ETHICS AND ANTI-CORRUPTION COMMISSION

Corruption and Ethics Survey Report, 2014

Research and Transformation Department

June 2015

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Foreword

Corruption poses serious challenges to the attainment of the Kenya Vision 2030. To this end, the Commission in its Strategic Plan 2013-2018 formulated various measures to ensure an effective, efficient and ethical public service. The Plan also provides measures to address corruption and unethical practices associated with devolved system of governance in Kenya.

Although corruption has been a major development issue in this country and the world over, research in this field still remains scant especially in the area of devolved government. The Corruption and Ethics Survey 2014, therefore provides information on the level of corruption and unethical conduct at both the national and County governments. The findings depict corruption and unethical conduct as experienced by Kenyans as they seek services and the two levels of government. The Survey Report, the first of its kind to be conducted by the Commission, calls to attention of all actors in the public service to put in place adequate measures to stem corruption and unethical conduct for public officers in the national executive and County executive. It also requires that public institutions strengthen their systems, policies and procedures of work that are corrupt free and that inculcate and mainstream integrity and ethics in the conduct of public affairs. It is my hope that the findings of this Survey will inform programmes and activities which will invariably alleviate corruption and unethical conduct in Kenya.

I wish to call upon all stakeholders to read the report and participate effectively in the implementation of its recommendations. The Commission appreciates the support by all stakeholders in the fight against corruption and the promotion and sustenance of sound ethical standards and practices in the public service and the society at large.

Tukomeshe Ufisadi, Tuijenge Kenya!
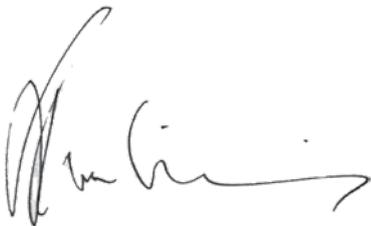
MUMO MATEMU, MBS
CHAIRPERSON

Preface

The Ethics and Anti-Corruption Commission (EACC) conducted the Ethics and Corruption Survey between April and June 2014. The Survey which was experience based, drew respondents from eleven pre-selected public institutions. These institutions had been perpetually ranked high on corruption in previous Surveys and Studies and were also offering critical services to the public. The target respondents were service seekers (members of the public and entrepreneurs). In addition, public officers at the preselected service points were interviewed.

The Survey exposes institutions and service areas most prone to corruption and unethical conduct in public service delivery in the country. The Survey Report concludes that corruption, specifically bribery in the public service is a major impediment to effective service delivery to the Kenyan populace. The public servants tend to abuse their position to the detriments of citizens. The Report thus among others recommends a culture of transparency, effective monitoring and supervision of programmes geared towards provision of essential public services.

The Survey Report also provides information on forms of corruption and unethical conduct prevalent in public service provision. The Report also ranks counties, institutions and service areas/ processes most prone to corruption and further computes the average size of bribe service seekers pay to access services in various public institutions and service delivery points.

The high rate of bribery, a proxy indicator of corruption, in the public service has great implication on effective service delivery since public officers are the implementers of government policies and programmes geared towards providing essential services that impact on the general well-being of citizens. It is unfortunate that public officials collect bribes from the citizens before accessing some of the services failure to which citizens are denied essential services. Thus, the Survey provides a platform for institutions at the national and County levels to come up with systems and processes to detect and prevent corruption, based on information available in this Survey Report.

I wish to express deep gratitude to all people who facilitated this Survey, especially members of the public,managers and owners of business enterprises and public officials who took time off to provide relevant information for the Survey. My gratitude goes to the County Administration across the country for their support within their areas of jurisdiction during data collection. I also acknowledge and appreciate the role of officers from the Ethics and Anti-Corruption Commission for planning, implementing and writing this Report. Particularly, Prof. Jane Onsongo, Vincent Okong'o, Nancy Namenge, Willis Wasala, Meshak Collins Aluda, Naomi Monari, Daniel Kang'ethe, Janet Bett, Jared Aduwo; Gorai Galgallo, Jackson Mue, Diana Mwangi and Diana Ogula

Halakhe D. Waqo, ACIArb
Commission Secretary/Chief Executive Officer

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Acronyms

CDF	-	Constituency Development Funds
CPC	-	Corruption Prevention Committee
CRA	-	Corruption Risk Assessment
CSPRO	-	Census and Survey Processing System
EACC	-	Ethics and Anti-Corruption Commission
IAOs	-	Integrity Assurance Officers
IDIs	-	In-depth Interviews
FGDs	-	Focus Group Discussions
KIIs	-	Key Informant Interviews
NASSEP	-	National Sample Survey and Evaluation Programme
NSCE	-	National Survey on Corruption and Ethics
NGOs	-	Non Governmental Organizations
RAs	-	Research Assistants
SPSS	-	Statistical Package for Social Scientists

Executive Summary

Corruption is the greatest problem to economic and social development in Kenya. It is therefore critical to address the underlying causes of corruption so as to increase the quality of services. In order to have a better understanding of corruption, unethical practices and other malpractices, EACC conducted a Survey to identify: the services being offered by national and County government; common forms of corruption; unethical conduct; services prone to corruption; initiatives put in place to combat corruption, and the effectiveness of EACC.

The Commission conducted the Ethics and Corruption Survey, 2014 between April and June 2014. Primary data was collected from key informants who included the county secretaries or the chief finanance officer of the various counties. Focus group discussions were also conducted with representative of NGOs, religious leaders, women representative, CBO representative, civil society representative, and youth/women. A total of 7,343 respondents were also interviewed in all the 47 counties. Of these, 5374 were service seekers (3222 exit interviews and 2152 entrepreneurs), 1,072 National government employees and 897 County employees.

The overall objective of the Survey was to carry out an in-depth analysis of corruption and ethics in order to map out service areas prone to corruption and unethical practices in the national and County governments. The specific objectives were to:
  i.   Establish incidence and nature of corruption and unethical practices that are prevalent at the County and national level;
  ii. Identify types of services and processes most prone to corruption and unethical practices at the County and national governments service delivery points; and
  iii. Establish effectiveness of anti-corruption and ethics initiatives being implemented by County and national governments

The broad areas covered by the Survey included: levels of corruption, prevalence of corruption, service areas prone to corruption, anti-corruption initiatives initiated at the County governments, unethical conduct in the public service and effectiveness of EACC in the fight against corruption.

The study findings show that various forms of corruption and unethical practices are pervasive in the County governments. These include: bribery, procurement loopholes, tax evasion, nepotism/ favouritism/ tribalism/ clanism, political interference, land issues, absenteeism, delay in service delivery, misuse of public property and alcoholism. Some of the services prone to corruption include procurement and tendering, recruitment, revenue collection, land issues, civil registration, customs, the police service and the judiciary. The major weakness that allow corruption are ignorance by the public, delay in service provision, scarce opportunities, incompetent staffs and poor reporting lines among others.
The highlights of the Survey findings are as follows:-

a)   Status of Corruption
  i. The level of corruption is high at both the County and national governments according to 39.4 per cent and 25.9 per cent of the respondents respectively.

  ii. Bribery, favoritism and abuse of office are the most prevalent forms of corruption in public service provision. This was as reported by 101.1 per cent, 33.6 per cent, 12.8 per cent and 10.3 per cent of the respondents respectively.

  iii. Recruitment/promotion of public officers, arbitrary arrest and procurement procedures are the service areas most prone to corruption in public service delivery. This was as reported by 29.9 per cent, 27.4 per cent and 25 per cent of the respondents respectively.

b)   Bribery Situation
  i. The average bribe size is Kshs. 3,789. Average bribe was highest among business respondents at Kshs. 4,400 and lowest among other service seekers at Kshs. 3,109

  ii. On average, service seekers paid the largest amount of bribe amounting to Kshs. 11,611 in Mombasa County to access public services. The other two leading counties were Embu County and Isiolo County with an average size of bribe of Kshs. 11,500 and Kshs. 10,000 respectively.

  iii. Further analysis of bribery by institutions reveal that service seekers paid the largest amount of bribe amounting to Kshs. 20,067 to access CDF services. This was followed by the Kenya Revenue Authority and the Kenya Power and Lighting Company with a bribe size of Kshs. 14,671 and Kshs. 13,350 respectively.

  iv. Service level analysis reveals that service seekers paid the largest amount of bribe amounting to Kshs. 30,000 to seek funding (from either, CDF, County governments, ministry of agriculture or youths). This was followed by electricity connection services and tax remittance services with an average size of bribe of Kshs. 18,333 and Kshs. 16,909 respectively.

c)   Status of Ethics
  i. A majority of the Public official respondents (88.4%) reported to be aware of what entails ethics in the public service. Moreover, 78.1 per cent of the respondents reported the existence of a code of conduct in their institutions.

  ii. The Survey established that a majority of public officers (60.3%) had not witnessed unethical practices by public officers while 39.7 per cent had witnessed unethical behavior by public officials.

  iii. The most common forms of misconduct reported in public offices were; Unprofessionalism, delay in service provision and lateness at work place. This was as reported by 22 per cent, 17 per cent and 12 per cent of the respondents respectively.

d)   Effectiveness of EACC in the fight against Corruption
  i. Most respondents (54.2%) believe the Commission is effective in the fight against corruption while 45.8 per cent believe the Commission is not effective. The main reasons why the Commission is considered ineffective are: Existence of corruption cases and commission not being devolved in all counties. This is as reported by 37.3 per cent and 13 per cent of the respondents respectively.

Chapter **1**

Background

1.1 Introduction

Corruption is the single greatest obstacle to economic and social development. It undermines development by distorting the rule of law and weakening institutional foundations which economic growth depends on. Corruption undermines government efforts in realizing its vision of providing quality, effective and equitable services to all Kenyans. More particularly, it drains the scarce financial resources available for economic development. For these reasons, it is imperative to combat corruption within the national and County governments so as to increase efficiency and quality of service delivery. Findings of the National Survey on Corruption and Ethics, NSCE (2012) indicate that 67.7% of respondents believe that the level of corruption in the country is high. The same survey also established that 64% of respondents stated that corruption is completely widespread. These stated levels of corruption have negative implications to the country's economic development and growth. International research has shown that a 0.78% increase in the rate of corruption leads to a decline of the income growth among the poor by 7.8 % (Lipset and Lenz in Harrison and Huntington, 2001).

The Kenya government has undertaken various initiatives aimed at addressing corruption and unethical conduct as part of its development agenda. These initiatives are geared towards reforming policy, legal, regulatory and institutional frameworks. The establishment of Ethics and Anti-Corruption Commission (EACC) is one such reform measure undertaken by the government to address the problem of corruption. EACC is mandated to combat and prevent corruption and economic crime in Kenya through law enforcement, prevention, public education and promotion of standards and practices of integrity, ethics and anti-corruption. It is imperative to understand the nature, extent and magnitude of corruption and unethical conduct in order to develop and implement appropriate anti-corruption intervention measures.

Corruption in public institutions in Kenya has been reported in many Surveys and Studies. The Commission conducts Surveys to establish the nature, extent and magnitude of corruption in the country on a continuous basis. The Commission conducted the Corruption and Ethics Survey, 2014 between April and June 2014 so as to monitor and evaluate the status of corruption and unethical conduct in the country.

The Survey focused on eleven institutions which had been perpetually ranked high in corruption in previous Surveys and Studies. These institutions included the National Police Service, Water and Sewerage Companies, Lands Departments, the Judiciary, Public Hospitals, Registrar of Persons Department, the Kenya Revenue Authority, Civil Registrar Department, Trade Development and Regulation Department, County Transport Department and Constituency Development Fund Offices. The Survey sought to identify national and County government's services that are prone to corruption and unethical practices. So far, there is limited information on the status of corruption and unethical practices in the devolved system of government. This data is expected to help policy makers and other stakeholders to better understand the prevalence and forms of corruption in the devolved system of government, particularly the causes, magnitude, nature, approaches and solutions needed to eradicate corruption.

1.2 Problem Statement

A successful and effective public service delivery system requires that robust systems are put in place to ensure resistance and intolerance to corruption and unethical practices. The challenge is to guard against corrupt tendencies and unethical behavior as the devolved units take root and mature given that they have inherited systems, cultures and practices from the previous local authorities that were prone to corruption. Anecdotal evidence based on media reports suggests that corruption, unethical practices and other malpractices are taking root and increasing with the uptake and spread of devolved services and devolved functions at the County level in the country. These concerns are confirmed by the increasing number of reports made to the Commission relating to malpractices in procurement, recruitment and rampant unethical practices within the counties.

Corruption Surveys undertaken by the Commission between the years 2006 to 2012 show that corruption levels have been increasing. The Surveys identified public institutions that are prone to corruption and unethical conduct. This Survey sought to identify services being delivered by national and County governments and point out service delivery areas/processes prone to corruption and unethical practices within the public service. So far, there is no empirical data on the status of corruption and unethical practices in the devolved system of government.

A better and informed understanding of corruption, unethical practices and other malpractices by the Commission and other stakeholders will support a more targeted and systematic intervention to address these vices at national and County level of government. Towards this end, the Survey aims at informing the National and County Governments on practices and procedures that allow corruption to thrive in the process of service delivery to the public.

Therefore, the Survey identified the services being delivered by National and County governments and point out service delivery areas that are prone to corruption and unethical practices. So far, there is no empirical data on the status of corruption and unethical practices in the devolved system of government. The Report will help policy makers and other stakeholders to better understand the prevalence and forms of corruption in the devolved system of government; causes, magnitude, nature, approaches and solutions needed to eradicate corruption.

The findings of the Survey also help policy makers and other stakeholders to better understand the prevalence and forms of corruption in the devolved system of government and solutions needed to eradicate corruption. Further the findings of this Survey will aid the Commission in the formulation and implementation of appropriate anti-corruption intervention measures.

1.3 Objectives

The overall objective of the Survey was to carry out an in-depth analysis of corruption and ethics in order to map out service areas prone to corruption and unethical practices in the national and County governments. The specific objectives were to:
  i.   Establish incidence and nature of corruption and unethical practices that are prevalent at the County and national level;
  ii. Identify types of services and processes most prone to corruption and unethical practices at the County and national governments service delivery points; and
  iii. Establish effectiveness of anti-corruption and ethics initiatives being implemented by County and national governments.

1.4 Scope of Work

The Survey uniformly focused on the eleven (11) public institutions in all the forty seven (47) counties in the country. The target respondents were service seekers and public officers at the County and national government. Further, there were key informants and Focus Group Discussants to complement the quantitative data in the Survey.

1.5 Organization of the Report

This Report is structured into four parts. Part one, the background, lays the foundational basis of the Survey. Part two details the methodology applied in collecting data for the Survey. Part three presents the Survey findings, including levels of corruption, prevalence of corruption, service areas prone to corruption, anti-corruption initiatives initiated at the County governments, unethical conduct in the public service and effectiveness of EACC in the fight against corruption. Part four provides conclusions and recommendations. Distribution of respondents by various categories and counties are provided in the appendices.

Chapter **2**

Methodology

This chapter details the methods used in data collection, analysis and reporting. It explains both the qualitative and quantitative methods applied in the Survey.

2.1 Research Design

The research design comprised of four data collection methods including administration of structured questionnaires; key informant interviews (KIIs), Focus Group Discussions (FGDs) and observations. The Survey collected and analyzed both quantitative and qualitative data. The Survey also benefited from existing literature including previous Surveys by the Commission.

2.1.1 Sampling and data Collection Procedure

The Survey focused on eleven institutions which had been perennially ranked high on corruption in previous Surveys and Studies. Quota purposive sampling technique was used to select respondents at the service delivery points. Since the Survey was experience based, respondents must have sought services in the eleven pre-selected institutions or were public officers in those institutions.

In collecting the quantitative data, the sample was allocated to each County using probability proportionate to population technique based on the 2009 population census.

A detailed breakdown of respondents in the quantitative phase is as presented in Table 1

Table 1: Quantitative Sample Distribution

Respondents and Sectors	Number of Respondents
Entrepreneurs (small, medium and Large)	2152
National government Employees	1072
County Governments Employees	897
Facility Exit Interview Respondents	3222
Total	**7,343**

Focus Group Discussions were conducted in eighteen (18) counties which were selected based on the level of urbanization ranking as per the Kenya County Fact Sheet, 2011. The focus group discussion respondents consisted of a representative from NGO coordinator, County public officer, religious leader representative, a woman representative, a representative from the business community, CBO representative, civil society representative, Youth/women representative, and any other service seekers who were recruited at County service delivery points considering gender balance. Each FGD comprised between 8 to 12 members and took an average of 2 hours.

2.1.2 Exit Interviews

The target respondents were service seekers (members of the public and business people). In addition, public officers at the pre-selected service points were interviewed. Data collection was done through face to face interviews using a structured questionnaire.

2.1.3 Key Informant Interviews

Key informants were individuals holding substantive information regarding the management of County governments such as County Secretaries or the Chief Finance Officers. One key informant was identified and interviewed using a semi-structured interview guide.

2.1.4 Observation

Mystery shoppers posed as service seekers to evaluate service delivery situation at pre-selected government facilities. This was to observe incidences of corruption and unethical practices at public institutions. The shoppers approached the service providers with a service request for realistic assessment; this provided the shoppers with the opportunity to assess service provision situation, existence and placement of service charter, dress code of staff and opening and closing times of the service providers. The focus was on eleven institutions which had been perpetually ranked high in corruption in previous Surveys and Studies. These institutions included the National Police Service, Water and Sewerage Companies, Lands Departments, the Judiciary, Public Hospitals, Registrar of Persons Department, the Kenya Revenue Authority, Civil Registrar Department, Trade Development and Regulation Department, County Transport Department and Constituency Development Fund Offices.

2.1.5 Secondary Data Review

Desk-top research was done to collect secondary data to augment the Survey findings. Key Reports reviewed were the National Corruption Perception Surveys from 2006 to 2010 and the National Corruption and Ethics Survey, 2012 conducted by EACC. Other relevant documents reviewed included the Transparency International East African Bribery Index, 2011.

2.2 Data processing and Analysis

Once data collection was complete, the open ended questions were extracted and coded before entry. The data was then entered into the computer using the Census and Survey Processing System (CSPRO) software. Data processing and analysis was then undertaken using the Statistical Package for Social Scientists (SPSS) software.

For the qualitative data, transcription of the audio recordings was carried out. Transcripts were then imported into NVIVO 10 software. Content analysis entailed examining qualitative and/or multiple responses from individuals to establish cross cutting themes and attributes that were not dependent on absolute numbers.

Chapter *3*

Survey Findings and Discussions

3.1 Status of Corruption

This Survey sought to establish the extent and forms of corruption at the County and National governments.

3.1.1 Level of Corruption in the National Government

On the perceived levels of corruption in the national government, 39.4 per cent of the respondents indicated that corruption was high, 18.8 per cent moderate and 9.6 per cent low. However, 32 per cent of the respondents could not rate the level of corruption in the National governments shown in Figure 1. Further analysis on the respondents who could not rate the level of corruption revealed that a majority (64.4%) had interacted once with the National government services.

Figure 1: Perceived Level of Corruption in the National government
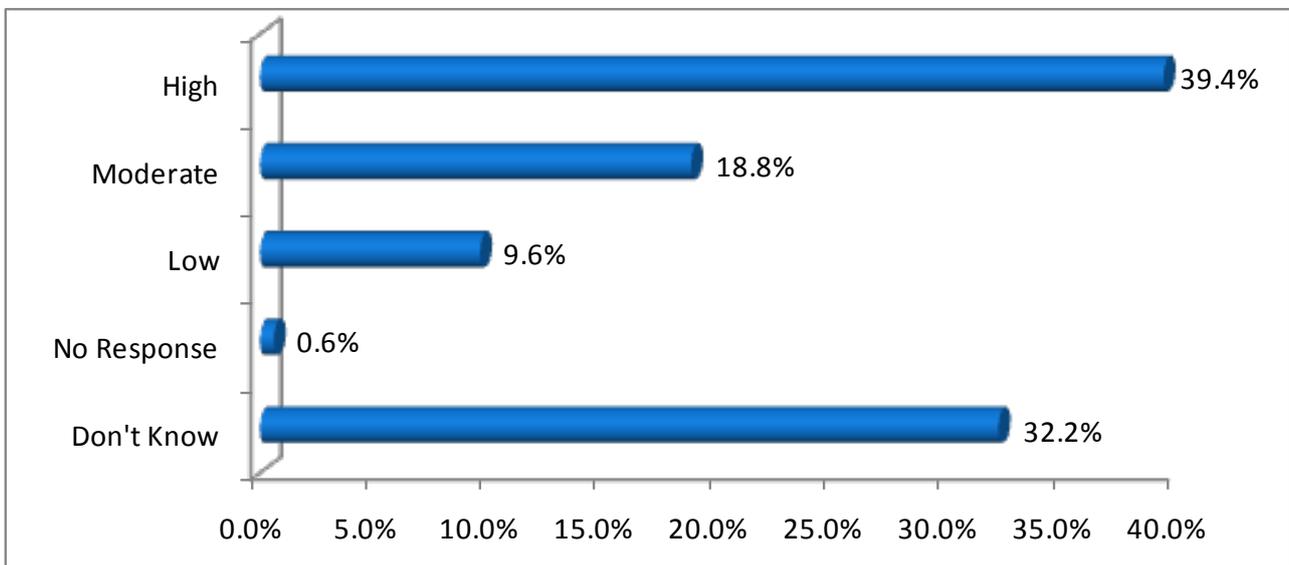
The respondents cited various reasons for the perceived high levels of corruption in the National government ranging from rising cases of bribery (38.5%), ratings in the opinion polls (15.4%) to increase in the number of corruption cases investigated (12.6%) as presented in Figure 2.

Figure 2: Reasons for High Level of Corruption at the National Government
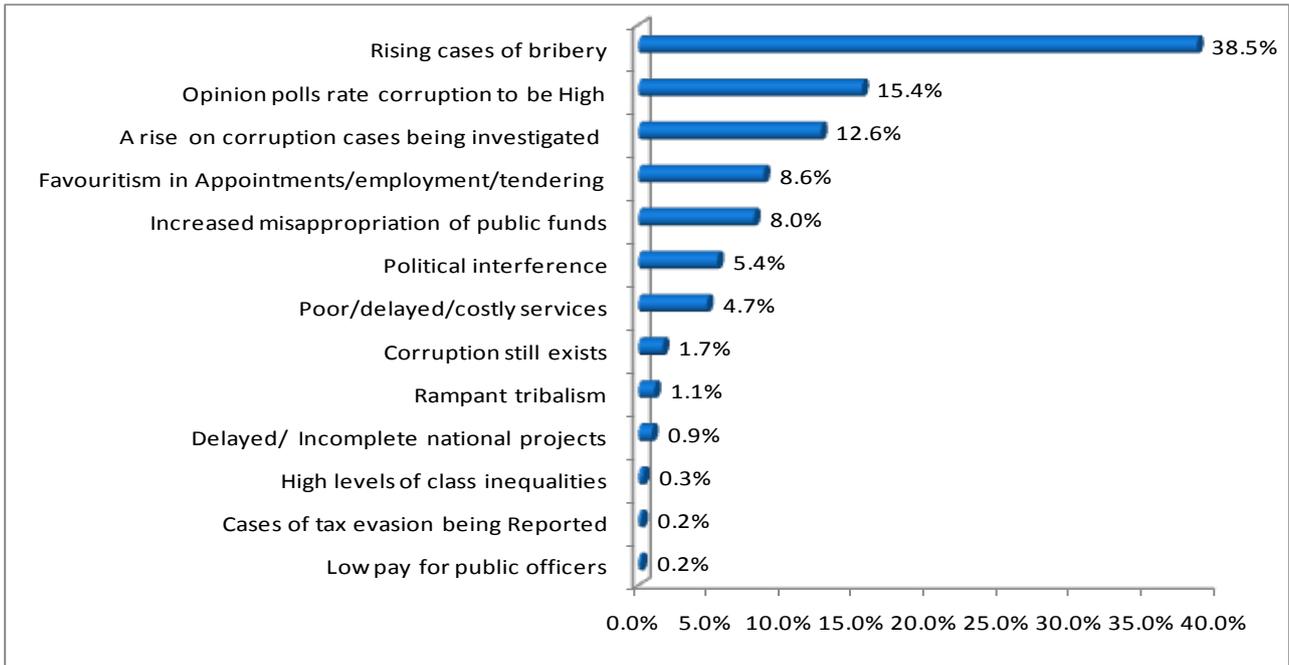
3.1.2 Level of Corruption in the County Governments

On the perceived levels of corruption in the County government, 25.9 per cent of the respondents indicated that it was high, 19.3 per cent moderate and 19.5 per cent low. However, 35.2 per cent could not rate the level of corruption as shown in Figure 3. Further analysis on the respondents who could not rate the level of corruption revealed that a majority, (57.7%) had interacted once with the County government services.

Figure 3: Perceived Level of Corruption in the County Governments
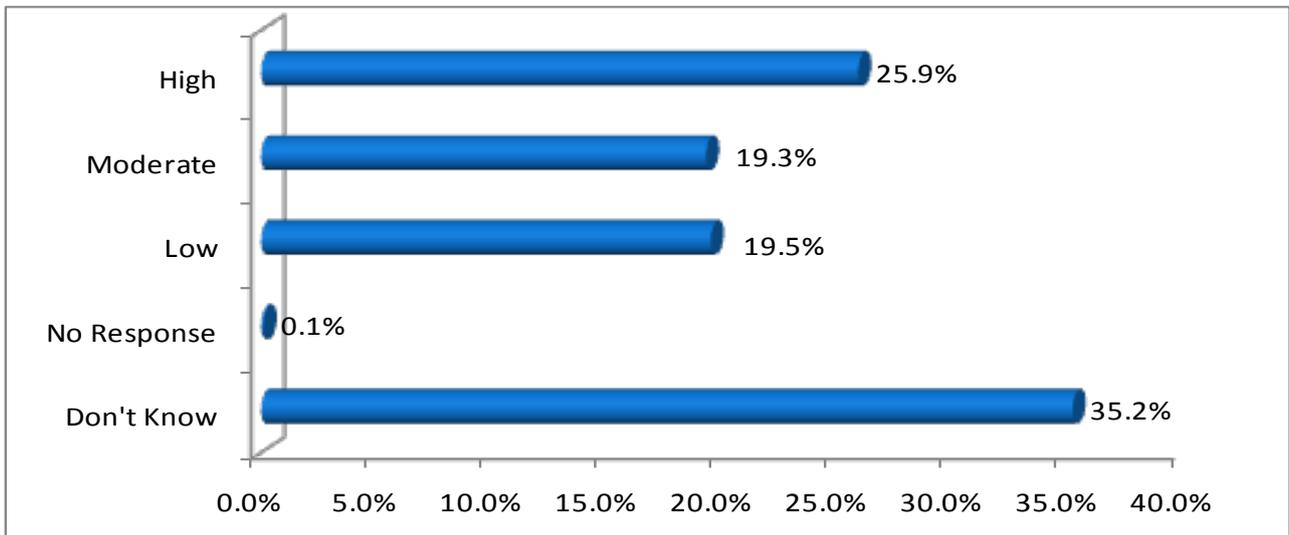
It is noted that a substantial number of respondents, both at National and County governments are not aware of what corruption entails. This could be attributed to apathy and ignorance on corruption and unethical conduct. High levels of ignorance on issues of corruption and unethical conduct are corroborated by the analysis of reports received by the Commission through the Report & Data Centre for the year 2014. Of the 4,006 reports received, only 1,950 (49%) were found to be within the Commission's mandate; Therefore this calls for increased sensitization and public education for the masses and public officers.

Respondents in the Survey cited various reasons for high level of corruption in the County governments. The most mentioned reason was increased bribery form County officers as expressed by 30.3 per cent of the respondents. This was followed by favoritism in County appointments/ awarding of tenders as reported by 29.8 per cent of the respondents. Other reasons are as presented in Figure 4.

Figure 4: Reasons for High Level of Corruption at the County Governments
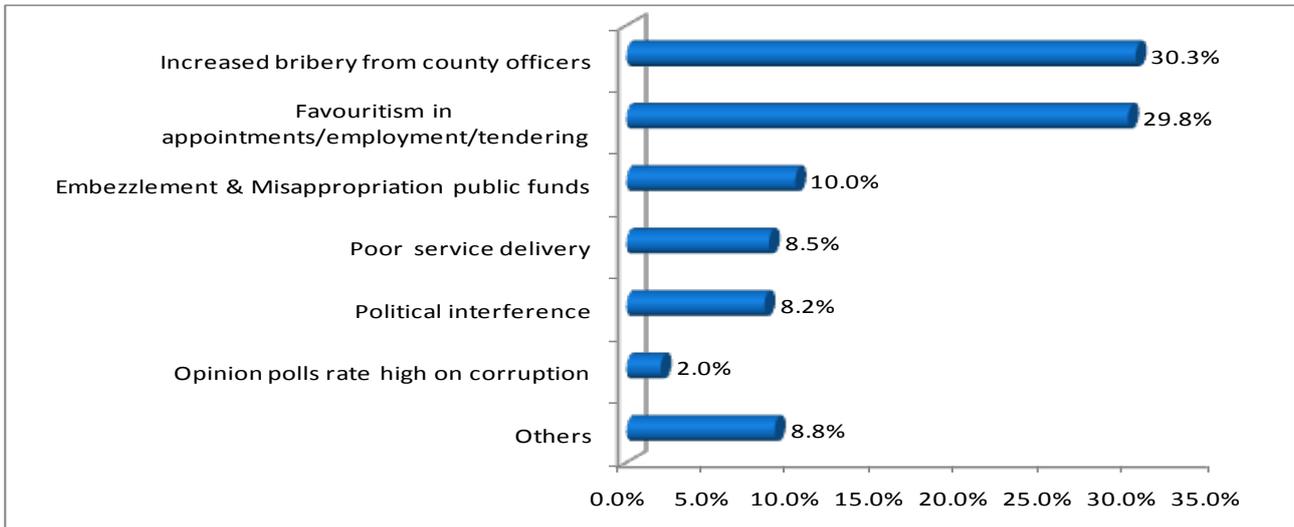
"Some procurement procedures are old and allow corruption. There is lack of qualified personnel especially in counties, like Wajir and yet 60 per cent of the positions have to be reserved for locals. Therefore, some staffs engage in corrupt activities without knowing due to ignorance. Moreover, ignorance on part of Mwananchi makes them pay or is forced to pay a bribe yet they aren't supposed to pay to acquire certain services" (Wajir County)

3.1.3 Major weaknesses that allow corruption to Thrive

As expected the cases of corruption were evident in nearly all Counties. Rampant cases of corruption were mainly attributed to systemic failures and lack of water tight control mechanism. Thus a number of informants affirmed that they know where the problems lie. They asserted that corruption thrives due to ignorance of the mwananchi. Most participants restated that the "mwananchi" was not aware of his rights and more so unaware of which channel to make complaint. According to some informants, Ignorance and lack of awareness among the mwananchi's rights is driving corruption because in most cases the leaders and County governments are not accountable to the people who elected them.

"Members of the public should be sensitized to hold County governments accountable. Moreover, there should be citizen participation for members of the public to determine which projects should be prioritized and monitored to establish value for money." (Elgeyo Marakwet County)

The other area that was seen as enhancing corruption was incessant delays in service provision. For one reason or the other delay in accessing service was seen as a conduit for corruption. This happens when there is high demand for specific services such as in the land registry, health sector, judiciary, registration of persons as well employment within the public sector.

Other weaknesses that were cited included incompetent staff, lack of efficient government structures, weak corruption strategies, policy guidelines and controls including poor reporting mechanisms. Similarly, both individual and structural factors such as, low salaries, poor working conditions, outdated procurement laws, and lack of qualified staff were also seen as areas fuelling corruption.

"Some procurement procedures are old and allow corruption. There is lack of qualified personnel especially in counties, like Wajir and yet 60 per cent of the positions have to be reserved for locals. Therefore, some staffs engage in corrupt activities without knowing due to ignorance. Moreover, ignorance on part of Mwananchi makes them pay or is forced to pay a bribe yet they aren't supposed to pay to acquire certain services" (Wajir County)

3.1.4 Most Prevalent Forms of Corruption in the County Governments

The Survey established the most prevalent forms of corruption in the County governments as bribery (70%), favoritism (55%) and abuse of office (34%) as further presented in Figure 5

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Figure 5: Prevalent Forms of Corruption in the County Governments
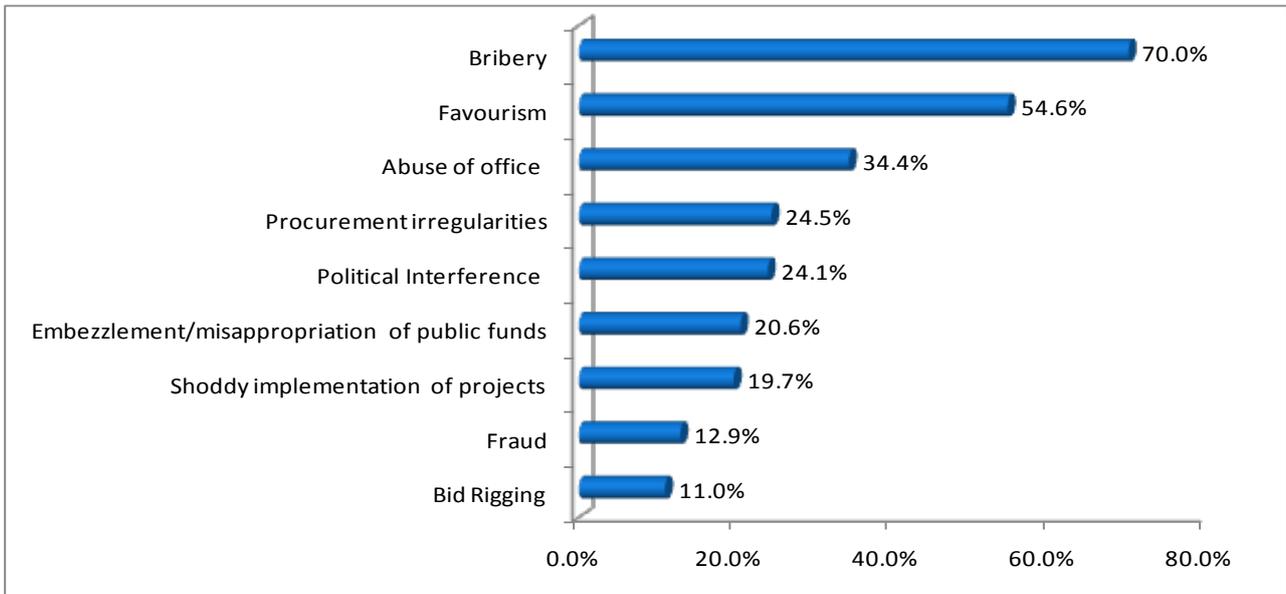
Table 2, presents some of the key forms of corruption and unethical conduct highlighted in counties. From the Table, of all corruption practices, participants in the qualitative research restated that the public procurement in Kenya suffers widespread corruption. The use of middlemen to facilitate public service delivery was reported to be widespread posing a risk for the counties development, particularly at the market entry and business start-up stage.

Furthermore some participants stressed the interconnected linkage between corruption and sexual harassment. This was particularly highlighted by women although some men also alluded to these experiences.

In general participants mentioned the most common forms of corruption in the counties as bribery, procurement irregularities, tax evasion, misuse of public funds, nepotism, favoritism, tribalism, clanism and political interference. Some forms of unethical conduct mentioned include sexual harassment, intimidation, discrimination, irregularities in the judiciary as well as lobbing. Table 2 gives a breakdown of the common forms of corruption and unethical conduct mentioned in twenty six counties.

Table 2: Forms of Corruption in County governments

County	Forms of Corruption & Unethical Conduct	Services Prone to Corruption & Unethical Conduct
1. Kajiado	• Not getting the full collection for revenue • Double or triple allocation of land	• Revenue collection • Lands • Procurement • Employment
2. Turkana	• Nepotism • Embezzlement of funds • Bribery • Double allocation of land • Political interference • Favoritism	• Employment • Registration of births and deaths • Finance, • procurement, • Revenue collection. • Irregularities in the recruitment
3. Bungoma	• Political interference • Bribery • Hate language • Favoritism • Abuse of office • Nepotism • Intimidation of the executive to solicit for funds	• Procurement supply chain • Security-police • Judiciary, • Lands • Recruitment • CDF Bursaries • Health sector
4. Elgeyo Marakwet	• Bribery • Self interest • Misuse of office	• Land • Procurement • Employment • Legal justice system • County Executive
5. Machakos	• Nepotism • Sexual Harassment to gain employment • Exploitation • Favoritism in awarding tenders	• Procurement • Police Services • Health • Land-fraud • Judiciary
6. Kisii	• Soliciting of funds • Grabbing land • Misuse of funds • Nepotism	• Judiciary • Kenya police
7. Kitui	• Political interference in projects and bursary, • Favoritism • Extortion • Tax evasion, • Fraud at revenue collection points, • Disappearances of files at the revenue office, • Bribery of tender committee members • Over pricing of projects/items during procurement	• Procurement • Budget making • Recruitment, • Tendering, • Revenue collection, • Civil registration • Lands search
8. Bomet	• Bribery • Extortion	• Not Stated
9. Kisumu	• Bribery • Tax evasion • Nepotism • Tribalism • Sexual harassment • Extortion/ misuse of funds-FPE	• Police sector • Lands • Immigration office • Health

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County	Forms of Corruption & Unethical Conduct	Services Prone to Corruption & Unethical Conduct
10. Laikipia	• Political interference • Bribery • Misuse of public funds-group funds • Lack of internal controls	• Not Stated
11. Nairobi	• Bribery • Misuse of public resources community money • Procurement irregularities, • Irregularities in revenue collection, • Increase in fee in birth certificate and national identification card,	• Police services • Traffic police, • Civil Registration • Registrar of persons • Community groups • Selection of pupils for school admission • Revenue collection • Procurement • Licensing, • Lands • CDF bursaries
12. Garissa	• Bribery • Lobbying and soliciting • Favoritism in terms tribalism and clanism • Procurement irregularities, • irregularities in revenue collection,	• Recruitment • Tendering • procuring • Financial management • budget making • CDF bursaries • Traffic police
13. Mandera	• Bribery at the border points • Insubordination • Smuggling of illegal goods • Job soliciting/lobbying	• Procurement • Customs at the border • Recruitment
14. Nyamira	• Service delivery system	• CDF bursaries • Recruitment/Employment • procurement • Land issues
15. Taita Taveta	• Favouritism • Procurement Irregularities • Misappropriation of public funds • Embezzlement of public funds • Political interference in projects • Nepotism • Conflict of interest • Bid rigging	• Recruitment • Projects Implementation • Tendering • Budget making processes • Revenue collection • Procurement
16. Tana River	• Delay in service provision • Discrimination • Nepotism	• Civil registration department • Health sector • Lands • Security • Recruitment • water supply • Licensing • Finance • Budgeting implementation • Employment

County	Forms of Corruption & Unethical Conduct	Services Prone to Corruption & Unethical Conduct
17. Trans Nzoia	• Bribery (Among the traffic police), • Tax evasion, • Nepotism, • Favoritism • Delay in service delivery in health dpt • Procurement irregularities.	• Kenya police • Health sector • procurement • lands issues • Employment
18. Samburu	• Bribery	• Lands • security • Recruitment
19. Isiolo	• Not stated	• Lands • health sector
20. Nyandarua	• Embezzlement in revenue collection	• CDF bursaries
21. Kilifi	• Revenue collection • Procurement irregularities,	• Traffic police • Procurement
22. Marsabit	• Irregularities in revenue collection, • Corruption in service delivery	• Employment • Procurement
23. Narok	• Not Stated	• Procurement • Recruitment/Employment
24. West pokot	• Tax evasion • Bribery	• Recruitment • Employment • Revenue collection • Traffic police • Lands • Procurement
25. Kwale	• Bribery • Favoritism • Misuse of public funds • Embezzlements of Public Funds	• Procurement • Recruitment
26. Wajir	• Job soliciting • Bribery • Nepotism/Clanism • Poor procurement procedures • Favoritism • Clanism in Tendering • Political interference in development • Tribalism	• Procurement • Recruitments • Budget making processes

3.1.5 Knowledge of Devolved Functions In The Counties

Participants in nearly all the counties were aware of and correctly mentioned the devolved functions of the County governments as per the Kenyan Constitution. These include: health, trade and development, cultural activities, agriculture, transport, planning, education, public works, disaster management, tourism, sports, social services and gender, trade and enterprise, environmental sanitation:

We offer…transport and public works. So that is one of the departments whose functions have been devolved. The Ministry Of Health, Public Health and Sanitation. Then we Have pre education, youth and sports. Then we have tourism, cooperative, trade and enterprise. Then we have environment issues,, agriculture and livestock. You could have noted because we have nine, almost nine functions. Then we have culture, social services and gender (Samburu County).

Livestock, fisheries, water, health are all on track we have done a number of boreholes in this County (Marsabit County)

However a small number of were unaware of some of the County devolved functions as stipulated in the constitution. During interviews some participants hesitated naming these functions or altogether referred the interviewers to refer to other sources.

3.1.6 Public Services/Processes Most Prone to Corruption in the Country

Recruitment (29.9%), arbitrary arrest (27.4%), procurement procedures (25%) and issuance of allotment letters/payment of land rates (8.9%) were cited in the Survey as service areas most prone to corruption in public service delivery. Other service areas prone to corruption are as presented in Figure 6.

Figure 6: Public Service Areas/Processes Most Prone to Corruption in the Country
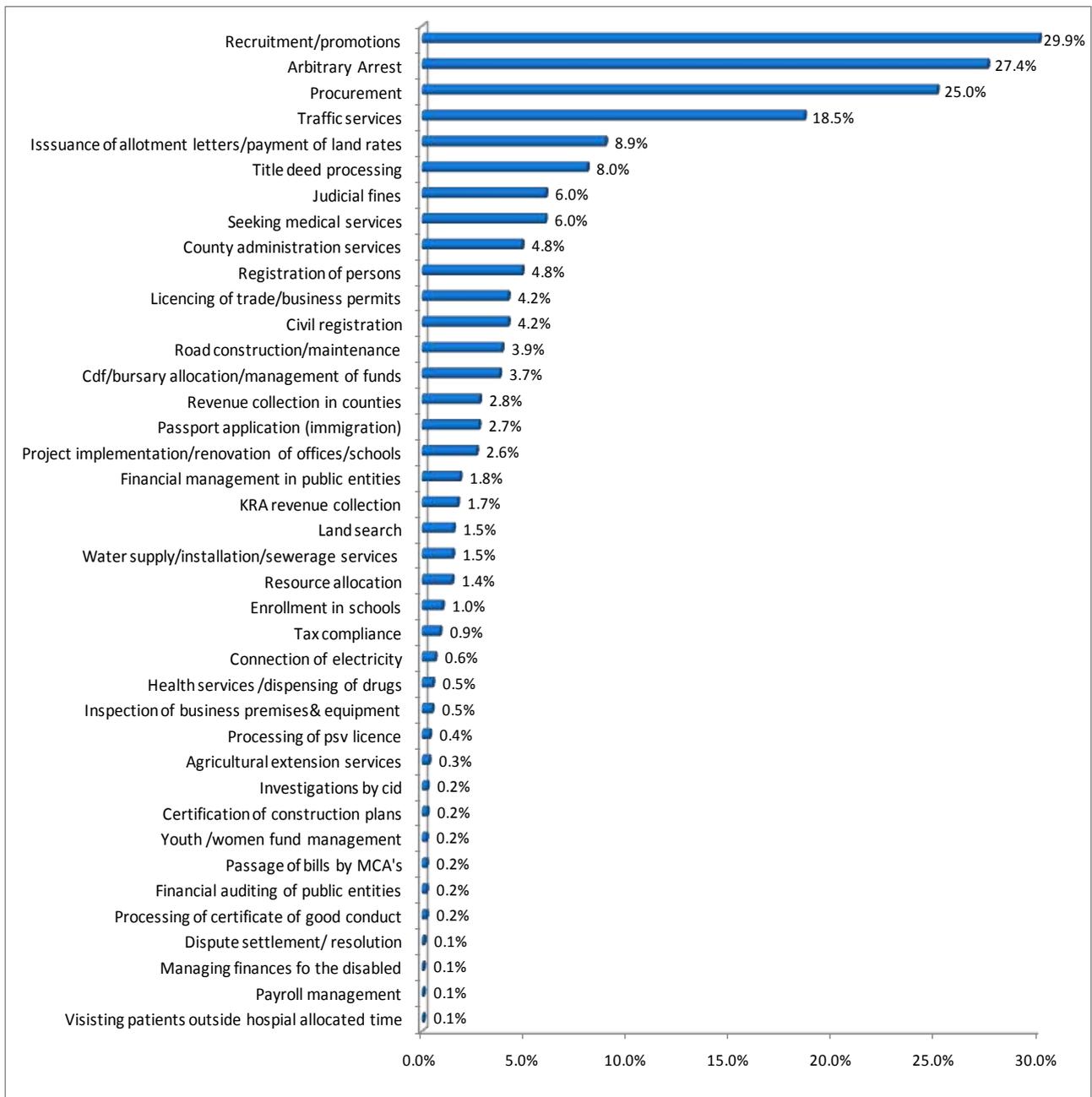
Individual County analyses revealed a wide variety of corruption-related issues, as well as corruption control mechanisms, some of which have proved effective while others have failed to produce results. Nevertheless, some common features can be noted either across counties or within specific counties however this was very rare. As stated earlier, the County analyses show that public procurement is an area particularly prone to corruption owing to deficient control mechanisms and risk management. Other services most prone to corruption were mentioned as tendering, recruitment, revenue collection, land issues, civil registration and customs, the police service and the judiciary. Table 2 gives a breakdown of the services prone to corruption in the twenty six counties.

"National services, revenue collection, lands, procurement and recruitment services are more prone to corruption" (West Pokot County)

"There are services delays at the Health sector and sometimes there is no medicine so you are told to go and buy medicine outside. We all know that medicine is supposed to be in the hospital and then you get some of the medical practitioners having agents outside selling medicine" (Kisii County)

"Some procurement procedures are old and allow corruption. Lack of qualified personnel especially in counties, like Wajir and yet 60% of the positions have to be reserved for locals. Ignorance: some staff engages in corrupt activities without knowing due to ignorance. Ignorance on part of Mwananchi where they pay or forced to pay yet they aren't supposed to acquire certain services" (Wajir County)

"Recruitment, Employment is prone to corruption" (Tana River County)
"National service, revenue collection, lands procurement recruitment" (West Pokot County)

Health, budgeting and financial management were also mentioned as areas prone to corruption. In particular health services was pin pointed as a sector facing numerous malpractices.

3.1.7 Forms of corruption in the Public Service

Bribery (101.2%), favoritism (33.6%) and abuse of office (12.8%) were cited in the Survey as the most prevalent forms of corruption in public service provision. Figure 7 presents the most prevalent forms of corruption in various public service areas/processes.

Figure 7: Prevalent forms of Corruption in the Public Service
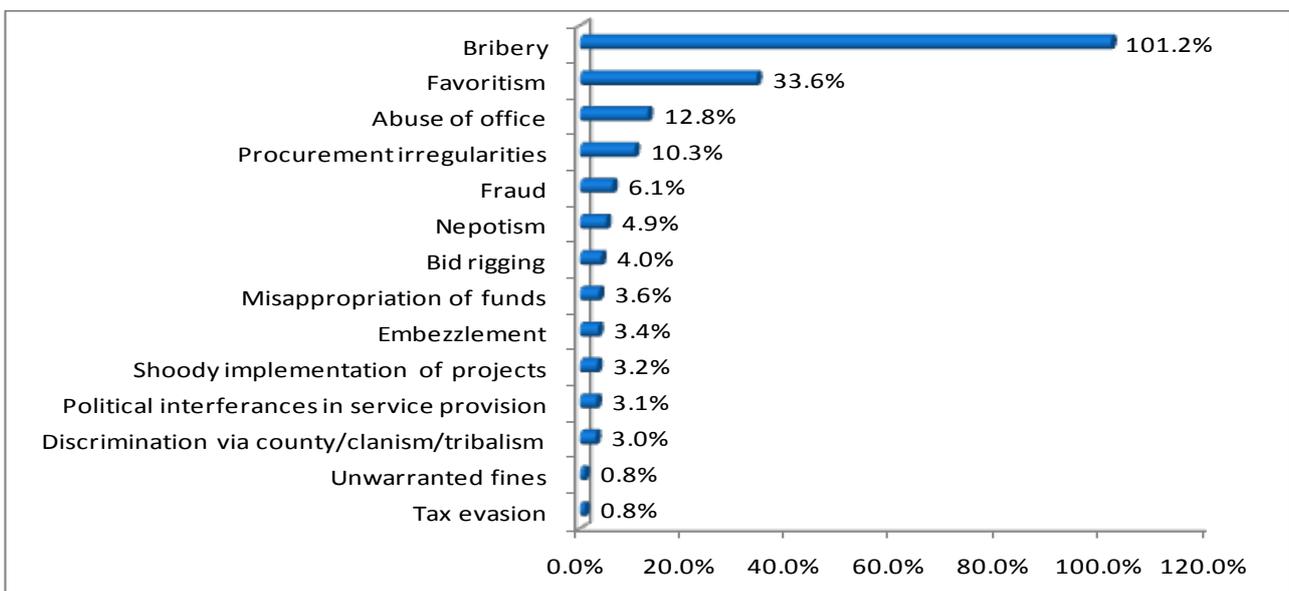
Despite measures already put in place to deter corruption, several respondents revealed that corruption is still widespread and that counties frequently find themselves mired in corruption allegations. Such allegations encompass different aspects of corruption but usually range from misappropriation of funds to undue public procurement procedures. Most participants also narrated that they themselves are aware of some corrupt practices that they may have experienced in the past. This includes demands for bribes and informal payments to 'get things done'.

"Tax evasion, Fraud at revenue collection points, disappearances of files at the revenue office, bribery of tender committee members by those seeking tenders, over pricing of projects or items during procurement, Tender committee members seeking bribe from applicants are the key forms of corruption in this county" (Kitui County)

"The highest bidder at the judiciary is the one that gets justice. Criminals such as murderers are taken to court and released" (Trans Nzoia County)

3.1.8 Reasons for Corruption in Public Service Delivery

Respondents cited various reasons why there is corruption in public service delivery. This included greed (17.8%), way of life (14.6%), poor pay (12.2%), un-automated systems (11%) and poor leadership (10.2%). Other reasons are as presented in Figure 8.

Figure 8: Reasons for Corruption in Public Service Delivery
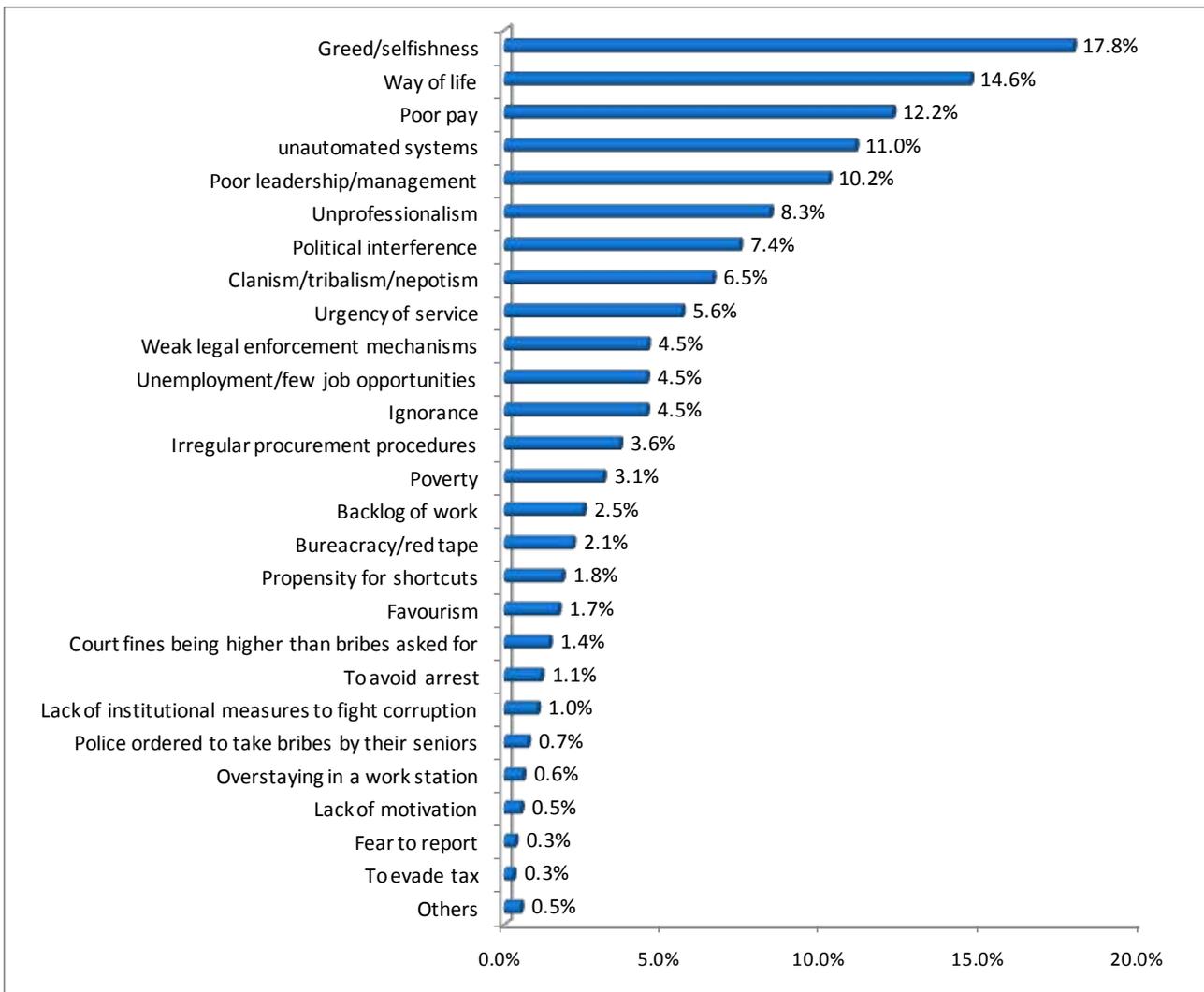
3.2 Service Provision Status on Public Institutions Offering Critical Services in the Country

This section presents findings on status of corruption in eleven institutions that have perpetually been ranked high in corruption from previous Surveys and Studies and were also offering critical services to the public. These institutions were the National Police Service, Water and Sewerage Companies, Lands Departments, the Judiciary, Public Hospitals, Registrar of Persons, the Kenya Revenue Authority, Civil Registrar, Trade Development and Regulation, County Transport Department and Constituency Development Fund Offices.

In all the eleven pre-selected services, the most prevalent forms of corruption are bribery (78.9%), followed by favoritism (31.3%) and abuse of office (24.3%). The findings are presented in Figure 9.

Figure 9: Prevalent Forms of Corruption in the eleven pre-selected public Institutions
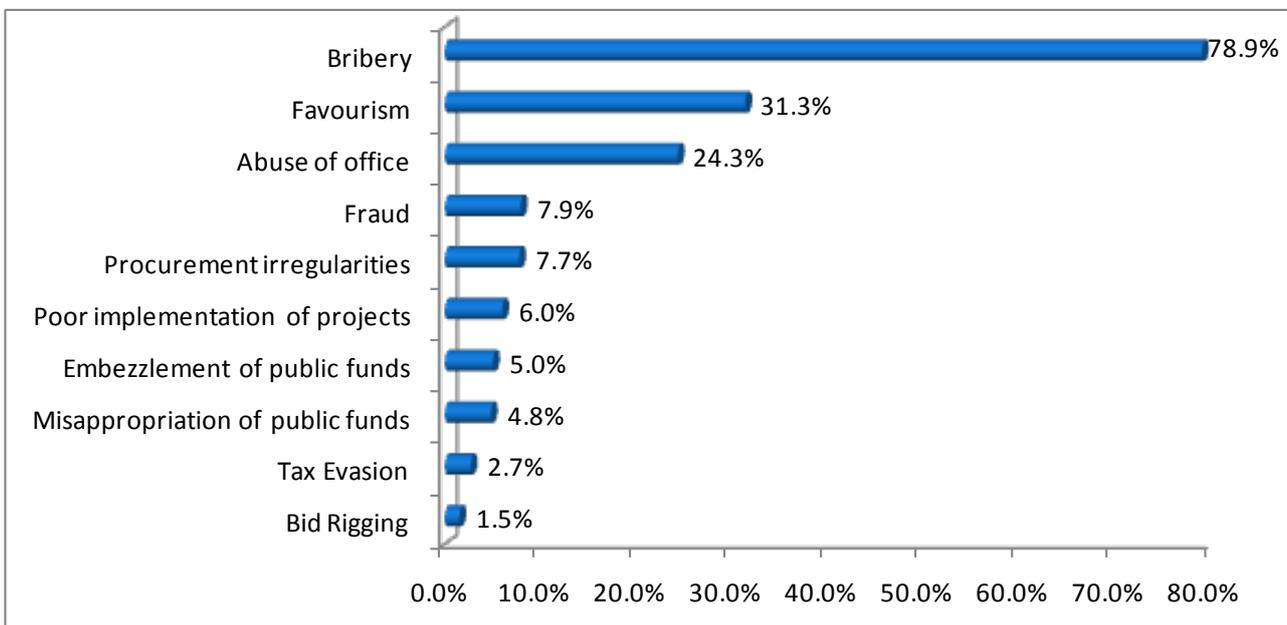
3.2.1 Service Delivery Situation at the National Police Service

3.2.1.1 Nature of Complaints
Delay in service provision, bribery and mistreatment of service seekers are the most dominant complaints cited by respondents. These were reported by 40.5 per cent, 28.5 per cent and 18.5 per cent of the respondents respectively. Other forms of complaints mentioned were unlawful arrest, shortage of resources and absenteeism as presented in Figure 10.

Figure 10: Nature of Complaints

Complaint	Percentage
Delays in service provision	40.5%
Bribery	28.5%
Mistreatment of service seekers	18.5%
Arbitrary arrests	6.3%
Shortage of resources	4.4%
Absenteeism	3.7%
Costly services	3.7%
Favouritism	2.4%
Understaffing	2.2%
Clients not giving correct information	2.2%
Unprofessionalism/Incompetent public officers	1.7%
Distant service delivery points	1.5%
Insecurity	1.2%
Low salaries	1.0%
Others	4.1%

3.2.1.2 Prevalence of bribery

In the National Police Service, there is a probability that 33 out of 100 service seekers are likely to be asked to pay a bribe. Consequently, 11 out of 100 respondents who sought a service in the Kenya Police paid a bribe and 19 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 4,473 to access National Police services.

Institution	Likelihood	Prevalence	Proportion served after bribe payment	Average bribe
National Police Service	33%	11%	19%	4,473

The culture of bribery, low pay and lack of supervision are the key reasons behind corruption malpractices at The National Police Service as cited by respondents in the Survey. This was as reported by 26.6 per cent, 20.3 per cent and 18.3 per cent of the respondents respectively. Other reasons for corruption were: desire for quick services, lack of integrity, unprofessionalism, members of the public ignorance of their rights among others. Table 3 presents various responses for corruption in the police service.

Table 3: Reasons behind Corruption at the National Police Service

Reasons behind Corruption	Percent of Cases
Bribery Culture	26.6%
Poor remuneration of police officers	20.3%
Greed	18.3%
Lack of Supervision	9.4%
Desire for quick services	7.9%
Lack of integrity	5.3%
Unprofessionalism	5.1%
People do not know their rights	4.8%
Favoritism, nepotism, friendship	4.3%
To avoid court process	4.1%
Poor living standards of the police officers	3.8%
Lack of motivation	3.8%
To avoid harassment by officers	3.3%
Incompetent personnel	1.5%
Unautomated services	1.3%

3.2.2 Service Delivery Situation in Water and Sewerage Companies

3.2.2.1 Nature of Complaints

Limited resources, high costs of services and delays in service provision are the three common complaints experienced by respondents at the Water and Sewerage services. This was reported by 42.5 per cent, 24.4 per cent and 24.4 per cent of the respondents respectively. Other nature of complaints cited in the Survey included wrong meter readings, water leakages and poor working conditions among others as presented in Figure 11.

Figure 11: Nature of Complaints at Water and Sewerage Companies Service Provision
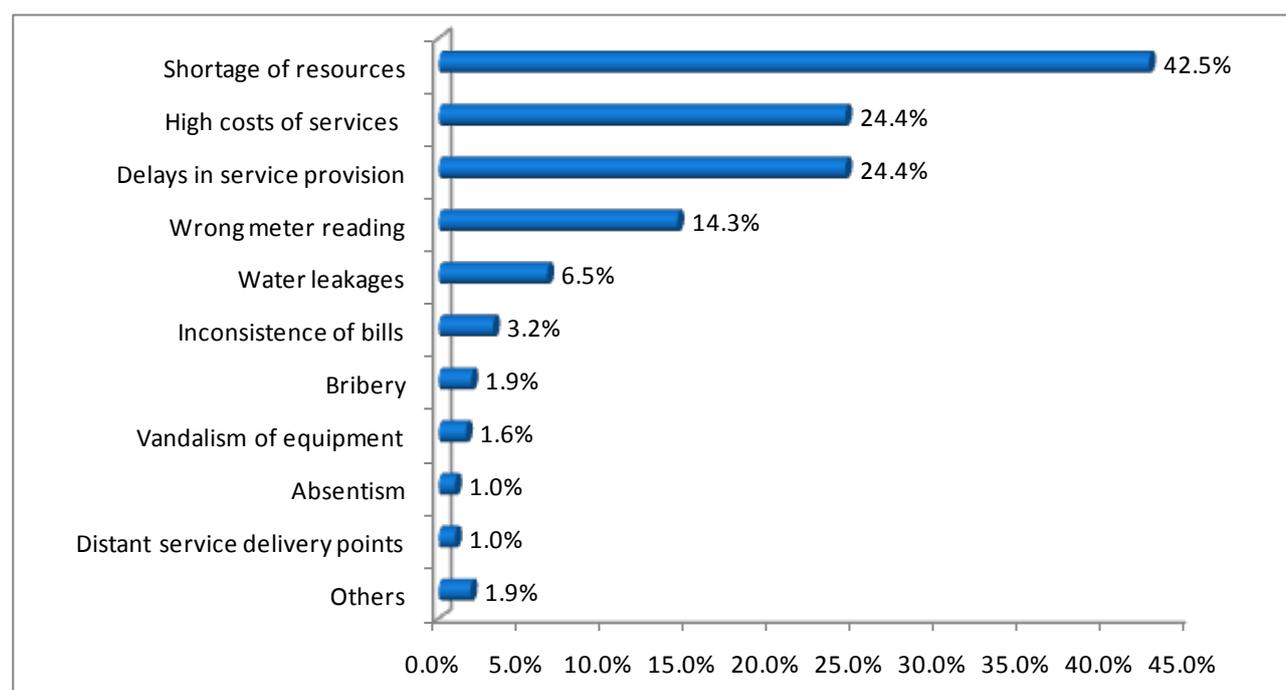
3.2.1.2 Prevalence of bribery at Water and Sewerage Companies

In the Nzoia water and sewerage company, there is a probability that 3 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 2 out of 100 respondents who sought a service in the Nzoia water and sewerage company paid a bribe and 2 out of 100 respondents received services after paying a bribe. On average, respondents paid Kshs. 200 to access Nzoia water and sewerage company services. Similar interpretation is inferred to the other water services companies.

Water Institutions	Likelihood	Prevalence	Proportion Served After Bribe Payment	A v e r a g e Size
Nzoia Water and Sewerage Company	3%	2%	2%	200
Nyeri Water and Sewerage Company	7%	2%	2%	800
Kisumu Water and Sewerage Company	4%	2%	6%	300
Nanyuki Water and Sewerage Company	18%	2%	2%	1,000
Narok Water and Sewerage Company	11%	11%	11%	200

3.2.3 Service Delivery Situation in Lands

3.2.3.1 Nature of Complaints

Delay in service provision, bribery and double allocation of land are the most prevalent complaints by service seekers in the lands department. These were reported by 71 per cent, 11 per cent and 6 per cent of the respondents respectively. Figure 12 presents the common complaints at the lands department.

Figure 12: Nature of Complaints at the lands Department
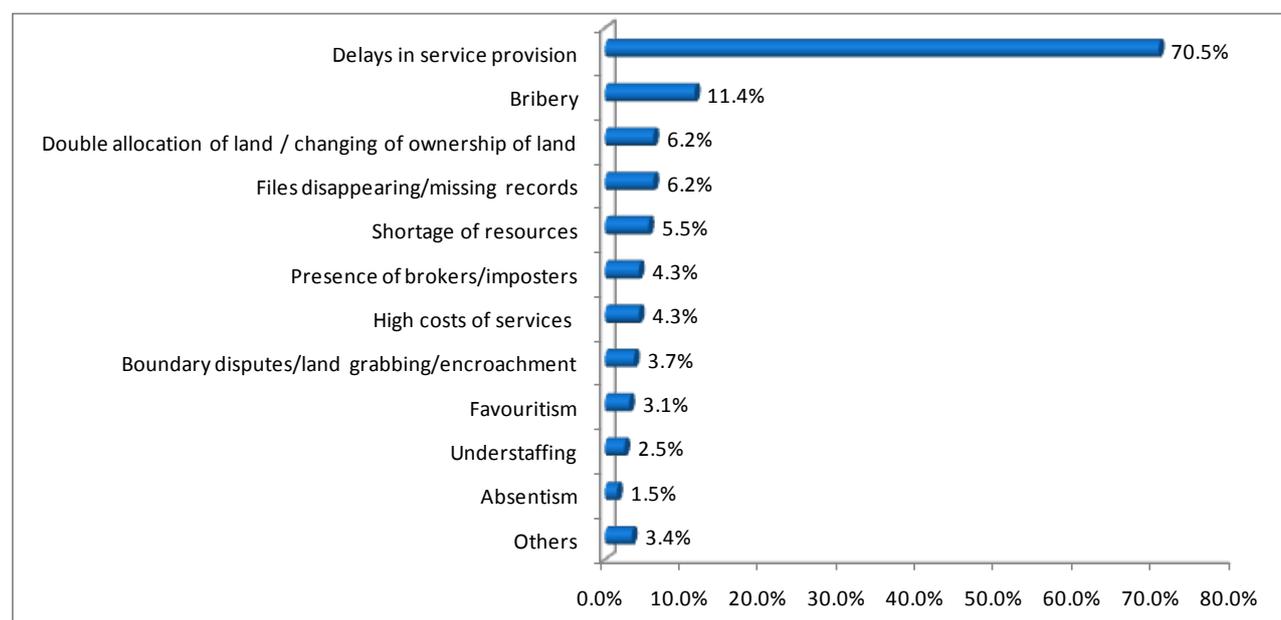
3.2.3.2 Prevalence of bribery at Lands

In the Land Department, there is a probability that 17 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 5 out of 100 respondents who sought a service in the Land Department paid a bribe and 13 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 20,094 to access land services.

Institution	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Lands Department	17%	5%	13%	20,094

3.2.4 Service Delivery Situation in the Judiciary

3.2.4.1 Nature of Complaints

Delay in Service provision, missing files and bribery are the main complaints by service seekers in the Judiciary. This was reported by 73 per cent, 20 per cent and 11 per cent of the respondents respectively. Figure 13 presents the common nature of complaints at the Judiciary.

Figure 13: Prevalent Nature of Complaints on Service Delivery at the Judiciary
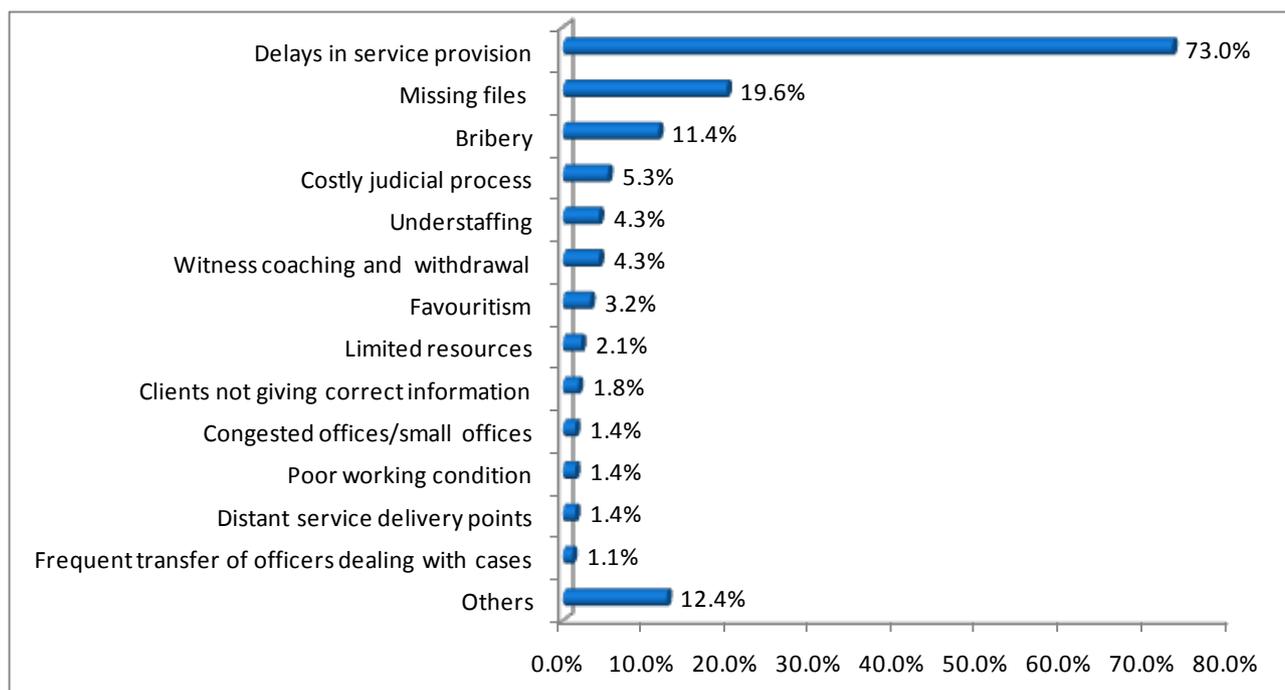
3.2.4.2 Prevalence of bribery in the Judiciary

In the Judiciary, there is a probability that 8 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 2 out of 100 respondents who sought a service in the Judiciary paid a bribe and 11 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 35,147 to access judicial services.

Institution	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Judiciary	8%	2%	11%	35,147

Tukomeshe Ufisadi, Tuijenge Kenya

3.2.5 Service Delivery Situation at the Health Facilities
3.2.5.1 Nature of Complaints on Service Provision
Delay in Service provision, shortage of supplies and understaffing are the main complaints in health facilities. This is as reported by 50.7 per cent, 38.5 per cent and 7.5 per cent of the respondents respectively. Other complaints are presented in Figure 14.

Figure 14: Complaints in Service Delivery at Health Facilities
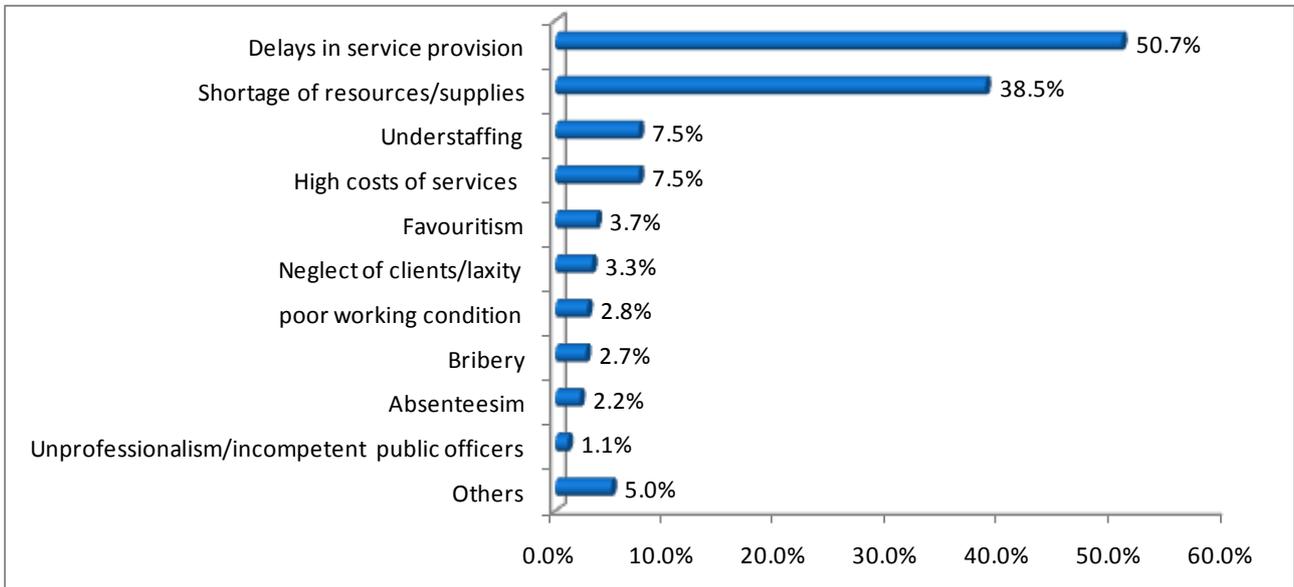
3.2.5.2 Prevalence of bribery in Health Facilities
In the public health department, there is a probability that 10 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 8 out of 100 respondents who sought a service in the public health department paid a bribe and 10 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 1,883 to access public health department services.

Institutions	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Public hospitals	6%	3%	5%	1,890
Public Health Department	10%	8%	10%	1,883

3.2.6 Service Delivery Situation at the Registrar of Persons Department
3.2.6.1 Nature of Complaints on Service Provision

Delay in Service provision, clients not giving correct information and bribery are the three most prevalent complaints at the Registrar of Persons department. This is as reported by 83.7 per cent, 8.4 per cent and 8 cent of the respondents respectively. Other forms of complaints are as presented in Figure 15.

Figure 15: Complaints on Service Delivery at Registrar of Persons Department
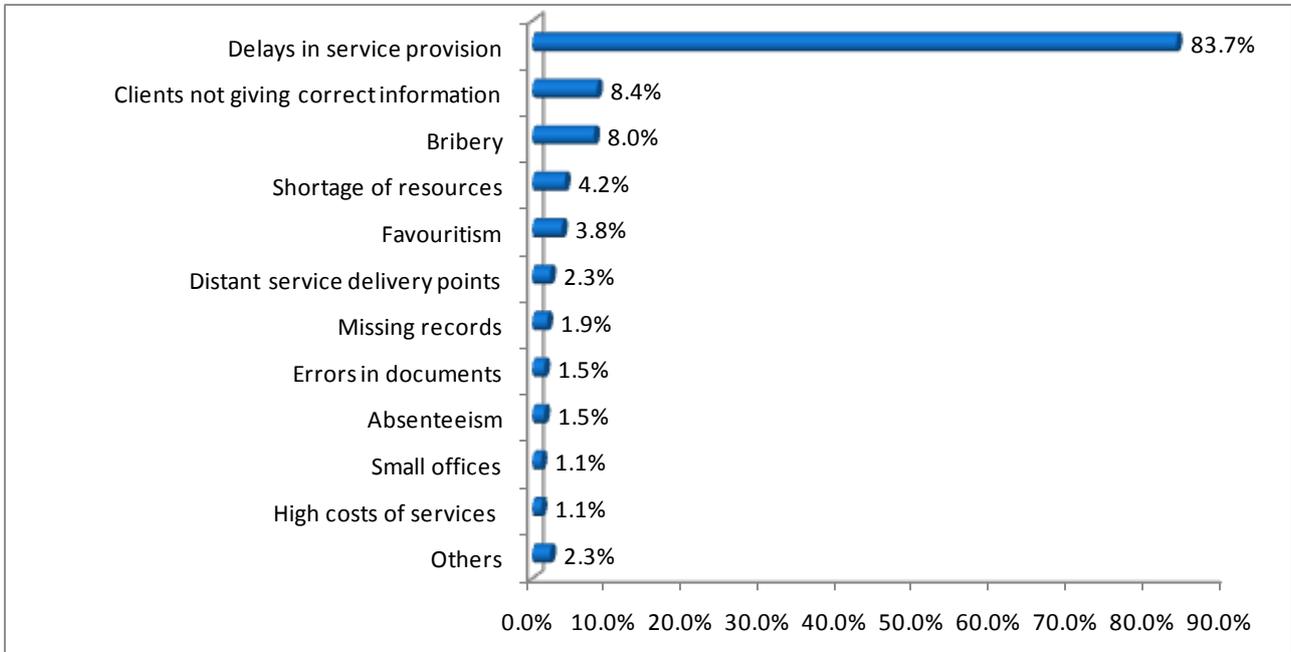
3.2.5.2 Prevalence of bribery in Registrar of Persons Department

In the Registrar of Persons department, there is a probability that 10 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 4 out of 100 respondents who sought a service in the Registrar of Persons department paid a bribe and 5 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 1,193 to access Registrar of Persons Department Services.

Institution	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Registrar of Persons	10%	4%	5%	1,193

3.2.7 Service Delivery Situation at Kenya Revenue Authority (KRA)

3.2.7.1 Nature of Complaints

Delay in Service provision, high cost of services and bribery are the three most prevalent complaints at the Kenya Revenue Authority. This is as reported by 82.2 per cent, 9.3 per cent and 7.6 per cent of the respondents respectively. Other forms of complaints are as presented in Figure 16

Figure 16: Nature of Complaints on Service Delivery at the Kenya Revenue Authority
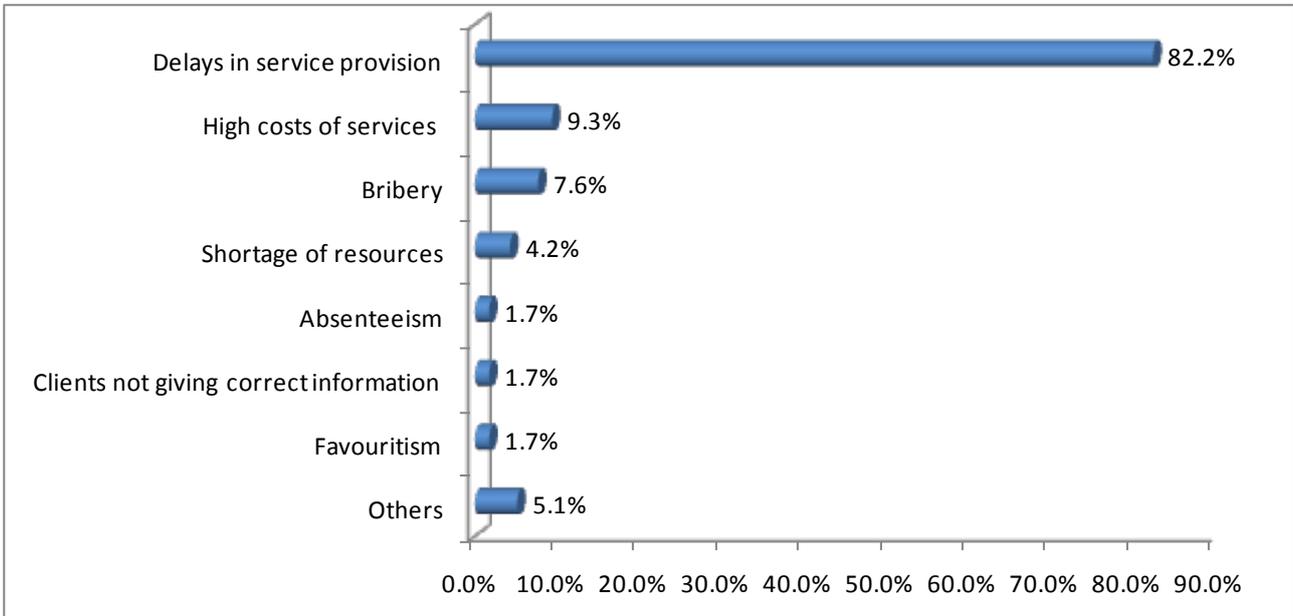
3.2.7.2 Prevalence of bribery at Kenya Revenue Authority

At KRA, there is a probability that 5 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 3 out of 100 respondents who sought a service in the KRA paid a bribe and 5 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 24,967 to access KRA services.

Institutions	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Kenya Revenue Authority (KRA)	5%	3%	5%	24,967

3.2.8 Service Delivery Situation at Civil Registrar Department

3.2.8.1 Nature of Complaints on Service Provision

Delay in Service provision, distant service delivery points and bribery are the three most prevalent complaints at Civil Registrars' offices. This is as reported by 76.5 per cent, 7.1 per cent and 6.7 per cent of the respondents respectively. Other forms of complaints are as presented in Figure 17

Figure 17: Nature of Complaints on Service Delivery at Civil Registrar Department
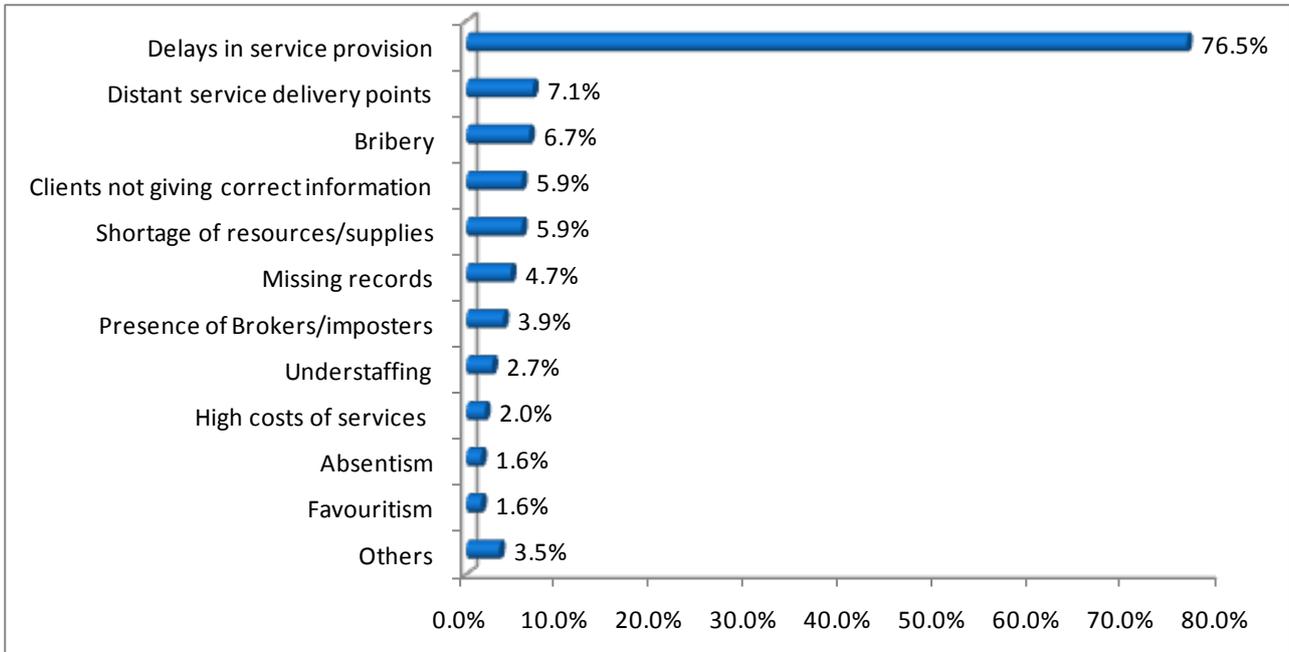
3.2.8.2 Prevalence of bribery at Civil Registrar Department

In the Civil Registrar Office, there is a probability that 13 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 8 out of 100 respondents who sought a service in the Civil Registrar Office paid a bribe and 9 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 1,410 to access Civil Registrar services.

Institutions	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Civil Registrar Office	13%	8%	9%	1,410

3.2.9 Service Delivery Situation at Trade Development and Regulation Department

3.2.9.1 Complaints on Service Provision

Delay in Service provision, high cost of services and bribery are the three most prevalent complaints at trade development and regulations department. This is as reported by 44.1 per cent, 42.2 per cent and 5.9 per cent of the respondents respectively. Other forms of complaints are as presented in Figure 18

Figure 18: Complaints on Service Delivery at Trade Development and Regulations
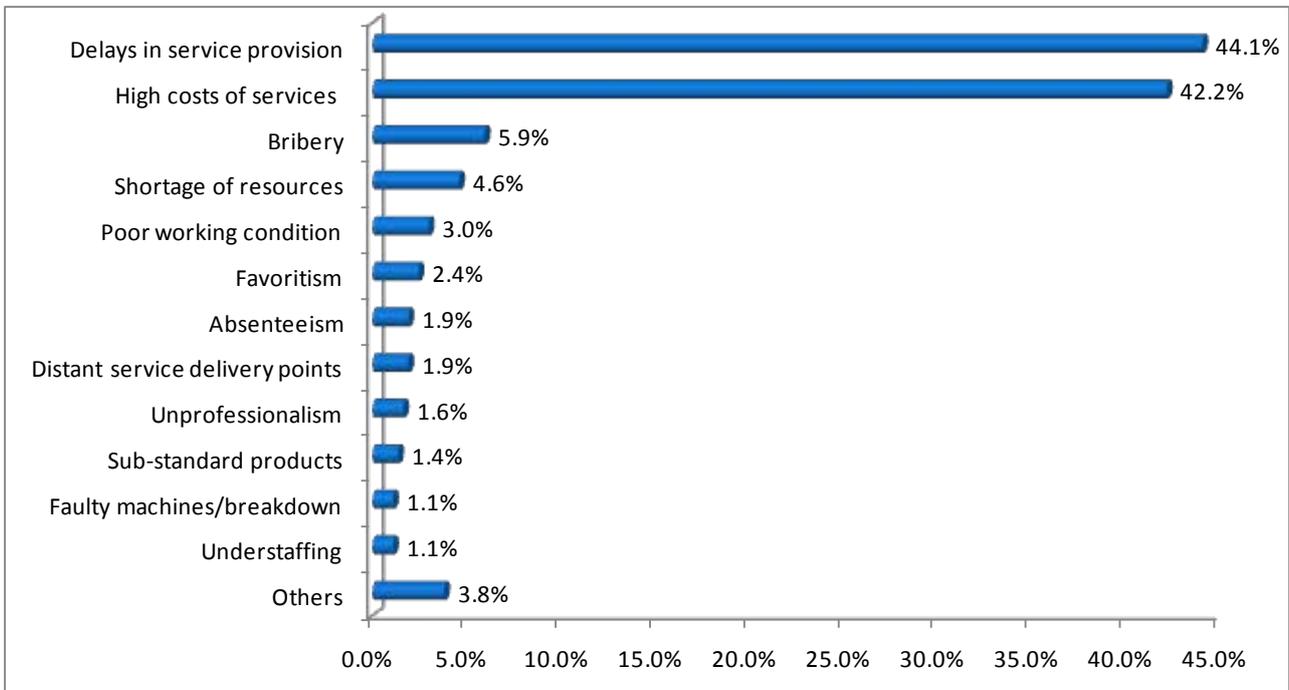
3.2.9.2 Prevalence of bribery at Trade Development and Regulations

In the Trade Development Regulations, there is a probability that 4 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 1 out of 100 respondents who sought a service in the Trade Development Regulations paid a bribe and 2 out of 100 respondents received services after paying a bribe. On average, respondents paid kshs. 3,533 to access Trade Development Regulations services.

Institution	Likelihood	Prevalence	Proportion served after bribe payment	Average size
Trade Development and Regulations	4%	1%	2%	3,533

3.2.10 Service Delivery Situation at County Transport Department

3.2.10.1 Complaints on Service Provision at County Transport

Delay in Service provision, high cost of services and favoritism are the three most prevalent complaints at County transport department. This is as reported by 43.8 per cent, 11.4 per cent, and 8.6 per cent of the respondents respectively. Other complaints are as presented in Figure 19.

Figure 19: Complaints on Service Delivery at County Transport
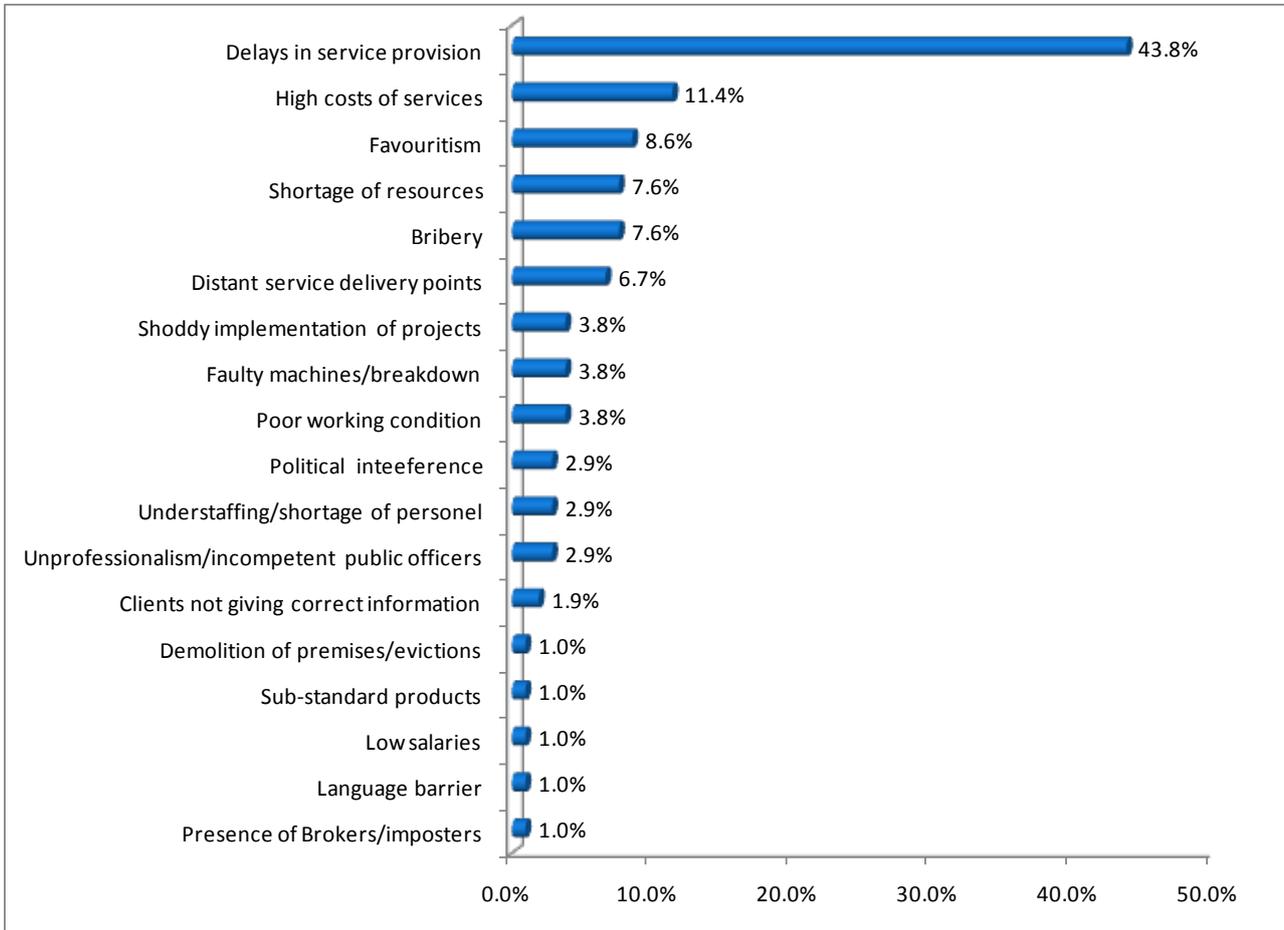
3.2.10.2 Prevalence of bribery at County Transport

In the County Transport there is a probability that 7 out of 100 service seekers are likely to be asked to pay a bribe. In addition, 3 out of 100 respondents who sought a service in the County Transport paid a bribe and 27 out of 100 respondents received services after paying a bribe.

Department	Likelihood	Prevalence	Proportion served after bribe payment
County Transport (County roads and licensing of public service vehicle)	7%	3%	27%

3.2.11 Service Delivery Situation at Constituency Development Fund (CDF) Offices

3.2.11.1 Complaints on Service Provision at Constituency Development Offices

Delay in Service provision, favoritism and shortage of resources are the three most prevalent complaints at the constituency development offices. This is as reported by 49.6 per cent, 25.2 per cent, and 11.3 per cent of the respondents respectively. Other forms of complaints are as presented in Figure 20

Figure 20: Complaints on Service Delivery at Constituency Development Offices
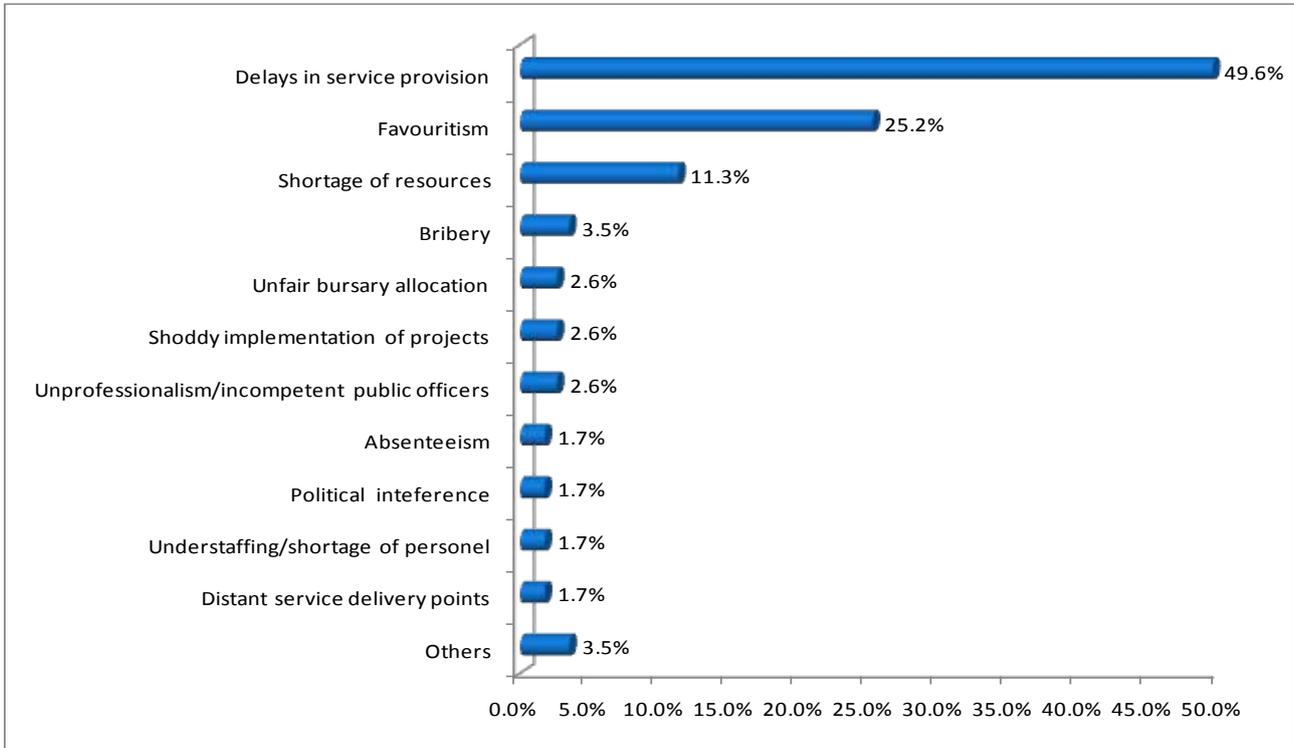
3.3 Prevalence and Average Size of Bribe

From the Survey findings, bribery is the most prevalent form of corruption in public service delivery. It is against this backdrop that this section presents bribery indices to rank counties, institutions and service areas according to prevalence of bribery.

3.3.1 County Rankings on Bribery Demands

Approximately 17.1 percent of the service seekers indicated that a bribe was demanded from them by the service providers as opposed to 82.9 per cent. Among the respondents who indicated that a bribe was demanded, 74.7 percent said it was demanded once, 9.6% was demanded twice, 4.1% thrice, 1.4% four times while 10.2 percent was demanded more than five times. Table 4 presents average times of bribery demand in various counties.

From Table 4, Elgeyo-Marakwet County reported the highest average bribery demands of 3.5 times followed by Migori (3.2 times) and Laikipia (3.1 times) counties respectively. On the contrary, Nyamira, isiolo, mandera, Taita Taveta and Lamu counties reported the lowest average bribery demands of 1 time.

Table 4: County Rankings on Average Times a Bribe was Demanded

Ranking	County	Average Times A bribe was Demanded
1	Elgeyo-Marakwet	3.5
2	Migori	3.2
3	Laikipia	3.1
4	Nyandarua	2.8
5	Kirinyaga	2.5
6	West Pokot	2.3
7	Embu	2.3
8	Bomet	2.2
9	Tana River	2.0
10	Machakos	1.7
11	Kakamega	1.7
12	Kajiado	1.7
13	Murang'a	1.7
14	Narok	1.7
15	Kiambu	1.6
16	Baringo	1.6
17	Bungoma	1.6
18	Garissa	1.5
19	Samburu	1.5
20	Kericho	1.5
21	Kisii	1.4
22	Nyeri	1.4
23	Marsabit	1.4
24	Nandi	1.4
25	Trans Nzoia	1.3
26	Nairobi	1.3
27	Uasin Gishu	1.3
28	Nakuru	1.3
29	Kwale	1.3
30	Meru	1.3
31	Siaya	1.3
32	Kilifi	1.3
33	Vihiga	1.3
34	Mombasa	1.2
35	Kisumu	1.2
36	Homa Bay	1.2
37	Wajir	1.2
38	Kitui	1.1
39	Makueni	1.1
40	Busia	1.1
41	Turkana	1.1
42	Lamu	1.0
43	Taita-Taveta	1.0
44	Mandera	1.0
45	Isiolo	1.0
46	Nyamira	1.0

3.3.2 Average Bribe paid

On average, service seekers paid the largest amount of bribe amounting to Kshs. 11,611 in Mombasa County to access public services. The other two leading counties in terms of the average size of bribe paid are Embu County and Isiolo County with an average size of bribe of Kshs. 11,500 and Kshs. 10,000 respectively. Table 5 presents varied average size of bribe paid in each County in order of the highest to the least amount of average size of bribe paid to access public services.

Table 5: County Rankings on Average Size of Bribe (Kshs.)

Ranking	County Code	Average Size of Bribe
1	Mombasa	11,611
2	Embu	11,500
3	Isiolo	10,000
4	Vihiga	8,600
5	Nyandarua	7,811
6	Nakuru	7,609
7	Machakos	7,295
8	Bungoma	7,221
9	Bomet	7,156
10	Nyeri	7,035
11	Marsabit	6,500
12	Murang'a	5,956
13	Kisii	5,830
14	Nandi	5,738
15	Wajir	5,500
16	Kilifi	5,473
17	Migori	5,283
18	Baringo	5,125
19	Trans Nzoia	5,102
20	Meru	4,595
21	Narok	3,963
22	Kakamega	3,909
23	Kajiado	3,743
24	Busia	3,614
25	Nairobi	3,124
26	Kwale	2,600
27	Siaya	2,575
28	Lamu	2,500
29	Makueni	2,464
30	Kiambu	2,333
31	Uasin Gishu	2,200
32	Laikipia	2,167
33	Kirinyaga	2,025
34	Kisumu	1,867
35	Kericho	1,586
36	Nyamira	1,580
37	West Pokot	1,313
38	Taita-Taveta	1,300

Ranking	County Code	Average Size of Bribe
39	Garissa	1,000
40	Turkana	730
41	Tana River	700
42	Homa Bay	613
43	Mandera	600
44	Kitui	410
45	Samburu	150

The average bribe size is Kshs. 3,789. Average bribe is highest among business respondents at Kshs. 4,400 and lowest among other service seekers at Kshs. 3,109. The findings are as presented in Figure 21.

Figure 21: Average Bribe
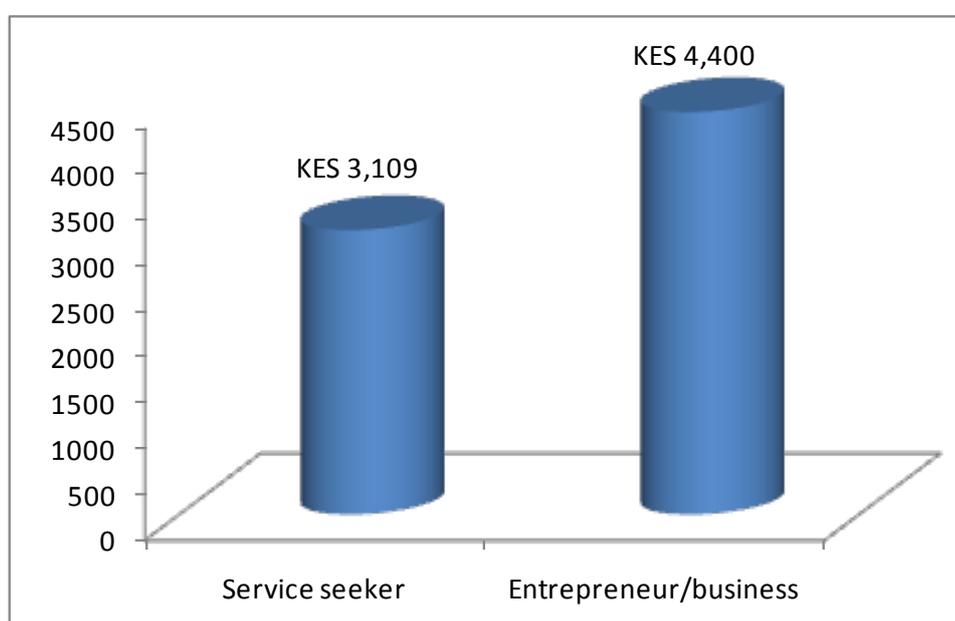
Further analysis of bribery by institutions reveal that on average, service seekers paid the largest amount of bribe amounting to Kshs. 20,067 to access CDF services. The other two leading institutions in terms of the average size of bribe paid are the Kenya Revenue Authority and the Kenya Power and Lighting Company with an average size of bribe of Kshs. 14,671 and Kshs. 13,350 respectively. Table 6 presents varied average size of bribe paid in each institution in order of the highest to the least amount of average size of bribe paid to access services in those institutions.

Table 6: Institutions Rankings on Average Size of Bribe (Kshs.)

Ranking	Institution	Average Size of Bribe (Kshs.)
1	Constituency Development Fund	20,067
2	Kenya Revenue Authority	14,671
3	Kenya Power And Lighting Company	13,350
4	County Transport/Ministry Of Public Works	12,660
5	Judiciary	11,231
6	Ministry Of Youth, Sports And Gender	10,000
7	County Government	8,100
8	Ministry Of Interior And Co-Ordination of National Security	7,667
9	Ministry Of Land	7,494
10	Kenya Police	4,556
11	Public Schools	4,500
12	Trade Development And Regulations	3,533
13	Kenya Film Classification Board	3,500
14	Ministry Of Education	3,333
15	Lake Victoria North Water Services Board	2,000
16	Kenya Airports Authority	2,000
17	Public Hospitals	1,914
18	Public Health Department	1,883
19	Teachers Service Commission	1,700
20	Civil Registrar Office	1,462
21	Ministry Of Agriculture, Livestock And Fisheries	1,225
22	Registrar Of Persons	1,215
23	Nanyuki Water And Sewerage Company	1,000
24	Nyeri Water And Sewerage Company	800
25	County Administrators	732
26	Public Universities	500
27	Copyright Society Of Kenya	500
28	County Veterinary Offices	500
29	National Environment Management Authority	500
30	Kisumu Water And Sewerage Company	300
31	Nzoia Water And Sewerage Company	200
32	Narok Water And Sewerage Company	200

An analysis of bribery by public services/processes reveal that on average, service seekers paid the largest amount of bribe amounting to Kshs. 30,000 to seek funding from either, CDF, County governments, ministry of agriculture or youths. The other two leading services in terms of the average size of bribe paid are electricity connection services and tax remittance services with an average size of bribe of Kshs. 18,333 and Kshs. 16,909 respectively. Table 7 presents varied average size of bribe paid in each service/processes in order of the highest to the least amount of average size of bribe paid to access services in those specific service areas.

Table 7: Services/Processes Ranking on Average Size of Bribe (Kshs.)

Rank	Type of service	Average size of bribe
1	Seek funding (From CDF, County government, Ministry of Agriculture& Ministry of Youths)	30,000
2	Electricity /power connection	18,333
3	Tax remittances/ file returns	16,909
4	Fraud in Payment of Power Bills	14,200
5	Bursary application/follow up	10,333
6	Ante/post-natal services	9,400
7	Title deed application	7,441
8	Tender application/follow up	6,667
9	Bail out /pay bond	6,283
10	Renewal/application for passport	5,667
11	Land search services	5,349
12	Approval for building plans	5,167
13	Court services/processes	4,750
14	Business permit/license application/renewal	4,693
15	Vehicle inspection services	4,667
16	Renewal of driving license	4,340
17	To pay land rates	4,083
18	Road construction	4,000
19	Report a case/incident	3,992
20	Employment	3,229
21	Application/collection of a PSV certificate	2,550
22	Death certificate	1,917
23	Garbage collection	1,500
24	Application /collection of birth certificate	1,219
25	Medication /treatment	1,214
26	Job transfer	1,000
27	Discharge a patient	1,000
28	Id card application/collection	887
29	Fraud on payment of water bill/ connection	814
30	To acquire meeting permit	800
31	KRA pin application	733
32	Search for subsidized fertilizer	725
33	Application for certificate of good conduct	700

Rank	Type of service	Average size of bribe
34	Public health certificate /clearance	575
35	Authenticating weighing machines	500
36	Veterinary services	500
37	Search for Music Copyright Society of Kenya license	500
38	Visiting a patient	442
39	Seeking police abstract	364

3.4 Anti-Corruption Prevention Initiatives In Counties

Under the County Advisory Programme, County Governments are expected to implement the following anti-corruption initiatives: Establish Corruption Prevention Committee (CPC); train Integrity Assurance Officers (IAO); undertake Corruption Risk Assessment (CRA); develop Corruption Prevention Plan (CPP); develop Code of Ethics; develop Customer Service Charter; maintain Gift Register; maintain Conflict of Interest Register; develop Whistle Blower Protection Policy; set up Corruption Reporting Box; and develop Anti-Corruption Policy. The Survey set out to establish the implementation status of these anti-corruption initiatives. Under this theme the Report came up with a checklist to find out anti-corruption initiatives being undertaken by County governments.

Twenty five (25) County governments responded while there was no response from 18 County governments. Four County governments namely: Migori, Kiambu, Taita Taveta and Meru had not established any anti-corruption prevention initiatives. Table 8 presents findings of the various anti-corruption initiatives established by the twenty five County governments.

Table 8: Anti-Corruption Initiatives by the Counties

County	CPC	IAO	Anti-Corruption Policy	CRA	CPP	Service Charter	Gift Register	Corruption Reporting Box	Whistle Blower Policy	Code of Ethics	Conflict of Interest Register
Nairobi	✓	✓	✓							✓	
Mombasa											
Kisumu							✓				
Uasin Gishu	✓	✓	✓	✓			✓	✓		✓	✓
Trans Nzoia											
Bungoma	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Kakamega		✓	✓	✓	✓	✓	✓			✓	✓
Busia	✓					✓					
Nakuru	✓										
Murang'a	✓										
Kilifi	✓										

County	CPC	IAO	Anti-Corruption Policy	CRA	CPP	Service Charter	Gift Register	Corruption Reporting Box	Whistle Blower Policy	Code of Ethics	Conflict of Interest Register
Nyamira	✓										
Elgeyo Marakwet	✓										
Marsabit	✓										
Narok	✓					✓					
Vihiga	✓					✓				✓	✓
Tharaka Nithi	✓					✓					
Garissa											
Mandera								✓			
Bomet	✓				✓	✓		✓		✓	
Nandi											
Migori											
Kiambu											
Taita Taveta											
Meru											

From Table 8 above, of the eleven (11) anti-corruption initiatives, it is clear that Bungoma County has established all the eleven initiatives resulting into 100 per cent achievement. This is followed by Kakamega and Uasin Gishu counties at 82 per cent and 73 per cent respectively. All the other counties were below 50 per cent on the level of establishment of the various anti-corruption initiatives this is as presented in Figure 22. Despite Bungoma County having established all the anti-corruption initiatives, the largest share of bribe (28.2%) was paid in Bungoma County. Kakamega County ranked 5th in the list.

Figure 22: Level of Establishment of Anti-Corruption initiatives by the Counties
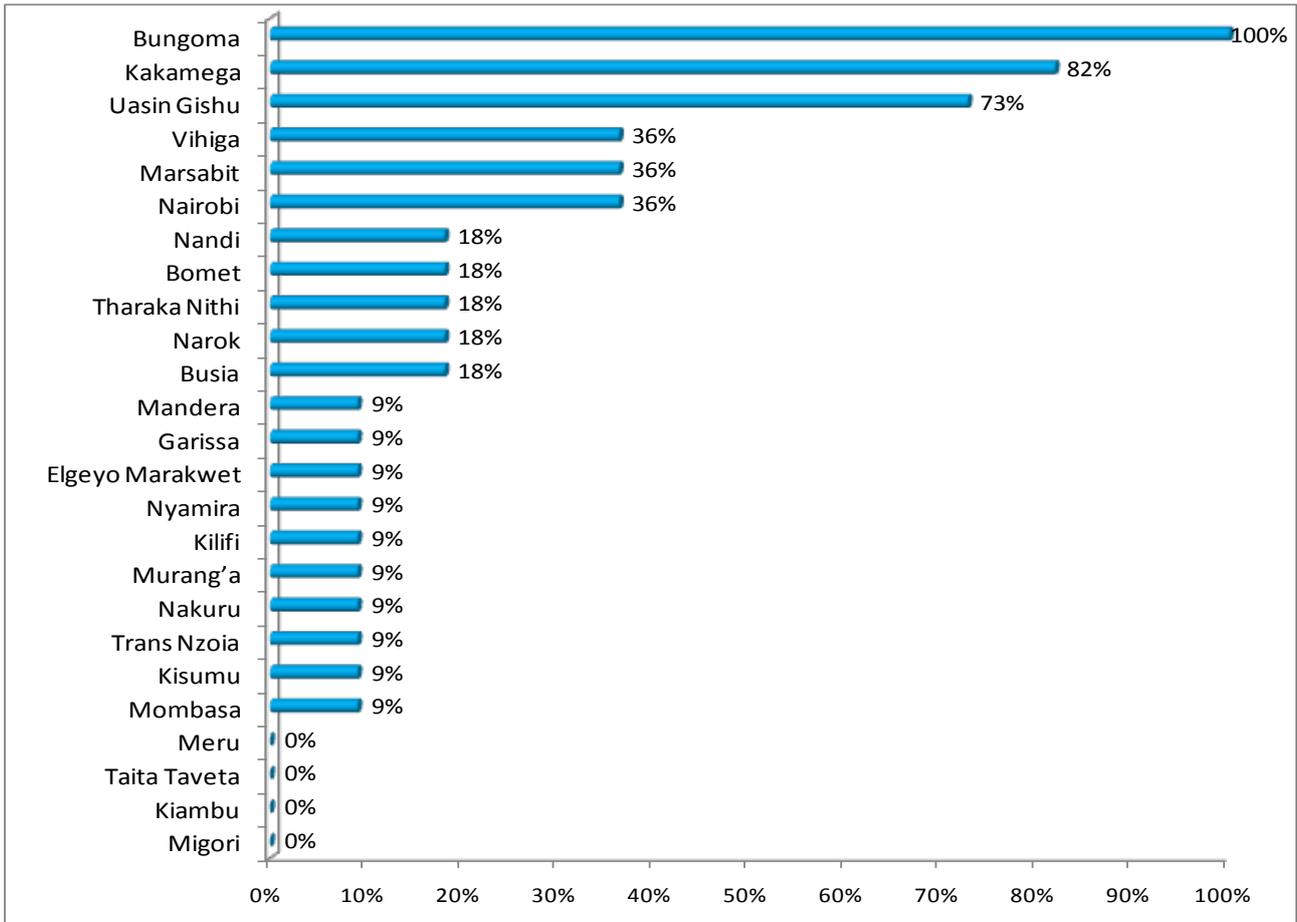
A wide range of anti-corruption strategies were said to be in place in various Counties. Some mentioned existence SMS and email hotline services for reporting cases of corruption. Others talked about anti-corruption reporting boxes and existence of signs and posters located in specific areas also known as corruption free zones. Other strategies mentioned included citizen sensitization forums/campaigns, existence of efficient processes and structures for recruitment, procurement, reporting and advertising as well as staff information exchange forums.

Similarly, electronic cash payment instead of cash was considered a novel way of fighting corruption. Likewise, formation of oversight bodies to oversee employment and procurement as well as continuous audits are some ways used to confront corruption in some counties.

"We have created a mechanism like now all our payments are through IFMIS. That is now to seal corruption loopholes in terms of people dealing with cash, there is no anti-corruption committee, there is no whistle blower's protection policy, we have suggestion boxes and no hotline numbers" (Isiolo County)

"Suggestion boxes, sensitization of the public or education" (Bungoma County),

"Suggestion Boxes, Hotlines, there is no whistle blowers protection policy" (Nyamira County).

"We have contracted a new payment system so that now we don't want our employees interacting with the money" (Nairobi County)

From the Survey findings establishment of anticorruption initiative is inversely proportionate to bribery in a given county. Corrupt practices continue unabated despite the existence of various anti-corruption strategies in the counties. These include anticorruption drop boxes and information education and communication materials as well as efficient structures for recruitment and procurement among others. This calls for enhanced Intelligence led anti-corruption intervention measures and review of preventive strategies.

3.5 Ethics in Public Service

Among the specific objectives of the Survey was to establish incidences and nature of unethical practices that are prevalent in public institutions. This section assesses public officers' knowledge on what entails ethics in the public service and establishes prevalent unethical behavior in public institutions.

3.5.1 Awareness and Compliance of Ethical Conduct by Public Officials

A majority of the Public official respondents (88.4%) reported to be aware of what entails ethics in the public service. Moreover, (78.1%) of them reported the existence of a code of conduct in their institutions. These are as presented in Figures 23 and 24.

Figure 23: Level of Awareness on Ethics in the Public Service
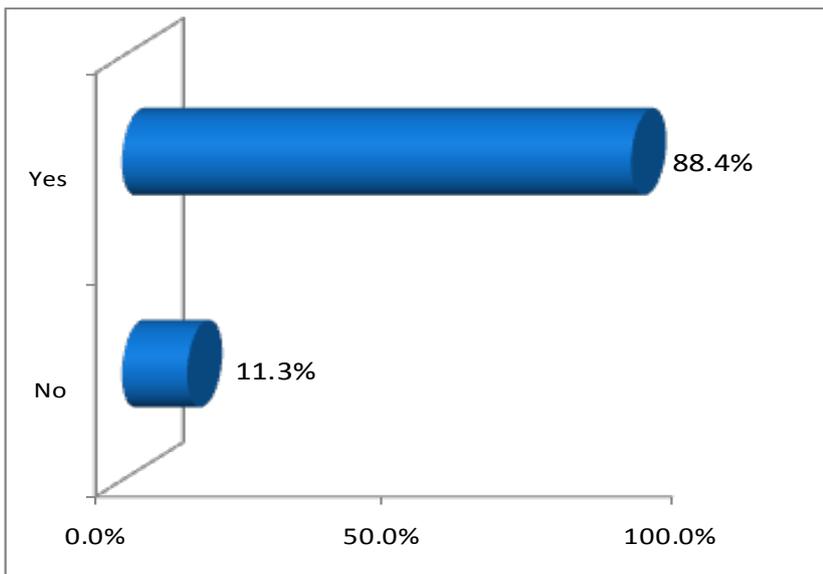
Although public officers provided varying views on what they understood by ethical conduct, there appeared generally to be consensus on the definition of the term. There was consensus across the groups that "ethical conduct" is any form of behavior that encompass honesty, diligence, responsibility, morals, as well as good human relations expected of public servants. For example a participant from Kitui eludes that:

Ethics is what is expected of you by law or its accepted by society as right (what's deemed fit) it should be done without partiality without asking for anything in return after serving the public (Kitui County)

In simple terms ethical code conduct is doing the right things that people embrace (Bungoma County)

Figure 24: Existence of Code of Conduct
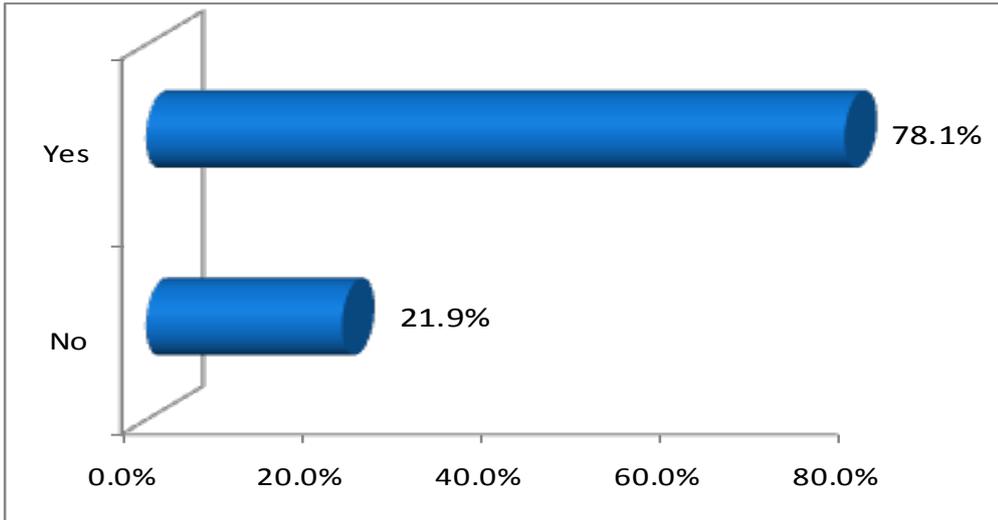
3.5.2 Level of Compliance to Code of Conduct

A majority of public officials (92.6%) confirmed to comply to the written codes of conduct in their institutions while 7.3 per cent reported not to comply with the provisions of institutional code of conduct and ethics. Figure 25 presents level of compliance to codes of conduct by respondents in the public service.

Figure 25: Level of Compliance to the Code of Conduct
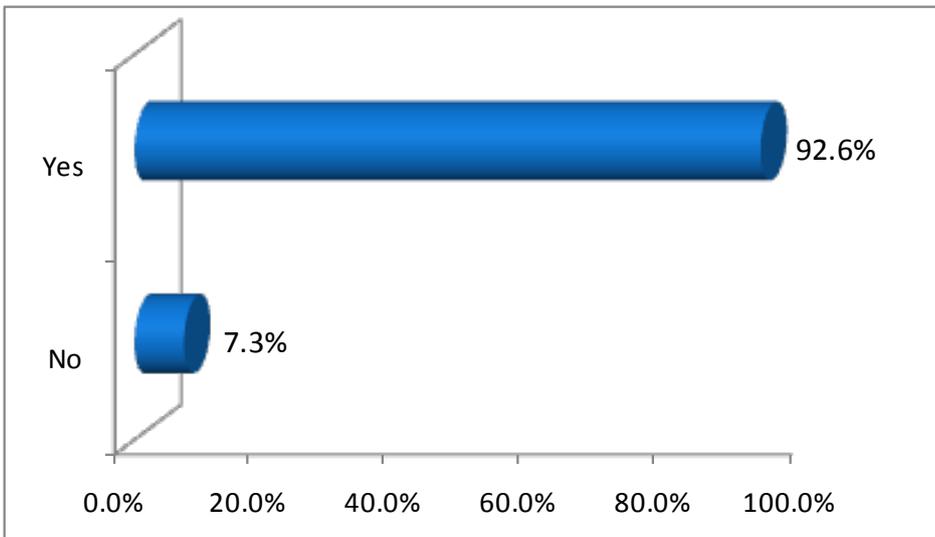
Poor management, poor capacity building and lack of proper induction are the three major reasons why public officials don't comply with the stated organizational values and principles. This is as reported by 19.4%, 17.5% and 16.5% of the respondents respectively. Other reasons are as presented in Figure 26.

Figure 26: Reasons for Noncompliance to Codes of Conduct
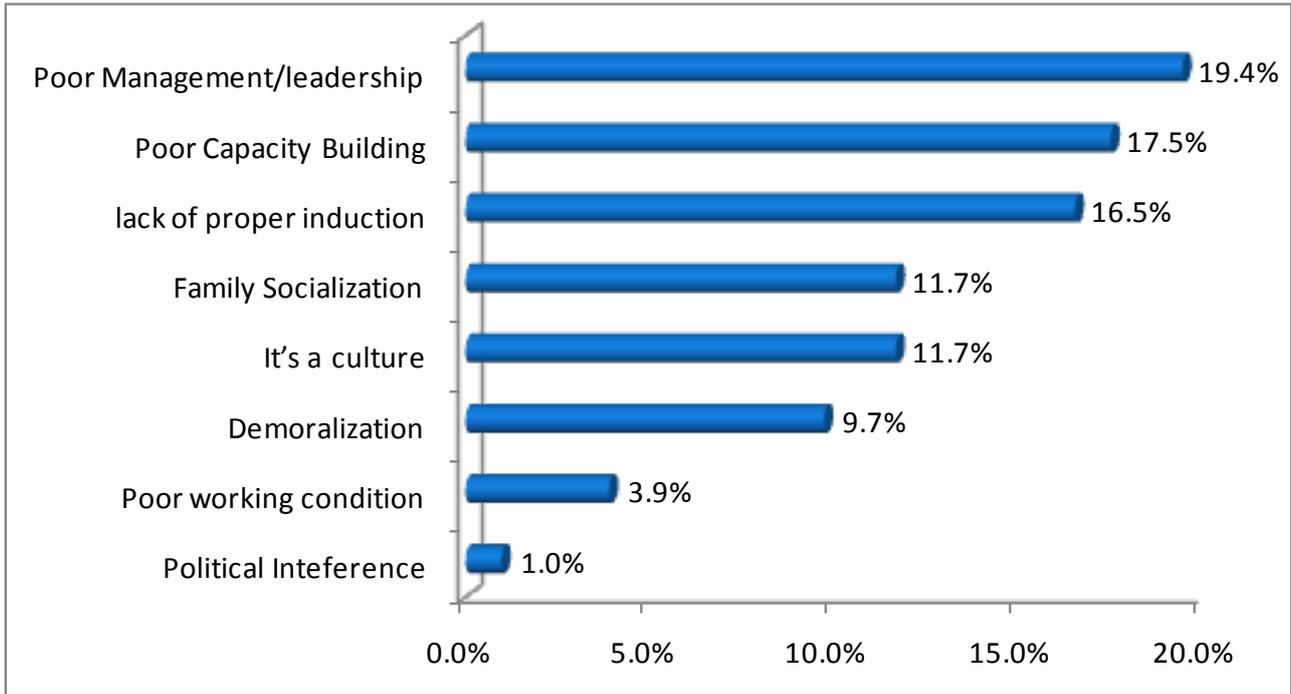
3.5.3 Occurrence of Unethical behavior in the Public Service

Respondents in the Survey were asked if in the past six months they had witnessed unethical conduct by public officers. The Survey established that a majority (60.3%) had not witnessed unethical practices by public officers while 39.7% had witnessed unethical behavior by public officials. This is as presented in Figure 27.

Figure 27:Occurrence on Violation of Ethical Standards by Public Officers
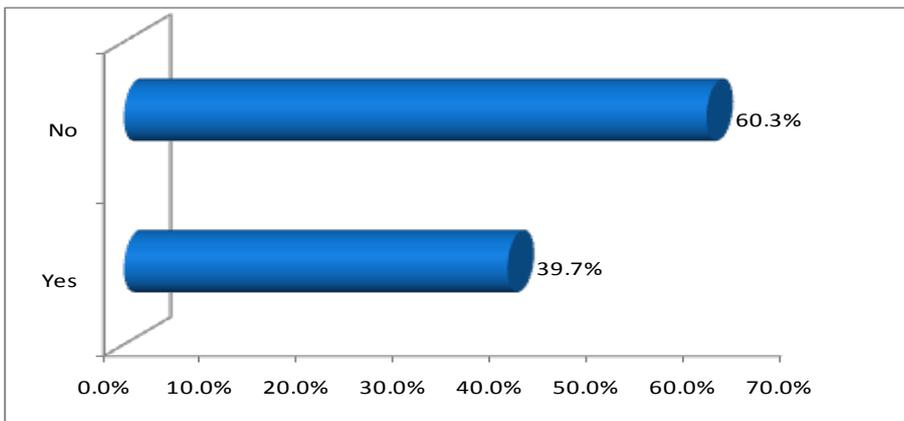
3.5.4 Common Types of Misconduct Witnessed by Respondents

The most common forms of misconduct reported were; Unprofessionalism, delay in service provision and lateness at work place. This was as reported by 22 per cent, 17 per cent and 12 per cent of the respondents respectively. Other forms of misconduct experienced in the public offices were; Use of abusive language, harassment, drunkenness and favoritism among others. Figure 28 presents forms of misconduct witnessed in public offices.

Figure 28: Common Types of Misconduct in Public Offices
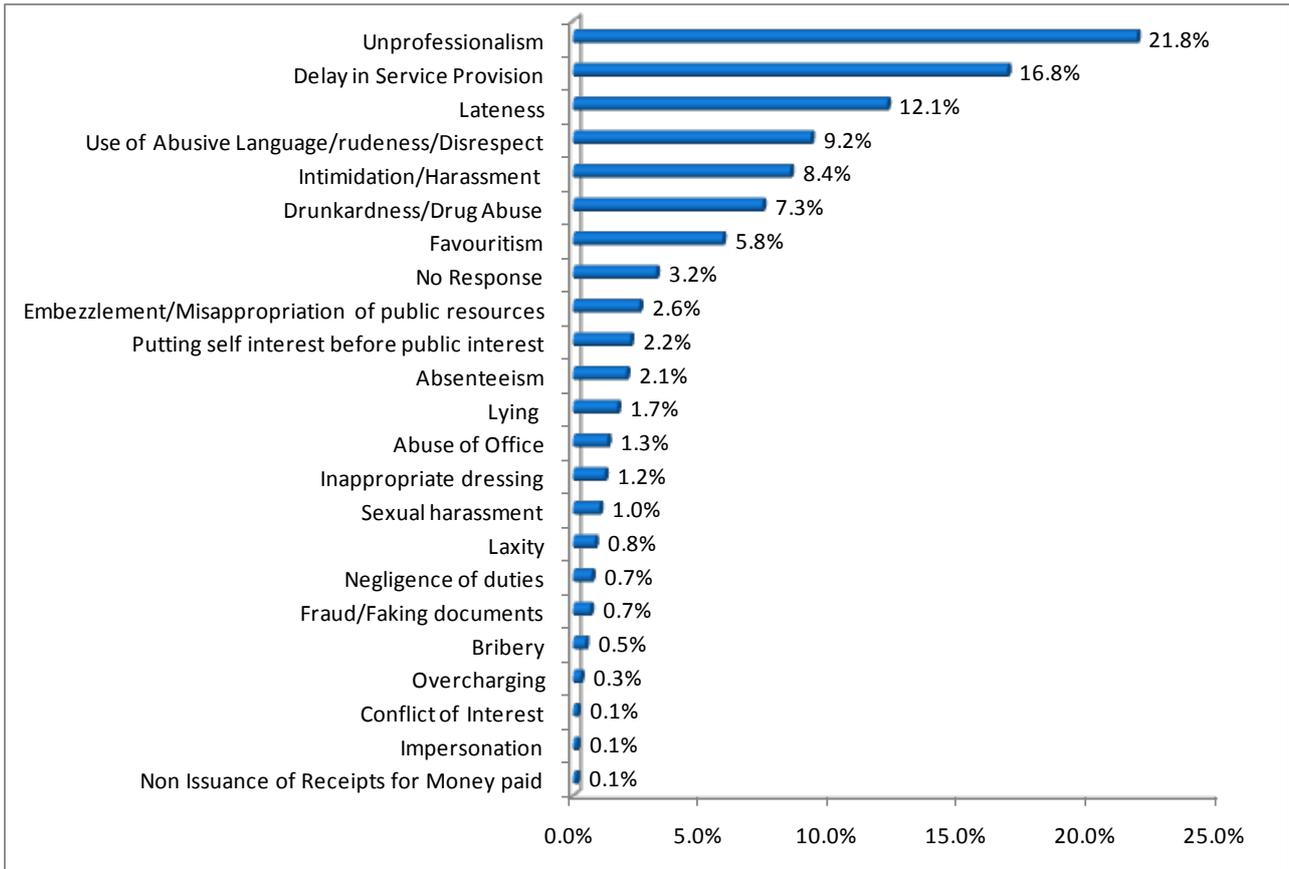
3.5.5 Observed Conduct of Public officials

The main objective of mystery shopping was to assess efficiency in public service delivery and forms of corruption and unethical conduct being practiced in the public service.

3.5.5.1 Forms of Discrimination Observed

Discrimination along tribal lines, favoritism and harassment were the key forms of discrimination observed during the mystery shopping. This was as observed among 21% and 10% of the public officers respectively (see Figure 29).

Figure 29: Forms of Discrimination Observed During Service Delivery
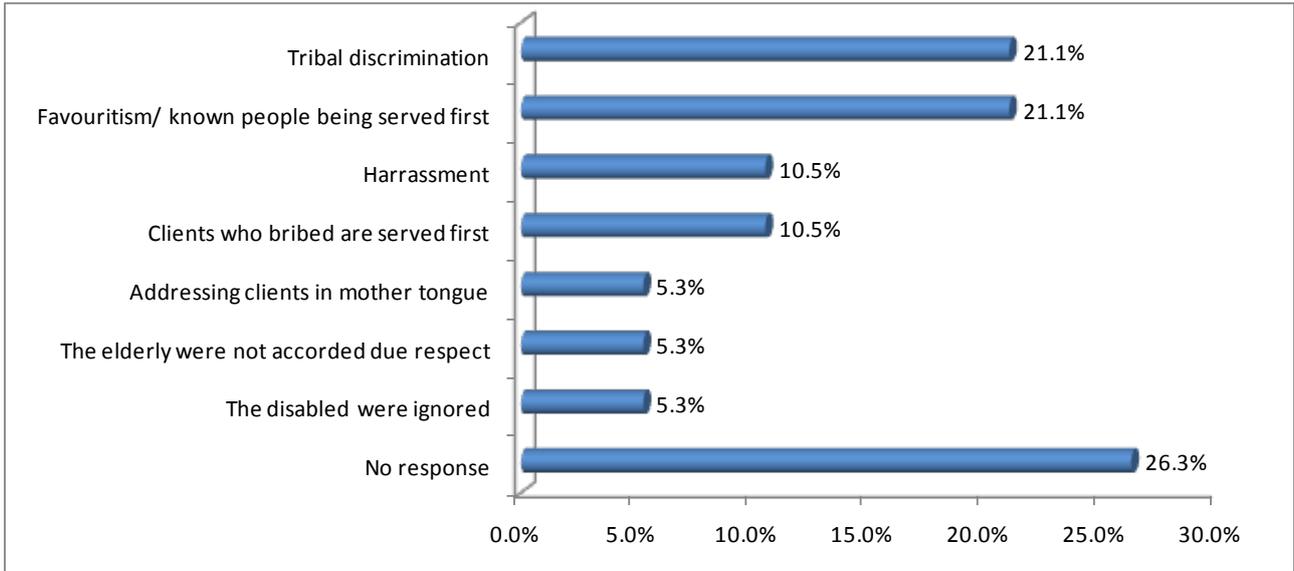
3.5.5.2 Forms of Corruption and Unethical Conduct Observed in Public Service

Laxity, rudeness, lateness and absenteeism were the major forms of unethical behavior observed in public offices. This is as reported by 6.2 per cent, 3.7 per cent, 2.7 per cent and 2 per cent of the observers respectively. This is as presented in Figure 30.

Figure 30: Forms of Corruption and Unethical Conduct Observed in Public Service

Form	Percentage
Reluctance to serve	6.2%
Talking rudely to awaiting service seekers	3.7%
Lateness	2.7%
Absenteesim	2.0%
Sneaking out by employees	1.5%
Leisure during working hours/playing music at the back	1.5%
Extending lunch/tea breaks	1.2%
Early departures from work	1.2%
Favoritism	1.2%
Improper instructions to customers	1.2%
Collussion with brokers	1.0%
Intimidating behavior	1.0%
No proper monitoring in queues	0.7%
Disorganized institution/poor coordination	0.7%
Hawking in the office	0.7%
Inappropriate dressing	0.5%
Discrimination	0.5%
Being impatient with clients who don`t know procedures	0.5%
Abuse of office	0.5%
Coming to work drunk	0.5%
Idle sitting	0.5%
Poor personal hygiene	0.5%
Unnecessary movements to the offices	0.2%
Bribery	0.2%
Smoking at the service area	0.2%
Burning of cds/ dvds	0.2%
No indicators showing different offices	0.2%
Abscoding duties	0.2%
Poor public relation by security	0.2%
Lack of courtesy	0.2%

3.5.6 Opinion Regarding Guidance to Public Service on Ethical Conduct

Public Officer Respondents were asked to state if guidance provided to the public officers on ethical conduct, was adequate and effective. Over 50 per cent believe the guidance is adequate and effective and that ethical conduct is adequately enforced and unethical conduct adequately disciplined. The findings are as presented in Figure 31.

Figure 31: Opinion on Guidance to the Public Service on Ethical Conduct
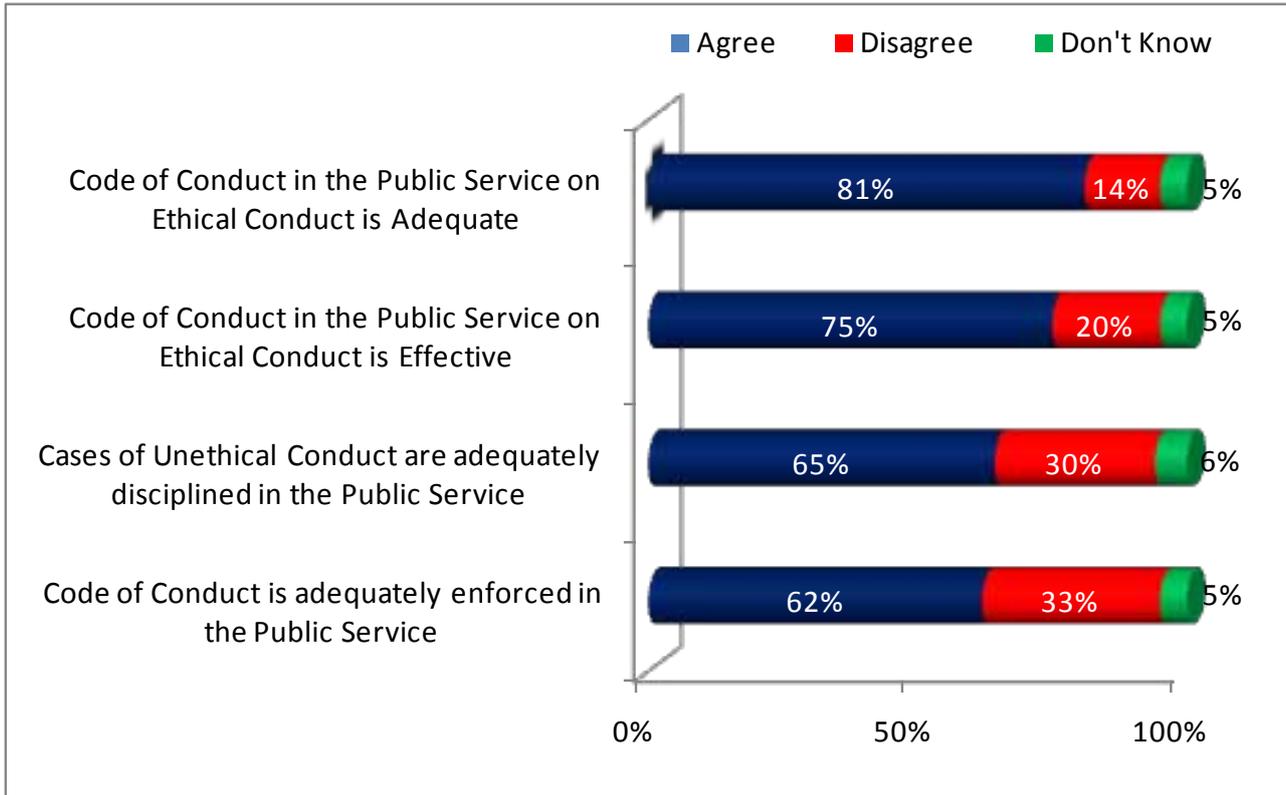
3.5.7 Public Service Areas Most Prone to Unethical Conduct

Health services, police services and County government services are the three service areas most prone to unethical conduct in public service delivery. This was as reported by 20.1%, 18%, and 7.3% of the respondents respectively. Other service areas prone to unethical conduct are as presented in Figure 32.

Figure 32: Public Service Areas Most Prone to Unethical Conduct

Public Service Area	Percentage
Health Services	20.1%
Police Services	18.0%
county Government Services	7.3%
Land services	6.6%
Civil Registry	5.1%
Judicial Services	4.0%
Registration of persons	3.7%
County employment/recruitment	3.6%
Former Provincial Administration	2.2%
Public transport	1.8%
Water services	1.8%
Procurement/ tendering services	1.6%
Administrative Services	1.5%
Public schools/education	1.2%
CDF Services	1.2%
Licencing services	1.1%
Revenue collection/car parking	1.1%
Kenya Revenue Authority	1.1%
Human Resource services	0.8%
Financial Services/treasury/Banking	0.6%
Public Health Services	0.5%
Business Permit/Trade	0.5%
Electricity Services	0.4%
Public Service Commission Services	0.3%
Road Construction	0.3%
Maternal and Antenatal care services	0.2%
Fertilizer and seed Issuance/Agriculture	0.2%
Veterinary services	0.2%
Issuance of Identity Cards	0.2%
Housing Department	0.2%
Government Check Unit	0.1%
National Social Security Fund	0.1%
Environment/Forest services	0.1%
Exports and Imports	0.1%

3.5.8 Reasons for unethical behavior by Public Officers

Poor remuneration, greed and low moral standards are the three major reasons cited for unethical behavior in the public service. This is as reported by 13.4 per cent, 10.1 per cent and 9.1 per cent of the respondents respectively. Figure 33 presents varied reasons in order of the most to the least mentioned reason.

Figure 33: Reasons Behind Unethical Conduct in the Public Service
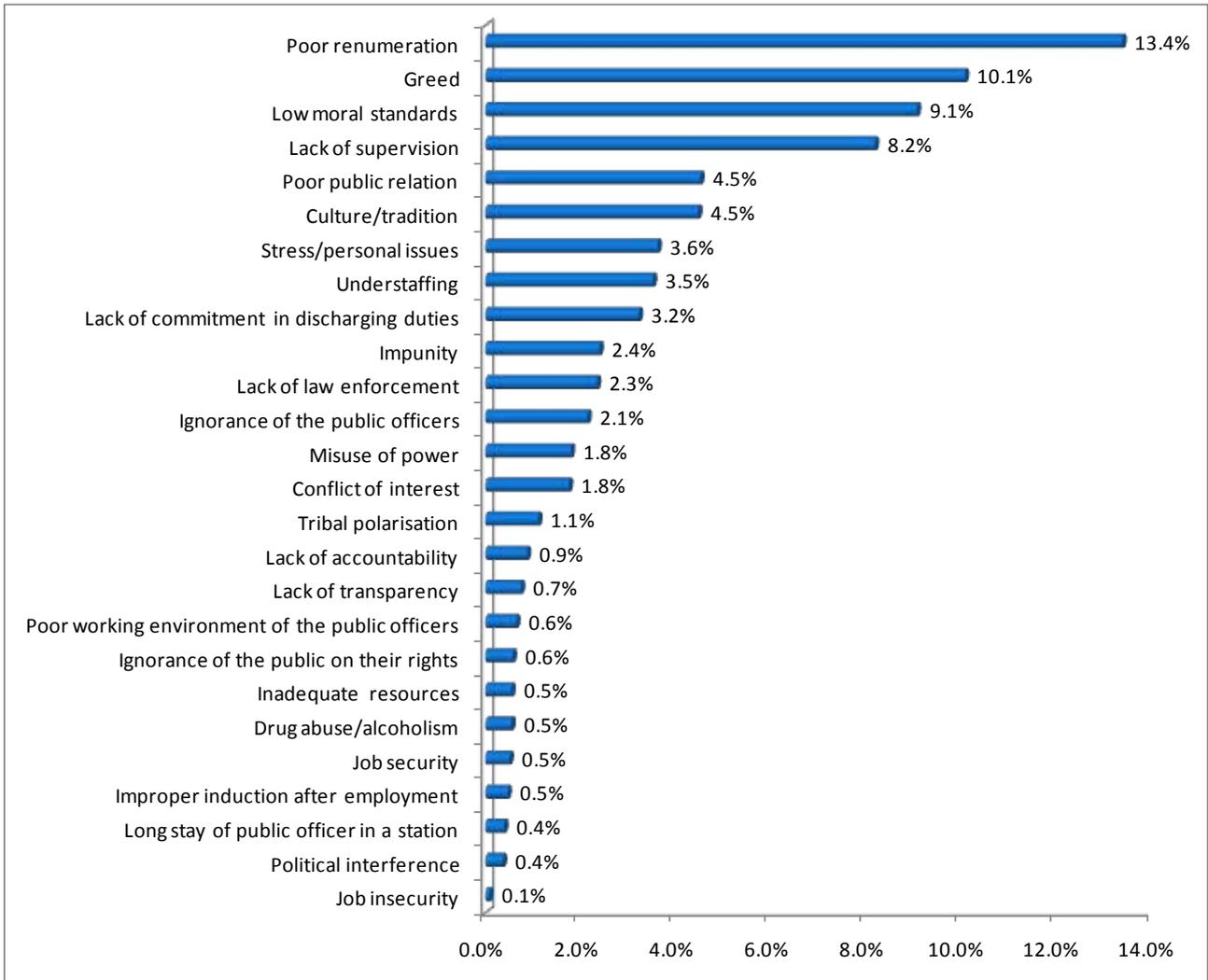
3.6 Effectiveness of the Commission

The Survey sought to establish effectiveness of anti-corruption and ethics initiatives being implemented by County and national governments. This section summarizes the findings on the level of awareness of EACC, attitudes towards EACC service offering, effectiveness of EACC in the fight against corruption and suggestions on how to improve EACC service offering in the country.

3.6.1 Awareness of EACC

Out of the 7343 respondents interviewed in the Survey, 81.7 per cent were aware of EACC. A majority, (93.3%), knew about EACC through the media, 6.2 per cent through the EACC staff, 5.7 per cent through friends while the least (2.9%) knew the Commission from the website (see Figures 34 and 34)

Figure 34: Level of Awareness on the Commission
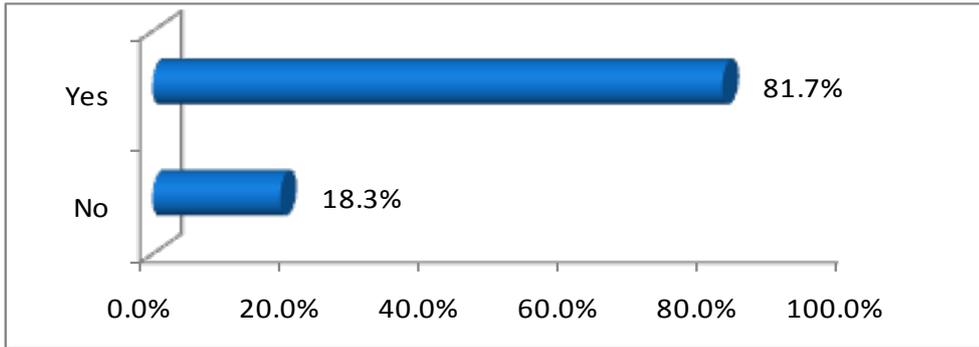
Figure 35: How Respondents Learnt About the Commission
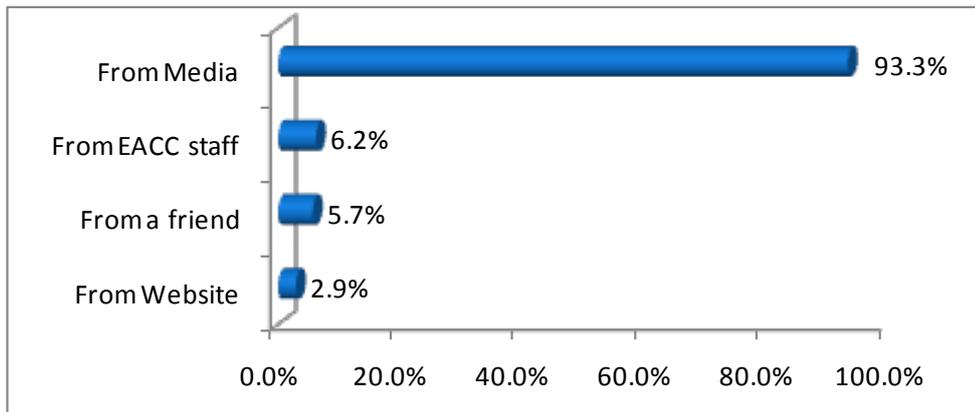
3.6.2 Awareness of EACC Services

A majority of the respondents (79%) are aware of investigation services, followed by preventive services at 68%. The least known service is promotion of ethics and good governance at 23% (see Figure 36).

Figure 36: Level of Awareness on EACC Services
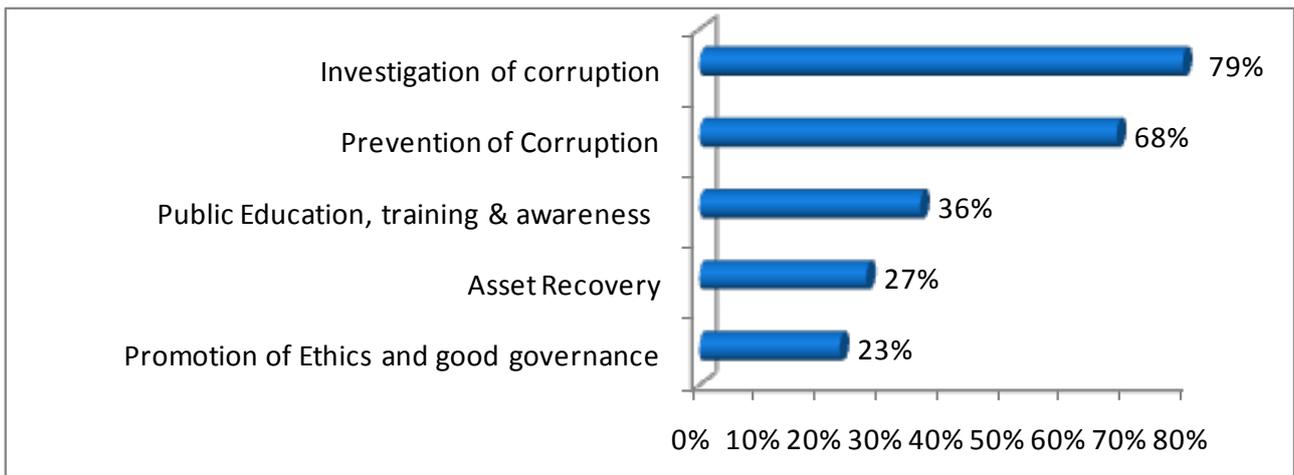
3.6.3 Utilization of EACC Services

Although respondents were aware of EACC, only 21.6 per cent of the respondents reported to have ever utilized the services offered. Nine per cent (8.9%) had utilized services on public education and awareness creation on corruption while 4.4% had utilized investigation of corruption services. However, over 90 per cent of the respondents have never utilized the Commission services as presented in Figure 37

Tukomeshe Ufisadi, Tuijenge Kenya

Figure 37: Level of Utilization of EACC Services
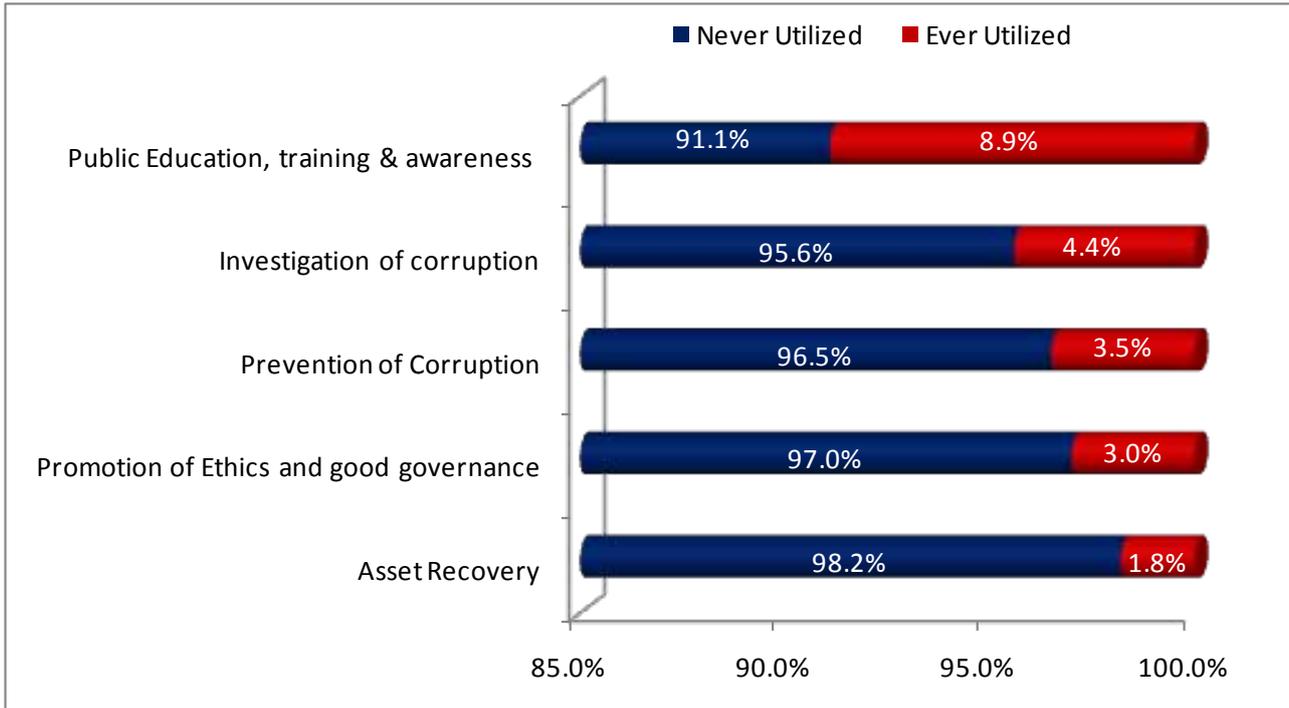
3.6.4 Effectiveness of the Commission in the Fight against Corruption

Most respondents (54.2%) believe the Commission is effective in the fight against corruption while 45.8% believe the Commission is not effective. The two main reasons why the Commission is considered ineffective are: Existence of corruption cases and EACC is not devolved in all counties. This is as reported by 37.3% and 13% of the respondents respectively (see Figures 38 and 39).

Figure 38: Effectiveness of EACC in the Fight against Corruption
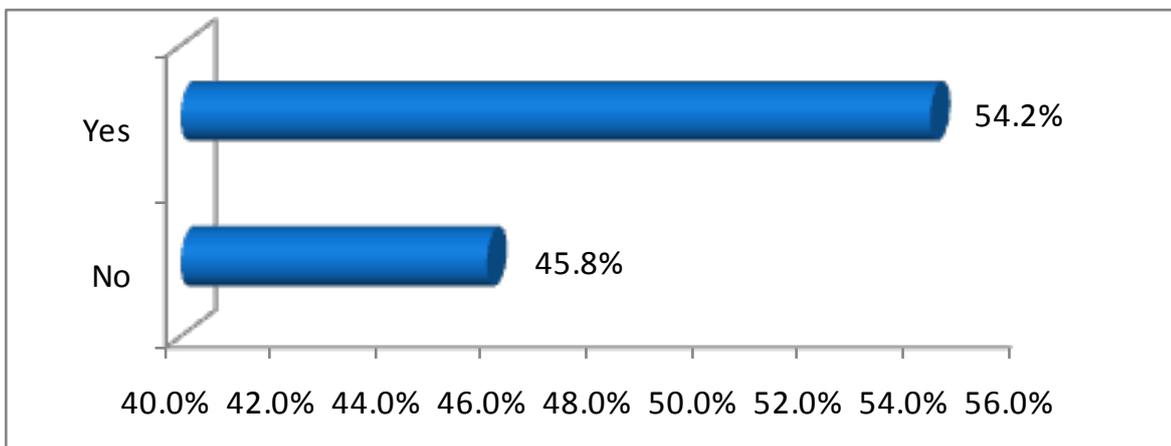
Participant's opinions in the qualitative research were divided as to whether the EACC was effective/not effective in fighting corruption. Nearly half of the participants felt that EACC was effective while another half felt that it was not effective in dealing with corruption cases in the counties and country as a whole. Those who felt that the EACC was effective in confronting corruption cited cases where the anti-corruption body unearthed major scandals and taking some of the perpetrators to court. Recovery of assets from corrupt individuals is also an area the EACC was credited with. Some participants also opined that the investigations on some cases by the EACC have brought visibility to some hitherto hidden cases. In addition there were suggestions that the EACC has been actively involved in targeted community sensitization in some counties. This was viewed as a good strategy that would eventually empower the public.

Other respondents also credited the EACC with guiding the organization of efficient procurement, tendering and recruitment processes in some counties.

"I am very happy about EACC" (Samburu County).
"Their anti-corruption strategies in place had helped in curbing corruption to some extent. Giving the country hope that the corruption menace can be fought and reduced. Investigations have unearthed many scandals"

"....they have tried, It`s quite effective.. We have also the methods they are adopting in placing officers in various places. The element of them carrying out service. it amounts to an effective body" (West Pokot County)

However some participants felt that the EACC was not effective in fighting corruption because it avoided wading into major scandals. Those who held this opinion felt that there is no breakthrough in the big cases of corruption. A general feeling that cut across the narratives was that the EACC only targets underlings otherwise known as "small fish" as opposed to the "big fish" who are perceived to be the main perpetrators and facilitators of mega corruption in the country. In view of this some participants felt that the EACC doesn't have the capacity to prosecute cases while others felt that the inefficiency in prosecuting cases is brought about by political interference. In addition there was a general feeling among participants that the EACC presence in the counties is weak, essentially the lack offices and staff in the counties was a big concern to some participants.

We never hear of reports after arresting or investigations of cases. It should tackle big cases and arrest big fishes but they can't due to protecting themselves from political backlash (Kitui County).

Honestly not effective due to political interest, not effective (Bungoma County).

Not effective in recovery of assets, no proper whistleblowers protection service, Lack of facilitation of various volunteers and Anti-corruption set ups, it hasn't been transparent, it has corrupt officers i.e. they lack professionalism and confidentiality. (Taita Taveta County)

Further to the above sentiments, participants reported that the EACC should operate as a self-sustaining entity in order to meet its core objective of confronting corruption in Kenya. Although EACC is constrained in a number of ways it has made remarkable progress in the fight against corruption, including recovery of assets from individuals implicated on corrupt practices.

Figure 39: Reasons Why the Commission is Ineffective in the Fight against Corruption
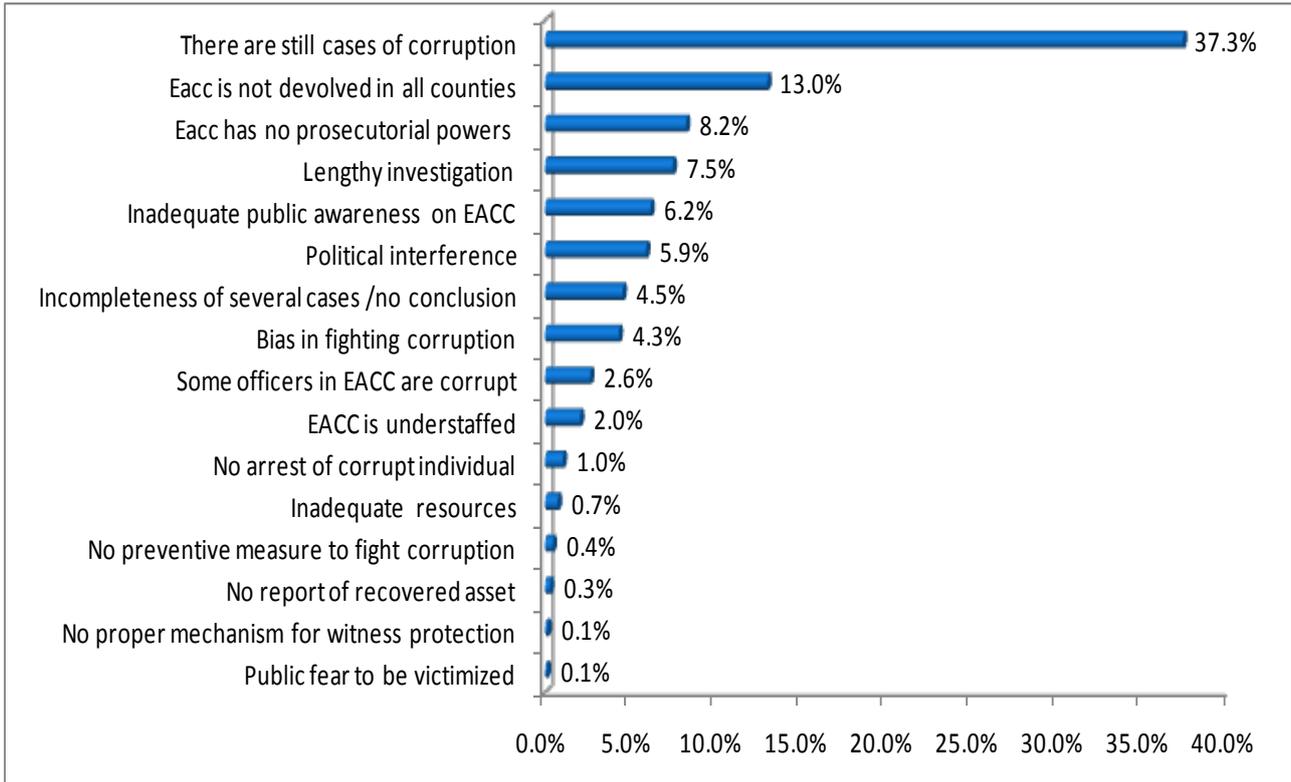
3.6.5 Suggestions to Combat Corruption

Increased public awareness, severe punishment on corrupt public officers and better remuneration are the three key suggestions to enhance the fight against corruption in the country. This is as reported by 31.9%, 21.6% and 17.5% of the respondents respectively (see Figure 40)

Figure 40: Suggestions to Fight Corruption in the Country

Suggestion	Percentage
Increase Public awareness & sensitization	31.9%
Severe punishment to corrupt public officers	21.6%
Better remuneration/awards/promotions	17.5%
Devolve EACC to county levels	8.1%
Close supervision of public officers/projects	6.3%
Automation of processes	6.0%
Training of public servants	4.8%
Clear reporting channels	4.6%
Employment of more staff	4.6%
Employ people of integrity	4.5%
Ensure compliance to rules, laws and regulations	4.1%
Use top down approach to fight corruption	3.4%
Employ qualified staff/professionals	2.8%
Introduce anti-nepotism/anti-tribalism campaigns	2.6%
Empower eacc to prosecute	2.3%
Reshufflement in public service	2.3%
Put up more facilities	1.8%
Have eacc toll free lines availed in all public offices	1.7%
Auditing of documents	1.7%
Introduction of ethics in school curriculum	1.6%
Clear procurement and tendering procedures	1.1%
Vetting of public servants	1.1%
Develop a whistle blower protection policy	0.9%
Install surveillance cameras in public offices	0.9%
Follow up on reported corruption cases	0.9%
Prayers	0.9%
Eacc officers should masquerade as service seekers	0.6%
Publicize corruption affairs	0.5%
Random visits by eacc staff in public offices	0.5%
Reduce heavy fines and license charges	0.4%
Service charters should be availed to the public	0.4%
Freeze assets of corrupt individuals	0.3%
Focus on the private sector/ involve other stakeholders	0.3%
Constant evaluation of public employees and projects	0.3%
Improve interdepartmental communication	0.2%
Avail suggestion boxes & an Independent body to open	0.2%
Review code of conduct	0.2%

Suggestions were given by participants in the qualitative research to enhance delivery of services and uphold public servants ethics and integrity. These included proper procedures and structures in procurement, recruitment, accountability and close collaboration with EACC. Participants further suggested customer centered public services, creation of hotline services, whistleblower programs, taking action against bogus whittle blowers, creating community and staff awareness's and putting up CCTV cameras in key strategic areas.

Other suggestion included the devolution of EACC services, strengthening the EACC to have power to prosecute, establishing County offices, focusing on prevention rather than prosecution and enhancing information sharing through reports and brochures.

"If possible the Commission should consider having an office in every County and an officer co-coordinating, you should be funded to hire more officers, and have offices at the County level faster discharge of its mandate" (Nyandarua County)

"Bring the offices here first and provide the money in these offices, and put structures" (Nyamira County).

Specific comments by participants in the FGDs and in-depth interviews to strengthen the EACC were as follows:

- Community sensitization: There should be broader awareness and sensitization of the community on matters of corruption.
- Organizational structure: EACC should be devolved to ensure their presence in all the forty seven counties.
- Legal status: The EACC should be given prosecutorial powers to ensure that there are no gaps in the dispensation of justice.
- Establish hotlines and corruption reporting boxes: Telephone hotline numbers, emails and SMS lines, corruption reporting boxes and posters should be created to enhance communication /reporting of corruption cases

- Ensure efficient structures are in place: Existence of efficient processes and structures for recruitment, procurement, reporting, advertising and staff information exchange forums can greatly improve the fight against corruption.

- Ban cash payments: There should be radical reform from handling cash to electronic cash transfer/payments in public institutions

- Establishing an oversight body: Formation of stakeholder committees for overseeing employment and procurement issues is essential in tackling graft

- Continuous monitoring: There is need for continuous monitoring of County activities and services.

Chapter *4*

Conclusion and Recommendations

This chapter summarizes the Survey findings, gives the conclusions derived from the Survey and finally comes up with recommendations based on these findings.

4.1 Conclusion

The Survey findings established that corruption levels are high at both national and County governments with common form of corruption being bribery, favoritism, abuse of office and procurement irregularities. Based on actual experience, the following public service areas/process with the highest prevalence of bribery were bail/payment of bond; approval for building plans; reporting an incident; seeking a police abstract among others. This high level of corruption in both national and County governments is attributed to a rise of bribery cases, misappropriation/ embezzlement of public funds, and political interference among others. The study further established there is lack of knowledge on corruption and legislation by both members of the public and public officers.

A majority of public officials were aware of what entailed ethics in the public service and they also reported to comply with the codes of conduct in their respective institutions. Of the few who reported not to comply with the laid down rules key reasons cited were: Poor management, poor capacity building and lack of proper induction. The common forms of misconduct in the public service were unprofessionalism, delay in service provision and lateness at work place. Health services, police services and County government services are the service areas most prone to unethical conduct. Poor remuneration, greed and low moral standards are the major reasons cited for unethical behavior in the public service.

At County government, the Survey established that implementation of anticorruption initiative is inversely proportionate to bribery in a given county. Therefore calling for enhanced Intelligence led anti-corruption intervention measures.

Corruption is thriving because of weak laws, poor enforcement, political interference, and lack of adequate knowledge among the public. Rampant cases of corruption are attributed to outdated laws and weak anti-corruption laws and their enforcement. Similarly, political interference in some cases leads to a travesty of justice. Either the cases don't take off or shoddy investigations take place because of political interference. The general public is also poorly equipped to bring public officers to account because of lack of knowledge on issues related to the functioning of the counties and law enforcement.

A wide range of anti-corruption strategies were said to be in place in many counties however the application of the strategies appear to be weak. Some existing strategies include: Hotlines and emails and SMS lines that can be used for communication /reporting corruption cases; Presence of anti-corruption drop boxes and posters discouraging corruption, Citizen Sensitization forums/ campaigns, Electronics payment of services

The important role played by the EACC is widely acknowledged however its functions need to be strengthened. The role the EACC plays in fighting corruption is seen as very important however it is important that it combines prevention and repression tasks, as well as host of others tasks such as verification of wealth, conflicts of interest, incompatibilities, and as well as many corruption related issues. However many factors affect its (temporary or long-term) success. The factors include: guarantees of independence, and absence of political interference, merit-based selection and promotion of staff,

4.2 Recommendation

- **Enhance sensitization and awareness creation**: One of the findings the Survey was lack of knowledge by members of public on issues of corruption. There is therefore need to enhance sensitization and awareness creation on corruption and unethical conduct at the grassroots level to enhance knowledge based and reporting on corruption issues and unethical conduct.

   It was noted that some of the malpractices taking place at public institutions are due to ignorance, therefore, at institutional level, there is need for elaborate induction programmes and enhanced capacity building for public officers to

   Media was identified in the findings as a major source of information on corruption; therefore, it should play an active role in reporting and promoting public understanding and awareness of anti-corruption and ethical conduct. It was noted that some of the malpractices taking place at public institutions are due to ignorance, therefore, at institutional level, there is need for elaborate induction programmes and enhanced capacity building for public officers to effectively and competently discharge their duties. Public awareness through improved quality of information provided to the public and media should also be enhanced.

- **Strengthen partnerships:** There is need to increase institutional cooperation and coordination by signing Memorandum of Understandings (MoUs), Integrity Pacts and organizing joint training and induction programmes for public officers and private sector respectively. Also, strengthen stakeholders support so as to seek for public backing of reform from all leaders of all sectors since political will is difficult to maintain and achieve. This is line with the Survey finding that there is political interference in the fight against corruption.

- **Reengineer Public Process and Procedures:** Public institutions that have been highly ranked in the bribery index should implement results based initiatives to enhance citizen's satisfaction with their service delivery thereby reducing inefficiencies that encourage corruption and unethical behavior.

   There is a need for the public procurement system both at the national and County government levels to be open and transparent in the manner tenders are awarded. Anti-corruption workshops should be conducted for public officials handling tender processes. This is in line with the Survey findings that tender application/follow-ups services received the largest share of bribe compared to other service provision areas. There is need to mainstream anti-corruption strategies in public process and procedures. Therefore, encourage public participation and involvement in development projects to ensure transparency and accountability. At institutional level, there is need for closer monitoring and evaluation of development programmes to ensure value for money and timely completion.

There need to streamline public service process and procedures by adhering to the prescribed process and policies. This will also address the problem of political interferences and other vested interests.

- **Improved and Speedy Law enforcement:** There is need to ensure compliance to the laws, rules and regulations. This calls improved detection, investigation and successful prosecution of cases of corruption and unethical conduct. This will act as: a deterrent; ensure individual responsibility; stem abuse of office; lead to recovery of assets and compensation to the public for loss of assets

- **Need for more Research:** There is need to conduct a County based Survey. Such a Survey will collect data more representative of all functional departments in the County governments. The County based Survey will further map out County government service areas most prone to corruption and unethical conduct. This is line with the Survey finding that on average, service seekers paid the largest amount of bribe to access County government services

- **Enhance EACC Capacity:** There is need to intensify intelligence gathering and speed up investigations since one of the reasons cited as to why the Commission is ineffective in the fight against corruption is the long duration of investigations. In addition, there is need for EACC to carry out more public sensitization on issues of corruption and unethical behavior to stem apathy and ignorance.

At County governments, the Commission should adopt a more Intelligence led anti-corruption initiative to combat the corruption and unethical conduct

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Appendices

Appendix 1: Respondents Distribution by Counties

County	Categories of Respondents for the Survey				Total (*Count & %*)
	Service seeker (*count & %*)	Entrepreneur/ business(count & %)s	National government employee (*count & %*)	County government employee (*count & %*)	
Mombasa	92	58	29	25	204
	45.1%	28.4%	14.2%	12.3%	100.0%
Kwale	58	39	15	14	126
	46.0%	31.0%	11.9%	11.1%	100.0%
Kilifi	97	57	24	29	207
	46.9%	27.5%	11.6%	14.0%	100.0%
Tana River	22	14	6	6	48
	45.8%	29.2%	12.5%	12.5%	100.0%
Lamu	13	5	3	3	24
	54.2%	20.8%	12.5%	12.5%	100.0%
Taita-Taveta	27	18	7	7	59
	45.8%	30.5%	11.9%	11.9%	100.0%
Garissa	62	49	19	19	149
	41.6%	32.9%	12.8%	12.8%	100.0%
Wajir	53	53	18	16	140
	37.9%	37.9%	12.9%	11.4%	100.0%
Mandera	17	7	18	2	44
	38.6%	15.9%	40.9%	4.5%	100.0%
Marsabit	21	15	14	6	56
	37.5%	26.8%	25.0%	10.7%	100.0%
Isiolo	11	9	6	7	33
	33.3%	27.3%	18.2%	21.2%	100.0%

Meru	105	69	37	34	245
	42.9%	28.2%	15.1%	13.9%	100.0%
Tharaka-Nithi	25	14	8	11	58
	43.1%	24.1%	13.8%	19.0%	100.0%
Embu	37	18	18	12	85
	43.5%	21.2%	21.2%	14.1%	100.0%
Kitui	101	62	48	12	223
	45.3%	27.8%	21.5%	5.4%	100.0%
Machakos	105	70	28	25	228
	46.1%	30.7%	12.3%	11.0%	100.0%
Makueni	79	54	25	26	184
	42.9%	29.3%	13.6%	14.1%	100.0%
Nyandarua	55	29	16	15	115
	47.8%	25.2%	13.9%	13.0%	100.0%
Nyeri	58	37	21	17	133
	43.6%	27.8%	15.8%	12.8%	100.0%
Kirinyaga	33	20	16	14	83
	39.8%	24.1%	19.3%	16.9%	100.0%
Murang'a	61	44	25	15	145
	42.1%	30.3%	17.2%	10.3%	100.0%

Kiambu	148	97	40	40	325
	45.5%	29.8%	12.3%	12.3%	100.0%
Turkana	77	22	20	22	141
	54.6%	15.6%	14.2%	15.6%	100.0%
West Pokot	48	24	14	14	100
	48.0%	24.0%	14.0%	14.0%	100.0%
Samburu	19	11	6	6	42
	45.2%	26.2%	14.3%	14.3%	100.0%
Trans Nzoia	56	53	22	17	148
	37.8%	35.8%	14.9%	11.5%	100.0%
Uasin Gishu	83	61	33	21	198
	41.9%	30.8%	16.7%	10.6%	100.0%
Elgeyo-Marakwet	36	20	10	11	77
	46.8%	26.0%	13.0%	14.3%	100.0%
Nandi	62	47	27	16	152
	40.8%	30.9%	17.8%	10.5%	100.0%
Baringo	46	29	10	17	102
	45.1%	28.4%	9.8%	16.7%	100.0%
Laikipia	37	26	12	11	86
	43.0%	30.2%	14.0%	12.8%	100.0%
Nakuru	158	87	33	40	318
	49.7%	27.4%	10.4%	12.6%	100.0%
Narok	70	32	32	23	157
	44.6%	20.4%	20.4%	14.6%	100.0%
Kajiado	59	51	18	16	144
	41.0%	35.4%	12.5%	11.1%	100.0%
Kericho	75	45	32	16	168
	44.6%	26.8%	19.0%	9.5%	100.0%
Bomet	64	44	26	18	152
	42.1%	28.9%	17.1%	11.8%	100.0%

Kakamega	135	89	39	35	298
	45.3%	29.9%	13.1%	11.7%	100.0%
Vihiga	44	38	14	16	112
	39.3%	33.9%	12.5%	14.3%	100.0%
Bungoma	119	75	39	33	266
	44.7%	28.2%	14.7%	12.4%	100.0%
Busia	52	49	26	16	143
	36.4%	34.3%	18.2%	11.2%	100.0%
Siaya	56	46	22	22	146
	38.4%	31.5%	15.1%	15.1%	100.0%
Kisumu	92	54	24	26	196
	46.9%	27.6%	12.2%	13.3%	100.0%
Homa Bay	69	60	29	26	184
	37.5%	32.6%	15.8%	14.1%	100.0%
Migori	66	58	26	11	161
	41.0%	36.0%	16.1%	6.8%	100.0%
Kisii	96	62	36	25	219
	43.8%	28.3%	16.4%	11.4%	100.0%
Nyamira	42	38	22	20	122
	34.4%	31.1%	18.0%	16.4%	100.0%
Nairobi	281	193	59	64	597
	47.1%	32.3%	9.9%	10.7%	100.0%
Total	**3222**	**2152**	**1072**	**897**	**7343**
	43.9%	**29.3%**	**14.6%**	**12.2%**	**100.0%**

Appendix 2: Distribution of Respondents by Category and Department

Department	Category of Respondents				Total (count & %)
	Service seeker (*count & %*)	Entrepreneur (*count & %*)	National government employee (*count & %*)	County government employee (*count & %*)	
The National Police Service/Administrative Police	364	298	212	8	882
	5.0%	4.1%	2.9%	.1%	12.0%
Water and Sewerage Companies (Public works)	231	169	32	182	614
	3.1%	2.3%	.4%	2.5%	8.4%
Lands	284	142	109	54	589
	3.9%	1.9%	1.5%	.7%	8.0%
Judiciary	342	43	155	8	548
	4.7%	.6%	2.1%	.1%	7.5%
Health Facilities	711	461	8	360	1540
	9.7%	6.3%	.1%	4.9%	21.0%
Registrar of persons (Identification Cards)	427	109	190	0	726
	5.8%	1.5%	2.6%	.0%	9.9%
Kenya Revenue Authority	128	99	63	1	291
	1.7%	1.3%	.9%	.0%	4.0%
Civil Registrar office (Births and Deaths)	321	98	161	1	581
	4.4%	1.3%	2.2%	.0%	7.9%
Trade development and regulations	174	644	7	164	989
	2.4%	8.8%	.1%	2.2%	13.5%
County transport	53	38	10	114	215
	.7%	.5%	.1%	1.6%	2.9%
Constituency Development Fund Offices	187	51	125	5	368
	2.5%	.7%	1.7%	.1%	5.0%
Total Respondents	**3222**	**2152**	**1072**	**897**	**7343**
	43.9%	**29.3%**	**14.6%**	**12.2%**	**100.0%**

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