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THE NATIONAL ASSEMBLY

THIRTEENTH PARLIAMENT – FIFTH SESSION - 2026

DEPARTMENTAL COMMITTEE ON ADMINISTRATION AND INTERNAL
SECURITY

REPORT ON: -

CONSIDERATION OF THE REGISTRATION OF PERSONS (AMENDMENT)
BILL (NATIONAL ASSEMBLY BILL NO.52 OF 2025) CO-SPONSORED BY HON.
CAROLI OMONDI, MP AND HON WANJIKU MUHIA, MP

	
THE NATIONAL ASSEMBLY PAPERS LAID	
DATE: 04 JUN 2026	DAY: THUR
TABLED BY: HON. DIDO RASO, MP (Vice chairperson)	
CLERK-AT-THE-TABLE: WILLIS OBIERO	



Published by: -
Directorate of Departmental Committees
Clerk's Chambers
Parliament Buildings
NAIROBI

MAY 2026

TABLE OF CONTENTS

CHAIRPERSON'S FOREWORD	2
PART I	3
1.0 PREFACE	3
1.1 Mandate of the Committee	3
1.2 Subjects of the Committee	3
1.3 Committee Membership	4
PART II	6
2.0 CONSIDERATION OF THE REGISTRATION OF PERSONS (AMENDMENT) BILL (NATIONAL ASSEMBLY BILL NO. 52 OF 2025) BY THE COMMITTEE	6
2.1 Committee Analysis of the Bill	6
2.2 Comparative Analysis of School-Based programmes in Selected Jurisdictions	7
2.3 Public Participation	8
2.3.1 Submissions by the National Registration Bureau	8
2.3.2 Submissions by the Law Society of Kenya	9
2.3.3 Submissions by Hon. Caroli Omondi	11
2.3.4 Submissions by the Office of the Attorney General	11
2.3.5 Submissions by Community Ambassadors and Affected Persons Group- Nairobi County	12
2.3.6 Submissions by Community Ambassadors and Affected Persons Group- Mombasa County	13
2.3.7 Submissions by Community Ambassadors and Affected Persons Group- Mombasa County	13
PART III	15
3.0 COMMITTEE OBSERVATIONS	15
PART IV	16
4.0 COMMITTEE RECOMMENDATIONS	16
PART V	17
5.0 SCHEDULE OF PROPOSED AMENDMENTS	17

CHAIRPERSON'S FOREWORD

The Registration of Persons (Amendment) Bill (National Assembly Bill No. 52 of 2025), co-sponsored by Hon. Carol Omondi, MP and Hon Wanjiku Muhia, MP was read a First Time on Wednesday, 4th March, 2026 and subsequently committed to the Departmental Committee on Administration and Internal Security for consideration and reporting to the House, pursuant to Standing Order 127(1).

The principal object of the Bill is to amend the Registration of Persons Act to require the establishment of a national programme for the registration of students eligible for the issuance of identification cards in secondary schools and to provide for the issuance of identification cards to the students, without charge, either at their school or a designated collection point.

Pursuant to Article 118(1) (b) of the Constitution and Standing Orders 127(3), advertisements for request for submission of memoranda were placed in the Daily Nation and the Standard newspapers on Tuesday, 10th March, 2026. The Committee received submissions from Hon. Carol Omondi, MP, the State Department for Immigration and Citizen Services (National Registration Bureau), the Law Society of Kenya, the Office of the Attorney-General. All submissions were considered by the Committee and are annexed to the report.

The Committee, having considered the Registration of Persons (Amendment) Bill (National Assembly Bill No. 52 of 2025), co-sponsored by Hon. Carol Omondi, MP and Hon Wanjiku Muhia, MP clause by clause and taking into consideration views and recommendations of the public pursuant to Standing Order 127(3A), made observations and recommendations contained in Part Four and Part Five of this report.

Acknowledgement

The Committee sincerely thanks the Offices of the Speaker and the Clerk of the National Assembly for the immense and timely technical and logistical support accorded to it in the execution of its mandate. I also thank all the Members of the Committee for their commitment and hard work in the compilation of this report.

On behalf of the Departmental Committee on Administration and Internal Security and pursuant to provisions of Standing Order 127 (4), it is my pleasant duty to table the Report of the Departmental Committee on Administration and Internal Security on its consideration of the Registration of Persons (Amendment) Bill, (National Assembly Bill No 52 of 2025) co-sponsored by Hon. Carol Omondi, MP and Hon Wanjiku Muhia, MP.

HON. GABRIEL KOSHAL TONGOYO, CBS, MP
CHAIRPERSON
DEPARTMENTAL COMMITTEE ON ADMINISTRATION & INTERNAL SECURITY

PART I

I.0 PREFACE

I.1 Mandate of the Committee

- I. The Departmental Committee on Administration and Internal Security is constituted pursuant to the National Assembly Standing Order 216(1) which mandates Departmental Committees to-
 - a. *investigate, inquire into, and report on all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned Ministries and departments;*
 - b. *study the programme and policy objectives of Ministries and departments and the effectiveness of the implementation;*
(ba) on a quarterly basis, monitor and report on the implementation of the national budget in respect of its mandate;
 - c. *study and review all legislation referred to it;*
 - d. *study, assess and analyze the relative success of the Ministries and departments by the results obtained as compared with their stated objectives;*
 - e. *investigate and inquire into all matters relating to the assigned Ministries and departments as they may deem necessary, and as may be referred to them by the House;*
 - f. *vet and report on all appointments where the Constitution or any law requires the National Assembly to approve, except those under Standing Order 204 (Committee on Appointments);*
(fa) examine treaties, agreements and conventions;
 - g. *make reports and recommendations to the House as often as possible, including recommendation of proposed legislation;*
 - h. *consider reports of Commissions and Independent Offices submitted to the House pursuant to the provisions of Article 254 of the Constitution; and*
 - i. *examine any questions raised by Members on a matter within its mandate.*

I.2 Subjects of the Committee

2. In executing its mandate, the Committee is mandated to consider the following subjects:
 - a. Home affairs, internal security – including police services and coast guard services;
 - b. Public administration; and
 - c. Immigration and citizenship.

1.3 Committee Membership

3. The Committee comprises of the following Members: -

Hon. Gabriel Tongoyo, CBS, MP
Chairperson
Narok West Constituency

Hon. Col. (Rtd.) Dido Rasso, CBS, MP
Vice Chairperson
Saku Constituency

Hon. Kaluma George, CBS, MP
Homa Bay Town Constituency

Hon. (Prof.) Protus Akujah, MP
Loima Constituency

Hon. Aduma Owuor, MP
Nyakach Constituency

Hon. Rozaah Buyu, CBS, MP
Kisumu West Constituency

Hon. Fred C. Kapondi, CBS, MP
Mount Elgon Constituency

Hon. Caroline Ng'elechi, MP
Elgeyo-Marakwet County

Hon. Liza Chelule, CBS, MP.
Nakuru County

Hon. (Dr.) Peter Masara, MP
Suna West Constituency

Hon. Sarah Paulata Korere, MP
Laikipia North Constituency

Hon. Francis Sigei, EBS, MP
Sotik Constituency

Hon. Oku Kaunya, MP
Teso North Constituency

Hon. Hussein Weytan, MP
Mandera East Constituency,

Hon. Mburu Kahangara, MP
Lari Constituency

I.5 Committee Secretariat

4. The Committee Secretariat consists of the following:

Mr. Gideon Kipkoech
Clerk Assistant II-Head
of Secretariat

Ms. Salim Athuman
Clerk Assistant III

Mr. Edison Odhiambo
Fiscal Analyst I

Ms. Clarah Kimeli
Principal Legal Counsel I

Ms. Delvin Onyancha
Research Officer II

Ms. Judith Kanyoko
Legal Counsel II

Mr. Benson Kimanzi
Serjeant at Arms

Ms. Hillary Mageka
Media Relations Officer

Ms. Esther Mbatha
Public Communications
Officer

Mr. Nimrod Ochieng
Audio Officer

PART II

2.0 CONSIDERATION OF THE REGISTRATION OF PERSONS (AMENDMENT) BILL (NATIONAL ASSEMBLY BILL NO. 52 OF 2025) BY THE COMMITTEE

2.1 Committee Analysis of the Bill

5. The Registration of Persons (Amendment) Bill, 2025 (National Assembly Bill No. 52 of 2025) is a Bill by the Hon. Caroli Omondi, M.P. and Hon. Wanjiku Muhia, M.P. The Bill was read a First Time on 4th March 2026 and committed to the Committee for consideration.
6. The principal object of the Bill is to amend the Registration of Persons Act to require the establishment of a national programme for the registration of students eligible for the issuance of identification cards in secondary schools and to provide for the issuance of identification cards to students, without charge, either at their school or a designated collection point.
7. **Clause 2** of the bill proposes to amend section 6 of the Registration of Persons Act, by inserting new subsections (IA) and (IB) immediately after subsection (I). The proposed subsection (IA) provides that the Principal Registrar shall, by the last day of the month of August each year, conduct a national registration programme to register all secondary school students eligible for registration as at the close of the programme; and collect the particulars required under section 5(1) from all secondary school students eligible for registration between the date after the close of the programme and the last day of the month of December each year, for purposes of registration. The proposed subsection (IB) provides that national registration programme shall be free of charge.
8. **Clause 3** of the bill provides for amendment of section 9 by inserting a new subsection (IA). The proposed subsection (IA) provides that the Principal Registrar shall cause an identity card issued under the national registration programme to be delivered for collection, free of charge, at the secondary school of a student; or a designated collection point, where a person has ceased to be a student.
9. Article 12(1)(b) of the Constitution provides that every citizen is entitled to a Kenyan passport and any document of registration or identification issued by the State to citizens.
10. Section 5(1) of the Registration of Persons Act sets out the particulars that every person must provide for registration purposes, including name, sex, age, nationality, ethnic group, occupation, postal address, and such other information as may be prescribed. These particulars form the foundation for the generation of the identity card.
11. Section 6(1) establishes the core obligation that every person who attains or has attained the age of eighteen years and is unregistered shall be liable to registration and shall, within ninety days of attaining that age, present themselves before a registration officer and register. It also empowers the Principal Registrar to require, by gazette notice, any person or class of persons in any particular area to attend before a registration officer for registration purposes. The current section 6 places the primary onus for initiating registration on the individual citizen, without any institutional facilitation mechanism for secondary school students. The Bill would therefore place a duty on the principal registrar to ensure that the registration programme is conducted in secondary schools.

12. Section 9(1) of the Act requires that upon registration, the registration officer issues an identity card in the prescribed form within period of thirty days from the date of registration. The proposed amendment would place the duty on the principal registrar to ensure delivery of the identity cards issued under the registration programme to the school or to a collection point.
13. Currently, Kenyans who attain the age of majority do not always register within the prescribed ninety-day period, leading to deferred registration while others remain unregistered indefinitely. The concentration of non-registration among youth from marginalized communities, arid and semi-arid regions, and low-income urban settlements underscores the structural nature of the problem.
14. The Ministry of Interior has previously undertaken student registration programmes, such as the programme announced via a circular by the Ministry of Interior dated May 29, 2025, titled "Facilitation of School Based ID Registration Exercise for the Second Term of the year 2025." The mobile National ID registration drive targeted eligible students in secondary schools during the second school term (May – August) in 2025 and was undertaken by the National Registration Bureau.
15. The initiative was designed to ensure that Kenyan students who had attained the age of 18 were registered for National Identity Cards while still in school and was intended to enable them to access tertiary education placements, job opportunities and financial aid such as loans from the Higher Education Loans Board (HELB) without delay upon completion of secondary education. In the exercise, principals or their deputies served as identification agents for their students in place of National Government Administration Officers (NGAOs). The enactment of the Bill would therefore anchor such registration drives in law.
16. In 2026, the Government implemented enhanced digital systems for the issuance of national identity cards, including the deployment of advanced live capture technology to enable real-time collection and transmission of applicants' biometric and personal data. This is aimed at reducing processing timelines alongside other measures such as the waiver of application fees and nationwide sensitization efforts, which are aimed at increased registration and improved access to identification documents.

2.2 Comparative Analysis of School-Based programmes in Selected Jurisdictions

17. In **South Africa**, the Births and Deaths Registration Act and the Identity Documents Act provide for birth registration from birth and issuance of identity documents at 16 years. First-time Smart ID applications are free, with delivery through Department of Home Affairs offices and mobile units to schools.
18. In **Rwanda**, Law No. 16/2019 on Population Identification provides for issuance of national identity cards at sixteen years. Registration is free of charge and undertaken through national identity centres and mobile registration units to secondary schools.
19. In **Tanzania**, the Registration and Identification of Persons Act, 1986 provides for issuance of national identity cards at 18 years through nationwide registration drives. The process is government-subsidized and largely free, with registration through National Identification Authority offices and institutional registration exercises.

20. In **Uganda**, the Registration of Persons Act, 2015 provides for national identity registration at 16 years through mass registration campaigns. Initial registration is free of charge, with delivery through National Identification and Registration Authority offices and mobile registration to districts and institutions.
21. In **India**, the Aadhaar (Targeted Delivery of Financial and Other Subsidies) Act, 2016 allows voluntary enrolment from birth. Registration is free of charge and undertaken through enrolment centres and school or college-based enrolment camps.

2.3 Public Participation

22. Article 118 (1) (b) of the Constitution of Kenya provides as follows—
“Parliament shall facilitate public participation and involvement in the legislative and other business of Parliament and its Committees.”
23. Standing Order 127(3) provides that—
“The Departmental Committee to which a Bill is committed shall facilitate public participation on the Bill through an appropriate mechanism, including—
 - (a) *inviting submission of memoranda;*
 - (b) *holding public hearings;*
 - (c) *consulting relevant stakeholders in a sector; and*
 - (d) *consulting experts on technical subjects.*
24. Standing Order 127(3A) further provides that—
“The Departmental Committee shall take into account the views and recommendations of the public under paragraph (3) in its report to the House.”
25. Pursuant to the aforementioned provisions of the Constitution and Standing Orders, the Committee through local daily newspapers of Tuesday, 10th March, 2026 published an advertisement inviting the public to submit memoranda on the Bill. The advertisement is annexed to this report as **Annexure 3**.
26. Further, vide a letter dated Tuesday, 14th April 2026, the Committee invited stakeholders to make submissions on the Bill. The meeting was held on Thursday, 23rd April 2026 within Parliament Buildings. Stakeholder submissions are annexed as **Annexure 4**.
27. The Committee received submissions through written memoranda and oral presentations. In addition to submitting written memoranda, the following stakeholders also appeared before the Committee on Thursday, 23rd April 2026 at 9.30 a.m. to give their oral presentation on the Bill:
 - (a) the State Department for Immigration and Citizen Services (NRB);
 - (b) the Law Society of Kenya (LSK);
 - (c) the Hon. Caroli Omondi; and
 - (d) the Office of the Attorney General.
28. Both the written memoranda and oral presentations contained general comments on the Bill as well comments on individual clauses of the Bill as analyzed below—

2.3.1 Submissions by the National Registration Bureau

29. The National Registration Bureau submitted its views vide a memorandum Reference NRB/CON/ADM/1/14/11/Vol. IV/43 dated 23rd April 2026. They submitted that the

Department has always conducted registration of eligible secondary school students upon arrangements with the school administration. They noted that since the Department is now using live capture units which process and transmit data to the production center in real time, it is not viable to collect information of underage persons. They proposed that amendments should cause a consequential amendment to the Education Act to provide specifics like setting aside time in the school calendar to allow for the registration exercise. They noted that the proposed section 6(1A) was couched in mandatory terms which means that failure to comply would be an offence. They proposed that the Government take over the Bill and include necessary arrangements in the general Cap. 107 amendments.

30. In their oral submission on 23rd April 2026, the Bureau noted that the Act requires registration of persons who have attained the age of eighteen and that with the use of live capture machines, it was not viable to store data. They submitted that initial registration is already free and that upon processing, identity cards are delivered to schools for ease of collection. They noted that if put in law, the Bureau would need to be guaranteed that there is a time allocation within the Basic Education Act to require schools to allocate them time for processing identity cards.

2.3.2 Submissions by the Law Society of Kenya

31. The Law Society of Kenya welcomed the initiative to modernize Kenya's identification systems through the proposed amendments to the Registration of Persons Act. The Society noted that the Bill introduces a national programme for registering secondary school students, ensuring that young people receive identification cards in a timely manner, thereby addressing long-standing challenges of delayed registration which often hinder access to education, employment, and essential services. The Society further noted that by making registration free and accessible at schools or designated points, the Bill reduces barriers and promotes civic participation.
32. On the timing of the Programme, the Law Society of Kenya expressed concern that the timing of the registration exercise coincides with critical academic activities, noting that students will be closing for second term in the same month and resuming at the last week of the same month. The Society submitted that conducting mass registration during this period risks disrupting learning schedules and exam preparation especially for candidates and proposed that the programme be aligned with the school calendar or that it be staggered to avoid overlap with examination periods.
33. The Society also noted that there is no recourse in the instance the Principal Registrar fails to conduct the national registration programme. They proposed that the Bill provide a clause on the recourse where the Principal Registrar fails to conduct the national registration programme in order to ensure accountability and enhance transparency.
34. On the proposed new sections 6(1A) and 6(1B), the Society observed that while the provision mandates a national registration programme, it does not define the temporal scope of eligibility, nor the consequences for schools that fail to facilitate the programme. The Society proposed section 6(1A) be amended by adding a new subparagraph requiring notification to the principal of every secondary school at least sixty days before

commencement and requiring principals to provide reasonable facilities and time for the programme.

35. The Society noted that although the programme is declared free of charge, the Bill does not prohibit ancillary fees such as charges for photographs, biometric capture, or administrative processing that may be imposed by schools or third parties and proposed that the clause expressly provide that no charge, fees, or levy shall be imposed on any student or parent for participation.
36. The Society also observed that the Bill specifically targets secondary school students, thereby failing to cater for other eligible eighteen-year-olds such as out-of-school youth, vocational trainees, and marginalized children and proposed that the Bill be amended to include all eligible youth, whether in school, vocational training, home schooling environments, or outside the formal schooling programme.
37. On the collection of particulars from students, the Society expressed concern that collection during school hours would lead to significant loss of instructional time, especially for senior students preparing for final examinations. They proposed that registration be scheduled during holidays, outside class hours, or on designated days, with secure verification and handover protocols, including digital tracking of issued identity cards.
38. On the collection of National Identification Cards, the Law Society of Kenya noted that the Bill places responsibility for delivery of identity cards at schools, potentially diverting school administrators and teachers from their core educational duties and increasing the administrative burden on schools. The Society proposed the deployment of dedicated registration officers and the use of local administrative offices such as chiefs' and sub-county offices as collection points.
39. On designation of collection points, the Society observed that while the Bill provides for collection at a designated collection point where a person has ceased to be a student, it does not define who designates such points, nor the distance or accessibility standards. The Society thus proposed that designated collection points be within a reasonable distance from the former student's last known address.
40. The Law Society of Kenya also noted that the Bill does not expressly provide for parental input in the registration process, yet parental consent and involvement are critical for safeguarding minors and ensuring accountability. The Society proposed that the Bill be amended to require parental or guardian consent during registration, particularly for students under 18 and those still in school.
41. On data collection under the programme, the Society submitted that biometric data collection may be intimidating for younger students and could heighten anxiety if conducted during exam preparation, and proposed sensitization programmes for students and parents to ensure smooth and non-disruptive participation.
42. The Society submitted that while the Bill imposes duties on the Principal Registrar, it does not require reporting to Parliament or an independent oversight body on compliance and outcomes and proposed the insertion of a new clause requiring an annual report to be submitted to the relevant body.

43. Lastly, the Society noted that the Bill is silent on data protection and proposed the insertion of a clause requiring compliance with the Data Protection Act, including secure collection and handling of minors' data.

2.3.3 Submissions by Hon. Caroli Omondi

44. In responding to the issues raised, the sponsor of the Bill submitted that the issuance of Identity cards is a constitutional right under Article 12 of the Constitution logistical issues as to the implementation of the programme could be dealt with in regulations and noted that the programme was carried out in other jurisdictions. Regarding collection of data from minors, he noted that the same could be dealt with by the Bureau at the implementation stage

2.3.4 Submissions by the Office of the Attorney General

45. The Office of the Attorney General that the phrase "national registration programme" has not been defined and it was therefore unclear what the programme entails as well as the period within which the programme shall run. On the collection of particulars from students after close of the programme, they submitted that the proposal has not specified the particulars to be collected and the person to provide those particulars to the Principal Registrar.
46. They submitted further that section 6(1) of the Registration of Persons Act requires a person to present himself before a registration officer for registration while the proposed amendment obligates the Principal Registrar to register all eligible secondary school students which they submitted is inconsistent with the requirements specified under section 6(1) of the Registration of Persons Act. They thus recommended that the Bill be amended to harmonise the two processes.
47. On the proposal that the national registration programme shall be free of charge, they submitted that the same is unclear and that issuance of identity cards in Kenya is currently free of charge in line with section 6 of the Act which states that a person obtaining a first-time identity card shall not be charged. However, they noted that the process of registration has financial implication as it requires resources. Similarly, the proposed national registration programme shall occasion additional expenditure and, in that sense, the Programme is not free. They therefore proposed that there was need for clarity on the financial implications of the programme and how the programme will be funded.
48. On the proposal that the identity cards shall be delivered to the Secondary School of a student or a designated collection point where a person has ceased to be a student, the Office of the Attorney General submitted that the definition of the phrase "designated collection point" has not been provided. As such, there is no clarity on what qualifies to be a collection point for purposes of the Act. Additionally, they submitted that it is not clear whether there shall be one collection point for all students or each student shall appoint a collection point of his choice and that, there is no clarity on the authority to designate collection points.
49. The Office of the Attorney further noted that the proposed Bill uses the term "secondary school", which they submit is inconsistent with the current organisation of basic education levels under the Competency- Based Curriculum Framework, where basic education is

currently structured into Early Years Education, Middle School Education and Senior School. They proposed a review of the term "secondary school" and align with the prevailing education structure.

2.3.5 Submissions by Community Ambassadors and Affected Persons Group- Nairobi County

50. A group of persons identifying themselves as community ambassadors and affected persons from Nairobi County welcomed the Bill as a commendable step in enhancing access to registration and legal identity, particularly through the introduction of measures aimed at ensuring that eligible students are registered for issuance of identification cards without charge.
51. On section 6(1A)(a) relating to mass registration targeting secondary school students, the group observed that the provision limits mass registration to secondary school students, yet community engagements reveal that there are individuals who have attained the age of eighteen years while still in primary school due to delayed enrolment, poverty, displacement, and systemic barriers. The group noted that this results in exclusion of eligible persons and undermines the right to equality and non-discrimination under Article 27 of the Constitution, and recommended that the provision be amended to extend eligibility to all students who have attained the age of eighteen years, regardless of the level of education, or alternatively replace "all secondary school students" with "all eligible students in educational institutions and religious institutions."
52. On section 6 concerning the general registration framework, the group observed that the Bill does not provide a clear, uniform, and transparent procedure for application and registration. The group noted that community members, particularly Muslims and persons from marginalized, pastoralist, and nomadic communities, report inconsistent requirements, discriminatory vetting practices, and lack of clarity across regions, which violates the right to fair administrative action under Article 47 and equality under Article 27. The group recommended a standardized and uniform registration procedure applicable nationwide and that the law expressly prohibit discrimination and ensure equal treatment of all persons.
53. On the proposed section 6(1A)(b) on collection and transmission of data, the group acknowledged that digitization is progressive but raised concerns regarding data protection, consent, and misuse of personal data, particularly for minors. The group recommended inclusion of safeguards to ensure compliance with data protection principles, including informed consent, purpose limitation, and secure handling of personal data.
54. The group also submitted that the Registrar retains broad discretionary powers to require additional information and conduct inquiries, which in practice has resulted in discriminatory vetting, particularly against Muslims and marginalized communities. The group noted that this raises concerns under Articles 27 and 47 of the Constitution and recommended the introduction of clear limits and guidelines on the exercise of investigative powers, including a requirement that all decisions be accompanied by written reasons and be subject to appeal or review.

55. On the proposed section 9(1A) on delivery of identity cards, the group observed that delivery through schools or designated centres may not be accessible to all, particularly those in remote or marginalized areas. The group recommended expanding delivery mechanisms to include local administrative offices.

2.3.6 Submissions by Community Ambassadors and Affected Persons Group- Mombasa County

56. A group of persons identifying themselves as community ambassadors and affected persons from Mombasa County welcomed the Bill as a progressive measure that would reduce the cost and logistical burden of obtaining first-time identity cards.
57. However, the group expressed concern that the Bill does not address discriminatory vetting practices that have historically affected students from minority, coastal, border-county and marginalized communities. The group proposed the inclusion of explicit non-discrimination provisions to prevent eligible students from being denied registration or subjected to additional scrutiny based on their ethnic background, religion or county of origin. The group also urged Parliament to consider repealing or amending section 8A of the Registration of Persons Act, which it argued has facilitated discriminatory vetting practices.
58. The group submitted that the Bill does not clarify the relationship between the proposed school-based registration timeline and the existing statutory requirement that identity cards be issued within thirty days of registration. The group recommended that the Bill expressly provide for timely issuance of identity cards and, where delays occur, require the issuance of official acknowledgements of registration.
59. The Group noted that the Bill does not define designated collection points for identity cards issued under the programme, particularly for students who have already completed school and recommended that collection points be clearly defined and, where possible, be located at the schools where students were registered.
60. The group further noted the exclusion of children from stateless households and families lacking national identity documents and recommended that alternative forms of verification, including school records, birth notifications, community elder declarations and similar documentation, be accepted to facilitate registration and prevent the perpetuation of statelessness.

2.3.7 Submissions by Community Ambassadors and Affected Persons Group- Kwale County

61. A group of persons identifying themselves as community ambassadors and affected persons from Kwale County supported the Bill, noting that it would facilitate the issuance of national identity cards to eligible secondary school students while they are still in school and without payment of fees, thereby reducing the challenges young people often face when seeking identity cards after completing school. However, the group raised concerns regarding the implementation of the proposed school-based registration framework and recommended that the mandatory registration exercise be conducted when schools are

in session rather than during the August holidays. They observed that many schools are closed during that period, which could hinder effective implementation.

62. The group proposed that applicants be allowed to indicate their preferred location for collecting identity cards, whether at school or at an alternative collection point, noting that the Bill provides for collection at school without clarifying other collection arrangements. Further, the group recommended that school heads verify the availability of supporting documents, such as parents' identity cards and birth certificates, at the time of admission or at the beginning of the academic year, noting that early verification would help identify documentation challenges in advance and reduce the risk of eligible students being denied registration due to missing supporting documents.

PART III

3.0

COMMITTEE OBSERVATIONS

63. Upon consideration of the Bill, the Committee observed the following—

- (i) Conducting mass registration during the school calendar period risks disrupting learning activities in schools;
- (ii) First time registration for national identity cards is already provided free of charge;
- (iii) Limiting the programme to secondary school students indirectly excludes other eligible persons including out-of-school youth, persons in vocational training institutions and persons in informal education;
- (iv) Under section 2 of the Act, the application of the principal Act is limited to persons who are citizens of Kenya who have attained the age of eighteen years, or, where no proof of age exists, persons of the apparent age of eighteen or over. Further, section 6 imposes the obligation to register only on unregistered persons who have attained the age of eighteen years;
- (v) Consequently, persons below the age of eighteen years are not eligible for registration under the Act and therefore fall outside the registration framework established by the Act;
- (vi) The proposal for the Principal Registrar to register all eligible secondary school students is not inconsistent with the requirements specified under section 6(1) of the Registration of Persons Act. The Concept of eligibility under the Act means the subject who is the student must first have attained 18 years to be registered.
- (vii) The Act obligates persons to present themselves before a registration officer for registration. The registration officers had to go to schools administratively for those who are eligible to register to appear before them; there is therefore no gap in the law.
- (viii) The low registration of persons after they attain the age of eighteen is an implementation challenge and not a legislative gap. This may be more appropriately addressed through policy directives, administrative reforms, additional funding, public awareness and improved service delivery mechanisms by the Ministry of Interior and National Administration, instead of amending the Act.

PART IV

4.0 COMMITTEE RECOMMENDATIONS

64. The Committee having considered the Registration of Persons (Amendment) Bill (National Assembly Bill No. 52 of 2025) and the submissions from members of the public and stakeholders, recommends that the House rejects **the Bill in its entirety**.

SIGN.....



DATE.....

3rd June, 2026

HON. GABRIEL KOSHAL TONGOYO, CBS, MP
CHAIRPERSON
DEPARTMENTAL COMMITTEE ON ADMINISTRATION & INTERNAL
SECURITY

PART V

5.0 SCHEDULE OF PROPOSED AMENDMENTS

In light of the Committee's recommendation in Chapter IV, the Committee proposes the following amendments to the Bill—

CLAUSE 1

THAT Clause 1 of the Bill be deleted.

CLAUSE 3

THAT Clause 2 of the Bill be deleted.

CLAUSE 3

THAT Clause 3 of the Bill be deleted.



THE NATIONAL ASSEMBLY
13TH PARLIAMENT – FIFTH SESSION (2026)
COMMITTEE ON ADMINISTRATION AND INTERNAL SECURITY

REPORT ADOPTION LIST OF THE

**DEPARTMENTAL COMMITTEE ON ADMINISTRATION AND INTERNAL SECURITY
ON THE REGISTRATION OF PERSONS (AMENDMENT) BILL (NATIONAL ASSEMBLY
BILL NO.52 OF 2025) CO-SPONSORED BY HON. CAROLI OMONDI, MP AND HON.
WANJIKU MUHIA, MP**

We, the undersigned Members of the Departmental Committee on Administration and Internal Affairs do hereby append our signatures to adopt this Report

Date: 26th May, 2026

No.	MEMBER	SIGNATURE
1.	Hon. Gabriel Koshal Tongoyo, CBS, MP - Chairperson	
2.	Hon. Col (Rtd) Dido Rasso, CBS, MP - Vice Chairperson	
3.	Hon. Kaluma George Peter, CBS, MP	
4.	Hon. Fred C. Kapondi, CBS, MP	
5.	Hon. Joshua Aduma Owuor, MP	
6.	Hon. Sarah Paulata Korere, CBS, MP	
7.	Hon. Liza Chepkorir Chelule, CBS, MP	
8.	Hon. Joseph Mburu Kahangara, MP	
9.	Hon.(Dr.) Peter Francis Masara, MP	
10.	Hon.(Prof.) Protus Ewesit Akujah, MP	
11.	Hon. Edward Oku Kaunya, MP	
12.	Hon. Rozaah Akinyi Buyu, CBS, MP	
13.	Hon. Amb. Francis Kipyegon Arap Sigei, EBS, MP	
14.	Hon. Caroline Jeptoo Ng'elechei, MP	
15.	Hon. Hussein Weytan Mohammed, MP	

**MINUTES OF THE 69th SITTING OF THE DEPARTMENTAL COMMITTEE ON
ADMINISTRATION AND INTERNAL SECURITY HELD ON TUESDAY 26th MAY, 2026
IN COMMITTEE ROOM 13TH, 2ND FLOOR, BUNGE TOWER AT 10:00 A.M.**

PRESENT

- | | |
|---|--------------------|
| 1. Hon. Gabriel Koshal Tongoyo, CBS, MP | - Chairperson |
| 2. Hon. Col (Rtd) Dido Rasso, MBS, CBS, MP | - Vice Chairperson |
| 3. Hon. Fred C. Kapondi, CBS, MP | |
| 4. Hon. Oku Kaunya, MP | |
| 5. Hon. (Prof.) Protus Ewesit Akujah, MP | |
| 6. Hon. Sarah Paulata Korere, CBS, MP | |
| 7. Hon. Liza Chepkorir Chelule, CBS, MP | |
| 8. Hon. Mburu Kahangara, MP | |
| 9. Hon. Hussein Weytan Mohammed, MP | |
| 10. Hon. Amb. Francis Kipyegon Sigei, EBS, MP | |

ABSENT WITH APOLOGY

1. Hon. Aduma Owuor, MP
2. Hon. Kaluma George Peter, CBS, MP
3. Hon. Dr. Peter Francis Masara, MP
4. Hon. Rozaah Akinyi Buyu, CBS, MP
5. Hon. Caroline Jeptoo Ng'elechei, MP

IN-ATTENDANCE

COMMITTEE SECRETARIAT

- | | |
|------------------------|---------------------------|
| 1. Mr. Salim Athuman | - Clerk Assistant III |
| 2. Ms. Judy Kanyoko | - Legal Counsel II |
| 3. Ms. Delvin Onyancha | - Research Officer |
| 4. Mr. Hilary Mageka | - Media Relation Officer |
| 5. Mr. Nimrod Ochieng | - Audio Officers |
| 6. Mr. Benson Kimanzi | - Serjeant-at-Arm |
| 7. Ms. Esther Mbatha | - Public Relation Officer |
| 8. Ms. Maureen Kendi | - Intern |
| 9. Ms. Joymary Wairimu | - Pupilage |

AGENDA

1. Prayers
2. Preliminaries and adoption of the agenda
3. **Confirmation of Minutes of previous Sitzings**
4. **Meeting on the consideration and adoption of the report on the Registration of Persons Amendment) Bill (National Assembly Bill No.52 of 2025) co-sponsored by the Hon.Carol Omondi M.P and Hon Wanjiku Muhia M.P**
5. Any Other Business
6. Adjournment.

MIN./NO./DC-AIS/2026/346: PRELIMINARIES & ADOPTION OF AGENDA

The session Chairperson, Hon. Fred C. Kapondi, CBS, MP called the meeting to order at 10.45 a.m. and Hon. Liza Chepkorir Chelule, CBS, MP said a prayer. The agenda of the meeting was adopted

having being proposed and seconded by the Hon. Liza Chepkorir Chelule, CBS, MP and Hon. (Prof.) Protus Ewesit Akujah, MP respectively.

MIN./NO./DC-AIS/2026/347: CONFIRMATION OF MINUTES OF PREVIOUS

1. The Minutes of the 21st sitting held on the 27th March, 2026 in the morning were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Amb. Francis Kipyegon Sigei, EBS, MP and the Hon. Liza Chepkorir Chelule, CBS, MP respectively.
2. The Minutes of the 22nd sitting held on the 27th March, 2026 in the afternoon were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Amb. Francis Kipyegon Sigei, EBS, MP and the Hon. Hussein Weytan Mohammed, MP respectively.
3. The Minutes of the 23rd sitting held on the 28th March, 2026 in the morning were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Oku Kaunya, MP and the Hon. Hussein Weytan Mohammed, MP respectively.
4. The Minutes of the 24th sitting held on the 28th March, 2026 in the afternoon were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Liza Chepkorir Chelule, CBS, MP and the Hon. Oku Kaunya, MP respectively.
5. The Minutes of the 25th sitting held on the 10th February, 2026 were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. (Prof.) Protus Ewesit Akujah, M.P and the Hon. Dr. Peter Francis Masara, MP respectively.
6. The Minutes of the 26th sitting held on the 2nd April, 2026 were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Amb. Francis Kipyegon Sigei, EBS, MP and the Hon. (Prof.) Protus Ewesit Akujah, M.P respectively.
7. The Minutes of the 27th sitting held on the 7th April, 2026 were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. (Prof.) Protus Ewesit Akujah, M.P and the Hon. Amb. Francis Kipyegon Sigei, EBS, MP respectively.
8. The Minutes of the 28th sitting held on the 9th April, 2026 were confirmed as a true record of the proceedings having been proposed and seconded by the Hon. Amb. Francis Kipyegon Sigei, EBS, MP and the Hon. Hussein Weytan Mohammed, MP respectively.

MIN./NO./DC-AIS/2026/248: CONSIDERATION AND ADOPTION OF THE REPORT ON THE REGISTRATION OF PERSONS AMENDMENT) BILL (NATIONAL ASSEMBLY BILL NO.52 OF 2025) CO-SPONSORED BY THE HON.CAROL OMONDI M.P AND HON WANJIKU MUHIA M.P

The Committee considered and adopted the report having been proposed by the Hon. Hon. Liza Chepkorir Chelule, CBS, MP, and seconded by the Hon. (Prof.) Protus Ewesit Akujah, M.P as highlighted below –

COMMITTEE OBSERVATIONS

I. Upon consideration of the Bill, the Committee observed the following—

- (i) Conducting mass registration during the school calendar period risks disrupting learning activities in schools;
- (ii) First time registration for national identity cards is already provided free of charge;
- (iii) Limiting the programme to secondary school students indirectly excludes other eligible persons including out-of-school youth, persons in vocational training institutions and persons in informal education;
- (iv) Under section 2 of the Act, the application of the principal Act is limited to persons who are citizens of Kenya who have attained the age of eighteen years, or, where no proof of age exists, persons of the apparent age of eighteen or over. Further, section 6 imposes the obligation to register only on unregistered persons who have attained the age of eighteen years;
- (v) Consequently, persons below the age of eighteen years are not eligible for registration under the Act and therefore fall outside the registration framework established by the Act;
- (vi) The proposal for the Principal Registrar to register all eligible secondary school students is not inconsistent with the requirements specified under section 6(1) of the Registration of Persons Act. The Concept of eligibility under the Act means the subject who is the student must first have attained 18 years to be registered.
- (vii) The Act obligates persons to present themselves before a registration officer for registration. The registration officers had to go to schools administratively for those who are eligible to register to appear before them; there is therefore no gap in the law.
- (viii) The low registration of persons after they attain the age of eighteen is an implementation challenge and not a legislative gap. This may be more appropriately addressed through policy directives, administrative reforms, additional funding, public awareness and improved service delivery mechanisms by the Ministry of Interior and National Administration, instead of amending the Act.

COMMITTEE RECOMMENDATIONS

The Committee having considered the Registration of Persons (Amendment) Bill (National Assembly Bill No. 52 of 2025) and the submissions from members of the public and stakeholders, recommends that the House rejects **the Bill in its entirety**.

MIN./NO./DC-AIS/2026/249: ANY OTHER BUSINESS

No other business arose.

MIN./NO./DC-AIS/2026/250: ADJOURNMENT

There being no other business, the meeting was adjourned at 11.08 a.m. The next meeting will be held on notice.

SIGNED



DATE

3rd June, 2026

**HON. GABRIEL TONGOYO, CBS, MP
CHAIRPERSON**

DEPARTMENTAL COMMITTEE ON ADMINISTRATION & INTERNAL SECURITY

(2) Abenayo Wairike Itod
To place before the Dept.
Comm. on Administration
DM 7/5/26



OFFICE OF THE ATTORNEY-GENERAL

Our Ref: AG/LDD/421/1/8

28th April, 2026

Mr. Samuel Njoroge, CBS
The Clerk of the National Assembly
Clerk's Chambers, Parliament Buildings
P. O. Box 41842-00100
NAIROBI

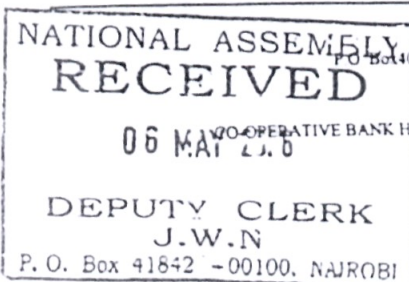
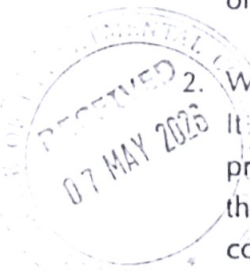
(1) DDC
8
6/5/26

**RE: MEETING WITH THE DEPARTMENTAL COMMITTEE ON ADMINISTRATION
AND INTERNAL SECURITY ON THE REGISTRATION OF PERSONS
(AMENDMENT) BILL (NATIONAL ASSEMBLY BILL NO. 52 OF 2025)**

This has reference to your letter under Ref: NA/DDC/AIS/2026/36 dated 14th April, 2026, inviting this Office to appear before the Departmental Committee on Administration and Internal Security for a stakeholders' meeting on the Registration of Persons (Amendment) Bill (National Assembly Bill No. 52 of 2025).

Having reviewed the Bill, we wish to point out the following issues for consideration—

1. Clause 2 of the Bill seeks to amend section 6 of the Act by inserting new subsections (1A) and (1B). Subsection (1A) proposes that the Principal Registrar shall, by the last day of the month of August each year, conduct an annual national registration programme for eligible secondary school students. The subsection (1A) also proposes that the Principal Registrar collect particulars required for registration from all secondary students eligible for registration between the date after the close of the programme and the last day of the month of December each year.
2. We note that the phrase "national registration programme" has not been defined. It is therefore unclear what the programme entails and period within which the programme shall run. On the issue of collection of particulars from students after the close of the programme, the proposal has not specified the particulars to be collected and the person to provide those particulars to the Principal Registrar.



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CO-OPERATIVE BANK HOUSE, HAILLE SELLASIE AVENUE P.O. Box 56057-00200, Nairobi-Kenya TEL: Nairobi 2224029/ 2240337
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ISO 9001:2008 Certified



3. We note that section 6(1) of the Registration of Persons Act requires a person to present himself before a registration officer for registration while the proposed amendment obligates the Principal Registrar to register all eligible secondary school students which is inconsistent with the requirements specified under section 6(1) of the Registration of Persons Act. We recommend that the Bill be amended to harmonise the two processes.
4. The proposal that the national registration programme shall be free of charge is unclear. Issuance of identity cards in Kenya is currently free of charge in line with section 6 of the Act which states that a person obtaining a first-time identity card shall not be charged. However, the process of registration has financial implication as it requires resources. Similarly, the proposed national registration programme shall occasion additional expenditure and, in that sense, the Programme is not free. Therefore, there is need for clarity on the financial implications of the programme and how the programme will be funded.
5. Clause 3 of the Bill provides for collection of identity cards issued under the national registration programme. It proposes that the identity cards shall be delivered to the Secondary School of a student or a designated collection point where a person has ceased to be a student.
6. We note that the definition of the phrase "designated collection point" has not been provided. As such, there is no clarity on what qualifies to be a collection point for purposes of the Act. Additionally, it is not clear whether there shall be one collection point for all students or each student shall appoint a collection point of his choice. Further, there is no clarity on the authority to designate collection points.
7. We note that the text of the proposed Bill uses the term "secondary school", which is inconsistent with the current organisation of basic education levels under the Competency Based Curriculum Framework. Basic education is currently structured into Early Years Education, Middle School Education and Senior School. There is need for the term "secondary school" to be reviewed and aligned with the prevailing education structure.

In light of the foregoing, we propose introduction of new provisions in the Bill to address the issues highlighted in order to improve on the clarity of the legislative proposal. Kindly note that the policy informing this Bill lies with the Ministry of Interior and National Administration which we have sought their guidance on the matter.

We trust this is in order.


HON. SHADRACK J. MOSE, CBS
SOLICITOR-GENERAL



OFFICE OF THE PRESIDENT
MINISTRY OF INTERIOR AND NATIONAL ADMINISTRATION
STATE DEPARTMENT FOR IMMIGRATION AND CITIZEN SERVICES
NATIONAL REGISTRATION BUREAU

Telephone: 2722526, 2720142
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Website: www.identity.go.ke
Email: nrbdirector@gmail.com
When replying please quote

Headquarters
NSSF Complex, Block "B"
Bishops Road
P.O. Box 57007 - 00200
NAIROBI

Ref: NRB/CON/ADM/1/14/11/Vol.IV/43

Date: 23rd April, 2026

Clerk of the National Assembly
P.O. Box 401842-00100
NAIROBI.

REGISTRATION OF PERSONS AMENDMENT BILL, 2025

THIS IS A PRIVATE MEMBERS BILL

Reference is made to your letter Ref: NA/DDC/A/S/2026/36 dated 14th April, 2026 on the above captioned subject.

The Bill seeks to amend sec 6 of the registration of persons act by inserting

(1A)

- (a) shall register all of eligible secondary school students by end of August each year
 - (b) collect particulars for those who have not qualified and register them by the end of December
- (1B) registration to be free of charge.

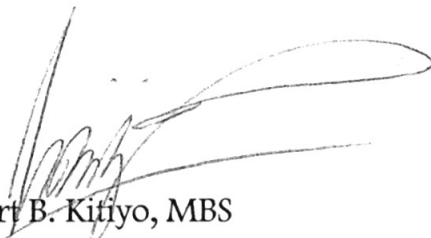
Amend section 9

(1A) mode of delivery of produced cards

- (a) Cards to be delivered to the schools where registration took place or
- (b) A designated collection point where a person has ceased to be a student.

Our reactions

1. The Department has always conducted registration of eligible secondary school students upon arrangements with the school administration
2. Since the Department is now using live capture units which process and transmit data to the production center in real time, it is not viable to collect information of underage persons.
3. The legal amendment should cause a consequential amendment to the education act to provide specifics like setting aside time in the school calendar to allow for the registration exercise.
4. Section 6(1A) state that the Principal Registrar SHALL. This means that failure to comply is an offence to the law.
5. The Government to take over the bill and include necessary arrangements in the general Cap 107 amendments.



Gilbert B. Kitiyo, MBS

SECRETARY, NATIONAL REGISTRASTION BUREAU



LAW SOCIETY OF KENYA
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Website: www.lsk.or.ke
Email: lsk@lsk.or.ke

MEMORANDUM

TO

THE NATIONAL ASSEMBLY

ON

THE REGISTRATION OF PERSONS (AMENDMENT) BILL, (NATIONAL ASSEMBLY BILL
NO. 52 OF 2026)

APRIL, 2026

Charles Kanjama, SC, President Law Society of Kenya
South C, Off Red Cross Road,
P.O Box 72219 - 00200 Nairobi | Kenya
Tel: +254 111 045 300
Email: president@lsk.or.ke
Website: www.lsk.or.ke

INTRODUCTION.

The Law Society of Kenya is a professional statutory body established under the Law Society of Kenya Act, No. 21 of 2014 with a mandatory membership of all Advocates in Kenya.

The organs of the Society are the General Membership, the Council, the Branches and the Secretariat. The Council is the governing body of the Law Society of Kenya. It comprises a President, a Vice- President and eleven other members, all of whom must be members of the Law Society of Kenya. Council members are elected every two years by the members of the Society by means of a secret ballot conducted in accordance with the Law Society of Kenya Act.

Currently, the Council is comprised of The President, The Vice-president and 11 Council members namely:

- o President, Charles Kanjama, SC
- o Vice President, Teresia Wavinya
- o General Membership Representatives, Tom K'opere, Vivienne Eyase, Wanjohi Wambugu
- o Nairobi Representatives, Effie Sheila Achieng, Muthoni Gachara, Wycklife Oyoo
- o Up-country Representatives, Hiram Kirimi, Faith Jappann, Hezekiah Aseso, Sharon Oyoko
- o Coast Representative, Titus Mukanzi
- o Secretary/CEO, Florence W. Muturi

One of the Law Society of Kenya statutory objects as provided in section 4(a) of the Act is to assist the Government and the courts in all matters affecting legislation and the administration of justice and practice of law in Kenya. Pursuant to this statutory mandate, the Law Society of Kenya makes a presentation on the **Registration of Persons (Amendment) Bill, 2025 (National Assembly Bills No. 52 of 2025)**.

GENERAL COMMENTS

The Law Society of Kenya welcomes the initiative to modernize Kenya's identification systems through the proposed amendments to the Registration of Persons Act. The Bill introduces a national programme for registering secondary school students, ensuring that young people receive identification cards in a timely manner. This measure addresses long-standing challenges of delayed registration, which often hinder access to education, employment, and essential services. By making registration free and accessible at schools or designated points, the Bill reduces barriers and promotes civic participation.

The Bill aligns with constitutional principles. It is grounded on **Article 12** that provides for the entitlement of each citizen to any document of registration or identification issued by the state. **Article 53(1)(a)** affirms every child's right to a name and nationality. **Article 55** obliges the State to facilitate youth access to education and employment. **Articles 10 and 27** advance equality and non-discrimination, ensuring uniform access to identification. The benefits for children and youth are significant: the framework promotes equal access regardless of socio-economic background, reduces bureaucratic delays, enhances government planning through accurate demographic data, and supports digital inclusion in a society where IDs are essential for financial and technological participation.

However, to fully realize these objectives, the LSK notes that the framework needs to be strengthened to ensure inclusivity for historically marginalized groups, safeguard children's data and privacy and provide clear standards for implementation. In particular, the Bill should extend coverage to all youths, including those outside formal schooling; embed safeguards under the Data Protection Act to protect minors' information; require informed parental or guardian consent for students under 18, with special provisions for vulnerable children; establish secure verification and delivery mechanisms to prevent misuse of IDs; and integrate registration with education and social protection programmes to maximize impact.

Below are our specific proposed amendments and recommendations.

SPECIFIC COMMENTS

NO.	PROVISION	ISSUE	PROPOSAL	JUSTIFICATION
1.	Clause 2(1A) – provides for the time when the Principal Registrar shall conduct the National Registration Programme	The timing of the registration exercise coincides with critical academic activities. Students will be closing for second term on the same month and resuming at the last week of the same month. Conducting mass registration during this period risks disrupting learning schedules and exam preparation especially for candidates.	The bill should align the programme with school calendar or stagger registration to avoid overlap with examination periods.	August is a critical month in the Kenyan school calendar and the proposal to undertake the exercise during this time risks causing unnecessary disruption to examination preparation and readiness as well as the holidays.
	Clause 2(1A) – provides that Principal Registrar shall conduct a National Registration Programme	The clause lacks recourse in the instance the principal registrar fails to conduct the national registration programme	The bill should provide a clause on the recourse where the principal registrar fails to conduct the national registration programme	This ensures accountability and enhances transparency of the National Registration Programme

	Clause 2 – Insertion of Section 6 (1A) and 1(B)	The provision mandates a national registration programme but does not define the temporal scope of eligibility, nor the consequences for schools that fail to facilitate the programme.	Amend proposed section 6(1A) by adding a new subparagraph (c): <i>"(c) notify the principal of every secondary school of the programme at least sixty days before commencement, and the principal shall provide reasonable facilities and time for the programme."</i>	This ensures enforceability and institutional accountability, preventing schools from obstructing or neglecting the registration exercise.
	Clause 2 – Insertion of Section 6(1B)	The provision declares the programme free of charge but does not prohibit ancillary fees (e.g., for photographs, administrative costs) that may be imposed by schools or third parties	Amend Clause 2 (1B) to provide expressly that no charge, fees or levy shall be imposed on any student or parent for participation including for photographs, biometric capture, or administrative processing	Eliminates loopholes that could lead to indirect costs, which would defeat the object of the Bill and disproportionately affect impoverished students
	Clause 2 (1A) (a) – provides for the registration of all secondary school students eligible as at the close of	The Bill specifically target "secondary schools " students failing to cater for other eligible eighteen-year-olds such out of school youth, vocational trainees, and marginalized children.	The Bill should apply the constitutional principles of equality in registering eligible Kenyans to be given identity cards. Amend Section 6(1A) to include all youth, whether in school, vocational	This will prevent the bill from unequal application and discrimination of certain persons. Aligns with Article 27 (equality) and avoids discrimination against non-school going children.

	the programme		training, or informal settings. We propose the amendment be revised to read: “Register all— (i) eligible secondary school students; (ii) eligible students in TVET institutions; (ii) eligible students in homeschooling environments; and (iv) eligible Kenyans who are not in the formal schooling programme. as at the close of the programme; and	
	Clause 2 (1A) (b) – provides for the collection of particulars required under Section 5(1) of Principal Act	Loss of instructional time as students will be required to queue and undergo biometric data collection during school hours, leading to significant loss of instructional time, especially in large schools.	The Bill should provide a schedule for registration during holidays and outside class hours or on designated days, with clear guidance to avoid disruption of lessons. Also to avoid the risk loss or misuse. We propose you provide for secure	Large schools may risk losing valuable instructional time. The target group being the senior students who should otherwise be preparing for their final exams, they cannot afford to miss on any valuable learning time. Ensures

			verification and handover protocols, including digital tracking of issued IDs.	accountability and prevents fraud.
3.	Clause 3 – Provides for the collection of the National Identification Cards	Increased administrative burden on Schools since the Bill places responsibility for delivery of ID cards at schools, potentially diverting school administrators and teachers from their core educational duties. While the Bill allows delivery of ID cards at schools or designated collection points, schools may still bear the brunt of logistical responsibilities.	The Bill should provide for deployment of dedicated registration officers and minimize reliance on school staff for logistical tasks. Utilize local administrative offices (chiefs, sub -county offices) as collection points to reduce school involvement.	Schools should not be overburdened with logistical responsibilities
	Clause 3 – Insertion of Section (1A) (b) on the designated collection points	Provides for collection at a "designated collection point" where a person has ceased to be a student, but does not define who designates such points, nor the distance or accessibility standards.	Amend the clause to provide for the designated collection point of the Identity card by a person who has ceased to be a student within a reasonable distance from the former student's last known address (e.g.	Prevents the creation of inaccessible or inconvenient collection points that would replicate the very barriers the Bill seeks to remove (poverty, travel costs, time constraints).

			providing for the collection points to be chosen during the registration process)	
4.	Parental /Guardian Involvement & Consent	Many secondary school students, even those aged 18, remain under the care and responsibility of their parents or guardians. The Bill does not expressly provide for parental input in the registration process, yet parental consent and involvement are critical for safeguarding minors and ensuring accountability.	The Bill should be amended to require parental or guardian consent during registration, particularly for students under 18 and those still in school, regardless of age. This will strengthen oversight, build trust, and ensure that parents remain informed about the exercise.	Even when a student is of the age of majority, they are still primarily under their parent's/ guardian's care and as such, parental involvement in the exercise should be prioritized as it ensures accountability and builds trust in the process. Also to safeguards children's rights under Article 53(2) (best interests of the child).
5.	Psychological Impact on Students	Biometric data collection may be intimidating for younger students and could heighten anxiety if conducted during exam preparation	The Bill should introduce sensitization programmes for students and parents to ensure smooth and non-disruptive participation	Biometric data collection may be an intimidating exercise and sensitization would help reduce stress and anxiety on the student's part.
6.	Proposed new clause on Oversight or reporting mechanism	The Bil imposes duties on the Principal Registrar but does not require reporting to Parliament or an independent	Insert a new clause requiring an annual report to be submitted to the relevant body	Enhances transparency, accountability and parliamentary oversight, ensuring the Bill's objective is realized

		oversight body on compliance and outcomes		
7.	Proposed new clause on Data Protection	The Bill mandates collection of particulars but is silent on data protection.	Insert a clause requiring compliance with the Data Protection Act, 2019, including secure collection and handling of minors' data.	Protects children's privacy and aligns with Article 31 (right to privacy).

Conclusion

This is a progressive step towards strengthening Kenya's identification systems and enhancing access to justice and opportunity for young people. With the recommended amendments, the framework will better uphold constitutional rights, protect the wellbeing of school-going children, and ensure that no Kenyan youth is left behind.

We humbly submit that our comments be considered before enacting the Bill.

Yours faithfully,



CHARLES KANJAMA SC,
PRESIDENT LAW SOCIETY OF KENYA

March 24, 2026

Clerk of National Assembly

P.O. Box 41842 - 00100

Main Parliament Building Parliament Road

Nairobi cna@parliament.go.ke

Sent via e-mail

Dear Mr. Njoroge, CBS,

**Re: Memorandum on the Registration of Persons (Amendment) Bill, 2025
(National Assembly Bill No. 52 of 2025)**

INTRODUCTION

We have come together as Kenyan citizens from Nairobi County, comprising community ambassadors, and members of communities affected by challenges relating to citizenship and access to identification.

This Memorandum represents our considered comments on the Registration of Persons (Amendment) Bill, 2025 (National Assembly Bill No. 52 of 2025).

BACKGROUND

Following the call for submission of comments from interested members of the public on the Registration of Persons (Amendment), 2025 as published in the Kenya Gazette Supplement No. 199 (National Assembly Bills No. 52), we submit this memorandum. This submission is informed by community engagements, lived experiences, and the work of paralegals and ambassadors supporting individuals who face systemic barriers in accessing national identity cards.

SUMMARY AND GENERAL REMARKS

The Bill is a commendable step in enhancing access to registration and legal identity, particularly through the introduction of measures aimed at ensuring that eligible students are registered for issuance of identification cards without charge.

We specifically commend:

- The introduction of school-based registration initiatives
- The recognition of the need to facilitate access to identification for young persons

- The proposed timelines for issuance of identification documents

However, while the Bill demonstrates progressive intent, it does not fully address the structural and administrative barriers that continue to prevent many individuals particularly Muslims, and persons from marginalized, pastoralist, and nomadic communities from accessing identification documents.

In particular:

- The focus on secondary school students' risks excluding eligible persons who are not in secondary school, including those who have attained the age of 18 years while still in primary school or those who are out of school entirely
- The absence of a clear, uniform, and transparent registration procedure leaves room for inconsistent application and discriminatory practices
- The retention of broad administrative discretion without adequate safeguards may perpetuate existing challenges experienced by affected communities

These gaps raise concerns regarding compliance with constitutional principles of equality and non-discrimination, as well as the right to fair administrative action

SPECIFIC CONCERNS AND RECOMMENDATIONS

Besides and subject to our general comments above, we have the following specific concerns regarding the Bill:

No.	Reference	Comment/Observation	Recommendation
1.	Section 6(1A)(a) (Mass registration targeting secondary school students)	The provision limits mass registration to secondary school students. However, community engagements reveal that there are individuals who have attained the age of 18 years while still in primary school due to delayed enrolment, poverty, displacement, and systemic barriers. This results in exclusion of eligible persons. This limitation undermines the right to equality and non-discrimination under Article 27 of the Constitution.	Amend the provision to extend eligibility to all students who have attained the age of 18 years, regardless of the level of education. Alternatively, replace “all secondary school students” with “all eligible students in educational institutions and religious institutions.”
2.	Section 6 (General registration framework)	The Bill does not provide a clear, uniform, and transparent procedure for application and registration. Community members, particularly Muslims and persons from marginalized, pastoralist, and nomadic communities, report inconsistent requirements, discriminatory vetting practices, and lack of clarity across regions. This violates the right to fair administrative action under Article 47 and equality under Article 27.	Provide a standardized and uniform registration procedure applicable nationwide. The law should expressly prohibit discrimination and ensure equal treatment of all persons.

3.	Section 6(1A)(b) (Collection and transmission of data)	While digitization is progressive, there are concerns regarding data protection, consent, and misuse of personal data, particularly for minors.	Include safeguards to ensure compliance with data protection principles, including informed consent, purpose limitation, and secure handling of personal data.
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4	Investigative Powers of the Registrar The Registrar retains broad discretionary powers to require additional information and conduct inquiries. In practice, this has resulted in discriminatory vetting, particularly against Muslims and marginalized communities. This raises concerns under Articles 27 and 47 of the Constitution.	Introduce clear limits and guidelines on the exercise of investigative powers. Require that all decisions be accompanied by written reasons and subject to appeal or review.
5	Section 9(1A) (Delivery of ID cards) Delivery through schools or designated centers may not be accessible to all, particularly those in remote or marginalized areas.	Expand delivery mechanisms to include local administrative offices.

CONCLUSION

Access to identification is fundamental to the enjoyment of constitutional rights and participation in public life.

We therefore urge Parliament to strengthen the Bill to ensure that it promotes inclusion, equality, and fairness in the registration process, and that no person is excluded from legal recognition due to structural or administrative barriers.

SIGNED BY:

NO.	NAME	COUNTY	SIGN
1.	Rehema Marjan	Nairobi	RB
2.	Hadiza Taib	Nairobi	H
3.	Rehema Mohamed	Nairobi	Rehema
4.	EMILY OWINGO	Nairobi	EMILY OWINGO
5.	Mariam Wangi	Nairobi	E-W
6.	ESTHER KIRIKU	NAIROBI	ESTHER
7.	AUGREY MUSUKU	HAIROBI	AUGREY
8.	VICTOR L AMUNTA	NAIROBI	V
9.	ELIZABETH NDUTA	NAIROBI	ELIZABETH
10.	Abdallah Nassir	Nairobi	Abdallah
11.	Boaz Mugo	Nairobi	Boaz
12.	ABDULRAHIM HAMISI	NAIROBI	ABDULRAHIM
13.	Asha Ahmed	Nairobi	Asha
14.	MIRAJ AHMED	Nairobi	MIRAJ
15.	Hadiza Ramadani	Nairobi	Hadiza
16.	HASSAN ABDULLAH	NAIROBI	HASSAN
17.	Leonard Abiero	Nairobi	Leonard
18.	Hasing Amarch	Nairobi	Hasing
19.	Kamil Abdulkadi	Nairobi	Kamil
20.	AMEI MOHAMMED	Nairobi	AMEI
21.			
22.			

March 24, 2026

Clerk of National Assembly

P.O. Box 41842 - 00100

Main Parliament Building, Parliament Road

Nairobi

cna@parliament.go.ke

Sent via e-mail

Dear Mr. Njoroge, CBS,

Re: Memorandum on the Registration of Persons (Amendment) Bill, 2025 (National Assembly Bill No. 52 of 2025)

We have come together as Kenyan citizens from Mombasa County and different communities affected by citizenship and identification issues.

This memorandum represents our comments on the Registration of Persons (Amendment) Bill, 2025 (National Assembly Bill No. 52 of 2025).

Background

Following the call for submission of comments from interested members of the public on the Registration of Persons (Amendment) Bill, 2025 as published in the Kenya Gazette Supplement No. 198 (National Assembly Bills No. 52), we submit this memorandum.

The Registration of Persons (Amendment) Bill, 2025 proposes to embed identity registration within secondary schools as a national programme, free of charge. We welcome this as a significant and progressive reform. However, we have specific concerns about implementation that we believe must be addressed to ensure that this Bill delivers on its promise for all Kenyan students, including those from the communities we represent.

Summary and General Remarks

The Bill is a commendable step in ensuring that all secondary school students eligible for registration are registered for issuance of identification cards without charge. This is a positive development that, if properly implemented, will reduce the cost and logistical burden of obtaining a first national ID for millions of young Kenyans.

However, the Bill in its current form does not address the underlying problem that has historically prevented students from minority and marginalized communities from benefiting from in-school registration exercises: discriminatory vetting. Without explicitly prohibiting discriminatory practices, this Bill risks becoming another well-intentioned reform that excludes the most vulnerable from the very opportunity it creates.

Besides and subject to our general comments above, we have the following specific concerns regarding the Bill:



No.	Reference	Comment / Observation	Recommendation
1.	Section 6(1A) — National Registration Programme: Discriminatory Vetting	The Bill establishes a national registration programme to be conducted by the last day of August each year in secondary schools. While we strongly support the principle, the Bill is entirely silent on the issue of discriminatory vetting. The Coastal communities, and communities from border counties have previously been excluded from in-school registration exercises and told to return to their home districts for vetting. Students with Muslim names, students from border counties such as Kwale, Kilifi, Tana River and Taita Taveta students from minority communities have consistently been subjected to additional scrutiny not applied to other students. A Bill that creates a national registration programme without explicitly prohibiting these discriminatory practices will simply replicate the existing exclusion within a new institutional framework.	We recommend that Section 6(1A) be amended to include an explicit non-discrimination provision stating that: - No student eligible for registration shall be refused registration, turned away, or referred to another registration office on the basis of their ethnic background, religion, name, county of origin. - Students from border counties shall be equally entitled to register at their school of enrolment and shall not be required to travel to their home counties for registration We further recommend that the National Assembly use this opportunity to call for the deletion or amendment of Section 8A of the Registration of Persons Act (Cap. 107), which introduced vetting provisions that have been applied in a discriminatory manner against minority communities.
2.	Section 6(1A)(b) — Calendar Year Registration and the 21-Day Processing Rule	The Bill provides that particulars of students who become eligible between the close of the August programme and December of the same year shall be collected for purposes of registration. However, the Bill does not clarify the relationship between this school-based timeline and the existing 30-day ID issuance requirement under Section 9(1) of the principal Act, which requires a registration officer to issue an ID card within 30 days of registration. If a student is registered in August but does not receive their ID until December or later, this creates uncertainty about the student's rights during the intervening period, particularly as this is also the time	We recommend that the Bill clarify the timeline for issuance of identity cards under the national programme, and confirm that the 30-day issuance requirement under Section 9(1) applies to all registrations conducted under the national programme. Where operational constraints prevent issuance within 30 days, students should be provided with an official acknowledgement of registration that can serve as proof of pending identity card issuance.

No.	Reference	Comment / Observation	Recommendation
		when national examinations are held and results released.	
3.	Section 9(1A) — Collection Points for Students Who Have Left School	The Bill provides that identity cards issued under the national programme shall be delivered at the secondary school of the student or at a designated collection point where a person has ceased to be a student. However, the Bill does not specify what constitutes a 'designated collection point', who designates it, where it will be located, or how students who have already completed school will be notified. For students from rural, coastal, or remote communities, an inaccessible collection point such as a district office in a distant town could effectively defeat the purpose of the school-based registration if collecting the ID requires the same travel burden as the existing system.	We recommend that the Bill define 'designated collection point' and require that collection points be the school in which the candidate was registered.
4.	General — Children from Stateless Households	The Bill does not address a critical gap: children born to stateless parents, or children whose parents do not have national identity documents, may be unable to participate in the national registration programme because the programme relies on parental documentation as part of the registration particulars under Section 5(1) of the principal Act. For the communities we represent, this creates a cycle where stateless parents cannot get IDs, so their children cannot register at school, so those children grow up stateless, and the cycle continues. This Bill, read together with the Kenya Citizenship and Immigration (Amendment) Bill, 2025, provides an important opportunity to break that cycle.	We recommend that the Bill or its implementing regulations explicitly provide that children of stateless parents or parents without identity documents shall not be excluded from the national registration programme, and that alternative verification mechanisms such as school records, birth notification letters, or community elder declarations be accepted in place of parental ID documents. This recommendation should be read alongside our submission on the Kenya Citizenship and Immigration (Amendment) Bill, 2025, which we submit separately.

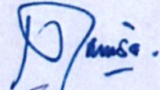
Conclusion

We support the Registration of Persons (Amendment) Bill, 2025 and urge the National Assembly to pass it with the amendments and recommendations set out in this memorandum. The principle of in-school, free-of-charge identity registration is sound and has the potential to meaningfully expand access to documentation for young Kenyans.

However, for this Bill to deliver on its promise for the communities we represent, it must explicitly prohibit discriminatory vetting, clearly protect students from border and minority communities, address the documentation barriers facing children of stateless households, and put in place accessible, enforceable implementation mechanisms.

We also urge the National Assembly, as a companion measure to this Bill, to consider deleting or amending Section 8A of the Registration of Persons Act, which has been used to justify discriminatory student vetting. We commit to working with interested Members of Parliament to advance this ask through the appropriate legislative channel.

Signed:

1. PERIS MBAYI	MOMBASA COUNTY	
KHAMIS KARISA	MOMBASA COUNTY	
Fennie Maza	MOMBASA COUNTY	
JANE MUSEO	MOMBASA COUNTY	
EUNICE ODWAR	MOMBASA COUNTY	
JOSEPHINE OTIENO	MOMBASA COUNTY	
CHARITY NAMBOGO	MOMBASA COUNTY	
Alice Kiharu	MOMBASA COUNTY	
Faith Mwinamo	MOMBASA COUNTY	
Joshua Chula	MOMBASA COUNTY	
Benedict Nzili	MOMBASA COUNTY	
Testborn Sunday	MOMBASA COUNTY	

March 24, 2026

Clerk of National Assembly
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Main Parliament Building
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cna@parliament.go.ke

Sent via e-mail

Dear Mr. Njoroge, CBS,



**Re: Memorandum on the Registration of Persons (Amendment) Bill, 2025
(National Assembly Bill No. 52 of 2025)**

We have come together as Kenyan citizens from Kwale County and different communities affected by citizenship and identification issues.

This memorandum represents our comments on the Registration of Persons (Amendment) Bill, 2025 (National Assembly Bill No. 52 of 2025).

Background

Following the call for submission of comments from interested members of the public on the Registration of Persons (Amendment), 2025 as published in the Kenya Gazette Supplement No. 199 (National Assembly Bills No. 52), we submit this memorandum.

Summary and General Remarks

We believe the Bill is a positive step because it ensures that all eligible secondary school students can conveniently get their ID cards while still in school, without paying any fees, and helps prevent the challenges that some may face when trying to get an ID after leaving school.

However, ...

Besides and subject to our general comments above, we have the following specific concerns regarding the Bill:

No.	Reference	Comment/Observation	Recommendation
1.		Schools are often closed in August, which raises the question of whether the proposed registration will take place during the school term or over the holidays.	The proposed mandatory registration in August should be conducted when schools are open
2		The Bill states that ID cards will be collected either at school or at a designated collection point, but it is not clear where this collection point will be.	We recommend that applicants be given the option to indicate where they would prefer to collect their ID cards if not from the school.
3		Since registration requires parentage information, such as copies of parents' ID cards and birth certificates, students whose parents live far from the school may have difficulty accessing these supporting documents.	We recommend that school heads be required to collect these documents early; either during Form One admission or at the start of the academic year as this will ensure that no eligible student is denied registration due to missing supporting documents.

	3.

Conclusion

Signed:

	NAME	LOCATION/County	SIGNATURE
		Kwale	
1	ABEID SAID MWASARIA	Tiwi	[Signature]
2	Wakati Swaleh	Kombani	[Signature]
3	Aming Mwasery	Kombani	[Signature]
4	EMMANUEL NJOGI	KWALE TOWN	[Signature]
5	SWALEHE VYOMBO	Tiwi	[Signature]
6	MARIAM SULEMAN	Tiwi	[Signature]
7	Muhammad Bakari	Likoni	[Signature]
8	JOHN MWIKAMBA	TIWI-MARVENT	[Signature]
9	Saida Salim	TIWI	[Signature]
10	Mwanamugani Mwadengo	Tiwi	[Signature]
11	AGHAMAH J. CHIKUKUKA	WAA	[Signature]
12	Esha Ngawa	Tiwi	[Signature]
13	THUS MUKHISI MBIRU	TIWI	[Signature]
14	FURAH Juma	TIWI	[Signature]
15	KEA MWADARASHI	TIWI	[Signature]
16	SULEMAN Juma	TIWI	[Signature]
17	ATHUMANI H. CHAMPENI	TIWI	[Signature]
18	JUMA A. CHAMPENI	TIWI	[Signature]
19	Asha Karim Mwachimutu	TIWI	[Signature]
20	KAZAB KAMANI	KINONDO	[Signature]
21	THABIS MJIJI	KINONDO	[Signature]
22	KAZAB MOHAMMED	KINONDO	[Signature]
23	SALIM CHALA	KINONDO	[Signature]
24	ALI MAKINI	TIWI	[Signature]
25	HALIMA M. KENISOLA	TIWI	[Signature]
26	Abas Ali Mwayanga	Kombani	[Signature]
27	Halima Kingi	TIWI	[Signature]
28	Mecelim O. Maziwa	TIWI	[Signature]
29	Japhet Kalama	Kinondo	[Signature]
30	Andrew Ochola	Kinondo	[Signature]
31	MWANAMISI POPOTE	WAA	[Signature]
32	MWANALIMA VYOMBO	Kombani	[Signature]
33	Mecelim O. Maziwa	TIWI	[Signature]
34	Shaban Omar	Kwale	[Signature]
35	ABDALLAH KIDATO	TSIMBA	[Signature]
36	HAMIS MAGISHI	NG'AMBENI	[Signature]
37	Hamed Mohammed	Kinondo	[Signature]
38	Shari Bakari	Kinondo	[Signature]
39	Omar M. Makana	Matuga	[Signature]
40	Hadija Omar	Kombani	[Signature]
41	Ali Mwayanga	WAA	[Signature]
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