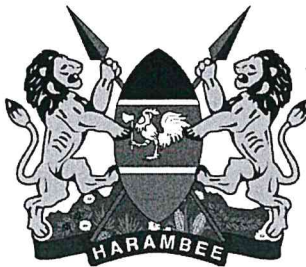


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REPUBLIC OF KENYA
THE NATIONAL ASSEMBLY

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: TUE
TABLED BY:	HON. DIDO RASSO, MP (Vice champion)
CLERK-AT-THE-TABLE:	WILLYS OBIERO



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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

1.0 PREFACE

1.1 Mandate of the Committee

1. 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.*

1.2 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.

I.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

1.5 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

Ms. Clarah Kimeli
Principal Legal Counsel I

Ms. Judith Kanyoko
Legal Counsel II

Ms. Hillary Mageka
Media Relations Officer

Mr. Nimrod Ochieng
Audio Officer

Mr. Edison Odhiambo
Fiscal Analyst I

Ms. Delvin Onyancha
Research Officer II

Mr. Benson Kimanzi
Serjeant at Arms

Ms. Esther Mbatha
Public Communications
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 (1). 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

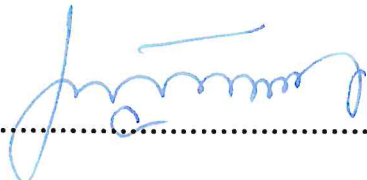
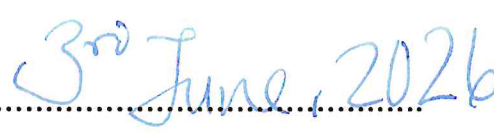
63. Upon consideration of the Bill, the Committee observed the following—

- (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..........

**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	

