



REPUBLIC OF KENYA
THE NATIONAL ASSEMBLY

THIRTEENTH PARLIAMENT – FIFTH SESSION (2026)

COMMITTEE ON NATIONAL COHESION AND EQUAL OPPORTUNITY

REPORT ON EMPLOYMENT DIVERSITY AUDIT IN PUBLIC
INSTITUTIONS

 THE NATIONAL ASSEMBLY PAPERS Laid	
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TABLED BY:	CHAIRPERSON, COMMITTEE ON NATIONAL COHESION & EQUAL OPP.
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DIRECTORATE OF AUDIT, APPROPRIATIONS AND
GENERAL-PURPOSE COMMITTEES
CLERKS CHAMBERS
PARLIAMENT BUILDINGS
NAIROBI

AUGUST, 2026

Approved
Maat
Hon. Farah
13/08/2026

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CHAIRPERSON'S FOREWORD

The Report contains a record of the proceedings of the Committee on National Cohesion and Equal Opportunity on the Employment Diversity Audit in Public Institutions, following its deliberations, review and evaluation of submissions from the National Land Commission (NLC), the Central Bank of Kenya (CBK), the Agriculture and Food Authority (AFA) and the Public Service Commission (PSC).

This audit reflects the Committee's continued commitment to promote a public service that is inclusive, representative and reflective of the diversity of the Kenyan people. Kenya is a nation of forty six (46) ethnic communities, each contributing to the country's social and economic fabric. In line with Article 232 of the Constitution, the promotion of equity and equal opportunity in employment remains a fundamental obligation of all public institutions and a key pillar in strengthening national cohesion and sustainable development.

The findings of the Committee indicate that, while progress has been made in certain areas, significant gaps remain in achieving meaningful employment diversity. The Committee observed that although institutions remain within the legal threshold provided under the National Cohesion and Integration (NCI) Act, (Cap. 7N), disparities continue to exist in staffing composition, with representation still concentrated within a limited number of communities. This points to the need for broader inclusion and more equitable spread of opportunities across all communities in Kenya.

The Committee further noted that three (3) out of the four (4) institutions reviewed have not attained the constitutional threshold of 5% representation of Persons with Disabilities (PWDs). This continues to raise concerns regarding barriers within recruitment processes and workplace environments that hinder full participation of persons with disabilities in public service. The Committee however commends the Public Service Commission (PSC) for attaining 6.24% representation of Persons

with Disabilities (PWDs), thereby demonstrating that compliance with the constitutional requirement is achievable.

In addition, the age distribution across the institutions reviewed reveals a workforce that is largely skewed towards older age groups, with comparatively fewer employees drawn from younger categories. This raises concerns regarding succession planning, sustainability of the workforce and the need to strengthen youth participation within public institutions in line with Article 55 of the Constitution.

Although the institutions have complied with the two-thirds gender principle in overall staffing levels, the Committee observed that women remain largely concentrated in lower and middle level positions, with limited representation in senior management and decision-making roles. This demonstrates that while numerical compliance has largely been achieved, greater effort is still required to realize substantive gender equality within the public service.

The Committee also noted that institutions reported low levels of applications from marginalized communities and Persons with Disabilities (PWDs) during recruitment processes. However, recruitment and promotion trends continue to show concentration within already well represented groups, indicating that existing affirmative action and inclusion measures have not sufficiently expanded access to opportunities across all segments of society.

In light of these findings, the Committee has made recommendations aimed at strengthening accountability, enhancing affirmative action measures, promoting equitable career progression and establishing continuous monitoring of diversity indicators across public institutions. The Committee has further proposed periodic compliance reviews and enforcement measures to ensure that institutions demonstrate measurable progress in implementation of diversity obligations.

On behalf of the Committee, I wish to thank the Office of the Speaker, the Clerk of the National Assembly and the Committee Secretariat for their support throughout this exercise. I also extend appreciation to the institutions that appeared before the Committee for their cooperation and submissions.

It is my honour to present this Report on the Employment Diversity Audit in Public Institutions for consideration by the National Assembly in accordance with Standing Order 199 (6).

HON. DR. YUSSUF ADAN HAJI, DSM, CBS, M.P

CHAIRPERSON,

COMMITTEE ON NATIONAL COHESION AND EQUAL OPPORTUNITY

LIST OF ABBREVIATIONS AND ACRONYMS

AFA	-	Agriculture and Food Authority
CBK	-	Central Bank of Kenya
CEO	-	Chief Executive Officer
HR	-	Human Resource
KNBS	-	Kenya National Bureau of Statistics
MP	-	Member of Parliament
NCI	-	National Cohesion and Integration
NCPWD	-	National Council for Persons with Disabilities
NLC	-	National Land Commission
PSC	-	Public Service Commission
PWD	-	Persons with Disabilities
SCAC	-	State Corporations Advisory Committee

CHAPTER ONE

1.0 PREFACE

- I. The Committee on National Cohesion and Equal Opportunity is established under the Standing Order 212C of the National Assembly.

1.1 Mandate of the Committee

2. The mandate of the Committee includes *inter alia*:
 - i. monitor and promote measures relating to policy and program initiatives in pursuit of peace and national cohesion;
 - ii. investigate, inquire into and report on all matters relating to inter community cohesion;
 - iii. monitor and promote measures designed to enhance the equalization of opportunities and improvement in the quality of life and status of all persons, including persons who are marginalized on the basis of gender, age, disability, health status, ethnic, racial, cultural or religious background or affiliation or any other such ground;
 - iv. investigate, inquire into and report on all matters relating to discrimination and or marginalization of persons referred to under sub-paragraph(c);
 - v. make proposals to Parliament including legislative proposals for the protection, equalization of opportunities and promotion of the welfare of the groups referred to under sub-paragraph (c); and
 - vi. examine the activities and administration of all state departments and statutory bodies in so far as they relate to the rights and welfare of the persons referred to under sub-paragraph (c).

1.2 Committee Membership

	Name	Constituency	Party
1.	The Hon. Dr. Yussuf Adan Haji, DSM, CBS, MP – Chairperson	Mandera West	United Democratic Movement (UDM)
2.	The Hon. Duncan Maina Mathenge, MP – Vice Chairperson	Nyeri Town	United Democratic Alliance (UDA)
3.	The Hon. Yusuf Hassan Abdi, MP.	Kamukunji	Jubilee Party (JP)
4.	The Hon. Ndung'u George Koimburi, MP.	Juja	United Democratic Alliance (UDA)
5.	The Hon. Antony Njoroge Wainaina, MP.	Kieni	United Democratic Alliance (UDA)
6.	The Hon. Charles Kamuren, MP.	Baringo South	United Democratic Alliance (UDA)
7.	The Hon. Edward Kaunya Oku, MP.	Teso North	Orange Democratic Movement (ODM)
8.	The Hon. Muthoni Marubu, MP.	Lamu (CWR)	Independent
9.	The Hon. Joseph Samal Lomwa MP.	Isiolo North	Jubilee Party (JP)
10.	The Hon. Joshua Oron Odongo, MP.	Kisumu Central	Orange Democratic Movement (ODM)
11.	The Hon. Martin Peters Owino, MP.	Ndhiwa	Orange Democratic Movement (ODM)
12.	The Hon. Eng. Paul Nzengu, MP.	Mwingi North	Wiper Democratic Movement Kenya (WDM-K)
13.	The Hon. Rahab Wachira Mukami, MP.	Nyeri	United Democratic Alliance (UDA)
14.	The Hon. Agnes Pareyio Mantaine, MP.	Narok North	Jubilee Party (JP)
15.	The Hon. Wanami Wamboka Jack Nelson, MP.	Bumula	Democratic Action Party Kenya (DAP-K)
16.	The Hon. Orero Peter Ochieng, MP.	Kibra	Orange Democratic Movement (ODM)
17.	The Hon. Fredrick Lusuli Ikana, MP.	Shinyalu	ANC Party

	Name	Constituency	Party
18.	The Hon. (Dr.) Joseph Iraya Wainaina OGW, MP.	Nominated	United Democratic Alliance (UDA)
19.	The Hon. Jackson Lekumontare Lentoijoni, MP.	Samburu East	Kenya African National Union (KANU)
20.	The Hon. Muratha Anne Wanjiku Mugo, MP.	Kiambu (CWR)	United Democratic Alliance (UDA)
21.	The Hon. Ndakwa David Athman, MP.	Malava	United Democratic Alliance (UDA)

1.3 Committee Secretariat

No	Name	Designation
1	Ms. Angeline Naserian Lotuai	Clerk Assistant 1/Head of Secretariat
2.	Mr. John Mutinda	Clerk Assistant III
3.	Ms. Audrey Andala	Legal Counsel I
4.	Ms. Joanne Naneu	Research Officer III
5.	Amos Tindi	Hansard Reporter
6.	Ms. Rahab Chepkilim	Audio Officer
7	Mr. Daniel Sirimoi	Media Relations Officer
8.	Mr. Luka Mutua	Serjeant-At-Arms

CHAPTER TWO

2.0 BACKGROUND

3. The Committee, in its efforts to enhance equality and inclusion, resolved to undertake an Inquiry into Diversity in Public Institutions. To achieve this objective, the Committee resolved to sample four (4) public institutions, namely:
 - 1) National Land Commission (NLC);
 - 2) Central Bank of Kenya (CBK);
 - 3) Agriculture and Food Authority (AFA); and
 - 4) Public Service Commission (PSC)
4. In selecting these institutions, the Committee was guided by the need to examine diversity within entities that perform national governance, regulatory and policy-setting functions, and which operate highly structured and centralized human resource systems. These institutions play a critical role in shaping public sector employment standards and are therefore strategically positioned to demonstrate compliance with Constitutional principles on equality, inclusivity and representation.
5. The main objective of the inquiry was to assess the employment diversity representation within the public institutions in Kenya. Specifically, the institutions provided information based on the following issues:
 - (i) The current employees' composition in terms of ethnicity, age and gender;
 - (ii) Status of compliance with Article 54(2) of the Constitution on composition of persons with disabilities in the institution;
 - (iii) Composition of employees at senior management level, middle level and low-level cadres in terms of ethnicity, age, gender and persons with disability;
 - (iv) The total number of permanent and pensionable staff employed in the last three recruitments and their representation in terms of ethnicity, age, gender and persons with disability;

- (v) The total number of casual, temporary and contractual staff serving currently and their representation in terms of ethnicity, age, gender and persons with disability;
- (vi) The ratio between the national population and employment proportion in the institutions (underrepresentation and overrepresentation) based on 2019 National Population and Housing Census;
- (vii) The challenges the institutions have faced in its bid to enhance diversity of employees and the mitigation measures to curb the challenges;
- (viii) Measures put in place, if any, to promote a friendly work environment for persons living with disabilities; and
- (ix) Information on staff promotion in the past 5 years in terms of ethnicity, gender, age and persons with disabilities.

2.1 Employment Diversity in Public Institutions

6. Kenya is a diverse nation with forty-six (46) ethnic communities, a youthful population and a growing demand for equitable access to opportunities. Public institutions carry a unique responsibility to reflect this diversity in their staffing structures, as they serve as both employers and standard setters within the broader labor market. Article 10 of the Constitution provides for the National values and principles of governance, Article 27 of the Constitution provides for equality and freedom from discrimination, Article 54(2) of the Constitution further provides that the State shall ensure the progressive implementation of the principle that at least five per cent of the members of the public in elective and appointive bodies are persons with disabilities and Article 56 of the Constitution of Kenya, 2010 provides that the State shall put in place affirmative action programmes designed to ensure that minorities and marginalized groups participate and are represented in governance and other spheres of life.
7. Despite this framework, the current employment landscape reveals persistent disparities. Data from the institutions reviewed shows that while gender balance has

improved in overall numbers, disparities remain in leadership roles where women are less represented. Ethnic diversity continues to be uneven, with some communities overrepresented while others remain largely excluded. At the same time, representation PWDs falls below the required threshold in most institutions, indicating both structural and systemic barriers. Youth representation also remains limited, raising concerns about long term sustainability and succession within the public service.

8. These gaps highlight the need for a more deliberate and structured approach to employment diversity. Achieving equitable representation requires more than policy commitments. It calls for targeted outreach, inclusive recruitment processes, fair promotion systems and continuous monitoring. A public service that reflects the face of Kenya strengthens national cohesion, enhances service delivery and promotes trust in public institutions.

2.2 Legislative Frameworks on Diversity in Employment

2.2.1 The Constitution of Kenya, 2010

9. The Constitution of Kenya, 2010 provides the legal framework on employment and diversity in public institutions. The following are specific Articles in the Constitution on matters relating to employment diversity in the public sector;
 - i. **Article 54 (2)** provides that the State shall ensure the progressive implementation of the principle that **at least 5% of the members** of the public in elective and appointive bodies are persons with disabilities.
 - ii. **Article 55 (b)** provides that the State shall take measures, including **affirmative action** programmes, to ensure that the **youth** have opportunities to associate, be represented and participate in political, social, economic and other spheres of life.
 - iii. **Article 56 (c)** provides that the State shall put in place **affirmative action** programmes designed to ensure that **minorities and marginalized** groups are provided with special opportunities for access to employment.

- iv. **Article 232 (1) (i)** provides for the values and principles of public service that includes affording adequate and equal opportunities for appointment, training and advancement, at all levels of the public service, of men and women; the members of all ethnic groups and persons with disabilities.

2.2.2 The National Cohesion and Integration Act, (CAP 7N)

10. **Section 7** states the following;

- i. All public establishments shall seek to represent **the diversity** of the people of Kenya in the employment of staff.
- ii. No public establishment shall have **more than one third** of its staff from the same **ethnic community**.

2.2.3 The Employment Act, (CAP 226)

11. **Sections 5(2), & (3)** provides as follows;

- i. Section 5(2) states that an employer shall promote **equal opportunity** in employment and strive to eliminate discrimination in any employment policy or practice.
- ii. Section 5(3) states that no employer shall **discriminate/harass** directly or indirectly, against an employee or prospective employee;
on grounds of race, colour, sex, language, religion, political or other opinion, nationality, ethnic or social origin, disability, pregnancy, mental status or HIV status;
in respect of recruitment, training, promotion, terms & conditions of employment, termination of employment or other matters arising out of the employment.

2.2.4 The Labour Relations Act, (CAP 233)

12. **Section 5 (1)** states that no person shall discriminate against an employee or any person seeking employment for exercising any right conferred in this Act.

2.2.5 The Statistics Act, (CAP 112)

13. This Act provides for the establishment of the Kenya National Bureau of Statistics (KNBS) for the collection, compilation, analysis, publication and dissemination of

statistical information, and the coordination of the National statistical system. It ensures employment practices in public service are informed by accurate and current statistical data reflecting the country's diverse population demographics such as ethnicity.

2.2.6 The Public Officer Ethics Act, (CAP 185B)

14. This Act seeks to create an environment that **nurtures respect for diversity**. It requires a public officer to discharge his or her duties in a professional manner and to treat the public and fellow public officers with courtesy and respect.

2.2.6 Public Service (Values & Principles) Act, (CAP 185A)

15. This Act gives effect to Article 232 of the Constitution. According to section 10 (1) of the Act, the public service, a public institution or an authorized officer shall ensure that public officers are appointed and promoted on basis of fair competition and merit.

2.2.7 The National Gender and Equality Act, (CAP 7K)

16. This Act established the National Gender and Equality Commission whose functions include, inter alia, promoting equality and freedom from discrimination and mainstreaming issues of gender, persons with disabilities and other marginalized groups in national development including development of affirmative action policies.

2.2.8 Public Service Recruitment and Training Policy, (2005)

17. This policy provides an overarching framework on recruitment, training, promotion and performance management in the public sector.

CHAPTER THREE

3.0 PUBLIC INSTITUTIONS SUBMISSIONS

3.1 NATIONAL LAND COMMISSION

17. The National Land Commission (NLC) is a Constitutional Commission established under Article 67 (1) of the Constitution of Kenya 2010. The Commission was operationalized by the National Land Commission (NLC) Act, 2012, the Land Act, 2012 and the Land Registration Act, 2012.

18. The Chief Executive Officer (CEO) Ms. Kabale Tache Arero, MBS, appeared before the Committee on Thursday, 14th August 2025 and made the following submissions:

19. Currently, the Commission has an in-post of eight hundred and forty (840) employees. Only twenty-nine (29) out of the forty-six (46) ethnic groups have been employed in NLC contrary to the provisions of Article 232 (1) (h) and (i) of the Constitution. Majority of the staff are from one (1) community namely, Kikuyu at 16.31%.

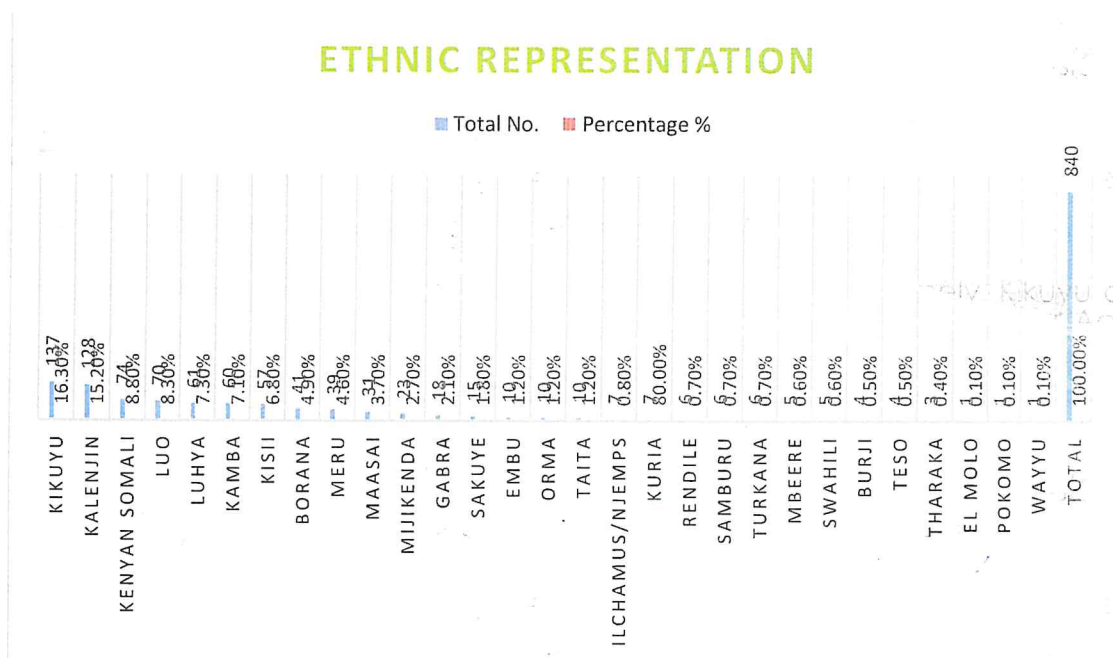


Figure 1: Ethnic Composition of Staff at the National Land Commission.

20. In analysis of the age composition, majority of the staff fall within the age bracket of 30-40 years with four hundred and forty-one (441) employees translating to 52.50%.

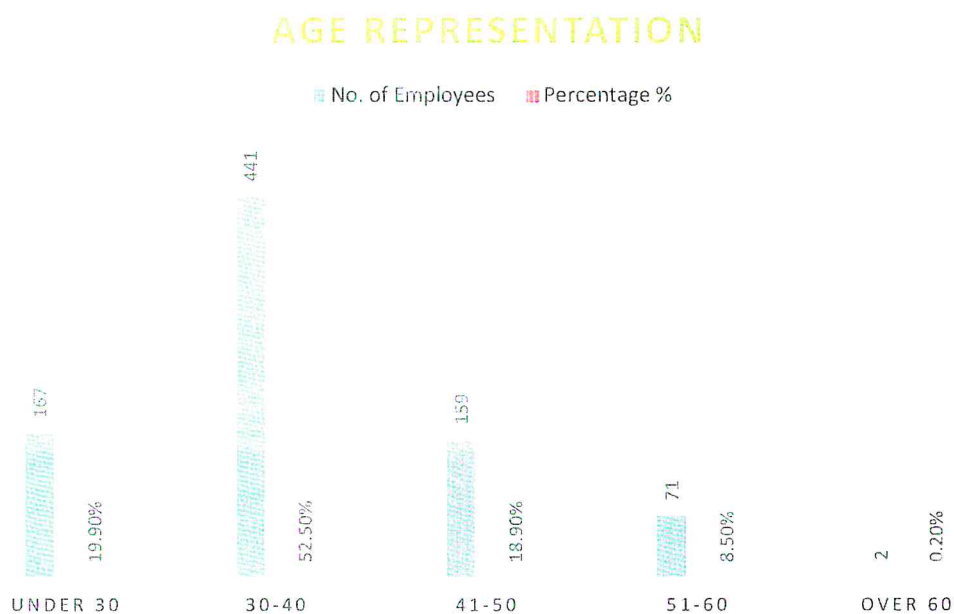


Figure 2: Age Distribution of Employees at the National Land Commission.

21. NLC has four hundred and twenty-two (422) male staff members and four hundred and eighteen (418) female staff members translating to 50% each, achieving the required two thirds gender rule.

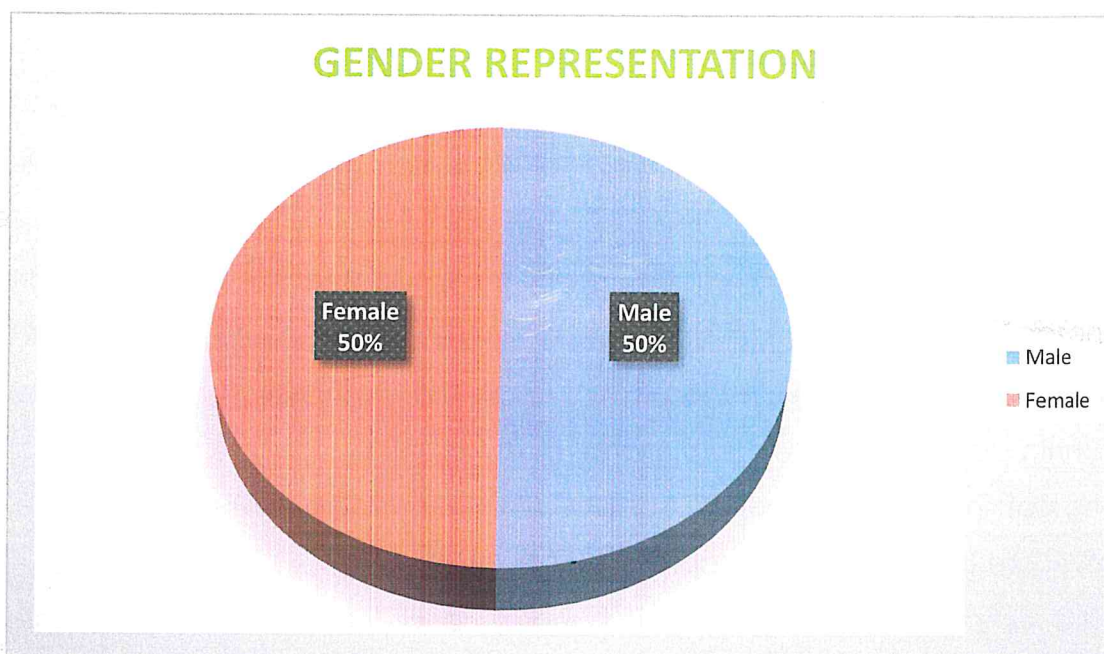


Figure 3: Gender Distribution of Employees at the National Land Commission.

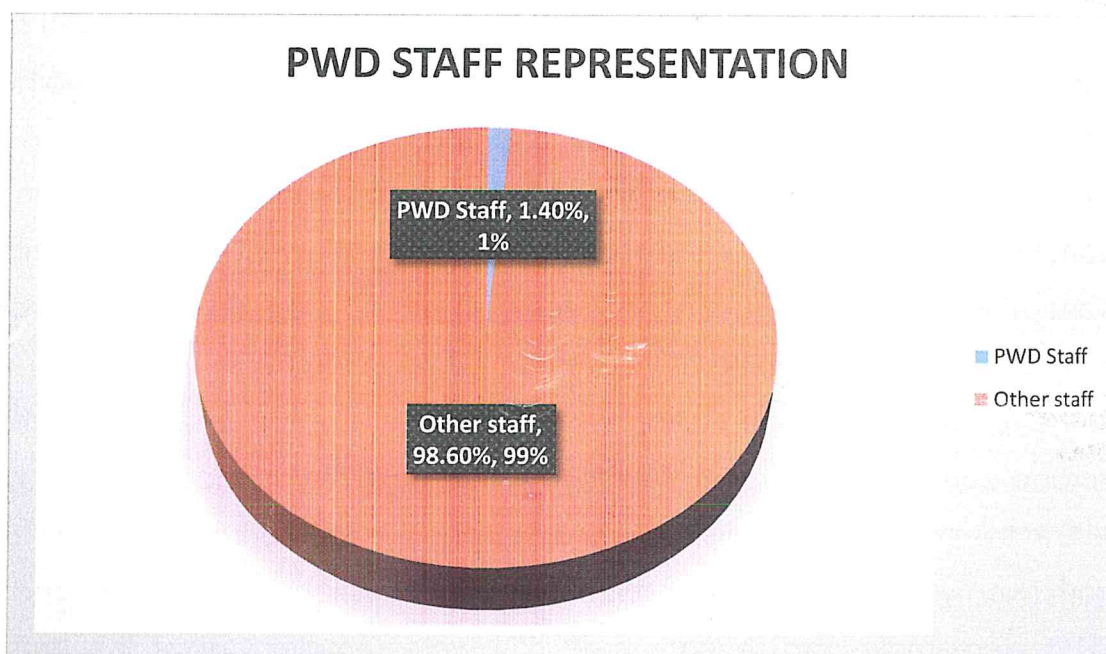


Figure 4: Persons with Disabilities (PWDs) at the National Land Commission.

22. The Commission has employed only twelve (12) staff members who are Persons with Disabilities (PWDs) translating to 1.4% which falls short of the requirements stipulated in Article 54(2) of the Constitution.
23. NLC has fifty (50) employees in the senior management level, four hundred and twenty-eight (428) in the middle level and three hundred and sixty-one (361) in the lower cadre. In senior management level, the Commission has only fifteen (15) ethnic communities and eighteen (18) in the middle cadre. Notably, majority of the staff in the senior level are from the Kikuyu community at 18%, and in the middle level are from the Kalenjin community at 19.2%
24. NLC employed a total of four hundred and fifty-two (452) permanent and pensionable staff in the last three (3) recruitment cycles. Twenty-six (26) ethnic communities were represented, with the Kikuyu making up the majority of eighty-five (85) employees translating to 18.81%. Out of the four hundred and fifty-two (452) employees, two hundred and twenty-five (225) were male and two hundred and twenty-seven (227) were female, and one was a PWD.
25. Currently, the Commission has sixteen (16) contractual staff from eleven ethnic communities, with the Borana making up the majority of three (3) employees translating to 18.8%. Out of the sixteen (16) employees, nine (9) are male and seven (7) are female. None of the contractual staff is a PWD.
26. In the ratio between the National population and employment proportion, the Borana community is over-represented with a positive variance of 4.3%.
27. NLC in the past five (5) years has promoted one hundred and eighty-five (185) staff from twenty-three (23) ethnic communities out of which, one hundred and twelve (112) were male and seventy-three (73) were female. Out of the employees promoted, two (2) were PWDs.

Challenges faced in promoting diversity

- i. Lack of applications during recruitment, from certain quarters of the population i.e., disadvantaged groups.

- i. Limited talent pipeline – underrepresentation of certain groups in key professions at senior levels.
- ii. Resistance to change – some stakeholders may be resistant to diversity changes and misconceptions about diversity efforts being preferential treatment.
- iii. Budgetary constraints – limited funds for training, outreach or inclusive programs and budget pressures may deprioritize diversity-related spending.

Mitigation measures to curb the challenges

- i. Developed a policy on diversity and inclusion.
- ii. Encouraged the disadvantaged groups to apply for positions whenever it arises.
- iii. Conducted training and awareness to sensitize staff and stakeholders on the need for diversity and inclusion.

Measures put in place to enhance work environment for PWDs

- i. Accessible facilities.
- ii. Inclusive recruitment and hiring processes.
- iii. Periodic audits.

3.2 CENTRAL BANK OF KENYA

28. The Central Bank of Kenya was established by an Act of Parliament of March 24 1966, and commenced operations on September 14, 1966. The Bank's independence is anchored in the Constitution under Article 231. Pursuant to this Article, the Bank is responsible for formulating monetary policy, promoting price stability, issuing currency and performing any other functions conferred on it by the Central Bank of Kenya Act.

29. The Governor, Dr. Kamau Thugge, CBS, appeared before the Committee on Tuesday, 16th September, 2025 and provided evidence as per the following submissions:

30. Currently, the CBK has an in-post of one thousand three hundred and eleven (1,311) employees. Only thirty-one (31) out of the forty-six (46) ethnic groups have been employed in the Institution, contrary to the provisions of Article 232 (1) (h) and (i) of the Constitution. Majority of the staff are from one (1) community namely, Kikuyu at 24.8%.

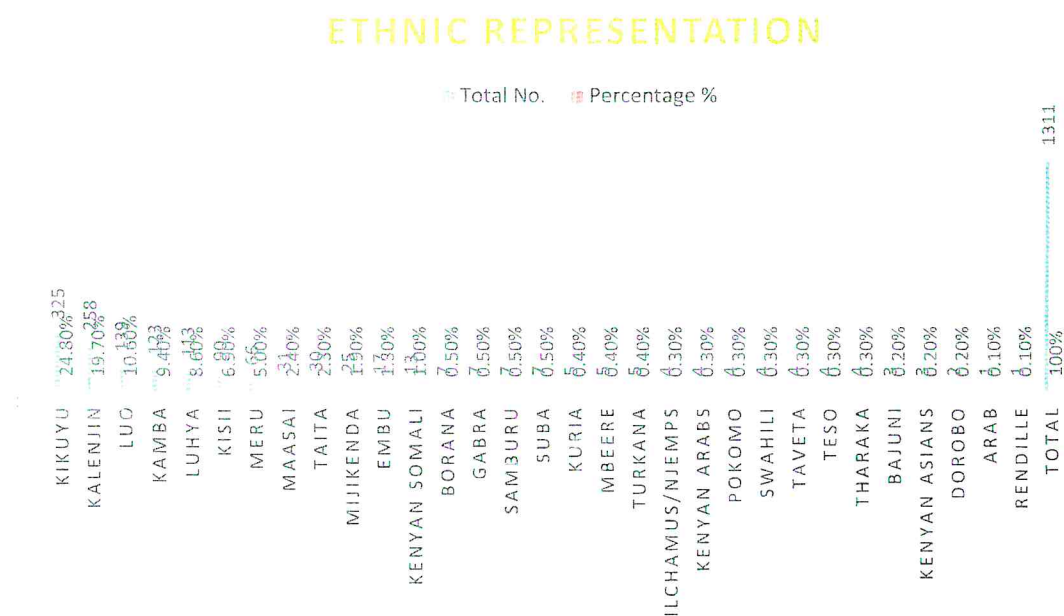


Figure 5: Ethnic Composition of Staff at the Central Bank of Kenya.

31. In analysis of the age composition, majority of the staff fall between the age bracket of 51-60 years with four hundred and fifty-four (454) employees translating to 34.6%.



Figure 6: Age Distribution of Employees at the Central Bank of Kenya.

32. The CBK has seven hundred and six (706) male staff members and six hundred and five (605) female staff members translating to 54% and 46% respectively, achieving the required two thirds gender rule.

GENDER REPRESENTATION

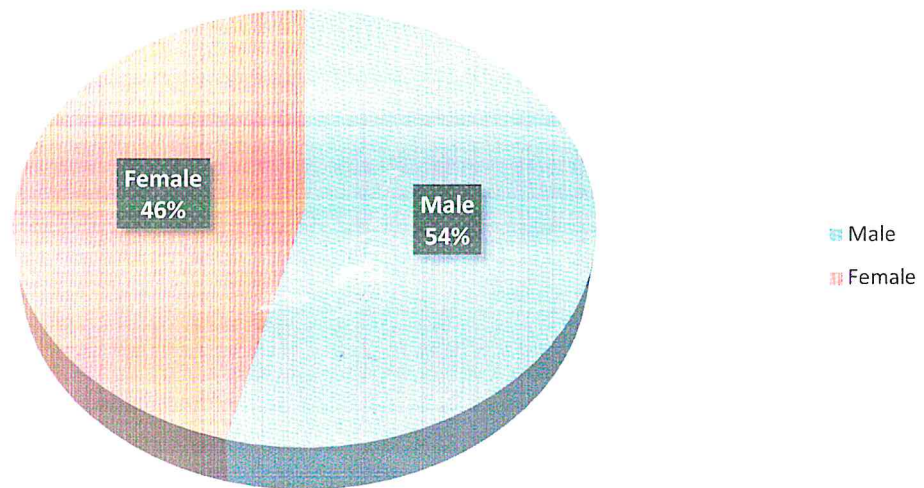


Figure 7 : Gender Distribution of Employees at the Central Bank of Kenya.

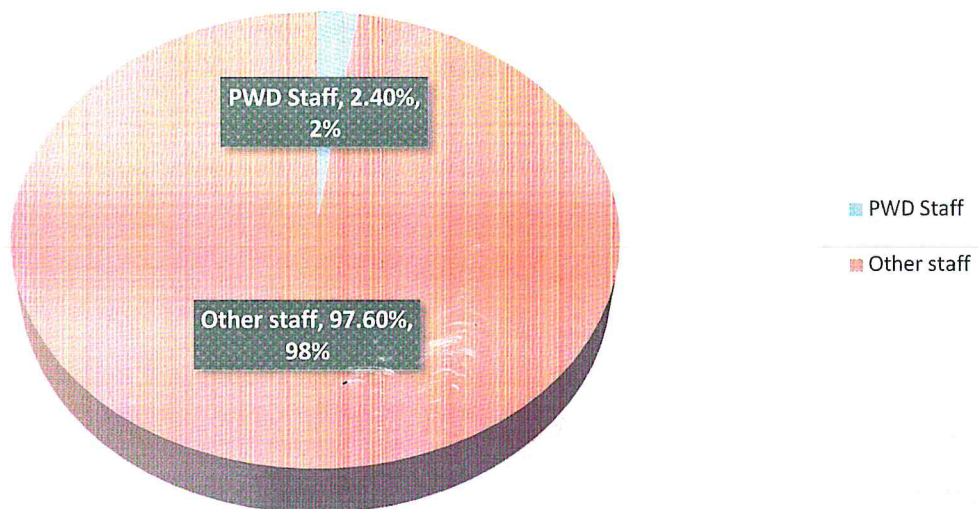


Figure 8: Persons with Disabilities (PWDs) at the Central Bank of Kenya.

33. The Bank has employed only thirty-one (31) staff members who are Persons with Disabilities (PWDs) translating to 2.4% which falls short of the requirements stipulated in Article 54(2) of the Constitution.
34. The CBK has one hundred and thirteen (113) employees in the senior management level, three hundred and nine (309) in the middle level and eight hundred and eighty-nine (889) in the lower cadre. In senior management level, the Bank has only thirteen (13) ethnic communities, twenty-two (22) in the middle and thirty-one (31) in the lower cadre. Notably, majority of the staff in the senior management are from the Kalenjin community at 2.4%, and Kikuyu community in both the middle and lower level at 7.5% and 15.2% respectively.
35. CBK employed a total of two hundred and twenty-one (221) permanent and pensionable staff in the last three (3) recruitment cycles. Twenty (20) ethnic communities were represented, with the Kikuyu making up the majority of forty-eight (48) employees translating to 21.7%. Only one (1) PWD was recruited. Currently, the Bank has only nineteen (19) contractual staff with both the Kikuyu and Kalenjin Communities making up the majority at 26% each.
36. In the ratio between the National population and employment proportion, the Kikuyu community is over-represented with a positive variance of 7.48%.
37. CBK in the past five (5) years has promoted two hundred and seventy-five (275) staff from twenty-one (21) ethnic communities out of which, one hundred and forty-seven (147) were male and one hundred and twenty-eight (128) were female. Out of the employees promoted, nine (9) were PWDs.

Challenges faced in promoting diversity

- i. The need for regular training/sensitization on diversity and inclusion for all employees to enhance awareness regarding diversity and inclusion.
- ii. The need to put in place mentorship and sponsorship programs to support career development/progression
- iii. The need to develop and implement young talent programs for succession.

Mitigation measures to curb the challenges

- i. Diversity and inclusion training.
- ii. Mentorship and sponsorship programs.
- iii. Young talent program.
- iv. Policy review.

Measures put in place to enhance work environment for PWDs

- i. Guidelines for extension of retirement on account of disability.
- ii. Workplace accessibility.
- iii. The Bank has a Staff Clinic which recommends orthopaedic/special seats for staff that require them due to disability or medical reasons.
- iv. The Bank makes consideration when placing/transferring staff in roles either due to physical or mental disabilities.
- v. CBK has included hearing aids on the Staff Medical cover to cater for those that have hearing impairments.
- vi. The Staff Clinic refers staff for counselling, therapy and psychiatric care whenever they require such services.
- vii. The Bank periodically conducts awareness sessions for all staff e.g. mental health awareness sessions with experts or specialists.
- viii. Targeted recruitment outreach.
- ix. Support groups.

3.3 AGRICULTURE AND FOOD AUTHORITY

38. The Agriculture and Food Authority (AFA) is a State Corporation established under the Agriculture and Food Authority Act, No. 13 of 2013. The Authority was created as part of the Government's reforms to streamline the agricultural sector by consolidating various commodity-specific regulatory bodies into a single institution. Its mandate is to regulate and develop agriculture in Kenya with a focus on scheduled crops as provided for in the First Schedule of the Act.

39. The Director General, Dr. Bruni Linyiru, OGW, appeared before the National Cohesion and Equal Opportunity Committee on Thursday, 25th September 2025 and made the following submissions:

40. Currently, AFA has an in-post of four hundred and seventy-seven (477) employees. Only twenty-four (24) out of forty-six (46) ethnic groups have been employed in the Company contrary to the provisions of Article 232 (1) (h) and (i) of the Constitution. Majority of the staff are from one (1) community namely, Kalenjin at 19.71%.

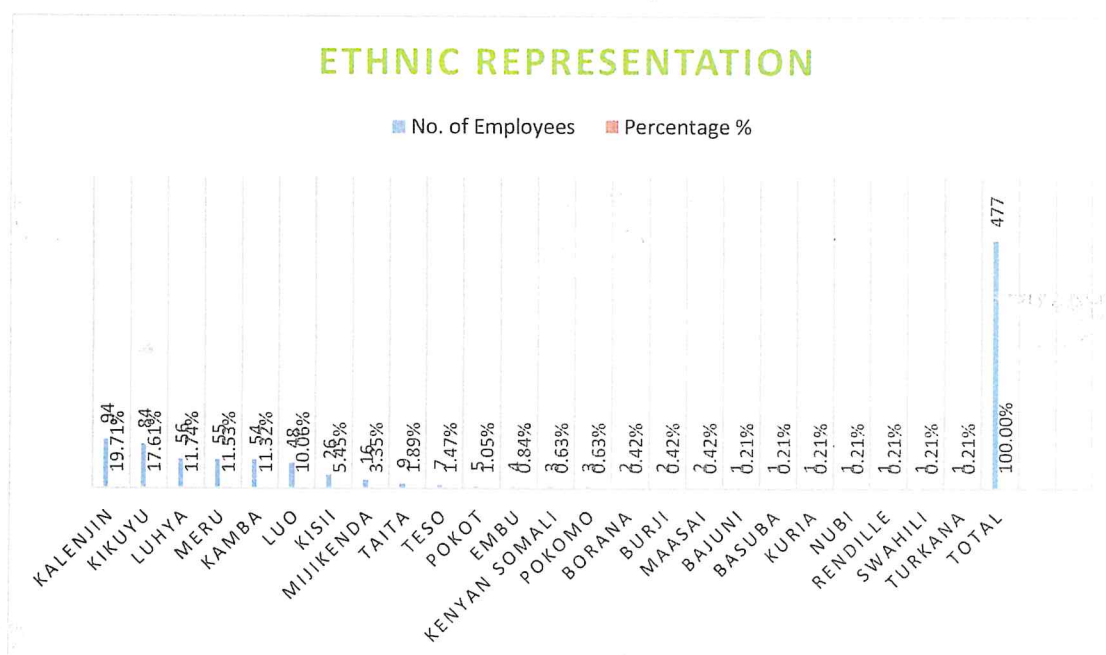


Figure 9: Ethnic Composition of Staff at the Agriculture and Food Authority.

41. In analysis of the age composition, majority of the staff fall between the age bracket of 41-50 years with one hundred and fifty-four (154) employees translating to 32.29%.

AGE REPRESENTATION

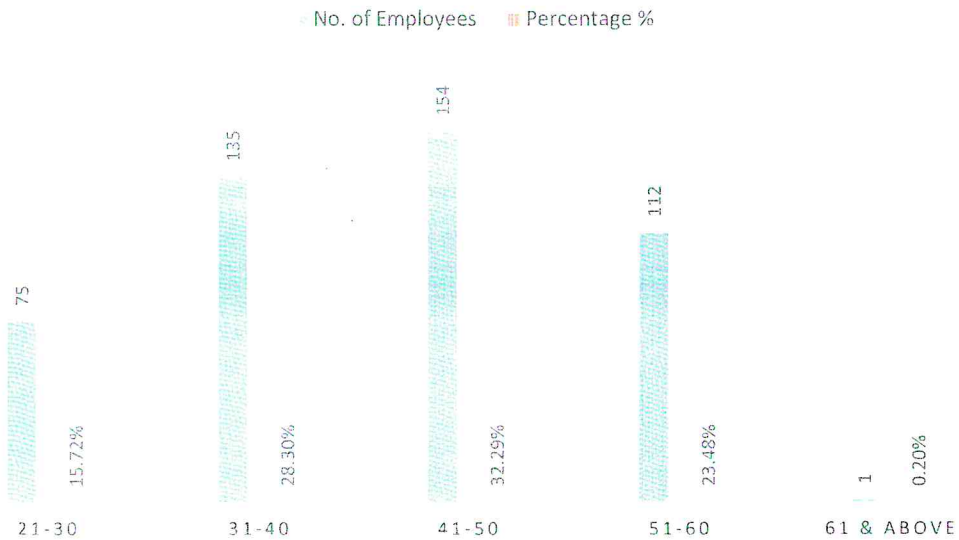


Figure 10: Age Distribution of Employees at the Agriculture and Food Authority.

42. AFA has two hundred and eight (208) male staff members and one hundred and ninety-seven (197) female staff members translating to 59% and 41% respectively, falling slightly short of the two thirds gender rule.

GENDER REPRESENTATION

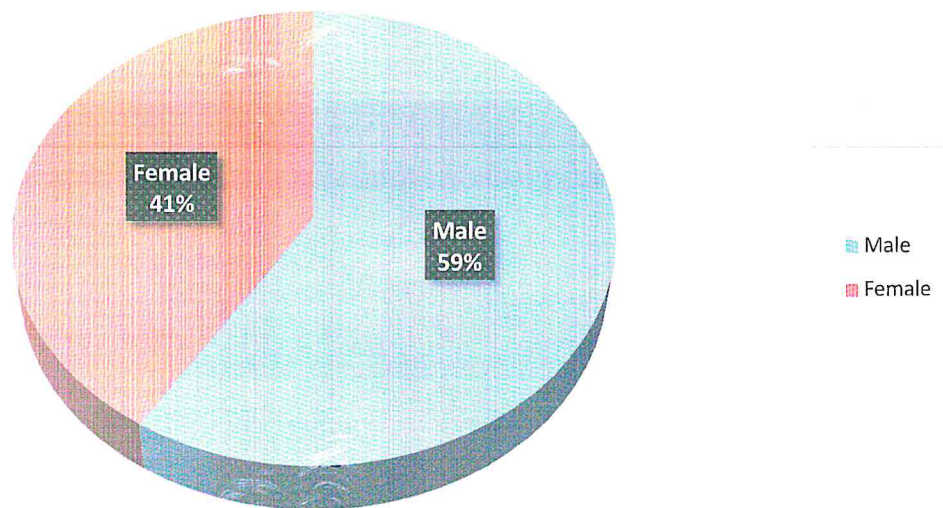


Figure 11: Gender Distribution of Employees at the Agriculture and Food Authority.

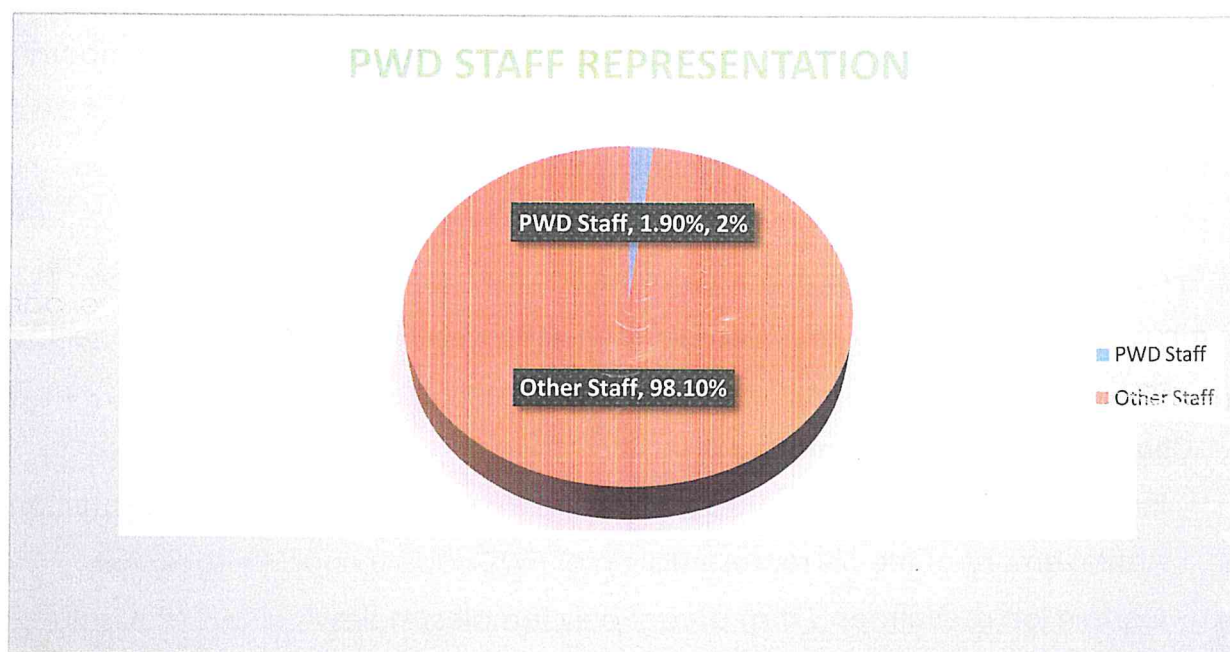


Figure 12: Persons with Disabilities (PWDs) at the Agriculture and Food Authority.

43. The Authority has employed nine (9) staff members who are Persons with Disabilities (PWDs) translating to 1.9% which falls short of the requirements stipulated in Article 54(2) of the Constitution.

44. AFA has fifteen (15) employees in the senior management level, one hundred and sixteen (116) in the middle level and three hundred and forty-six (346) in the lower cadre. In senior management level, the Bank has six (6) ethnic communities, sixteen (16) in the middle and twenty (20) in the lower cadre. Notably, majority of the staff in the senior management are from the Kamba community at 26.7%, in the middle level from the Kikuyu community at 19%, and in the lower cadre from the Kalenjin community at 20.8%.

45. AFA employed only one (1) permanent and pensionable staff in the last three (3) recruitment cycles who is from the Taita community. Currently, the Bank has two

hundred and twenty-five (225) contractual staff serving under casual, temporary and contract terms of service.

46. In the ratio between the National population and employment proportion, the Meru community is over-represented with a positive variance of 7.5%.

47. AFA in the past five (5) years has promoted thirty-four (34) staff from fourteen (14) ethnic communities out of which, thirteen (13) were male and twenty-one (21) were female. Out of the employees promoted, only one (1) was a PWD.

Challenges faced in promoting diversity

- i. Inability to undertake recruitment of staff to fill gaps arising from natural attrition.
- ii. Achievement of the 5% representation of PWDs due to inability to recruit.
- iii. Certain job recruitments that attract only females/males.
- iv. Inability to recruit due to the lack of approved HR Instruments.

Mitigation measures to curb the challenges

- i. Develop and have approved Human Resource Instruments to facilitate filling of existing vacancies.
- ii. Unfreeze the moratorium on recruitments in the public service.
- iii. Collaborate with the NCPWD on identification of qualifying PWDs for advertised positions.
- iv. More sensitization on gender roles and diversity to encourage both genders to take up roles in non-traditional gender associated careers.
- v. Developing and submitting HR Instruments for approval and subsequently undertaking recruitment.

Measures put in place to enhance work environment for PWDs

- i. Physical adjustments through construction of ramps for entry and exit to the buildings.
- ii. Provision of disability friendly washrooms.
- iii. Reservation of parking spots for PWDs near the entrance.
- iv. Disability friendly reception desks to accord persons with physical impairment easy access.

- v. Development and translation of service charters in to braille for both English and Kiswahili versions.
- vi. An interactive website with disability features.
- vii. Training and engagement of Kenya sign language interpreters during various forums for stakeholders.
- viii. Engage Members of Parliament and Administrative Units for updating of records and for the direct contacts with the grass roots for the marginalized communities.

3.4 PUBLIC SERVICE COMMISSION

48. The Public Service Commission (PSC) of Kenya was established under Article 233 of the Constitution of Kenya 2010 as an independent constitutional commission mandated to establish and abolish offices in the public service, appoint persons to hold or act in those offices, and confirm appointments.

49. The Chief Executive Officer (CEO), Mr. Paul Famba, CBS, appeared before the Committee on Tuesday, 31st March, 2026 and made the following submissions:

50. Currently, PSC has an in-post of two hundred and seventy-three (273) employees against an approved staff establishment of five hundred and eighteen (518). Only twenty-seven (27) out of forty-six (46) ethnic groups have been employed in the Commission contrary to the provisions of Article 232 (1) (h) and (i) of the Constitution. Majority of the staff are from one (1) community namely, Kikuyu at 19.05%.

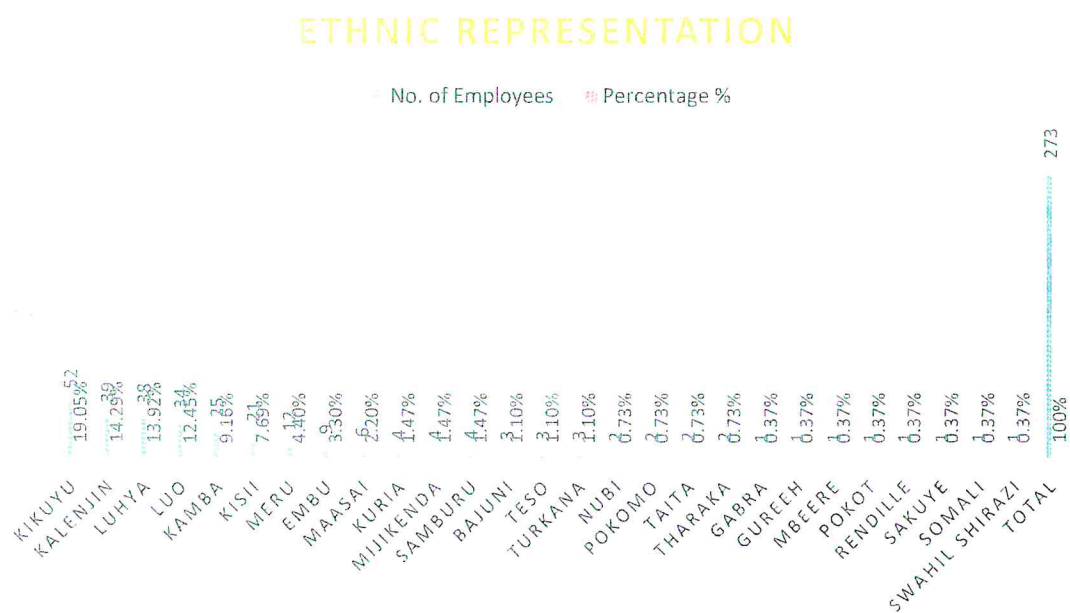


Figure 13: Ethnic Composition of Staff at the Public Service Commission.

51. In analysis of the age composition, majority of the staff fall between the age bracket of 51-60 years with ninety (90) employees translating to 33%.



Figure 14: Age Distribution of Employees at the Public Service Commission.

52. PSC has one hundred and thirty-three (133) male staff members and one hundred and forty (140) female staff members translating to 49% and 51% respectively, achieving the required two thirds gender rule.

GENDER REPRESENTATION

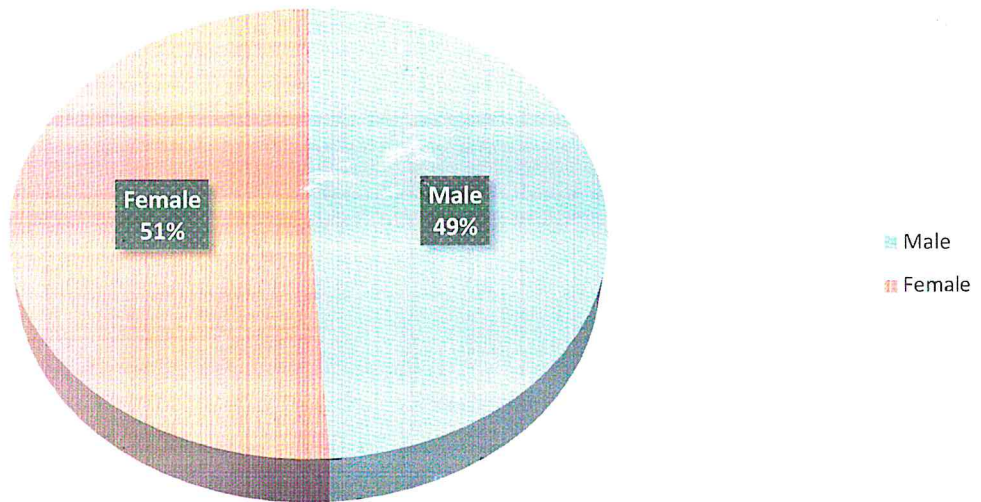


Figure 15: Gender Distribution of Employees at the Public Service Commission.

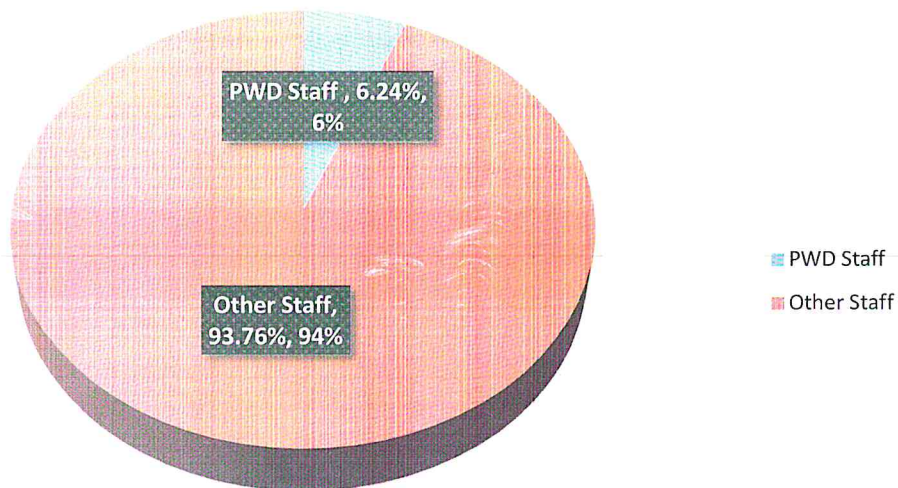


Figure 16: Persons with Disabilities (PWDs) at the Public Service Commission.

53. The Commission has employed seventeen (17) PWDs translating to 6.24% which surpasses the requirements stipulated in Article 54(2) of the Constitution.
54. PSC has one hundred and twenty-nine (129) employees in the senior management level, one hundred (100) in the middle level and forty-four (44) in the lower cadre.
55. PSC employed a total of forty-six (46) permanent and pensionable staff in the last three (3) recruitment cycles. Sixteen (16) ethnic communities were represented, with Kalenjin making up the majority of eleven (11) employees translating to 24%. Out of the forty-six (46) employees, fourteen (14) were male and thirty-two (32) were female.
56. Currently, the Commission has only two (2) contractual staff from two (2) ethnic communities namely, the Kamba and Kikuyu. Out of the two (2) employees, both are male.
57. In the ratio between the National population and employment proportion, the Embu community is over-represented with a positive variance of 2.45%.
58. PSC in the past five (5) years has promoted one hundred and fifty-four (154) staff from twenty-two (22) ethnic communities out of which, seventy-five (75) were male and seventy-nine (79) were female. Out of the employees promoted, ten (10) were PWDs.

Challenge faced in promoting diversity

- i. Balancing meritocracy with regional balance.
- ii. Historical staffing inertia.
- iii. Geographical barriers.
- iv. Inadequate budget.

Mitigation measure to curb the challenge

- i. Standardization of recruitment guidelines.
- ii. Establishment of the values and ethics department.

- iii. Affirmative action frameworks.
- iv. Outreach programs targeting marginalized areas.
- v. Capacity building for diversity.
- vi. Proposal for decentralization of Commission services in the Regions and Counties.

Measures put in place to enhance work environment for PWDs

- i. Provision of assistive technologies.
- ii. Infrastructure accessibility.
- iii. Reasonable accommodation framework.
- iv. Disability mainstreaming committee.
- v. Tax exemption support.
- vi. Targeted training and sensitization.

CHAPTER FOUR

4.0 GENERAL OBSERVATIONS

59. Arising from the submissions made, the Committee made the following observations: That:-

- 1) All four (4) institutions sampled continue to reflect notable disparities in their staffing composition. The National Land Commission (NLC) has representation from twenty-nine (29) ethnic communities, Central Bank of Kenya (CBK) thirty-one (31), Agriculture and Food Authority (AFA) twenty-four (24), and Public Service Commission (PSC) twenty-seven (27). Across all institutions, one (1) community accounts for the largest share of employees, with CBK recording the highest representation at 24.8%. This remains within the legal threshold of one third but reflects limited spread across the full range of communities.
- 2) Three (3) out of the four (4) institutions have not attained the minimum threshold of 5% representation of PWDs. NLC stands at 1.4%, CBK at 2.4% and AFA at 1.9%. The Committee, however, commends PSC for attaining a representation level of 6.24%, thereby surpassing the constitutional threshold and demonstrating that compliance is achievable.
- 3) The age composition across the institutions is skewed towards older age groups. CBK and PSC have a significant proportion of staff within the 51 to 60 age bracket, while AFA and NLC show concentration within the 30 to 50 age range, with fewer employees in the younger age categories.
- 4) All four (4) institutions have complied with the two-thirds gender principle in overall staffing levels. However, women remain largely concentrated in lower and middle level positions, with limited presence in senior management roles.
- 5) Institutions reported low levels of applications from marginalized communities and PWDs during recruitment processes. At the same time, recent recruitment data indicates that certain communities continue to dominate new appointments, as seen in NLC and CBK where one community accounts for the highest number of recruits.

- 6) Promotion data across the institutions reflects participation from different communities. However, there remains a clear trend where dominant groups benefit more from advancement opportunities, while representation of PWDs in promotions remains low across all institutions.
- 7) The Committee commends the Public Service Commission (PSC) for attaining 6.24% representation of Persons with Disabilities (PWDs), thereby surpassing the constitutional threshold and demonstrating that compliance is achievable. The Public Service Commission (PSC) should document and share best practices with other public institutions to support implementation of disability inclusion measures across the public service.

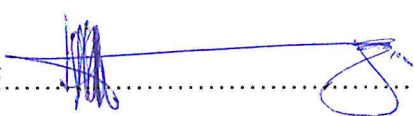
CHAPTER FIVE

5.0 GENERAL RECOMMENDATIONS

60. The Committee made the following recommendations: That within **twelve (12) months** of the adoption of this report:-

1. All public institutions should ensure compliance with Section 7 of the National Cohesion and Integration (NCI) Act by maintaining staffing levels where no single ethnic community exceeds one third of the total workforce. Institutions should progressively broaden representation across the forty-six (46) communities of Kenya and present diversity data in percentage terms and through comparative analysis across several communities in order to promote balanced reporting and strengthen public confidence.
2. All public institutions that have not attained the constitutional threshold of 5% representation of Persons with Disabilities (PWDs) should implement affirmative action measures aimed at achieving compliance. The National Council for Persons with Disabilities (NCPWD) should verify progress and submit biannual compliance reports to Parliament in the months of June and December of every year.
3. All public institutions should develop and implement structured youth recruitment, mentorship and internship programmes to enhance youth participation in public service and strengthen succession planning. The Public Service Commission (PSC) should publish annual data on youth representation and monitor progress across institutions.
4. All public institutions should take deliberate measures to ensure equitable representation of women across all job cadres by enhancing participation of women in senior management and decision-making positions. Institutions should submit annual gender distribution reports disaggregated by cadre level to the Public Service Commission (PSC) for review and onward submission to Parliament.

5. All public institutions should strengthen affirmative action strategies aimed at increasing applications and recruitment from marginalized communities and Persons with Disabilities (PWDs). Such measures should be undertaken in collaboration with County Administrations, Members of Parliament and relevant oversight agencies in order to expand awareness and access to opportunities across all regions of the country.
6. All public institutions should review and standardize their promotion frameworks to ensure fairness, transparency and equal opportunity in career progression. Annual audits should be undertaken to assess promotion trends across ethnicity, gender, age and disability, and institutions should implement corrective measures where disparities are identified.
7. The Public Service Commission (PSC) in collaboration with the State Corporations Advisory Committee (SCAC), should establish a centralized monitoring framework for diversity compliance across all public institutions. Performance on diversity indicators should form part of the evaluation of Chief Executive Officers (CEOs) and Boards, and sanctions should be applied in cases of persistent non-compliance in accordance with the relevant legal framework.
8. The Public Service Commission (PSC) should undertake a review within **six (6) months** after adoption of this Report and thereafter submit a status report to the Committee outlining institutions that have demonstrated improvement and those that have failed to show measurable progress in relation to ethnicity, gender, age and disability representation.

SIGNATURE..........DATE 12/08/2026

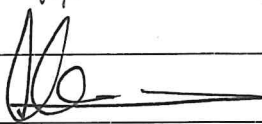
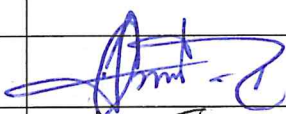
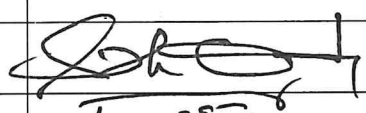
HON. DR. YUSSUF ADAN HAJI, DSM, CBS, M.P
CHAIRPERSON, COMMITTEE ON NATIONAL COHESION AND EQUAL OPPORTUNITY

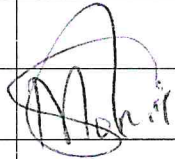
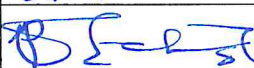


COMMITTEE ON NATIONAL COHESION AND EQUAL OPPORTUNITY

ADOPTION SCHEDULE

We, the undersigned members of the Committee on National Cohesion and Equal Opportunity, today... 6/8/2026 ...do hereby affix our signatures to this **REPORT ON EMPLOYMENT DIVERSITY AUDIT IN PUBLIC INSTITUTIONS** to affirm our approval and confirm accuracy, validity and authenticity: -

No.	NAME	SIGNATURE
1.	The Hon. Yussuf Adan Haji, CBS, MP - Chairperson	
2.	The Hon. Duncan Maina Mathenge, MP - Vice Chairperson	
3.	The Hon. Yusuf Hassan Abdi, MP.	
4.	The Hon. George Koimburi, MP.	
5.	The Hon. Antony Njoroge Wainaina, MP.	
6.	The Hon. Charles Kamuren, MP.	
7.	The Hon. Edward Kaunya Oku, MP.	
8.	The Hon. Jackson Lekumontare Lentoijoni, MP.	
9.	The Hon. Joseph Samal Lomwa MP.	
10.	The Hon. Joshua Oron Odongo, MP.	
11.	The Hon. Martin Peters Owino, MP.	
12.	The Hon. Eng. Paul Nzengu, MP.	
13.	The Hon. Rahab Wachira Mukami, MP.	

No.	NAME	SIGNATURE
14.	The Hon. Agnes Pareyio Mantaine, MP.	
15.	The Hon. Wamboka Wanami Jack Nelson, MP.	
16.	The Hon. Muthoni Marubu, MP.	
17.	The Hon. Fredrick Lusuli Ikana, MP.	
18.	The Hon. (Dr.) Joseph Iraya Wainaina OGW, MP.	
19.	The Hon. Anne Wanjiku Mugo Muratha, MP.	
20.	The Hon. Peter Orero Ochieng', MP.	
21.	The Hon. Athman Ndakwa, MP.	