recruitment should be centrally coordinated to ensure transparency, equal opportunity and merit-based selection.
55. Institutions should notify the Public Service Commission before advertising internship opportunities so that the information can be made public and accessible to all eligible applicants. The National Employment Authority also proposed that

internship opportunities should be shared through its information system and that interns should register with the Authority to improve coordination and monitoring.

2.1.4 Institutional roles and coordination

56. Stakeholders emphasized the need to respect constitutional mandates of different institutions. The Public Service Commission argued that recruitment and appointment powers for interns in institutions under its mandate should remain with the Commission. Other Commissions such as the Judicial Service Commission, the Teachers Service Commission, the National Police Service Commission, the Parliamentary Service Commission and the County Service Boards should manage internships within their jurisdictions.
57. The National Employment Authority also stated that the Bill does not clearly recognize its statutory role in employment management and warned that this could lead to duplication of functions and weak oversight.

2.1.5 Intern welfare, stipend and training conditions

58. Concerns were raised about the payment and determination of stipends. The Public Service Commission stated that determining terms and conditions of service, including stipends, is part of its constitutional mandate and should not be assigned to the Cabinet Secretary.
59. The Ministry of Labour and Social Protection raised a broader concern about stipends, noting that leaving the amount to be determined by the Cabinet Secretary or institutions without a clear standard could lead to inconsistency and potential exploitation of interns. The Ministry recommended that stipend levels be standardized to avoid these outcomes.
60. The individual submissions which were largely similar in content, resembling a copy-and-paste format proposed increasing and standardizing the stipend because the current amount was not sufficient to meet living costs. Further recommending creating a pathway for interns to be absorbed into permanent employment after successful completion of the programme.

2.1.6 Internship duration, protection and accountability

61. Submissions noted that the maximum internship period of twelve months may be too short for professions that require longer practical training. There were also concerns that the Bill lacks clear enforcement mechanisms and penalties for institutions that fail to comply with reporting or training obligations.
62. Stakeholders also proposed allowing deferment of internships in cases such as illness, maternity leave or other circumstances beyond the control of the intern or institution. In addition, participants pointed out that the Bill does not explicitly prohibit discrimination based on gender, disability or socio-economic background as it does not contain any explicit anti-discrimination clause.

2.1.7 Support for the Objectives of the Bill

63. The Council of Governors generally supported the Bill and agreed that it creates a structured internship programme with clear guidelines for declaring opportunities, managing interns and assigning responsibilities to institutions and interns. It also supported provisions such as accident insurance for interns during the internship period and considered these measures important for strengthening internship management in the public service.

2.1.8 Absorption of Interns

64. The one hundred and nineteen (119) individual public submissions consistently raised the issue of what happens to interns after they complete their placements. They proposed that the Bill include provisions that create a clear and systematic pathway for interns to be absorbed into permanent employment after successfully completing their programmes. They argued that this would reduce graduate unemployment and give the internship programme practical value beyond skills training. The existing Clause 16, which requires public institutions to consider previous internship experience during recruitment, was seen as too weak because it only asks institutions to "consider" internship experience rather than giving it substantive weight or creating a formal absorption mechanism in percentages.

2.1.9 Enforcement of the Bill

65. The Ministry of Labour and Social Protection identified a structural gap in the Bill that cuts across multiple provisions. The Bill has no penalties for institutions that fail to remit stipends, provide quality training or submit accurate quarterly reports. The reporting requirement exists but there is nothing in the Bill that happens when an institution does not comply.

CHAPTER THREE: COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

3.0 COMMITTEE OBSERVATIONS ON THE BILL

66. Upon review of the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) and consideration of the stakeholder submissions received, the Committee made the following observations-

- a) That the determination of intern stipends requires clarification to avoid conflict with the constitutional role of the Public Service Commission. Further, that the Salaries and Remuneration Commission (SRC) should also be consulted on the matter. Additionally, stipends should reflect living costs, sector-specific realities and the responsibilities of interns.
- b) That there are concerns regarding the maximum twelve-month internship period which could be restrictive, particularly for professions requiring longer experiential learning, such as medicine, engineering or other specialized fields.
- c) That the Bill does not provide any penalties for institutions that fail to pay stipends on time, fail to provide quality training or fail to submit the required quarterly reports. The reporting obligation in Clause 8(k) required institutions to report to the Cabinet Secretary but there was nothing in the Bill to enforce or outline consequences when they do not. An obligation without a consequence is difficult to enforce.
- d) That the Bill requires institutions to consider previous internship experience when recruiting for permanent positions. This was the only link between internship and employment. It places no obligation on institutions and creates no formal pathway.
- e) That the proposal to involve the National Employment Authority (NEA) in intern registration or reporting cannot be acknowledged. The quarterly reporting requirements should continue to respect the constitutional independence of Commissions and Independent Offices under Articles 249 and 254 of the Constitution.

- f) That internship programs should not be limited solely to formally graduated individuals. The Committee observed that candidates with relevant prior learning, informal training or practical experience should also be considered for internships, to ensure that skills and competencies are effectively utilized. The Bill or its implementing guidelines should provide mechanisms for assessing and recognizing prior learning and non-formal qualifications, to broaden access, promote inclusivity and enhance the effectiveness of the internship program.
- g) That the definition of ‘Public Service Institution’ should be aligned with Article 260 of the Constitution. This would include county governments and ensure consistency with Clause 8 on the application of the Act.

3.1 COMMITTEE RECOMMENDATIONS

67. Arising from the above observations, the Committee recommends that the Senate passes the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) with the following amendments, THAT-

1. Clause 3 of the Bill be amended in paragraph (b) by inserting the words “and gaining skills for self-employment,” immediately after the words “enhance youth development and employability”.
2. Clause 10 of the Bill be amended in paragraph (a) by inserting the words “in consultation with the Salaries and Remuneration Commission” immediately after the words “as the Cabinet Secretary”.
3. Clause 14 of the Bill be amended by inserting the following new subclause 2-
 - (3) Despite subsection (1), internship may be deferred on account of—
 - (a) indispensability of an intern due to sickness;
 - (b) an intern being on maternity leave; and
 - (c) any other justifiable circumstances beyond an institution’s or intern’s control.

4. Clause 2 of the Bill be amended-

- (a) by deleting the definition of the word “mentor” And substituting thereof the following new definition- “mentor” means a person with relevant knowledge and experience in a particular field and who supervises and provides guidance to an intern on a regular basis for the purposes of imparting appropriate attitude, knowledge and practical skills;
- (b) in the definition of “public service institution” by inserting the words “or county governments” immediately after the words, “the national government”;
- (c) by inserting the following new definition immediately after the definition of the word “Cabinet Secretary”—
“certificate” means a post-secondary school certificate, including a vocational certificate awarded upon completion of a course of study or training.

LIST OF APPENDICES

- Appendix 1: Proposed Committee Stage Amendments on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022),
- Appendix 2: Minutes of the Committee sittings
- Appendix 3: Copy the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), Bill
- Appendix 4: Advertisement as published in the Daily Nation and Star Newspapers
- Appendix 5: Public Participation Matrix
- Appendix 6: Copies of the Stakeholders' Submissions

APPENDIX 1:

PROPOSED COMMITTEE STAGE AMENDMENTS ON THE PUBLIC SERVICE INTERNSHIP BILL, 2022 (NATIONAL ASSEMBLY BILLS NO. 63 OF 2022)

16th March, 2026

The Clerk of the Senate
Parliament Buildings
NAIROBI.

**RE: COMMITTEE STAGE AMENDMENTS TO THE PUBLIC SERVICE
INTERNSHIP BILL, 2022 (NATIONAL ASSEMBLY BILLS NO. 63 OF 2022)**

NOTICE is given that Sen. Recha Julius Murgor, the Chairperson to the Standing Committee on Labour and Social Welfare intends to move the following amendments to the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), at the Committee Stage—

CLAUSE 3

THAT clause 3 of the Bill be amended in paragraph (b) by inserting the words “and gaining skills for self-employment,” immediately after the words “enhance youth development and employability”.

CLAUSE 10

THAT clause 10 of the Bill be amended in paragraph (a) by inserting the words “in consultation with the Salaries and Remuneration Commission” immediately after the words “as the Cabinet Secretary”.

CLAUSE 14

THAT clause 14 of the Bill be amended by inserting the following new subclause 2—

(3) Despite subsection (1), internship may be deferred on account of—

- (a) indispensability of an intern due to sickness;
- (b) an intern being on maternity leave; and
- (c) any other justifiable circumstances beyond an institution’s or intern’s control.

CLAUSE 2

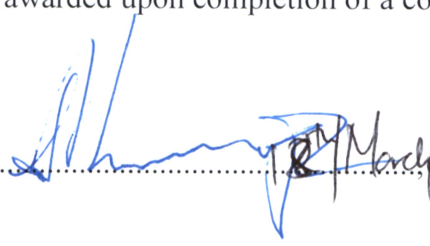
THAT clause 2 of the Bill be amended—

- (a) by deleting the definition of the word “mentor” And substituting thereof the following new definition—

“mentor” means a person with relevant knowledge and experience in a particular field and who supervises and provides guidance to an intern on a regular basis for the purposes of imparting appropriate attitude, knowledge and practical skills;

- (b) in the definition of “public service institution” by inserting the words “or county governments” immediately after the words, “the national government”;
- (c) by inserting the following new definition immediately after the definition of the word “Cabinet Secretary”—

“certificate” means a post-secondary school certificate, including a vocational certificate awarded upon completion of a course of study or training.

Dated....., 2026.

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

APPENDIX 2:
SIGNED MINUTES OF THE COMMITTEE SITTINGS



MINUTES OF THE TENTH (10TH) MEETING(HYBRID) OF THE STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN COMMITTEE ROOM 8, FIRST FLOOR BUNGE TOWER ON THURSDAY, 12TH MARCH, 2026 AT 9.00 AM.

MEMBERS PRESENT

- | | |
|---|----------------------------|
| 1. Sen. Julius Recha Murgor, CBS, MP | - Chairperson |
| 2. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP | - Member |
| 3. Sen. Alexander Munyi Mundigi, MP | - Member |
| 4. Sen. Miraj Abdulahi Abdulrahman, MP | - Member- <i>virtually</i> |
| 5. Sen. Beth Syengo, MP | - Member- <i>virtually</i> |

APOLOGIES

- | | |
|--|---------------------|
| 1. Sen. Crystal Asige, MP | - Vice- Chairperson |
| 2. en. Erick Okong'o Mogeni, SC, CBS, MP | - Member |
| 3. Sen. Joe Nyutu, MP | - Member |
| 4. Sen. Lenku Seki Ole Kanar, MP | - Member |

SECRETARIAT

- | | |
|--------------------------|-----------------------------|
| 1. Mr. Stephen Gikonyo | - Principal Clerk Assistant |
| 2. Ms. Florence Waweru | - Clerk Assistant II |
| 3. Mr. Jackson Wekesa | - Legal Counsel |
| 4. Ms. Joy Kyalo | - Fiscal Analyst |
| 5. Ms. Nigma Adow | - Research Officer |
| 6. Mr. Nicholas Arusei | - Audio Officer |
| 7. Mr. Frank Mutulu | - Media Relations |
| 8. Mr. James Ngusya | - Sergeant -at-arms |
| 9. Ms. Valentine Muronji | - DSEC, Attaché |

MIN/SEN/SCLSW/56/2026: PRAYERS

The meeting was called to order by the Chairperson at 9.20 a.m. followed by a word of prayer.

MIN/SEN/SCLSW/57/2026: ADOPTION OF AGENDA

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

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the 3rd – 9th Minutes;
4. Matters arising from previous minutes;
5. Consideration and adoption of the Committee Report on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022)(*Committee Paper No.8*)
6. Any Other Business; and
7. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/58/2026: CONFIRMATION OF THE 3RD-9TH MINUTES.

1. The Minutes of the 3rd Minutes held on Tuesday, 24th February, 2026 at 9.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. Alexander Munyi Mundigi, MP;
2. The Minutes of the 4th Sitting held on Tuesday, 3rd March, 2026 at 11.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Beth Syengo, MP.
3. The Minutes of the 5th Sitting held on Friday, 6th March, 2026 at 11.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.
4. The Minutes of the 6th Sitting held on Friday, 6th March, 2026 at 2.30 p.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP; and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.
5. The Minutes of the 7th Sitting held on Saturday, 7th March, 2026 at 11.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.
6. The Minutes of the 8th Sitting held on Saturday, 7th March, 2026 at 3.00 p.m. at 9.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP; and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.
7. The Minutes of the 9th Sitting held on Sunday, 8th March, 2026 at 11.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP; and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.

MIN/SEN/SCLSW/59/2026: MATTERS ARISING FROM PREVIOUS MINUTES

There were no matters arising.

A. Committee briefing

1. The Committee was briefed on the contents of the Report on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022). The briefing highlighted the key elements of the Report, including-
 - a) *Background and objective of the Bill*, which seeks to establish a structured legal framework for the management and coordination of public service internship programmes in Kenya.
 - b) *Situational analysis*, outlining the current status of internship programmes within the public service and the challenges associated with fragmented administration, limited coordination, and lack of standardized guidelines.
 - c) *Legislative and policy framework*, including the alignment of the Bill with existing labour and public service laws and relevant policy instruments governing youth employment and skills development.
 - d) *Findings from public participation*, summarizing views and submissions received from stakeholders, including government institutions, agencies, and other interested parties.
 - e) *Key issues raised by stakeholders*, such as transparency in recruitment of interns, coordination among institutions, monitoring and evaluation of internship programmes, adequate funding, and the question of post-internship opportunities.
 - f) *Committee observations and recommendations*, including the proposed Committee-stage amendments intended to strengthen implementation, enhance oversight mechanisms, and improve the effectiveness of internship programmes within the public service.
2. The Committee was further briefed on the proposed Committee-Stage amendments to the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022). The briefing highlighted the rationale and policy considerations informing the amendments, which were intended to strengthen the implementation framework of the Bill and address issues raised during stakeholder consultations and public participation.
3. Members were taken through the key proposed amendments, including-
 - a) *Clause 2* - Amendment of definitions to clarify key terms such as “mentor” and “public service institution”, and the introduction of a definition for “certificate” to broaden eligibility to include holders of post-secondary vocational qualifications.
 - b) *Clause 3* - Amendment to expand the objective of internship programmes to include skills development for self-employment, in addition to enhancing youth development and employability.
 - c) *Clause 5*- Amendment to replace the reference to “public office as defined in Article 260 of the Constitution” with “public service institution” in order to provide clearer institutional scope for implementation of the internship programme.
 - d) *Clause 10*- Amendment to provide that the determination of intern stipends be undertaken by the respective public service institution in consultation with the

Salaries and Remuneration Commission, rather than solely through regulations prescribed by the Cabinet Secretary.

- e) *Clause 14*- Introduction of a new provision allowing deferral of internship in circumstances such as sickness, maternity leave, or other justifiable circumstances beyond the control of the intern or institution.

Following the briefing, Members deliberated on the proposed amendments prior to their consideration and adoption.

B. Committee comments and observations

1. The Committee noted that many young people gain employable skills through vocational training, technical programmes, or other practical pathways outside formal academics, and emphasized that the proposed amendments should explicitly ensure such individuals are eligible for public service internships.
2. The Committee noted the re-submission by the Cabinet Secretary for Labour and Social Protection, which clearly highlighted the Ministry's proposed amendments and policy justifications to strengthen the implementation framework of the Public Service Internship Bill, 2022.
3. The Committee agreed that the Bill should include a provision allowing interns to defer their placement in cases of illness, maternity, or other unavoidable circumstances, ensuring flexibility while safeguarding their welfare under the Public Service Internship Bill, 2022.

C. Committee resolution

The Committee adopted the Committee Report on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), together with the proposed Committee-stage amendments as proposed by Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP, and seconded by Sen. Alexander Munyi Mundigi, MP.

MIN/SEN/SCLSW/61/2026: ANY OTHER BUSINESS

Members were reminded of the scheduled meetings for the following week, which would focus on consultations with the Ministry of Labour & Social Protection on enforcement of the Occupational Safety and Health Act, 2007, and deliberations on Sen. Andrew Omtatah, MP's Statement on fraudulent recruitment of young Kenyans for employment abroad.

MIN/SEN/SCLSW/62/2026 ADJOURNMENT AND DATE OF THE NEXT MEETING

The meeting was adjourned at 10.10 a.m. the next meeting being on notice.

SIGNATURE.....

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

DATE:.....12/03/2026.....



**MINUTES OF THE ELEVENTH (11TH) MEETING(HYBRID) OF THE
STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN
COMMITTEE ROOM 2, FIRST FLOOR BUNGE TOWER ON TUESDAY, 17TH
MARCH, 2026 AT 9.00 AM.**

MEMBERS PRESENT

- | | |
|---|---------------------------|
| 1. Sen. Julius Recha Murgor, CBS, MP | - Chairperson |
| 2. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP | - Member |
| 3. Sen. Alexander Munyi Mundigi, MP | - Member |
| 4. Sen. Lenku Seki Ole Kanar, MP | - Member |
| 5. Sen. Joe Nyutu, MP | - Member |
| 6. Sen. Miraj Abdulahi Abdulrahman, MP | - Member – <i>Virtual</i> |
| 7. Sen. Beth Syengo, MP | - Member - <i>Virtual</i> |

APOLOGIES

- | | |
|---|----------------------------|
| 1. Sen. Crystal Asige, MP | - Vice- Chairperson |
| 2. Sen. Erick Okong'o Mogeni, SC, CBS, MP | - Member |

SECRETARIAT

- | | |
|------------------------|-------------------------------|
| 1. Mr. Stephen Gikonyo | - Principal Clerk Assistant I |
| 2. Ms. Florence Waweru | - Clerk Assistant II |
| 3. Ms. Joy Kyalo | - Fiscal Analyst |
| 4. Ms. Ndindi Kibathi | - Research Officer |
| 5. Mr. Jackson Wekesa | - Legal Counsel |
| 6. Mr. Nicholas Arusei | - Audio Officer |
| 7. Ms. Swaluha Yusuf | - Protocol Officer |
| 8. Mr. James Ngusya | - Sergeant -at-arms |

IN-ATTENDANCE**MINISTRY OF LABOUR & SOCIAL WELFARE- DIRECTORATE OF
OCCUPATIONAL SAFETY AND HEALTH SERVICES**

- | | |
|--------------------------|-----------------------|
| 1. Dr. Musa Nyandusi | - Secretary, OSH |
| 2. Ms. Irene Karanja | - Director, OSH |
| 3. Ms. Florence Ng'ang'a | - Ass. Director, OSH |
| 4. Dr. James Mithanga | - Assistant Director |
| 5. Dr. Andrew Muruka | - Director, OSH |
| 6. Mr. Ondimu Nyabwari | - Head of Field-DOSHS |
| 7. Mr. Waweru Kariuki | - Safety, DOSHS |

MIN/SEN/SCLSW/63/2026: PRAYERS

The meeting was called to order by the Chairperson at 9.30 a.m. followed by a word of prayer.

MIN/SEN/SCLSW/64/2026: ADOPTION OF AGENDA

The agenda was adopted after being proposed by Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP and seconded by Sen. Miraj Abdulahi Abdulrahman, MP, as follows -

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the 10th Sitting minute;
4. Matters arising from the previous minutes;
5. Consultative engagement with the Ministry of Labour and Social Services on organizations' compliance and enforcement of the Occupational Safety and Health Act, 2007(*Committee Paper No.9*);
6. Reconsideration of proposed Committee stage amendments to the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022);
7. Any Other Business; and
8. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/65/2026:**CONFIRMATION OF THE 10TH
SITTING MINUTE**

The agenda item was deferred.

MIN/SEN/SCLSW/66/2026:**MATTERS ARISING FROM THE
PREVIOUS MINUTES**

The agenda item was deferred.

MIN/SEN/SCLSW/67/2026:**CONSULTATIVE ENGAGEMENT
WITH THE MINISTRY OF LABOUR
AND SOCIAL SERVICES ON
ORGANIZATIONS' COMPLIANCE
AND ENFORCEMENT OF THE
OCCUPATIONAL SAFETY AND
HEALTH ACT, 2007****A. Committee briefing**

1. The Committee was briefed on its inquiry into the adequacy of compliance and enforcement mechanisms under the Occupational Safety and Health Act (OSHA), 2007, following a resolution adopted on 13th June, 2025, focusing on high-risk sectors, public institutions, and the informal economy.
2. The inquiry examined the capacity and performance of the Directorate of Occupational Safety and Health Services (DOSHS), sector-specific compliance, workplace registration and audits, five-year statistics on injuries and occupational diseases, and proposed legislative and institutional reforms.
3. During a consultative engagement in August 2025, the Ministry of Labour and Social Protection and DOSHS reported progress, including increased workplace inspections and registrations, and the rollout of the Occupational Safety and Health Management Information System (OSHMIS) to facilitate online registration and accident reporting.
4. The Committee noted systemic challenges, including compliance gaps in public institutions, staffing and resource constraints, delays in legislative reviews, outstanding work injury compensation liabilities, limited in-house legal capacity within DOSHS, and the need to integrate accessibility for persons with disabilities into safety assessments.
5. Arising from these findings, the Committee wrote to the Ministry and DOSHS requesting detailed compliance data for public and private institutions for the last financial year, including a breakdown of compliant and non-compliant entities. Committee was briefed on its ongoing inquiry into the adequacy of compliance and enforcement mechanisms under the Occupational Safety and Health Act (OSHA), 2007.

B. Submissions received

Following a round of introductions, the Committee was briefed by the Secretary, Directorate of Occupational Safety and Health Services (DOSHS). The briefing covered the following key areas:

1. **Policy, Legal, and Institutional Reforms**

- a) The Committee was informed that the Directorate had undertaken several reform initiatives at various stages of development. It was reported that the draft Occupational Safety and Health Act, 2024 had been finalized and was awaiting approval, with proposals to align the existing law with the Constitution and transition DOSHS into a semi-autonomous government agency. The draft Work Injury Compensation Act, 2024 had also been finalized, with the objective of establishing a social insurance-based work injury system and creating a Workers' Compensation Fund.
- b) Further, the Committee was apprised that the National Occupational Safety and Health Policy, 2024 had been finalized to provide a framework for promoting a national safety and health culture and to support the ratification of relevant International Labour Organization conventions.
- c) The Directorate also reported that other instruments had been finalized, including the Occupational Safety and Health (Fees Charged) Regulations, 2025, a Code of Practice on psychosocial hazard management, and guidelines on occupational medical examinations.
- d) The Committee was further informed that the Directorate was in the process of reviewing several regulatory instruments, including the Noise Prevention and Control Rules (2005) and the Building Operations and Works of Engineering Construction Rules (1984), as well as developing a Code of Practice for scaffolding, all targeted for completion by 30th June, 2026. Additionally, plans were underway to review other regulations in the 2026/2027 financial year, including the Docks Regulations, Woodworking Machinery Regulations, and Protection of Eyes Rules.

2. **Workplace Inspection and Enforcement-**

- a) The Committee was briefed that, as at 6th March, 2026, the Directorate had inspected a total of 21,759 workplaces. It was reported that all eleven public sector institutions inspected had been issued with improvement notices requiring corrective action to ensure compliance.
- b) The Directorate further informed the Committee that seven prosecution cases had been instituted in court through the Office of the Director of Public Prosecutions against non-compliant entities. In addition, 63 workplaces had been issued with prohibition notices on account of imminent danger or occurrence of fatal accidents, of which 33 had complied while 30 remained non-compliant.
- c) The Committee was also informed that the most prevalent workplace hazards identified during inspections included falls from height, electrocution, machinery-related accidents, and incidents of workplace violence.

3. **Comparative Performance (FY 2025/2026 vs FY 2024/2025-**

- a) The Directorate informed the Committee that there had been a marked improvement in enforcement outcomes compared to the previous financial year, attributing this progress to the implementation of the Occupational Safety and Health Management Information System (OSHMIS) and the enhanced capacity of newly recruited officers.
- b) The Committee was further briefed that workplace inspections had increased from 12,819 in the 2024/2025 financial year to 21,759 as at 6th March, 2026, while the

number of workers undergoing medical examinations had risen from 110,532 to 138,469.

- c) The Directorate also reported a significant reduction in workplace accidents, indicating that fatal accidents had decreased from 390 to 200, and non-fatal accidents from 9,562 to 3,367 over the same period.

4. **Public Sector Compliance Interventions**

- a) The Committee was informed that a baseline survey conducted across five government institutions had revealed that compliance levels remained below the expected standards, largely due to delays in implementing corrective measures and insufficient commitment from senior management.
- b) In response, the Directorate reported that it had developed an Occupational Safety and Health Mainstreaming Tool aimed at integrating Safety Management Systems across the public service.
- c) The Committee was further informed that the Directorate was collaborating with the Public Service Commission to operationalize this framework through the establishment of a joint Steering Committee.

C. **Committee Comments and Observations**

- 1. The Committee noted low compliance levels within public sector institutions, with all inspected entities failing to meet required standards and being issued with improvement notices.
- 2. The Committee further noted that the issuance of prohibition notices reflects the continued existence of serious workplace risks, particularly falls from height and electrocution.
- 3. The Committee expressed concern over the low number of prosecution cases and emphasized the need to strengthen enforcement mechanisms, including enhanced collaboration with the Office of the Director of Public Prosecutions.
- 4. The Committee acknowledged that the operationalization of the OSH Digital System (OSHMIS) has contributed to increased inspections and overall enforcement activity.
- 5. The Committee noted progress in legislative reforms, particularly the advanced stage of the Occupational Safety and Health Bill, 2024, which proposes the transition of the Directorate into a semi-autonomous government agency.
- 6. The Committee further noted ongoing efforts to align existing occupational safety and health laws, including the Work Injury Benefits Act, 2007 and older regulations, with the Constitution.
- 7. The Committee acknowledged the development of new regulatory instruments, including a Code of Practice on psychosocial hazard management, to address emerging workplace risks such as mental health.
- 8. The Committee noted that some reforms, including the Work Injury Compensation Bill, have experienced delays due to the need for stakeholder consensus.

D. Committee resolutions

1. THAT, the Directorate of Occupational Safety and Health Services (DOSHS) be required to resubmit a revised and comprehensive report addressing all matters raised by the Committee.
2. THAT, the resubmitted report shall-
 - a) Provide a complete list of all workplaces inspected, disaggregated by county, and clearly distinguishing between compliant and non-compliant entities across both public and private sectors;
 - b) Specify workplace-specific violations, including the nature and extent of non-compliance for each entity;
 - c) Outline enforcement actions taken, including prosecutions, penalties, and administrative measures, and provide justification for the disparity between the number of inspections conducted and enforcement actions undertaken;
 - d) Indicate clear timelines for corrective action and the current compliance status of each workplace;
 - e) Provide a detailed status update on policy and legislative reforms, including reasons for delays and timelines for completion and approval;
 - f) Include county-level data on inspections and compliance, highlighting variations in enforcement and compliance levels across counties; and
 - g) Address the low level of inspections within the public sector, including measures being undertaken to enhance compliance among public institutions.
3. THAT, the Directorate shall submit the revised report to the Committee within seven to fourteen (14) days from the date of this Resolution.
4. The Committee further resolved to take up the two pending Bills, namely the proposed review of the Work Injury Benefits Act, 2007 into the Work Injury Compensation Act, 2024, and the review of the Occupational Safety and Health Act, 2007 into the Occupational Safety and Health Act, 2024. The Committee noted that the proposed amendments were aligned with its oversight mandate and legislative priorities and therefore committed to supporting the Bills through the relevant stages of consideration, debate, and enactment.

MIN/SEN/SCLSW/68/2026:

**RECONSIDERATION OF PROPOSED
COMMITTEE STAGE
AMENDMENTS TO THE PUBLIC SERVICE
INTERNSHIP BILL, 2022 (NATIONAL
ASSEMBLY BILLS NO. 63 OF 2022)**

1. Further to the consideration and adoption of the Committee Report on the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022) on Thursday, 12th March, 2026, the Committee was taken through the revised amendments by the Legal Counsel.
2. The Legal Counsel guided the Committee through the updated proposals, outlining the nature of the revisions, the rationale for the amendments, and their legal implications. The briefing ensured that the proposed changes were aligned

with the Committee's earlier resolutions, the objectives of the Bill, and the applicable legislative and constitutional framework.

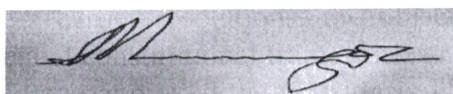
3. The Committee noted and approved the revisions and further deliberated on the amendments in light of its mandate and the recommendations contained in the adopted Committee Report. (*Copy annexed to the minutes as an appendix*).

MIN/SEN/SCLSW/69/2026: ANY OTHER BUSINESS

There was no other business.

MIN/SEN/SCLSW/70/2026 ADJOURNMENT AND DATE OF THE NEXT MEETING

The meeting was adjourned at 12.00 p.m. the next meeting being on notice.



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

17TH MARCH, 2026

DATE:.....

16th March, 2026

The Clerk of the Senate
Parliament Buildings
NAIROBI.

**RE: COMMITTEE STAGE AMENDMENTS TO THE PUBLIC SERVICE
INTERNSHIP BILL, 2022 (NATIONAL ASSEMBLY BILLS NO. 63 OF 2022)**

NOTICE is given that Sen. Recha Julius Murgor, the Chairperson to the Standing Committee on Labour and Social Welfare intends to move the following amendments to the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022), at the Committee Stage—

CLAUSE 3

THAT clause 3 of the Bill be amended in paragraph (b) by inserting the words “and gaining skills for self-employment,” immediately after the words “enhance youth development and employability”.

CLAUSE 10

THAT clause 10 of the Bill be amended in paragraph (a) by inserting the words “in consultation with the Salaries and Remuneration Commission” immediately after the words “as the Cabinet Secretary”.

CLAUSE 14

THAT clause 14 of the Bill be amended by inserting the following new subclause 2—

(3) Despite subsection (1), internship may be deferred on account of—

- (a) indispensability of an intern due to sickness;
- (b) an intern being on maternity leave; and
- (c) any other justifiable circumstances beyond an institution’s or intern’s control.

CLAUSE 2

THAT clause 2 of the Bill be amended—

- (a) by deleting the definition of the word “mentor” And substituting thereof the following new definition—

“mentor” means a person with relevant knowledge and experience in a particular field and who supervises and provides guidance to an intern on a regular basis for the purposes of imparting appropriate attitude, knowledge and practical skills;

- (b) in the definition of “public service institution” by inserting the words “or county governments” immediately after the words, “the national government”;
- (c) by inserting the following new definition immediately after the definition of the word “Cabinet Secretary”—

“certificate” means a post-secondary school certificate, including a vocational certificate awarded upon completion of a course of study or training.

Dated, 2026.

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



MINUTES OF THE THIRD (3RD) MEETING(HYBRID) OF THE STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN COMMITTEE ROOM 6, FIRST FLOOR BUNGE TOWER ON TUESDAY, 24TH FEBRUARY, 2026 AT 9.00 AM.

MEMBERS PRESENT

- | | |
|---|---------------------------------------|
| 1. Sen. Crystal Asige, MP | - Vice- Chairperson- <i>virtually</i> |
| 2. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP | - Member- <i>virtually</i> |
| 3. Sen. Alexander Munyi Mundigi, MP | - Member- <i>virtually</i> |
| 4. Sen. Miraj Abdulahi Abdulrahman, MP | - Member- <i>virtually</i> |
| 5. Sen. Joe Nyutu, MP | - Member |
| 6. Sen. Beth Syengo, MP | - Member- <i>virtually</i> |

APOLOGIES

- | | |
|---|---------------|
| 1. Sen. Julius Recha Murgor, CBS, MP | - Chairperson |
| 2. Sen. Erick Okong'o Mogeni, SC, CBS, MP | - Member |
| 3. Sen. Lenku Seki Ole Kanar, MP | - Member |

SECRETARIAT

- | | |
|------------------------|-----------------------------|
| 1. Mr. Stephen Gikonyo | - Principal Clerk Assistant |
| 2. Ms. Florence Waweru | - Clerk Assistant II |
| 3. Ms. Joy Kyalo | - Fiscal Analyst |
| 4. Ms. Nigma Adow | - Research Officer |
| 5. Mr. Nicholas Arusei | - Audio Officer |
| 6. Mr. Frank Mutulu | - Media Relations |
| 7. Mr. James Ngusya | - Sergeant -at-arms |

MIN/SEN/SCLSW/17/2026: PRAYERS

The meeting was called to order by the Chairperson at 9.20 a.m. followed by a word of prayer.

MIN/SEN/SCLSW/18/2026: ADOPTION OF AGENDA

The agenda was adopted after being proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. Beth Syengo, MP, as follows -

1. Prayer;

2. Adoption of the Agenda;
3. Confirmation of the 2nd Minutes;
4. Matters arising from previous minutes;
5. Consideration of the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022);(Committee Paper No.4);
6. Any Other Business; and
7. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/19/2026:

CONFIRMATION OF THE 2nd MINUTES.

The Minutes of the 2nd Sitting held on Thursday, 19th February, 2026 at 9.00 a.m. were confirmed to be a true record of the deliberations having been proposed by Sen. Alexander Munyi Mundigi, MP; and seconded by Sen. Miraj Abdulahi Abdulrahman, MP.

MIN/SEN/SCLSW/20/2026:

MATTERS ARISING FROM PREVIOUS MINUTES

There were no matters arising.

MIN/SEN/SCLSW/21/2026:

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

A. Committee briefing

1. The Committee was briefed by the legal counsel and researcher on the Bills Digest and the accompanying researcher's policy brief on the Bill.
2. The Committee noted that the Bill sought to establish a structured, equitable, and legally binding framework for internship programmes across Kenya's public sector. It was reported that the primary objectives of the Bill were to provide hands-on training and skill acquisition for college, university, and TVET graduates, enhance youth employability by addressing the "experience paradox," standardize recruitment, compensation, and internship duration to ensure fairness, and fulfil constitutional mandates under Articles 43 and 55 on economic and social rights and youth employment.
3. The Committee was informed that eligibility for the internship programmes would be open to unemployed graduates from recognized institutions. Public service institutions were expected to identify vacancies and advertise them transparently, both on their websites and in at least two national newspapers. It was noted that internships would generally be limited to a maximum of twelve months unless otherwise required by professional regulatory bodies. The Committee was further informed that internships could be terminated due to unauthorized absence exceeding seventy-two hours, gross misconduct, or criminal offences, while interns could resign upon submitting thirty days' written notice.
4. On entitlements and responsibilities, the Committee further noted that interns would be entitled to a monthly stipend, personal accident insurance, sick leave, maternity/paternity leave, and subsistence allowances. Public offices were expected to establish internship management committees, budget for the programmes,

appoint mentors or supervisors, and issue certificates upon completion. Interns were required to observe institutional rules, maintain confidentiality, and complete assigned tasks.

5. The Committee was further apprised of critical policy gaps and observations, noting that there was ambiguity regarding stipend standards, the scope of the Bill appeared to exclude County Governments and certain Constitutional Commissions, and the legal status of interns was not clearly defined, which could give rise to potential litigation under the Employment Act, 2007.

B. Committee comments and observations

1. The Committee observed that the scope of the Bill appeared to focus primarily on National Government institutions and noted the need for alignment with County Government structures to ensure uniform application of internship programmes across all levels of government.
2. The Committee observed that the policy brief highlighted several glaring gaps in the Bill, including ambiguities in stipend standards, the limited scope of application, the undefined legal status of interns, and low conversion rates to permanent employment, which could affect the effectiveness and fairness of the internship programmes.
3. The Committee observed that the implementation of the Bill could potentially have budgetary implications for both National and County Governments, including the need to allocate resources for stipends, insurance, mentorship, and administration of the internship programmes.

C. Committee resolution

The Committee resolved to await the conclusion of the public hearing so as to gather additional views, engage further stakeholders, and interact with relevant institutions to ensure comprehensive input.

MIN/SEN/SCLSW/22/2026: ANY OTHER BUSINESS

Members were reminded of the scheduled meetings for the following week, which would focus on the public hearing and the Technical University of Kenya Staff Retirement Benefits Scheme Petition.

MIN/SEN/SCLSW/23/2026 ADJOURNMENT AND DATE OF THE NEXT MEETING

The meeting was adjourned at 10.15 a.m. the next meeting being on notice.

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

DATE:.....12/3/26.....



MINUTES OF THE FOURTH (4TH) MEETING (HYBRID) OF THE STANDING COMMITTEE ON LABOUR AND SOCIAL WELFARE HELD IN SHIMBA HILLS MEETING ROOM, FIRST FLOOR, KENYATTA INTERNATIONAL CONFERENCE CENTER(KICC) ON TUESDAY, 3RD MARCH, 2026 AT 11.00 AM.

MEMBERS PRESENT

- | | |
|--------------------------------------|----------------------------|
| 1. Sen. Julius Recha Murgor, CBS, MP | - Chairperson |
| 2. Sen. Crystal Asige, MP | - Vice- Chairperson |
| 3. Sen. Alexander Munyi Mundigi, MP | - Member- <i>virtually</i> |
| 4. Sen. Lenku Seki Ole Kanar, MP | - Member |
| 5. Sen. Joe Nyutu, MP | - Member |
| 6. Sen. Beth Syengo, MP | - Member- <i>virtually</i> |

APOLOGIES

- | | |
|---|----------|
| 1. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP | - Member |
| 2. Sen. Erick Okong'o Mogeni, SC, CBS, MP | - Member |
| 3. Sen. Miraj Abdulahi Abdulrahman, MP | - Member |

SECRETARIAT

- | | |
|------------------------|-----------------------------|
| 1. Mr. Stephen Gikonyo | - Principal Clerk Assistant |
| 2. Ms. Florence Waweru | - Clerk Assistant II |
| 3. Ms. Joy Kyalo | - Fiscal Analyst |
| 4. Ms. Nigma Adow | - Research Officer |
| 5. Ms. Ndindi Kibathi | - Research Officer |
| 6. Ms. Swaluha Yusuf | - Protocol Officer |
| 7. Mr. Nicholas Arusei | - Audio Officer |
| 8. Mr. Frank Mutulu | - Media Relations |
| 9. Mr. James Ngusya | - Sergeant -at-arms |

IN-ATTENDANCE

A. PUBLIC SERVICE COMMISSION

- | | |
|-----------------------|---------------------------|
| 1. Mr. Paul Famba | - Chief Executive Officer |
| 2. Mr. Musa Cherogony | - Director Legal |
| 3. Mr. Ken Kaane | - Senior Legal Officer |

B. MINISTRY OF LABOUR & SOCIAL WELFARE

- | | |
|-------------------------------|--|
| 1. Mr. Shadrack Mwadime, CBS, | - Principal Secretary, State
Department for Labour
and Skills Development. |
| 2. Ms. Ruth Mailu | - Director, Local Placement-
NEA |
| 3. Mr. Gerald Omoke | - Liaison Officer |

C. INTERNS

- | | |
|--------------------------|------------------------------|
| 1. Ms. Sharon Toya | - ACC, Cadet- Kajiado North |
| 2. Mr. Frank Phillip | - State Department for Trade |
| 3. Mr. Joseph Jamumbo | - State Department for Trade |
| 4. Mr. Nathaniel Bramuel | - ACC, Cadet- Kajiado North |
| 5. Mr. Boniface Njenga | - Internal Security |
| 6. Mr. Issac Cheruiyot | - PBORA |

MIN/SEN/SCLSW/24/2026: PRAYERS

The meeting was called to order by the Chairperson at 11.20 a.m. followed by a word of prayer.

MIN/SEN/SCLSW/25/2026: ADOPTION OF AGENDA

The agenda was adopted after being proposed by Sen. Lenku Seki Ole Kanar, MP and seconded by Sen. Crystal Asige, MP, as follows -

1. Prayer;
2. Adoption of the Agenda;
3. Confirmation of the 3rd Minutes;
4. Matters arising from previous minutes;
5. Public hearing of the Public Service Internship Bill, 2022 (National Assembly Bills No. 63 of 2022);(*Committee Paper No.4*);
6. Any Other Business; and
7. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/26/2026:

Agenda item was deferred.

MIN/SEN/SCLSW/27/2026:

Agenda item was deferred.

CONFIRMATION OF THE 3rd MINUTES.

MATTERS ARISING FROM PREVIOUS MINUTES

MIN/SEN/SCLSW/28/2026:

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

A. Committee briefing

1. The Committee was informed that the Public Service Internship Bill, 2022 was read a First Time in the Senate on Thursday, 12th February, 2026 and subsequently committed to the Standing Committee on Labour and Social Welfare for consideration.
2. In accordance with the constitutional and procedural requirements on public participation, the Committee had invited written memoranda from members of the public and relevant stakeholders and scheduled a public hearing to receive their views on the Bill.
3. Following a round of introductions the Chairperson welcomed the stakeholders to make their submissions-

B. Submissions received

1. Public Service Commission

- a) The Commission, Chief Executive Officer informed the Committee that it has been implementing the Public Service Internship Programme (PSIP) since 2019 as a centralized framework for the recruitment and management of interns within the public service. As of early 2026, the programme had recruited 37,504 interns across eight cohorts, out of whom 3,317 had successfully transitioned into permanent employment in either the national or county governments through competitive recruitment processes.
- b) The Commission stated that the centralized model was deliberately designed to promote transparency, equity, and merit-based recruitment, while minimizing risks such as nepotism, favouritism, and regional imbalance. Through this approach, internship opportunities had been distributed across all wards in the country to ensure equitable access for youth.
- c) Regarding the proposed legislation, the Commission expressed constitutional concerns with several provisions of the Bill. It noted that the Bill proposes to place the management of the internship programme under a Cabinet Secretary, particularly under Clause 8(k). The Commission argued that such a provision would undermine the independence of constitutional commissions and contravene Article 249(2) of the Constitution of Kenya, which protects independent commissions from direction or control by the Executive.
- d) The Commission further submitted that interns fall within the definition of employees under the Employment Act, 2007, and therefore their recruitment falls within the constitutional mandate of the Commission under Article 234 of the Constitution. It therefore raised concern that the Bill allows individual public institutions to recruit interns independently of the Commission, which it viewed as inconsistent with its constitutional mandate over public service recruitment.
- e) The Commission also made several specific recommendations to the Committee. First, it proposed that the definition of “public service institution” in the Bill be expanded to expressly include all service commissions, constitutional commissions, and county public service boards. These include bodies such as the Judicial Service Commission of Kenya, Parliamentary Service Commission of Kenya, Teachers Service Commission, and National Police Service Commission.

- f) Secondly, the Commission opposed the requirement for quarterly reporting to a Cabinet Secretary, noting that constitutional commissions are already required to submit annual reports to the President and Parliament under Article 254 of the Constitution.
- g) Finally, the Commission recommended that advertisement and management of internship opportunities remain centralized under the Commission in order to maintain uniform standards, transparency, and merit-based competition in the public service internship programme.
- h) In conclusion, the Commission indicated that while it supported the objective of establishing a legal framework for internships in the public service, the Bill would require amendments to align it with the constitutional mandate of the Commission and to preserve the existing centralized framework for managing public service internships.

2. **Ministry of Labour and Social Protection**

- a) The Principal Secretary, State Department for Labour & Skills Development briefed the Committee on the Ministry's submissions regarding the Public Service Internship Bill, 2022. He highlighted proposed amendments, strategic recommendations, and observed gaps in the current legislation.
- b) **Specific Clause recommendations-** The Ministry proposed amendments aimed at broadening the Bill's objectives and application:
 - i. Section 3(b) – Objectives: The Ministry recommended amending the section to include self-employment as a key objective, emphasizing that internships should equip youth with skills for both formal employment and entrepreneurship.
 - ii. Section 5(2)(a) – Application: It was proposed that the Bill's application be extended to graduates pursuing self-employment opportunities, rather than limiting it to traditional employment.
 - iii. Internship Deferment- The Ministry suggested introducing provisions to allow internship deferment for justifiable reasons, including sickness, maternity leave, or other circumstances beyond the control of the intern or the hosting institution.
- c) **Strategic recommendation- unified framework-** that a stand-alone Public Service Internship Bill could exacerbate the fragmented nature of work-based learning in Kenya. The Ministry therefore recommended consolidating all forms of experiential learning—including internships, apprenticeships, and attachments—under a single legal framework.
- d) **Benefits of a Unified Work-Based Learning Bill**
 - i. Standardization: Ensures consistent stipends, insurance, and leave across all categories.
 - ii. Flexibility: Allows professional bodies to set specific durations within a unified law.
 - iii. Expanded Scope: Incorporates voluntary pathways, such as community service and mentorship programs.
 - iv. Enhanced Oversight: Facilitates streamlined monitoring and evaluation at the national level.
- e) **Identified Gaps in the Current Bill-** Highlighted several weaknesses in the 2022 Bill:
 - i. Restrictive Duration: The 12-month maximum internship period could be insufficient for professions requiring longer training.

- ii. Stipend Ambiguity: Leaving stipend determination to the Cabinet Secretary or individual institutions could result in inconsistencies and potential exploitation.
 - iii. Lack of Enforcement: There were no penalties for institutions that failed to comply with reporting requirements or provide quality training.
 - iv. Limited Scope: The Act excluded graduates seeking internships in the private sector.
 - v. Anti-Discrimination Measures: The Bill lacked explicit safeguards against discrimination based on gender, disability, or socio-economic background.
- f) He concluded by emphasizing the need for legislative reforms that provide a coherent, inclusive, and well-monitored framework for work-based learning in Kenya.

3. **Interns in attendance**

1. Interns who appeared before the Committee highlighted several concerns relating to the structure and implementation of internship programmes within the public service.
2. They submitted that many interns complete their internship terms without clear pathways to employment and urged that mechanisms be put in place to enhance the absorption of interns into permanent positions after completion of the programme, particularly where vacancies exist within the respective institutions.
3. The interns also requested a review and increase of the current internship stipend, noting that the existing amount is often insufficient to meet basic living and work-related expenses.
4. Further, they proposed that individuals who have successfully completed internships be given priority consideration during recruitment processes for entry-level positions within the public service, in recognition of the experience and skills gained during the internship period.
5. The interns also expressed interest in the formation of an internship union or association that would enable interns to collectively articulate their concerns, safeguard their welfare, and provide a structured platform for engagement with relevant institutions.
6. Additionally, concerns were raised regarding conflicts of interest in reporting and supervision structures, particularly in situations where interns are required to report grievances or workplace challenges to the same officers responsible for their evaluation or placement, which may discourage the reporting of legitimate concerns.
7. The interns therefore urged the Committee to consider measures that would strengthen fair working conditions, structured mentorship, clear reporting channels, and post-internship career pathways within the internship framework.

C. **Committee comments and observations**

1. The Committee noted the progress made by the Public Service Commission of Kenya in implementing the Public Service Internship Programme (PSIP) since 2019, including the placement of over 37,000 interns and the transition of a number of them into permanent employment within the public service.
2. The Committee further noted the constitutional concerns raised by the Commission regarding provisions of the Bill that propose placing the management of the internship programme under the Executive, and the potential implications this may

have on the independence of constitutional commissions under the Constitution of Kenya.

3. The Committee observed the need to ensure that the implementation of the internship programme effectively reaches the county level so that opportunities are equitably accessible to youth across all counties. The Committee emphasized that mechanisms should be put in place to facilitate coordination with county governments and relevant institutions to ensure that the benefits of the programme are not concentrated at the national level but are adequately decentralized.
4. Members observed that the classification of interns as employees under the Employment Act, 2007 raises important questions regarding the appropriate institutional mandate for recruitment and oversight of internship programmes in the public service.
5. The Committee emphasized the importance of establishing clear monitoring and evaluation mechanisms for internship programmes to assess outcomes, track the transition of interns into employment, and ensure that the programme effectively contributes to skills development and labour market integration.
6. Members expressed concern over the continued practice of internal advertisements for internship where only the staff who work there bring their relatives, noting that such practices create perceptions of nepotism and limit fair access for qualified applicants outside the respective institutions.
7. The Committee further observed the need to explore mechanisms for greater participation of the private sector in internship programmes, noting that expanding opportunities beyond the public service could enhance skills development, increase absorption of graduates, and strengthen linkages between training and labour market demand.
8. The Committee also underscored the importance of maintaining transparent and uniform procedures in the advertisement and management of internship opportunities to safeguard fairness, accountability, and public confidence in recruitment processes.
9. The Committee further observed that, while the Bill seeks to establish a comprehensive legal framework for public service internships, its provisions should be carefully aligned with existing constitutional mandates and administrative frameworks to avoid duplication and institutional conflicts.
10. The Committee observed the need to strengthen diversity and inclusivity in the implementation of the internship programme to ensure equitable access for youth from different regions, socio-economic backgrounds, and marginalized groups. In particular, the Committee emphasized the importance of fair and transparent recruitment processes that promote regional balance, gender equity, and the inclusion of persons with disabilities, in line with national values and principles of public service.
11. The Committee further noted that written submissions had been submitted for consideration by the National Employment Authority and the Council of Governors.

D. Committee resolution

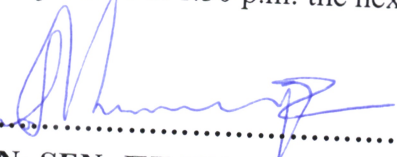
The Committee resolved to take into consideration the submissions made by stakeholders in its deliberations on the Bill and in formulating its recommendations to the Senate.

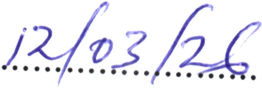
MIN/SEN/SCLSW/29/2026:**ANY OTHER BUSINESS**

There was no other business.

MIN/SEN/SCLSW/30/2026**ADJOURNMENT AND DATE OF THE NEXT MEETING**

The meeting was adjourned at 1.30 p.m. the next meeting being on notice.

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

DATE:..........



**MINUTES OF THE SIXTH(6TH) MEETING OF THE STANDING COMMITTEE
ON LABOUR AND SOCIAL WELFARE HELD IN DODORI ROOM, GROUND
FLOOR, CONVENTION CENTER, PRIDE INN PARADISE HOTEL, SHANZU,
MOMBASA COUNTY ON FRIDAY, 6TH MARCH, 2026 AT 2.30 PM.**

MEMBERS PRESENT

- | | |
|---|---------------------|
| 1. Sen. Julius Recha Murgor, CBS, MP | - Chairperson |
| 2. Sen. Crystal Asige, MP | - Vice- Chairperson |
| 3. Sen. Erick Okong'o Mogeni, SC, CBS, MP | - Member |
| 4. Sen. (Rtd.) Justice Stewart Madzayo, EGH, MP | - Member |
| 5. Sen. Alexander Munyi Mundigi, MP | - Member |
| 6. Sen. Joe Nyutu, MP | - Member |
| 7. Sen. Miraj Abdulahi Abdulrahman, MP | - Member |

APOLOGIES

- | | |
|----------------------------------|----------|
| 1. Sen. Lenku Seki Ole Kanar, MP | - Member |
| 2. Sen. Beth Syengo, MP | - Member |

SECRETARIAT

- | | |
|------------------------|--------------------------------|
| 1. Mr. Stephen Gikonyo | - Principal Clerk Assistant I |
| 2. Ms. Mwanate Shaban | - Principal Clerk Assistant II |
| 3. Ms. Florence Waweru | - Clerk Assistant II |
| 4. Ms. Nigma Adow | - Research Officer |
| 5. Mr. Jackson Wekesa | - Legal Counsel |
| 6. Mr. Nicholas Arusei | - Audio Officer |
| 7. Ms. Alice Nanyama | - Secretary, DSEC |
| 8. Mr. James Ngusya | - Sergeant -at-arms |

MIN/SEN/SCLSW/36/2026: PRAYERS

The meeting was called to order by the Chairperson at 2.45 p.m. followed by a word of prayer.

MIN/SEN/SCLSW/37/2026:

ADOPTION OF AGENDA

The agenda was adopted after being proposed by Sen. Miraj Abdulahi Abdulrahman, MP and seconded by Sen. (Rtd) Justice Stewart Madzayo, EGH, MP, as follows -

1. Prayer;
2. Adoption of the Agenda;
3. Consideration of stakeholder submissions on the Public Service Internship Bill, 2022(National Assembly Bills No. 63 of 2022)
4. Any Other Business; and
5. Date of the Next Meeting and Adjournment.

MIN/SEN/SCLSW/38/2026:

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

A. Committee briefing

1. The Committee was reminded that the Bill had been read a First Time in the Senate on Thursday, 12th February 2026, and subsequently committed to the Standing Committee on Labour and Social Welfare for consideration.
2. That in line with Article 118 of the Constitution and Standing Orders 145 and 145(5), the Committee invited the public to submit written memoranda on the Bill through advertisements published in the Star and Standard Newspapers on Tuesday, 17th February 2026, with a submission deadline of Tuesday, 3rd March 2026 at 5:00 p.m.
3. Further, that a public hearing with targeted stakeholders and members of the public was held on the said day, after which the Committee resolved to hold a another sitting to consider the memoranda for analysis and reporting.
4. Thereafter, the legal counsel guided the Committee through the matrixed submissions, with the Committee providing its recommendations as annexed.

B. Committee comments and observations

1. **Duration and Scope of Internships-** The Committee noted that the maximum twelve-month internship period could be restrictive, particularly for professions requiring longer experiential learning, such as medicine, engineering, or other specialized fields.
2. **Coordination and Oversight-** The Committee noted that proposals to involve the National Employment Authority (NEA) in intern registration or reporting were not accepted. It emphasized that quarterly reporting requirements should continue to respect the constitutional independence of Commissions and Independent Offices under Articles 249 and 254 of the Constitution.
3. **Stipend Levels and Standardization-** The Committee acknowledged concerns regarding the adequacy of stipends for interns. It observed that stipends should reflect living costs, sector-specific realities, and the responsibilities of interns. The Committee recommended developing a standardized minimum stipend framework.
4. **Recognition of Prior Learning and Non-Formal Qualifications-** The Committee noted submissions emphasizing that the internship program should not be limited solely to formally graduated individuals. It observed that candidates with relevant

prior learning, informal training, or practical experience should also be considered for internships, to ensure that skills and competencies are effectively utilized. The Committee recommended that the Bill or its implementing guidelines provide mechanisms for assessing and recognizing prior learning and non-formal qualifications, to broaden access, promote inclusivity, and enhance the effectiveness of the internship program.

5. **Definition of Public Service Institution-** The Committee observed that the definition of 'Public Service Institution' should be aligned with Article 260 of the Constitution. It noted that this would include county governments and ensure consistency with Clause 5 on the application of the Act.
6. **Enforcement and Link to Employment-** The Committee further observed that the Bill does not provide penalties for institutions that fail to pay stipends on time, fail to provide quality training, or fail to submit required quarterly reports. Members noted that while Clause 8(k) requires reporting to the Cabinet Secretary, an obligation without consequence is difficult to enforce. Additionally, the Committee observed that the Bill's only link between internships and permanent employment is the requirement for institutions to consider previous internship experience, which places no binding obligation or creates a formal pathway for interns.

C. Committee resolution

The Committee resolved to hold an online meeting on Tuesday, 17th March, 2026, to consider and adopt the draft report along with proposed Committee-stage amendments to the Public Service Internship Bill, 2022(National Assembly Bills No. 63 of 2022).

MIN/SEN/SCLSW/39/2026:

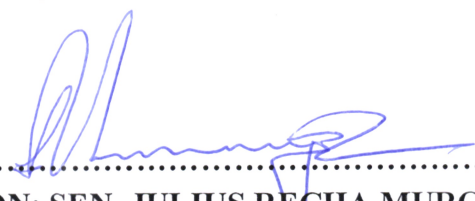
ANY OTHER BUSINESS

There was no other business.

MIN/SEN/SCLSW/40/2026

ADJOURNMENT AND DATE OF THE NEXT MEETING

The meeting was adjourned at 4.30 p.m. the next meeting being on notice.

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

DATE:.....12/3/26.....