



National Corruption Perception Survey 2008

Kenya Anti-Corruption Commission

(KACC)

Directorate of Preventive Services (DPS)

On the Frontline against Corruption

KACC MISSION STATEMENT

OUR VISION

To be a world class institution fostering zero-tolerance to corruption in Kenya.

OUR MANDATE

To combat corruption and economic crime in Kenya through law enforcement, prevention and public education as stipulated in The Anti-Corruption and Economic Crimes Act, 2003.

OUR MISSION

To combat corruption and economic crime through law enforcement, prevention and public education.

OUR CORE VALUES

Integrity

Professionalism

Fidelity to the Law

Courage

Excellence in service

Teamwork

FOREWORD

The National Corruption Perception Survey measures the extent of corruption as experienced by Kenyans. The Commission undertakes this Survey annually in order to generate and provide reliable information on the scale of corruption and to monitor the trends of corruption over time. Through the Survey, the Commission is able to monitor and evaluate the implementation of programmes targeting the fight against corruption and economic crime in the country. The Survey is therefore important to the Government, the Commission and all stakeholders that have defined roles in the fight against corruption and economic crime in the country. The information generated by this Survey provides the much needed inputs for the formulation of relevant corruption intervention measures.

The Survey findings indicate that the level of corruption in 2008 was higher than what was previously established in the 2007 and 2006 Surveys. The Survey findings also indicate that more Kenyans experienced some form of corruption in 2008 as compared to 2007 and 2006. Besides, the average bribe paid by Kenyans while seeking public services increased to Kshs. 3,664.93 in 2008 up from Kshs. 2,711.46 in 2007. Despite these increases in the level of corruption, most Kenyans (77.8%) are optimistic that the fight against corruption will succeed. This success, as reported by Kenyans, is largely dependent on the effectiveness of the government in tackling poverty, unemployment and improving the economic conditions in the country.

The findings of this Survey therefore reveal enormous challenges that still remain to be addressed if the war against corruption is to be won and the gains made sustained over time. The Commission recognizes the enormous task ahead and calls upon all stakeholders to remain steadfast and committed to successfully slay the corruption dragon that has eaten, weakened and destroyed the foundation and fabric of the Kenyan society.

The Commission, on its part, will forge ahead in executing its mandate of law enforcement, corruption prevention and public education against the backdrop of high public expectation and weakened legal framework to deal with perpetrators of corruption and economic crime and disrupt corruption networks. In this endeavor, the Commission continues to work very closely with all stakeholders, particularly the government and agencies responsible for spearheading various aspects of the fight against corruption and economic crime within the framework of Vision 2030 and its 2008-2012 Medium Term Plan.

In particular, the Commission will continue to pursue individuals engaged in corruption and at the same time deepen its corruption prevention programmes so as to realize higher and better results for the future. The Commission will thus use the findings of this survey to design targeted intervention measures geared towards the realization of the national goals enshrined in the Vision 2030 and the Medium Term Plan. In the same breadth, I would like to encourage government officers and all stakeholders to read and use the findings of this Survey and strengthen their anti-corruption efforts.

Finally, I wish to extend my deepest appreciation to all individuals who supported the Survey. I acknowledge, with gratitude, contributions made by various households across the country who were the main respondents in this Survey, support provided by Staff of the Kenya National Bureau of Statistics and the Ministry of State for Provincial Administration and Internal Security and the active participation of the entire Survey Team and KACC staff.



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LIST OF ABBREVIATIONS AND ACRONYMS

| | |
|--------|--|
| AIDS | Acquired Immune Deficiency Syndrome |
| CBO | Community Based Organization |
| CDF | Constituency Development Fund |
| CSPRO | Census and Survey Processing System |
| DC | District Commissioner |
| DO | District Officer |
| DSO | District Statistical Officer |
| EA | Enumeration Area |
| FBO | Faith Based Organization |
| FGDs | Focus Group Discussions |
| FM | Frequency Modulation |
| HIV | Human Immunodeficiency Virus |
| IDPs | Internally Displaced Persons |
| KACC | Kenya Anti-Corruption Commission |
| KNBS | Kenya National Bureau of Statistics |
| NACCSC | National Anti-Corruption Campaign Steering Committee |
| NASSEP | National Sample Survey and Evaluation Programme |
| NGO | Non-Governmental Organization |
| NHIF | National Hospital Insurance Fund |
| NCPS | National Corruption Perception Survey |
| NSSF | National Social Security Fund |
| PC | Provincial Commissioner |
| PSUs | Primary Sampling Units |
| RAs | Research Assistants |
| SPSS | Statistical Package for the Social Sciences |
| TV | Television |

EXECUTIVE SUMMARY

The main objective of the 2008 National Corruption Perception Survey was to document and measure the extent of corruption in Kenya by analyzing the nature and understanding of corrupt practices as experienced by the public. The Survey thus provides a contextual analysis of the impact of corruption and illustrates how the public experience, conceptualize, and act upon corrupt practices in their daily lives. The Survey also introduces indices to measure knowledge, attitudes, practices and perceptions about corruption. The 2008 Survey was carried out during the months of August and September 2008. In this Survey, 5,342 households across the country were interviewed. This report documents the main findings of the Survey presented according to the key thematic areas and provides various recommendations to strengthen the fight against corruption and economic crime.

(a) Status of Corruption

- i. The level of corruption in the country increased in 2008. 66.7 percent of the respondents in the 2008 Survey felt that the level of corruption in the country was very high compared to 47.9 and 48 percent of the respondents who indicated that the level of corruption was very high in the 2007 and 2006 National Corruption Perception Surveys respectively.
- ii. Taking bribes was identified as the most common form of corruption in the country as cited by 93 percent of the respondents followed by abuse of office (18.1%), extortion (16%), favoritism (14.4%) and tribalism/nepotism (9.1%).
- iii. The survey establishes further that bribery is practiced in most public institutions. Out of the 68.8 percent of the respondents who sought public services, 30.5 percent were asked to pay bribes and of those who were asked to pay the bribe, 15.5 percent made the payments.

- iv. The Survey established a marked increase in the size of average bribe paid by those seeking public services. The average bribe increased to Kshs 3,664.93 in 2008 up from Kshs 2,711.46 in 2007.
- v. Respondents in the Survey indicated that Kenyans were more likely to experience some form of corruption in the Ministry of Internal Security and Provincial Administration. The ministry was cited by 72.2 percent of the respondents surveyed. This was followed by the Ministry of Medical Services (16.3%), Ministry of Lands (13.7%), Ministry of Local Government (12%), Ministry of Basic and Primary Education (9.2%), Ministry of Public Health (8.6%) and Ministry of Immigration and Registration of Persons (7.8%).
- vi. In this Survey, Government Hospitals were ranked as the most corrupt (22.2 percent of respondents) and were followed by the Regular Police (21.8%), Traffic Police (19.3%), Provincial Administration (18.1%), Administration Police (13.2%) and Local Authorities (12.4%) and Lands Offices (8.7%).
- vii. On the causes of corruption, 64.4 percent of the respondents cited poor terms and conditions of work as the leading cause of corruption in Kenya. Other causes cited were; greed/selfishness (53.2%), poverty (37.4%), high cost of living (19.2%), unemployment (17.6%), poor leadership (16.5%) and poor law enforcement or punishment of the corrupt (13.5%).
- viii. Compared to other problems such as poverty, unemployment, unfavorable economic conditions, food insecurity etc, 81.6 percent of the respondents indicated that corruption is a major problem afflicting Kenyans. In the same vein, 57.8 percent felt that corruption is increasing (%) while only 22.3 percent think that corruption is decreasing.

(b) Effectiveness of the Anti-Corruption Efforts

- ix. 42.9 percent of the respondents rank government efforts in the fight against corruption as ‘moderately well’ compared to 40.9 percent who rate it as ‘not well’. Only 8.6 percent rate the efforts as ‘very well’.

- x. The responsibility of fighting corruption should be left to the government as cited by 48.1 percent of the respondents. On the contrary, 47.6 percent of the respondents indicated that it’s the responsibility of everyone to fight corruption. However, 28.2 percent of Kenyans want the Government to take the lead in the fight against corruption followed by the Presidency (20.1%), KACC (17.6%), Community/Everyone (9.8%), the Police (6.6%), Provincial Administration (4.7%) and Parliament (3.6%).

- xi. Respondents had high confidence in Religious Organizations (26.2%), Private Broadcasting Services (25.2%), Kenya National Commission on Human Rights (23.2%), Public Broadcasting Services (22.3%), Kenya Anti-Corruption Commission (22.2%) and the Ruling Coalition (21.1%) in fighting corruption.

- xii. The media is perceived to be the most effective in the fight against corruption. It was rated effective by 21 percent of the respondents followed by Kenya National Commission on Human Rights (18.8%) and Kenya Anti-Corruption Commission (18.7%).

- xiii. 77.5 percent of Kenyans are more optimistic that the fight against corruption will succeed as opposed to 22.5 percent who think that the fight against corruption will not succeed.

1.0 BACKGROUND

1.1 Introduction

As provided for in the Anti-Corruption and Economic Crimes Act 2003, the Kenya Anti-Corruption Commission (KACC) is charged with the mandate of preventing corruption, enforcing the law against Corruption and educating the public and enlisting their support against Corruption and Economic Crime. The Commission executes its corruption prevention mandate through promotion of best practices to seal opportunities and loopholes that facilitate corruption. Towards this end, the Commission conducts research and collects relevant information so as to inform and guide changes and prioritization of strategies and programs being implemented as well as guide general decision making.

The National Corruption Perception Surveys have been conducted annually since 2005 in line with the Commission's Strategic Plan (2006-2009). The 2008 survey is the fourth one since inception and operationalisation of the Commission in September 2004. Information generated by the Survey is important to the Commission, the Government and all the stakeholders in two fundamental ways. First, the survey provides data to aide planning, policy formulation and designing corruption intervention initiatives by all public institutions and other stakeholders. Secondly, it provides information that is used to measure improvement in governance at the national level.

The NCPS is a nationwide study that gives all Kenyan households a known equal chance, opportunity and voice to express their opinions and provide their thoughts and perceptions about corruption mainly in terms of their understanding, attitudes, experience and response to corruption. The households provide their opinions on how corruption should be addressed at the individual, institutional, government and national levels. The Survey records, among other things; the frequency with which acts of corruption were encountered in seeking or receiving public services over the course of one year in the country, where corruption is most prevalent, the role of government and other stakeholders in fighting corruption and economic crime and the strategies that can be best applied in tackling the vice.

The NCPS is therefore a tool for analysing the experiences of households regarding their perceptions of corruption. The key aspects that the survey measures include the change in the level of corruption at the national, institutional and professional levels and the amount of bribery payments made in order to speed up, modify the result of, or hinder the provision of public services. It goes further to identify acts of corruption that are committed that offend rules of procedure and the provision of service by central and local government agencies.

The NCPS facilitates the generation of reliable information to determine the scale and magnitude of corruption and to monitor its trends over time in Kenya. It provides benchmarks against which anti-corruption initiatives and activities being implemented at national and local governments can be measured and evaluated. Through this Survey, Kenyan households participate in decision making on the kind of public policies, strategies and programmes that need to be pursued in order to improve governance and public administration and to effectively combat corruption and economic crime in Kenya.

The 2008 Survey introduces two new aspects that have not featured in the last three Surveys. First, the Survey evaluates the implementation of key recommendations made in the 2007 Survey. These recommendations included the need to:

- i) Create an effective corruption reporting mechanism with proper protection of whistleblowers;
- ii) Fast track reforms in public institutions that are perceived to be most corrupt so as to improve service delivery and accountability and enforce existing anti-corruption laws and regulations, and develop codes of ethics for both the private and public sectors;
- iii) Increase public awareness of official anti-corruption measures, expand the outreach of the Commission to all regions of the country by establishing regional offices, encourage active involvement of the civil society, including religious bodies in national anti-corruption programmes; and

- iv) Strengthen institutions of governance by improving internal management practices; streamlining government rules and regulations; as well as promoting ethics and accountability.

Secondly, this Survey introduces corruption indices that are scientifically computed based on the survey data. The sample size of the 2008 Survey was therefore increased to allow for the estimation of these indices. The main objective of constructing corruption indices is to facilitate the public presentation of the results, thus making analysis easier to perceive. The methodology of the corruption indices envisions periodic monitoring of a set of indicators characterizing the way in which Kenyans perceive corruption and also their involvement in different forms of corrupt practices.

The appendix provides indices on corruption practices, assessment of the spread of corruption; corruption related expectations; magnitude of corruption and quality of service delivery about the fight against corruption.

1.2 Objectives of the Survey

The overall objective of the 2008 Survey was to measure and document the extent of corruption in Kenya by analyzing the nature and interpretation of corrupt practices which the public encounter. The Survey provides a contextual analysis of the impact of corruption and illustrates how the public experience, conceptualize, and act upon corrupt practices in the country. The Survey also introduces indices to measure knowledge, attitudes, practices and perceptions about corruption. The specific objectives of the 2008 Survey were to:

- i) Establish the status of corruption in the country;
- ii) Assess the trends and patterns of corruption practices;
- iii) Establish attitudes and beliefs about corruption;
- v) Analyze how the public respond to corrupt practices;
- vi) Assess corruption reporting practices;
- v) Establish the sources of information on corruption;

- vi) Gauge service delivery satisfaction levels;
- vii) Assess the effectiveness and support of existing anti-corruption initiatives by the public;
- viii) Propose new anti-corruption strategies based on the research findings; and
- ix) Disseminate findings to key stakeholders for decision making and programming.

1.3 Organization of the Report

This report is organized into four sections. Section one, the background, lays the foundational basis of the Survey. Section two details the methodology used in undertaking the Survey. Section three presents the Survey findings, including perceptions on the extent of corruption, effectiveness of anti-corruption efforts, impact of corruption on public service delivery, suggestions to strengthen the fight against corruption and relevant general issues. Section four contains conclusions and recommendations. The demographic, social and economic characteristics of the Survey respondents and the indices are provided as part of the appendix.

2.0 METHODOLOGY

2.1 Sampling

A scientific method based on appropriate statistical techniques was applied in selecting a random sample of the households for the Survey as described here below.

2.1.1 Sampling Frame

The National Sample Survey and Evaluation Programme IV (NASSEP IV) sampling frame developed from the 1999 Population and Housing Census by the Kenya National Bureau of Statistics (KNBS) was used for the survey. The NASSEP IV frame covers all the administrative boundaries in the country created before the 1999 Census.

2.1.2 Stratification

The sample was stratified to create homogenous categories for the target population so as to reduce variation and create convenience in the execution of the Survey. To achieve this aim, the country was stratified into eight zones based on provincial administrative boundaries. A further sub-stratification was made based on Urban and Rural settlements. This enabled the selection of a representative sample for the Survey.

2.1.3 Sample Design

The main purpose of the sample design in this Survey was to give every adult Kenyan (18 years and above) an equal and known chance of being selected to be part of the sample. A probability proportional to the population size sampling technique was applied to achieve this goal. More specifically, the Survey was designed to allow reliable estimation of most variables for a variety of analyses at various domains of interest to the Commission.

A two stage sampling technique was used in the sample design with the strata being the provinces and the Primary Sampling Units (PSUs) being the clusters. The second stage of selection was the households for interview from each of the PSUs.

It should be noted that due to clustering effect, there is some loss of efficiency in the design. As a result, the sample size was adjusted by multiplication with a design effect (deff) of 1.2. The margin of error was taken as 5 percent and the level of significance as 95 percent. There were 5,342 respondents drawn from 64 districts across the country representing a population of 8,820,068 Kenyans and thus a response rate of 98.5%. An analysis by province shows that Rift valley had a proportion of 23.8 percent followed by Eastern with 14.9 percent, Nyanza (14.1%), Central (13.7%), Nairobi (10.9%), Western (10.9%), Coast (8.4%) and North Eastern (2.5%).

Table 1: Sample Distribution

| Province | Proportion (%) | Number of Households Interviewed | | Total Sample |
|---------------|----------------|----------------------------------|-------|--------------|
| | | Rural | Urban | |
| Nairobi | 11.9 | - | 507 | 507 |
| Central | 13.7 | 668 | 109 | 777 |
| Coast | 8.4 | 216 | 220 | 436 |
| Eastern | 14.9 | 734 | 80 | 814 |
| North Eastern | 2.5 | 68 | 65 | 133 |
| Nyanza | 14.1 | 727 | 100 | 827 |
| Rift Valley | 23.8 | 992 | 270 | 1262 |
| Western | 10.8 | 516 | 70 | 586 |
| Total | 100 | 3921 | 1421 | 5342 |

2.1.4 Allocation of clusters to the provinces

Each province constituted a stratum. The method of proportional allocation of the sample in stratified sampling was used in allocating sample clusters to each province based on the master sample. All the sample clusters were further sub-stratified into urban-rural domains such that the area of residence would be considered in the analysis. As in the master sample, major urban towns (Nairobi, Mombasa, Kisumu, Nakuru, Eldoret and Thika) were also sub-stratified into five sub-strata to improve the efficiency of the estimates. The sub-strata comprised: Upper; Lower Upper; Middle; Lower Middle and Lower income groups. It is important to note that the allocated clusters were selected from the list of clusters in NASSEP IV frame using the Probability Proportional to Population Size technique. Before the selection process, all clusters were arranged in a serpentine order using the Measure of Size and the calculated sampling interval. From each selected cluster, 10 households were selected systematically with a random start.

2.1.5 Weighting the Sample

The sample based on NASSEP IV was not self-weighting and therefore, it was necessary to weight the data to enable estimation of population parameters. Weighting was done using the selection probabilities from the master sample. The necessary adjustment for population change and non-response was done.

2.1.6 Estimation of Sampling Errors

It is important to note that estimates from the sample are subject to sampling and non-sampling errors. It is therefore crucial that they be estimated to test the reliability of the results. In the estimation of the standard errors of the indicators in this survey, the ultimate cluster method of variance estimation was used. This was considered applicable because the variability of weights within the strata is not significant. Since the estimates from the sample are either totals or ratios, we provide estimators for both cases of the standard errors.

2.2 Coordination

2.2.1 Review of the Questionnaire

The research instruments were reviewed to ensure that all the questions aid in computation of corruption indices. The tools addressed all the survey objectives and particularly the need to develop trends and time series. Before the actual field survey, the questionnaire was further pre-tested and adjusted where necessary to enhance its efficacy in meeting the set objectives.

2.2.2 Team Training

One day training was organized to equip Research Assistants (RAs) with relevant skills to undertake the exercise particularly on concepts and definitions, and how to ask each question in English and translate it into other languages. The training enabled the RAs to familiarize themselves with the principles of interviewing namely role of RAs and handling the respondent - including reluctant respondents, confidentiality, neutrality, probing, recording answers, language translation and ending the interview. Officers from Research and Policy Department conducted the training.

2.3 Fieldwork

The fieldwork for this Survey took 34 days over the months of August and September 2008. Data collection was organized in two phases with the first phase covering sampled districts and the second phase covering Nairobi area. For logistical purposes, the Survey was undertaken by 5 research teams each comprising of a Supervisor and between 3 and 8 RAs. Face to face interviews was conducted with the household heads or in their absence the next senior-most member of the household as long as they were aged 18 years and above.

2.4 Data Processing

The completed questionnaires were serialized, coded and double-checked to ensure quality control. Data from coded questionnaires was entered into the computer using a data capture system in the Census and Survey Processing System (CSPRO) software. Information captured on the computer was verified and validated using inbuilt controls on variable ranges. Data was then weighted to enable estimation of population parameters. Necessary adjustments for population change and non response was then done. The Statistical Package for the Social Sciences (SPSS), and STATA were then used to analyze cleaned data. Analysis involved among other computations production of frequency tables and cross tabulated tables for selected variables.

3.0 SURVEY FINDINGS

3.1 Introduction

This section presents and discusses the key findings of the Survey. The section presents responses on the following topical issues.

- Forms of and involvement with corruption;
- The pressure to engage in corruption;
- The causes and levels of corruption in Kenya;
- Attitudes and beliefs about corruption;
- The extent of corruption in the country;
- Effects of corruption on public service delivery;
- The sources of information on corruption;
- Suggestions for fighting corruption; and
- Discusses general issues that aide deeper understanding of the extent of corruption in the country.

3.2 Corruption in Kenya

3.2.1 Forms of Corruption

In this Survey, 93 percent of the respondents indicated that soliciting and receiving of bribes was the most common form of corruption in the country compared to the 2007 Survey when 78.2 percent of the respondents indicated the same

The Survey also identified abuse of office (18.1%), extortion (16%), favouritism (14.4%), tribalism/nepotism (9.1%), misuse and misappropriation of government resources (7.2%), fraud (4%) as the other forms of corruption. Furthermore, inequality, un-procedural tendering, tax evasion and illegal acquisition of property were collectively cited by 10.4 percent of respondents as other forms of corruption. Figure 1 below presents the various forms of corruption as identified by respondents in this Survey compared to the results of the 2007 Survey.

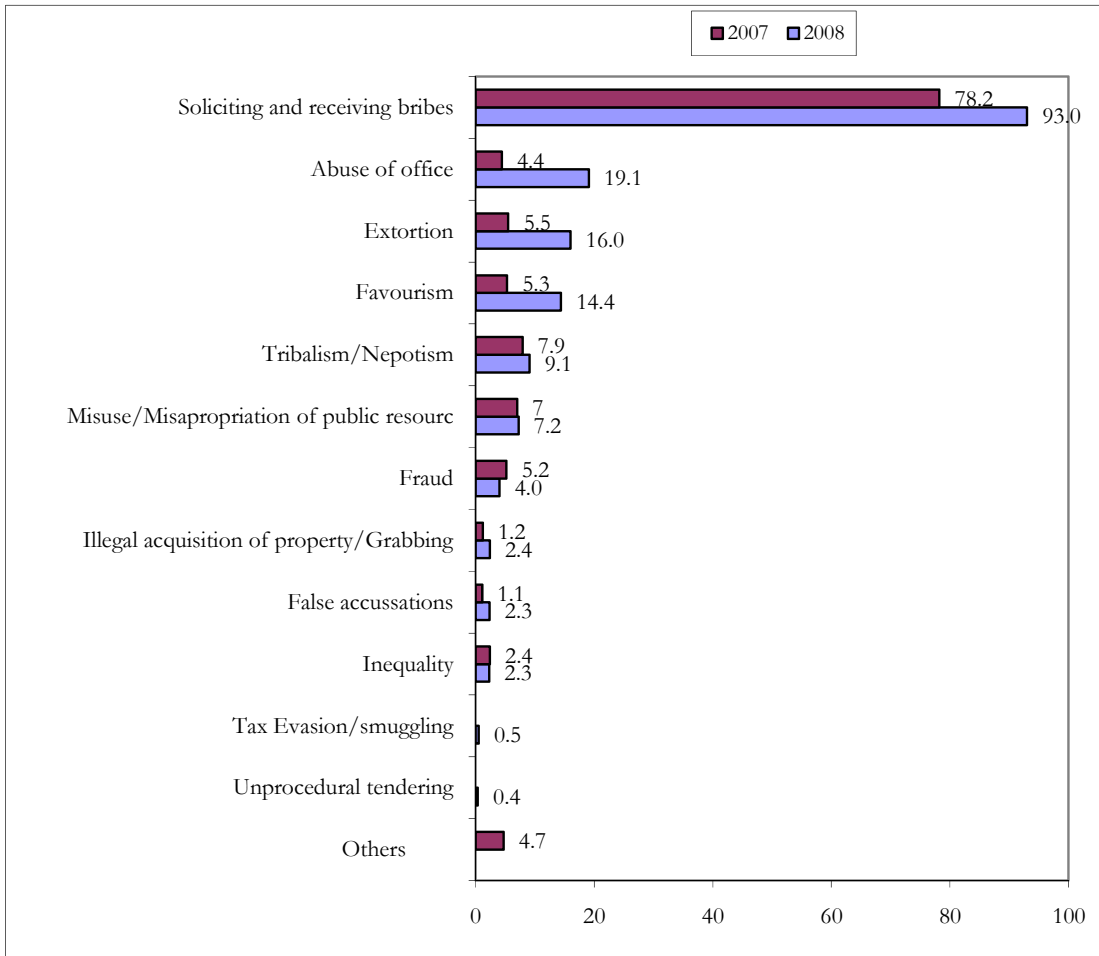


Figure 1: Various forms of corruption (%)

3.2.2 Involvement in Corruption

When the respondents were asked if they had participated in acts of corruption in the past one year, a majority of them (82.9%) said that they had not while the rest (17.1%) said that they had participated in acts of corruption as presented in the figure below.

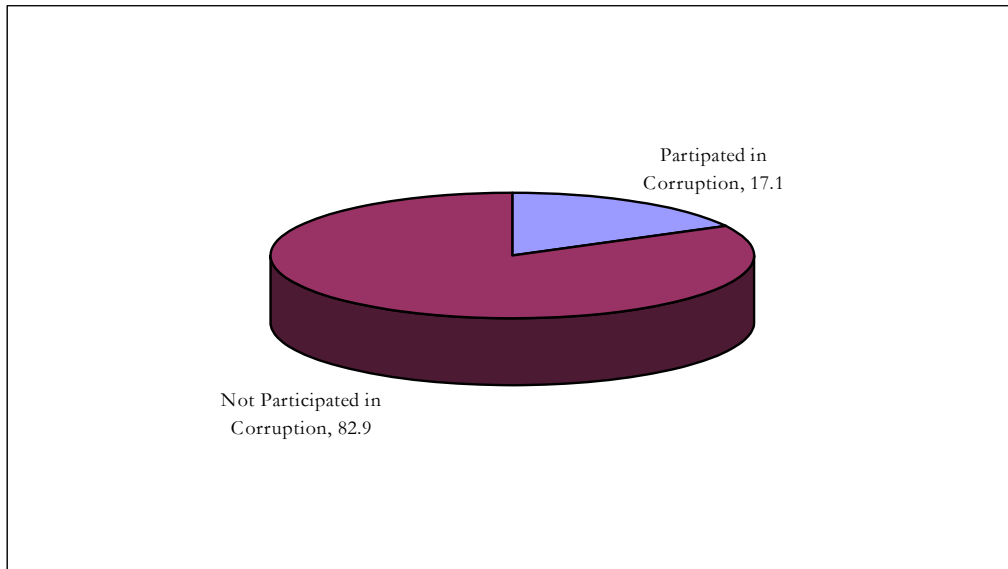


Figure 2: Participation in any act of Corruption in the past one year

Among those who participated in acts of bribery indicated that they did so in order to: get assistance to be employed or get a job, access medical services, avoid police arrest, be released by the police after arrest, avoid being charged with a traffic offence, get promotion at their place of work, be allowed to operate a business without a licence, get national Identification Card, avoid punishment, and get a service. Other reasons cited include; poverty (to obtain food), to get school placement, get favourable rulings in court and be accorded faster service by the public office visited.

3.2.3 Pressure to engage in Corruption

When asked how much pressure they get in their daily lives to engage in corruption, 35.2 percent of the respondents in the Survey indicated that they do not get any pressure at all followed by 26.4 percent who had a fair amount of pressure, 21.3 percent had a lot of pressure while 17.2 percent had a little pressure to engage in corruption as shown in the figure below.

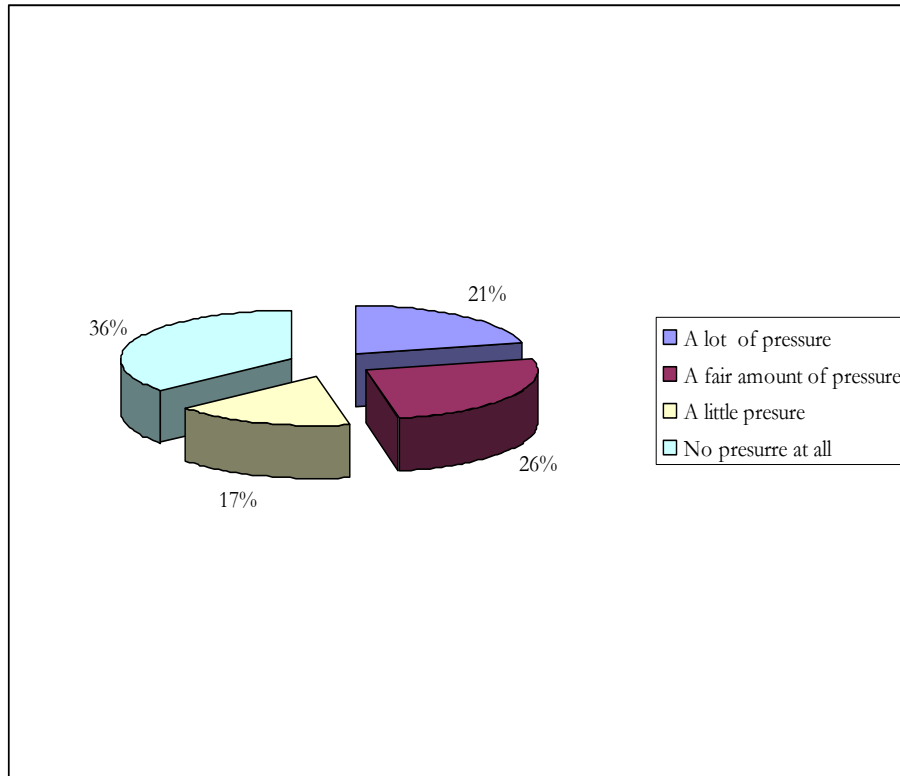


Figure 3: Pressure to engage in Corruption

Furthermore, 42.2 percent of the respondents indicated that they tolerate the pressure to engage in corruption to some extent while 33.7 percent indicated that they do not tolerate it at all. On the other hand, 13.1 percent indicated that they just give in to the pressure.

3.2.4 Causes of Corruption in Kenya

The respondents were asked to identify the main causes of corruption. This Survey found that poor terms and conditions of work was the leading cause of corruption in Kenya as cited by 64.4 percent of the respondents. This is a significant departure from the 2007 Survey which identified greed (65.1%) as the main cause of corruption in Kenya. The other causes of corruption that were cited in the 2008 Survey included greed/selfishness (53.2%), poverty (37.4%), high cost of living (19.2%), unemployment (17.6%), poor leadership (16.5%), poor law enforcement or punishment of the corrupt (13.5%), cultural reasons (11.7%), moral decadence (8.7%), lack of controls and accountability among public officials (8.2%), lack of effective corruption reporting systems (6.7%), job insecurity (4.2%) and lack of independent and effective judiciary (3.7%). Figure 4 below

details respondents' opinion on the causes of corruption and compares with the findings of 2007 and 2006 Surveys.

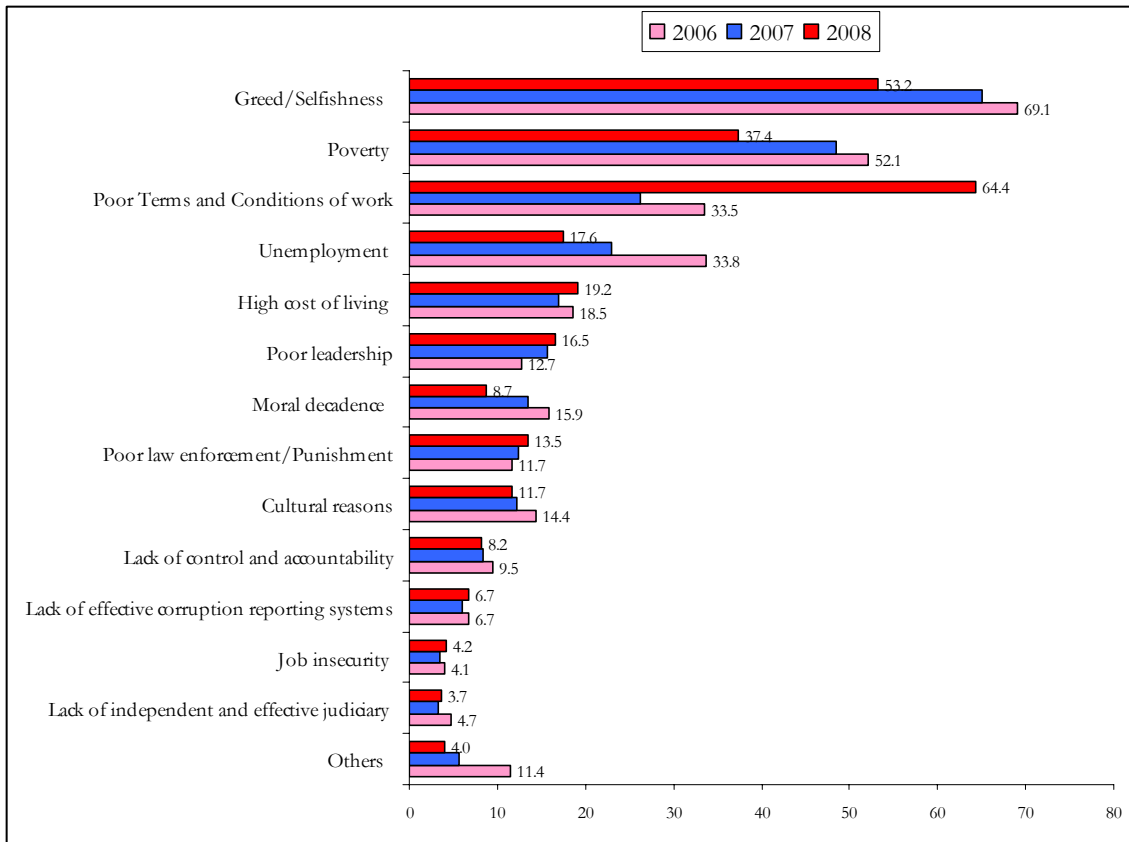


Figure 4: Causes of Corruption (%)

3.2.5 Extent of Corruption

The 2008 Survey findings indicate that the level of corruption has increased in the country when compared to the 2007 and 2006 Survey findings. As shown in Figure 5, 66.7 percent of the respondents in the 2008 Survey felt that the levels of corruption in the country is very high as compared to 47.9 percent and 48 percent of the respondents who indicated that the levels of corruption was very high in 2007 and 2006 respectively. When further asked to state the basis for their ratings, 65.1 percent of the respondents cited personal experience, 50.3 percent cited information from the media, 39.4 percent cited experiences of relatives and friends while 4.2 percent cited information from politicians.

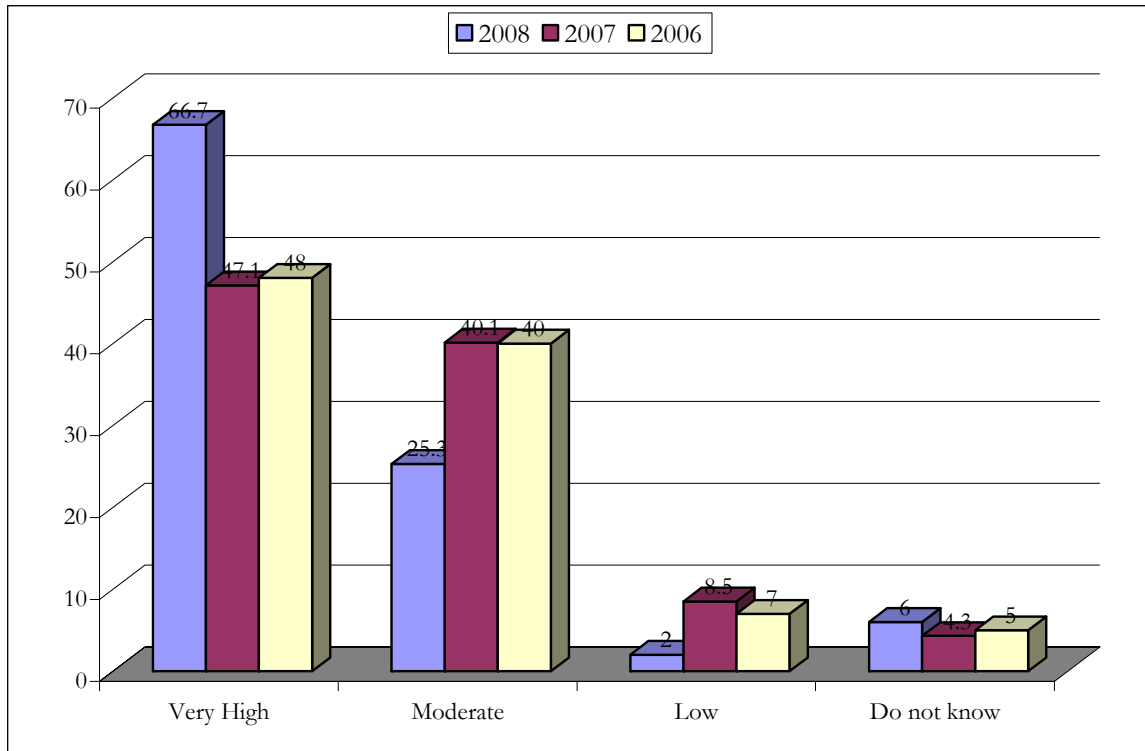


Figure 5: Levels of Corruption in Kenya (%)

In the Survey, 57.8% of the respondents indicated that corruption is increasing, 12% said it is the same while only 22.3% think that corruption is decreasing.

3.2.6 Attitudes and Beliefs about Corruption

Just like the earlier Surveys, respondents were firmly against corruption in the 2008 Survey. As indicated in Table 2 below, 88.2 percent and 89.4 percent of respondents agreed that corruption “hurts the national economy” and “reduces people’s confidence in the government” respectively.

| <i>Table 2: Responses on attitudes and beliefs about corruption (%)</i> | | | |
|--|--------------|-----------------|-------------------|
| Implications and Impact of Corruption | Agree | Disagree | Don't Know |
| Bribery is a practical necessity for getting things done quickly in business | 28.5 | 66.1 | 5.5 |
| Most corruption is too petty to be worthy of reporting | 19.1 | 75.5 | 5.4 |
| Corruption is beneficial provided you are not caught | 14.6 | 80.8 | 4.6 |
| There is nothing wrong with a local leader acquiring wealth through corruption | 7.5 | 88.4 | 4.1 |
| Corruption is a fact of life, it is the normal way of doing things | 28.2 | 67.3 | 4.4 |
| Corruption gives better services | 23.8 | 71.1 | 5.1 |
| Male officials ask for bribes more often than female officials | 55.8 | 36.8 | 7.5 |
| Paying official fees and following procedure is too costly | 28.2 | 64.7 | 7.1 |
| People who report corruption are likely to suffer | 57.1 | 35.3 | 7.6 |
| There is no point in reporting corruption because no action will be taken | 45.2 | 48.5 | 6.3 |
| A person who accepts a Kshs. 20,000 bribe is more corrupt than a person who accepts a Kshs. 20 bribe | 23.0 | 73.6 | 3.4 |
| Corruption reduces peoples confidence in government | 89.4 | 6.6 | 4.0 |
| Corruption hurts the national economy | 88.2 | 7.8 | 4.0 |
| It is right for an election candidate to give a small gift in exchange for a vote | 15.1 | 80.9 | 4.1 |
| There is nothing wrong if a public official is allowed to engage in private business | 26.5 | 66.7 | 6.8 |
| KACC is doing a good job in fighting corruption | 42.6 | 31.4 | 26.0 |
| KACC has increased public knowledge on corruption | 41.4 | 31.8 | 26.9 |
| KACC is helping to make the public sector more accountable | 33.9 | 36.5 | 29.5 |
| KACC has been successful in exposing corruption in Kenya | 32.9 | 38.8 | 28.3 |
| KACC has reduced corruption in Kenya | 34.5 | 38.6 | 26.9 |

From table 2, it can be observed that 73.6 percent of the respondents do not agree with the statement that *"a person who accepts Kshs 20,000 bribe is more corrupt than a person who accepts Kshs 20 bribe."* However, respondents were sharply divided on the issue that *"there is no point of reporting corruption because no action will be taken."* Whereas 45.2 percent of the households agreed with it, 48.5 percent disagreed. Furthermore, whereas 64.7 percent of the respondents agreed that *"paying official fees and following procedures is too costly"*, 66.1 percent disagreed that *"bribery is a practical necessity for getting things done quickly in business"*.

It is important to note that the respondents were sharply divided on the ranking of the extent to which an individual's gender affects the tendency to engage in corrupt activities. Whereas 55.8 percent of the respondents agreed that *"male officials ask for bribes more often than female officials"*, 36.8 percent of the respondents disagreed.

The respondents were divided on the position they took with regard to KACC in the fight against corruption. Whereas 42.6 percent of the respondents agree with the statements that “KACC is doing a good job in fighting corruption”; 31.4 percent disagree while 26 percent could not rate it. A slightly higher proportion of respondents disagreed with the statements that “KACC is helping to make the public sector more accountable”, that “KACC has been successful in exposing corruption in Kenya” and that “KACC has reduced corruption in Kenya”.

In the 2008 Survey, respondents were asked to evaluate the effect of corrupt behaviour on the well being of Kenyans. Respondents’ opinions on how corruption affects the well being of Kenyans are reported in Table 3 below. The Survey established that Grand corruption¹ is perceived by most respondents (86.6%) to affect the well being of Kenyans to a large extent. This was followed by the act of Public officials hiring their friends and relatives into official positions (85.0%), and Petty Corruption (79.9%). The other act or corrupt behaviour affecting the wellbeing of Kenyans to a large extent is Bribes being paid to public officials to evade taxes and regulations (78.8%).

| | Large Extent | Moderate Extent | Not at all |
|--|---------------------|------------------------|-------------------|
| Contributions by private interests to political parties and election campaigns | 64.3 | 24.9 | 10.8 |
| The Central Bank mishandling of currency printing tender | 69.1 | 23.9 | 7.0 |
| Bribes to public officials to evade taxes and regulations | 78.8 | 19.0 | 2.2 |
| Public officials hiring their friends and relatives into official positions | 85.0 | 13.5 | 1.5 |
| Government officers disregarding court proceedings | 77.8 | 19.8 | 2.4 |
| Grand Corruption (at the highest levels of a national government) | 86.6 | 12.4 | 1.0 |
| Petty Corruption (minor favours or preferential treatment) | 79.9 | 18.7 | 1.3 |

3.2.7 Corruption within the Public Sector

For the purpose of this study, a general definition of corruption as the “*use of public office for private gain*” is applicable. This definition of public sector corruption encompasses (a)

¹ Grand corruption is used to mean “Corruption that pervades the highest levels of a national government, leading to a broad erosion of confidence in good governance, the rule of law and economic stability” while Petty corruption “an involve the exchange of very small amounts of money, the granting of minor favours by those seeking preferential treatment or the employment of friends and relatives in minor positions” (UNDOC, 2004).

payments for faster services; (b) procurement related corruption; and (c) bribery to secure employment among others. The three aspects of corruption were covered in this Survey in a number of questions.

3.2.5.1 Corruption in Government Ministries

Respondents were asked to list three government ministries where they were more likely to encounter some form of corruption. A complete rating of the Ministries in terms of respondents' perceptions on the level of corruption is presented in Figure 6. In the Survey, the Ministry of Internal Security and Provincial Administration was identified as the one where Kenyans are more likely to experience some form of corruption as cited by 72.2 percent of respondents. The Ministry of Medical Services is a distant second (16.3%) followed closely by the Ministry of Lands (13.7%), Ministry of Local Government (12%), Ministry of Basic and Primary Education (9.2%), Ministry of Public Health (8.6%), Ministry of Immigration and Registration of Persons (7.8%), Ministry of Finance (6%) and Others(5.9%) which include Office of the Deputy Prime Minister- Ministry of Trade (1.1%, Ministry of Environment and Natural Resources (1%), Ministry of Energy (0.7%), Office of the Prime Minister – Ministry of Planning and Vision 2030 (0.4%), Ministry of Livestock (0.7%), Office of the Vice President – National Heritage (0.2%), Ministry of Tourism (0.2), Ministry of Youth Affairs (0.2%), Office of the President- Ministry of Special Programmes (0.2%), Ministry of Cooperative Development and Marketing (0.2%), Ministry of Industrialization (0.2%), Office of the Prime Minister (0.2%), Ministry of Information and Communication (0.1%), Ministry of Housing (0.1%), Ministry of Northern Kenya (0.1%), Ministry of Fisheries Development (0.1%), Ministry of Foreign Affairs (0.1). These findings are not significantly different from those of the 2007 and 2006 Surveys.

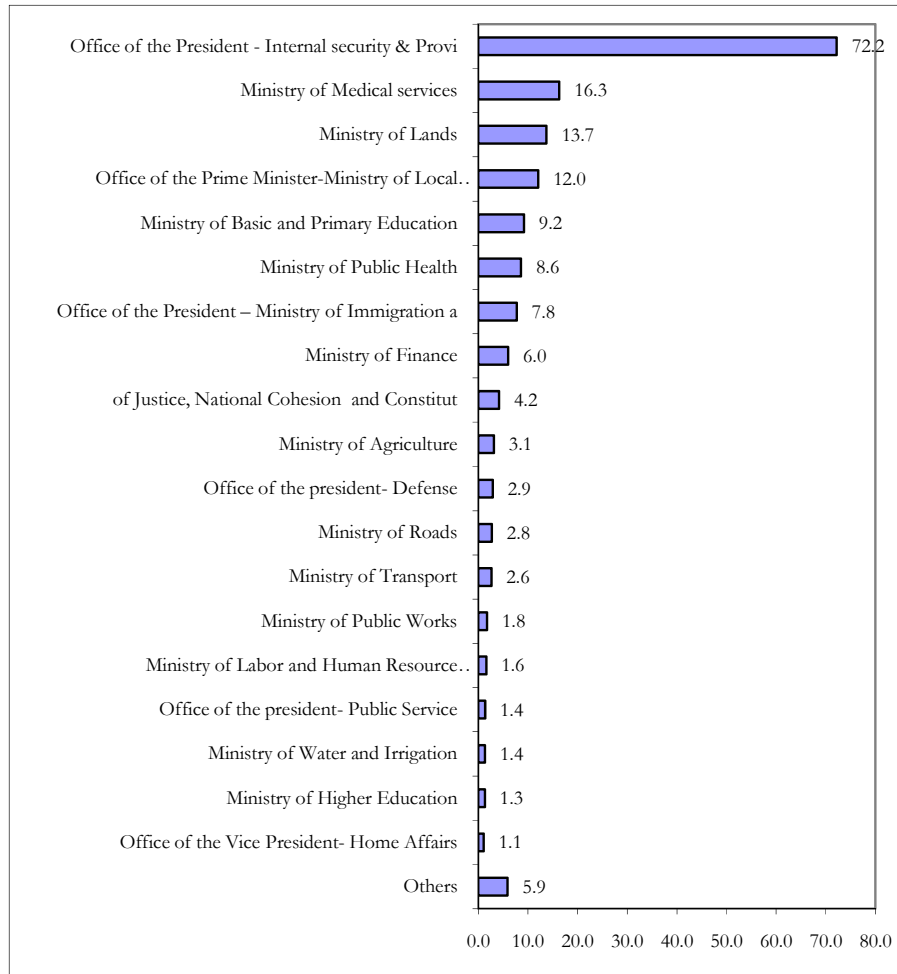


Figure 6: Corruption in Government Ministries (%)

3.2.5.2 Corruption in Parastatals and Government Departments

The Survey also sought to establish the extent of corruption in various parastatals and departments. The ranking of public institutions and government departments where one is more likely to encounter corruption are shown in Figure 7. In order to allow a comparison of the responses over time, the 2007 and 2006 Survey findings are also presented in the figure. Accordingly, Government Hospitals were ranked as the most corrupt, by 22.2 percent of respondents. This was followed by the Regular Police (21.8%), Traffic Police (19.3%), Provincial Administration (18.1%), Administration Police (13.2%) and Local Authorities (12.4%).

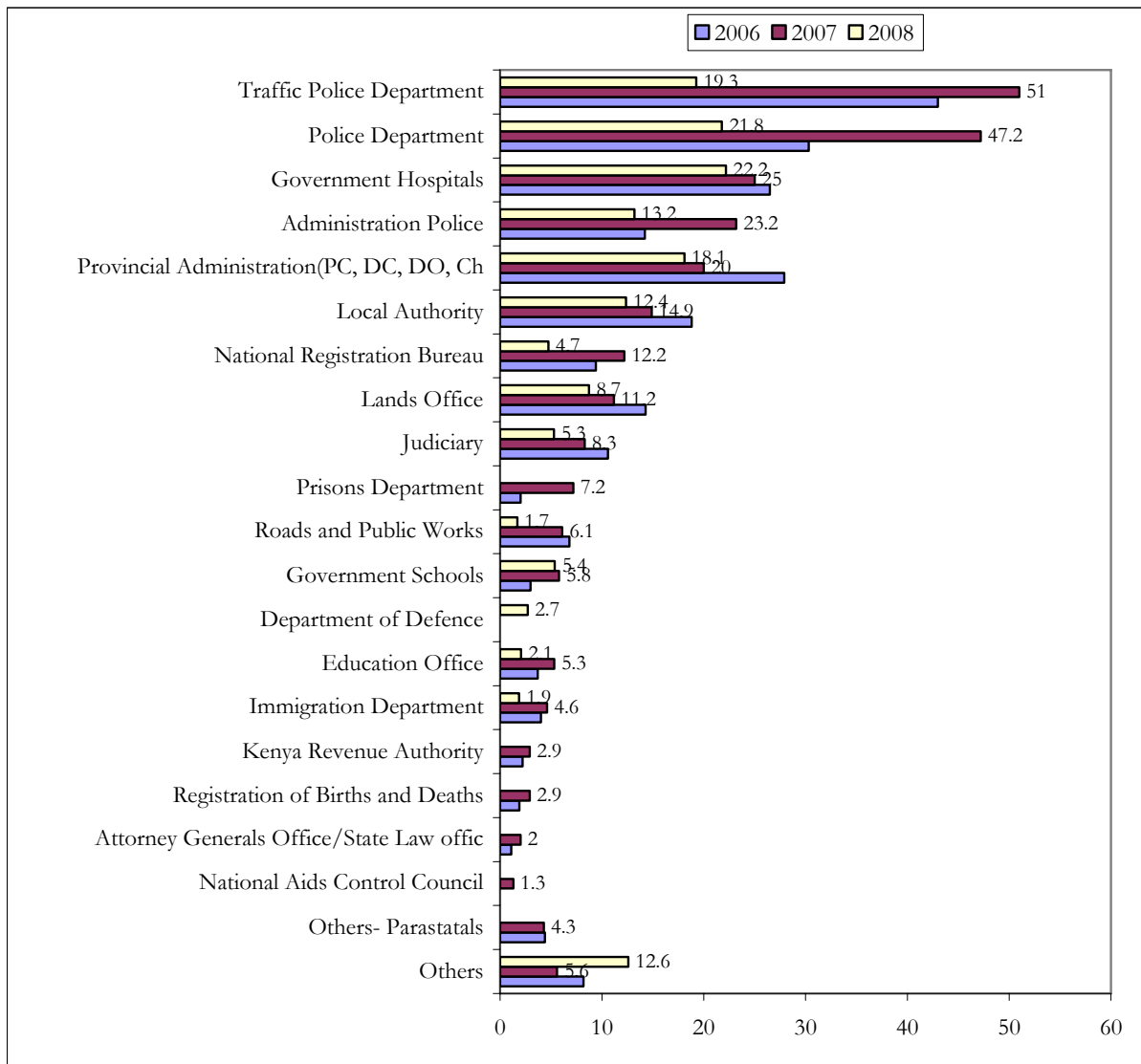


Figure 7: Corruption in Parastatals and Government Departments (%)

Table 4 presents responses on the most improved/deteriorated public institutions and government departments on account of corruption. Government Hospitals, Public Schools, Provincial Administration, District Education Offices and the National Registration Bureau are among the institutions and departments perceived to have greatly improved with regard to the levels of corruption. On the other hand, the Police department (regular, and administration) are ranked as having deteriorated in the fight

against corruption. The Police is followed by the Provincial Administration, District Lands Office and Local Authorities in that order.

Table 4: Ranking of Improved/deteriorated institutions on corruption

| | Improved | Same | Deteriorated | DK |
|-----------------------------------|----------|------|--------------|------|
| Provincial Administration | 26.1 | 22.3 | 33.6 | 18.0 |
| Government Hospitals | 39.7 | 19.1 | 26.2 | 15.0 |
| District Lands Office | 15.2 | 14.8 | 27.7 | 42.3 |
| Local Authority | 13.0 | 18.9 | 27.3 | 40.9 |
| District Education Office | 32.3 | 10.6 | 11.8 | 45.2 |
| Immigration Department | 6.8 | 12.7 | 15.9 | 64.5 |
| Kenya Revenue Authority | 7.6 | 10.9 | 17.4 | 64.1 |
| National Registration Bureau | 25.8 | 18.7 | 24.0 | 31.6 |
| Registration of Births and Deaths | 21.6 | 18.0 | 18.8 | 41.6 |
| Kenya Ports Authority | 3.7 | 10.1 | 20.1 | 66.1 |
| Administration Police | 8.2 | 21.7 | 49.1 | 20.9 |
| Police | 7.4 | 19.4 | 52.4 | 20.8 |
| NHIF | 5.1 | 8.9 | 10.7 | 75.3 |
| Pensions Department | 5.2 | 8.3 | 9.0 | 77.5 |
| NSSF | 11.6 | 8.9 | 9.6 | 69.9 |
| Government Schools | 45.3 | 14.6 | 12.9 | 27.2 |
| Roads and Public Works | 19.1 | 20.0 | 16.2 | 44.7 |
| NGOs | 18.2 | 18.5 | 8.6 | 54.8 |
| Private Sector | 19.8 | 16.2 | 9.2 | 54.8 |
| Kenya Power and Lighting Company | 15.0 | 16.2 | 12.1 | 56.7 |
| Telkom Kenya | 15.7 | 14.5 | 7.7 | 62.1 |
| Postal Corporation of Kenya | 18.0 | 13.0 | 7.2 | 61.9 |

3.2.5.3 Corruption among Public Officers

The integrity of a public institution is directly related to the integrity of public officers charged with the responsibility of offering services in the institution. In this Survey, respondents were asked to list categories of officers they perceived to be corrupt. The Survey shows that even though most public officers are perceived to be involved in corruption, Regular Police (58.2%), Administration Police (57.6%) and Traffic Police (56.9%) were perceived to be mostly involved in corruption. The detailed Survey finding on this particular issue is presented in Table 5 below.

Table 5: Corruption among public officers (%)

| | Nobody is involved | Few are involved | Most are involved | Everybody is involved | Don't Know |
|---|--------------------|------------------|-------------------|-----------------------|------------|
| Procurement/Suppliers Officers | 3.5 | 12.8 | 28.2 | 8.6 | 46.9 |
| Clerical Officers | 3.9 | 20.0 | 30.5 | 5.9 | 39.8 |
| Finance Officers (Accountants/Auditors) | 5.0 | 17.8 | 27.8 | 4.6 | 44.9 |
| Human Resources Officers | 3.6 | 18.6 | 35.2 | 5.9 | 36.6 |
| Judicial Officers | 3.3 | 19.4 | 37.6 | 7.5 | 32.2 |
| Court Clerks | 3.2 | 20.0 | 37.8 | 7.3 | 31.7 |
| Administration Officers | 3.9 | 20.0 | 40.2 | 7.6 | 28.3 |
| Roads Engineers/Public Works Officers | 5.0 | 17.5 | 32.8 | 7.0 | 37.7 |
| The Traffic Police | 1.7 | 8.0 | 56.9 | 23.3 | 10.1 |
| The Regular Police | 1.7 | 10.3 | 58.2 | 19.7 | 10.1 |
| The Administration Police | 1.9 | 11.5 | 57.6 | 19.0 | 10.0 |
| Others | 2.2 | 11.3 | 46.1 | 18.4 | 21.9 |

3.2.5.4 Corruption among Professionals

This Survey also sought to establish the integrity of various professionals who serve the public. The detailed Survey finding on the extent to which different professional groups are engaged in corruption is presented in Table 6 below. From the table, lawyers (41.2%), Judges and Magistrates (40.3%) and Doctors and Nurses (32.3) are perceived to be mostly involved in corruption. On the other hand, Teachers (29.8%) and Journalists (20.2%) are perceived not be involved in corruption.

Table 6: Corruption among Professionals (%)

| | Nobody is involved | Few are involved | Most are involved | Everybody is involved | Don't Know |
|------------------------|--------------------|------------------|-------------------|-----------------------|------------|
| Teachers | 29.8 | 40.8 | 13.0 | 2.2 | 14.2 |
| Journalists | 20.2 | 17.3 | 5.8 | 2.0 | 54.8 |
| University lecturers | 12.3 | 14.9 | 7.9 | 2.5 | 62.4 |
| Lawyers | 4.5 | 13.7 | 41.2 | 11.5 | 29.1 |
| Judges and Magistrates | 4.5 | 15.5 | 40.3 | 10.1 | 29.6 |
| Engineers | 10.6 | 17.3 | 18.1 | 3.8 | 50.2 |
| Surveyors | 6.2 | 19.0 | 30.0 | 5.2 | 39.6 |
| Architects | 11.4 | 17.2 | 11.0 | 3.0 | 57.4 |
| Accountants/Auditors | 8.7 | 18.9 | 19.6 | 4.5 | 48.3 |
| Doctors and Nurses | 12.6 | 32.3 | 32.3 | 4.5 | 18.3 |
| Bankers | 15.4 | 19.4 | 8.4 | 2.3 | 54.5 |
| Economists | 12.7 | 15.4 | 7.7 | 3.3 | 60.9 |
| Others | 11.5 | 14.3 | 7.8 | 4.7 | 61.7 |

3.2.5.5 Corruption among Leaders

Besides, Public Officials and Professionals, this Survey also sought to establish the integrity of various leaders in society. As indicated in Table 7 below, 28.9 percent of the respondents in this Survey perceived leaders of religious organizations as not being involved in corruption. By contrast, Members of Parliament (37.9%), Civic leaders (37.6%), Ministers and Assistant Ministers (36.2%) and Senior Government Officials (29.7%) are perceived to be involved in corruption.

Table 7: Corruption among leaders (%)

| | Nobody is involved | Few are involved | Most are involved | Everybody is involved | Don't know |
|---|--------------------|------------------|-------------------|-----------------------|------------|
| Ministers/Assistants Ministers | 5.2 | 20.9 | 36.2 | 12.5 | 25.2 |
| Members of Parliament | 5.0 | 20.0 | 37.9 | 12.7 | 24.4 |
| Permanent Secretaries/Accounting Officers | 4.7 | 15.3 | 25.5 | 7.6 | 46.9 |
| Senior Government Officials (HODs) | 3.6 | 18.1 | 29.7 | 7.5 | 41.1 |
| Civic Leaders | 6.4 | 21.2 | 37.6 | 6.8 | 28.0 |
| Business Leaders | 6.8 | 20.8 | 24.7 | 3.7 | 44.0 |
| Trade Unionists | 6.9 | 18.0 | 17.2 | 3.2 | 54.7 |
| Private Sector Managers | 6.6 | 19.6 | 21.4 | 3.4 | 48.9 |
| Leaders of NGOS | 11.8 | 24.1 | 17.7 | 3.2 | 43.1 |
| Leaders of Religious Organizations | 28.9 | 32.9 | 15.0 | 2.5 | 20.7 |
| Others | 11.6 | 18.5 | 14.8 | 7.5 | 47.6 |

3.2.6 Bribery

This Survey established that bribery is the most pervasive form of corruption that most Kenyans experience in their daily lives. In this respect, a clearer understanding of the extent of bribery can allow a deeper understanding of the phenomenon of corruption in Kenya. The 2008 Survey therefore sought to understand the extent, size and magnitude of bribery among respondents. The Survey went further to establish a better understanding of the initiators of bribery and how people respond when confronted with situations that entail bribery.

3.2.6.1 Extent of Bribery

In this Survey, 68.8 percent of respondents indicated that they had sought services in a public office in the past one year compared to 61 percent in 2007. On the other hand 31.2 percent indicated that they had not sought services in a public office in the past one

year. Of those who had sought services in a public office, 30.5 percent were asked to pay a bribe of which 15.5 percent paid. Among those who paid a bribe, 67.8 percent paid it once, 19.7 percent paid twice, 7.9 percent paid thrice while 4.6 percent paid more than four times.

3.2.6.2 Size and Magnitude of Bribe

As shown in Figure 8 below, there was a marked increase in the average size of bribe paid by those seeking public services. The average bribe increased from Kshs 3,257 in 2005, Kshs. 3,079 in 2006, Kshs 2,711.46 in 2007 to stand at Kshs. 3664.93 in 2008. The survey revealed that Kenyans paid higher bribes to obtain government services in 2008 than ever before.

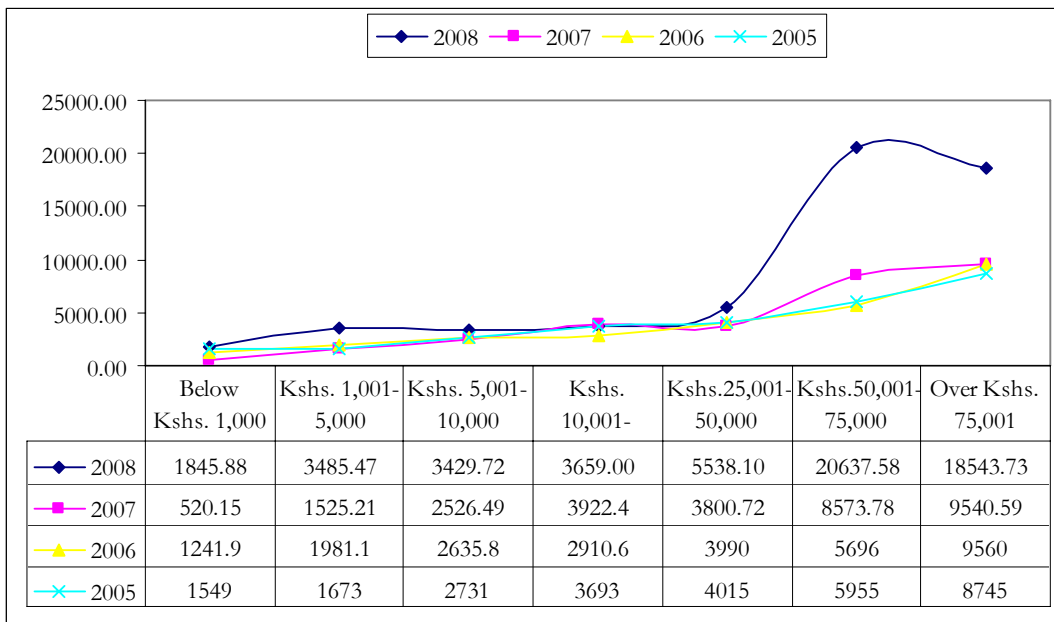


Figure 8: Size of a bribe by household income

Table 8 details and compares the average size of bribe paid by various service seekers along different socio-economic characteristics. From the table, it can be argued that individuals who reside in urban centers paid more bribes in 2008 than those who reside in rural areas. However, there is no significant difference in the average bribe paid by

male and female service seekers. Respondents in North Eastern Province paid the highest bribes in 2008.

| | Average Bribe |
|---------------|---------------|
| Nairobi | 3846.39 |
| Central | 4038.88 |
| Coast | 1947.24 |
| Eastern | 2680.95 |
| North Eastern | 7781.28 |
| Nyanza | 2221.33 |
| Rift Valley | 4883.8 |
| Western | 3564.64 |
| Urban | 4472.66 |
| Rural | 3378.4 |
| Male | 3834.06 |
| Female | 3479.97 |

3.2.6.3 Reasons for Giving a Bribe

This Survey also sought to determine the reasons that compel people to give bribes. Figure 9 presents the reasons cited by respondents in 2008 for paying a bribe and compares with reasons cited by respondents in the 2007 Survey. In 2008, 76.1 percent of the respondents who paid a bribe indicated that it was demanded while 13 percent usually pay to obtain a service. 5.7 percent paid as result of too much delay in service provision whereas 3.7 percent voluntarily gave as a 'token'.

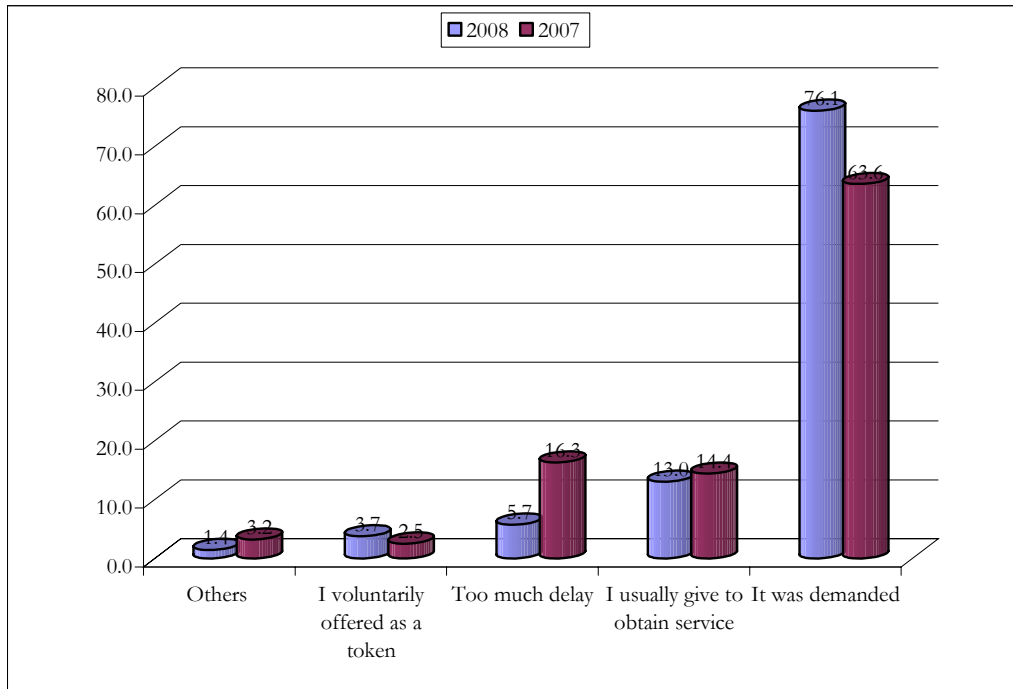


Figure 9: Reasons for Giving a Bribe (%)

3.2.6.4 Bribery Initiators

The respondents were asked what typically happens before a bribe is paid to public officials. Accordingly, the Survey established that bribes are often demanded from service seekers by government officers. Figure 10 compares these relationships over a 3-year period (2006-2008). As indicated in the figure, 75.4 percent of those surveyed in 2008 indicated that a service provider directly asks for payment. On the other hand, 15 percent of the respondents reported that the service seeker offers payment on their own accord.

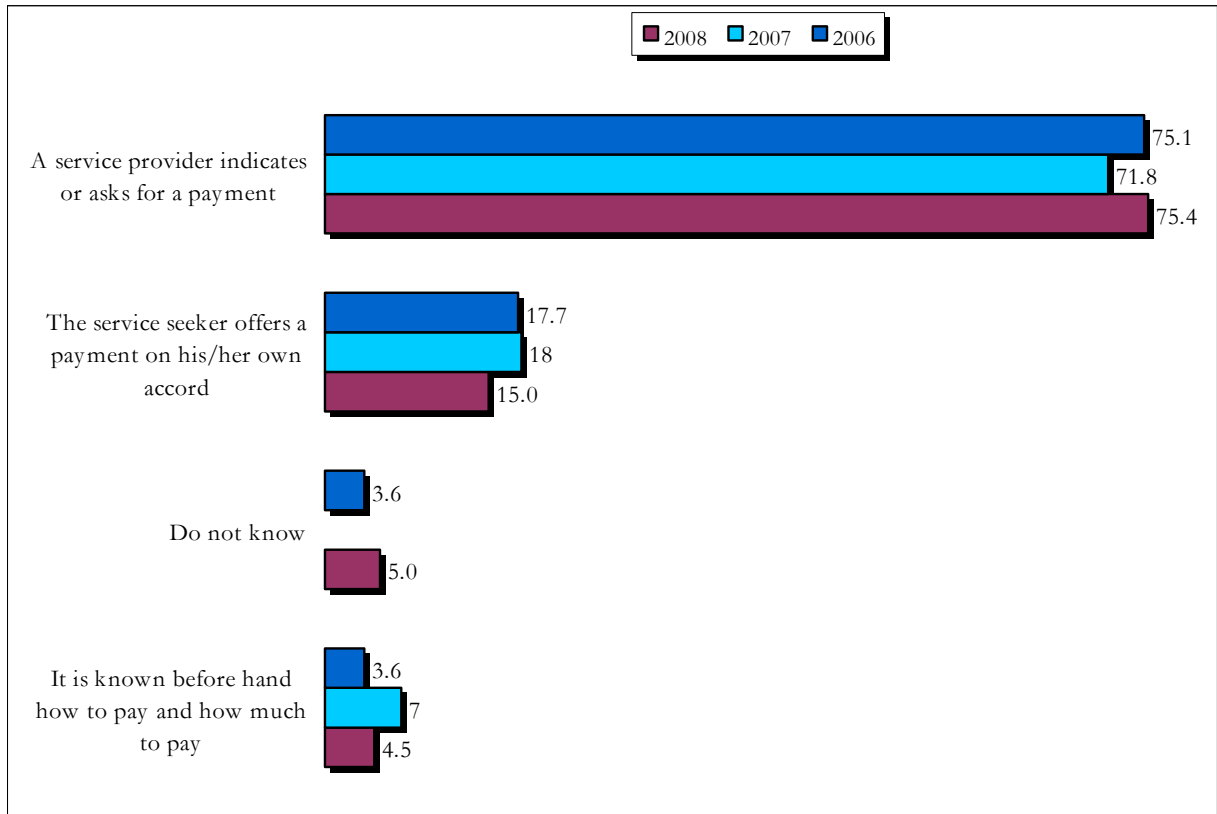


Figure 10: Bribery initiators (%)

3.2.7 Motivation to engage in Corruption

In this Survey, respondents were asked to indicate some of the reasons that motivated them to either engage or not to engage in corrupt activities. The reasons provided included; Benefits derived from the corrupt acts (46.7%), the respondent’s integrity and social standing in the community (20.5%), the kind of Punishment meted on those found to be corrupt (20.1%), Religion/faith of the respondent (9.4%), and the impact of such acts on others (2.2%). In general, the decision by individuals to either engage or not to engage in corruption will most likely be influenced by the benefits accruing out of the situation as well as the integrity or social standing of the individual (Figure 11).

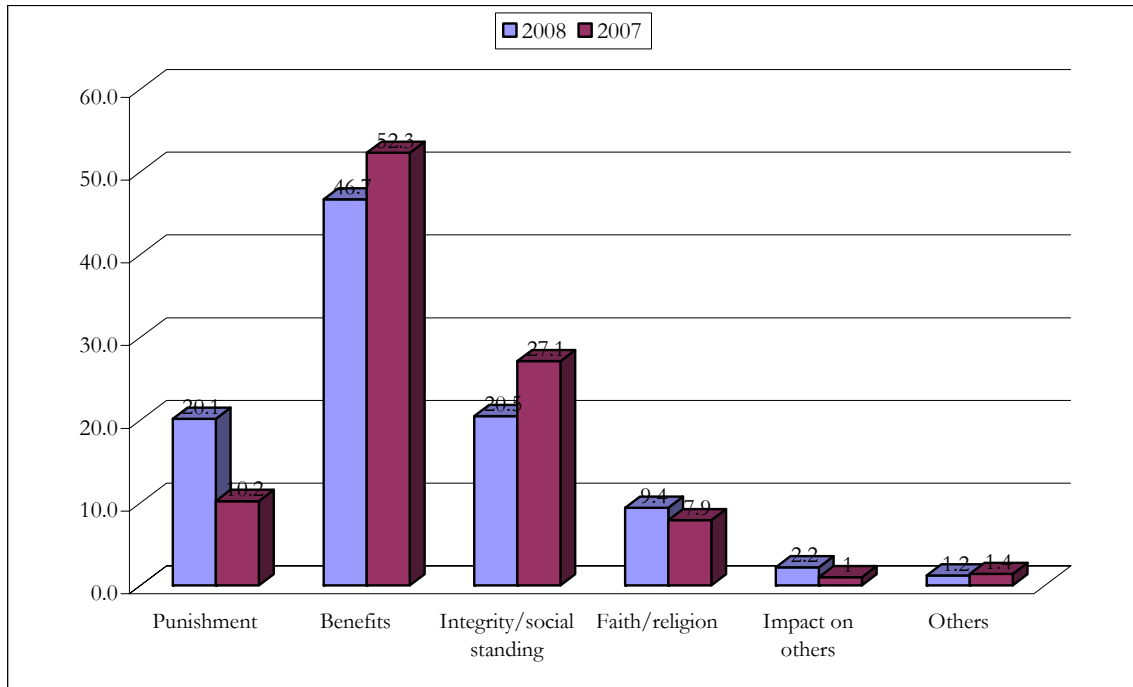


Figure 11: Factors influencing individuals to engage in corruption (%)

3.2.8 Action against Corrupt Persons

Asked to comment on the kind of action that should be taken against the perpetrators of corruption, 39.2 percent of the respondents felt that public servants who are corrupt should be dismissed from office while others indicated that; such civil servants should be prosecuted (38.8%), and that what they have corruptly acquired should be recovered (9.8%). In the 2007 Survey, majority of the respondents wanted all corrupt public officials prosecuted (61.1%) and dismissed from office (58.1%). They further wanted what had been acquired illegally restituted. Dismissal from office appeared to be the most preferred action to be taken on corrupt public officials in 2008 as opposed to prosecution which was most preferred in 2007.

3.2.9 Reporting Corruption

Corruption reporting has been adopted as a key strategy in the fight against corruption and economic crime. The Survey sought to establish how Kenyans respond to instances that may require them to report any corrupt activities encountered. The Survey found that only 33.9 percent of the respondents knew where to report corruption. Out of those

who knew where to report corruption, 45.9 percent indicated that they would report incidences of corruption to the Police, 30.3 percent to the Chiefs or Assistant Chiefs, 23.7 percent to Kenya Anti-Corruption Commission, 9.3 percent to the DCs/DOs, 3.8 percent to the village elders while an insignificant 0.1 percent to the religious places.

In this Survey, respondents were also asked to evaluate available systems for reporting corruption. Table 9 below presents the ratings of survey findings on evaluation of the process of reporting corruption. The ratings were on a scale of 1-5 where 1 represented completely disagrees and 5 completely agree. It is clear from the table that the reporting process was ineffective, complex, long and did not protect the reporter. There was a general feeling that no action was taken on the reports. A significant number of the respondents also indicated that they could not afford the expenses to the KACC report centre.

| <i>Table 9: Rating of the corruption reporting process</i> | | | |
|--|-------------|------------|--------------------|
| | Mean | Std | Total (wgt) |
| The Process is very effective | 2.41 | 1.208 | 1650995 |
| The Process is very simple | 2.41 | 1.194 | 1639267 |
| The reporter is well protected from potential harassment | 2.37 | 1.253 | 1649150 |
| The process is long | 3.52 | 1.17 | 1629553 |
| No action is taken on reports | 3.74 | 1.07 | 1644194 |
| Can't afford the expenses to report centre | 3.21 | 1.281 | 1622692 |

When asked to state the action they would take if they witnessed a corrupt act, 48.8 percent of the respondents indicated that they would report the incident. When those who indicated that they would report incidences of corruption were asked where they could report corruption, 35.2 percent said they would report to the police, 20.1 percent would report to the Chiefs/Assistant Chiefs and 16.8 percent indicated that they would report to KACC. A significant proportion of the respondents who were willing to report incidences of corruption did not know where to report (17.9%). It is important to note that although most respondents rank the provincial administration as the most corrupt, they still report incidences of corruption to them due to the close proximity of this institutions and as well as their inability to meet travel expenses to KACC offices in Nairobi and Mombasa.

As indicated in Table 10 below, respondents in this Survey provided different reasons that would deter them from reporting incidences of corruption. The main reasons provided included; Not knowing where to report (44.5%), Concern about potential harassment and reprisal/fear of victimization (45.6%) and Enforcement failures. It is important to note that only 10.4 percent of those interviewed in the 2008 Survey indicated that they had reported incidences of corruption.

| | Does not affect at all | Affects a little | Indifferent | Affects | Affects a lot |
|--|------------------------|------------------|-------------|---------|---------------|
| Not knowing where to report | 10.4 | 6.7 | 4.0 | 34.4 | 44.5 |
| Cases cannot be proved | 7.8 | 10.7 | 8.3 | 39.9 | 33.4 |
| The process is too complex and long | 9.4 | 8.7 | 12.7 | 38.8 | 30.4 |
| Not beneficial to me | 17.4 | 13.7 | 9.4 | 35.1 | 24.4 |
| Corruption is a custom | 17.1 | 13.1 | 9.2 | 36.4 | 24.2 |
| Bribes can be justified under the current economic situation | 22.9 | 9.7 | 13.1 | 32.7 | 21.7 |
| Investigation cannot be made about the report | 7.7 | 8.0 | 8.2 | 41.8 | 34.3 |
| There would be no enforcement even if the decision is made | 6.4 | 6.0 | 7.7 | 40.8 | 39.1 |
| Concern about potential harassment and reprisal/fear of victimizations | 5.1 | 4.7 | 4.7 | 39.9 | 45.6 |
| Long distance to the report place/authority | 12.9 | 9.6 | 10.3 | 36.5 | 30.7 |
| Not my responsibility | 19.3 | 12.9 | 10.0 | 34.7 | 23.2 |
| It was petty | 17.5 | 13.5 | 9.2 | 34.6 | 25.2 |
| I knew the person | 15.4 | 10.2 | 8.4 | 36.2 | 29.8 |
| I would have been arrested too | 10.4 | 9.0 | 5.8 | 41.5 | 33.3 |
| Could not prove if asked | 8.7 | 8.8 | 7.1 | 44.1 | 31.3 |

As indicated in Figure 12 below, respondents provided different suggestions for enhancing the rate of corruption reporting. Accordingly, 48.3 percent of the respondents suggested that the public should be sensitized on where to report the vice, 22.3 percent suggested that special reporting areas be set up, 20.7 percent indicated the need for confidentiality in handling all reported cases, 19.7 percent indicated that community based report centers be established, while 18.5 percent indicated that offices of the Kenya Anti-Corruption Commission be decentralized to all regions of the country.

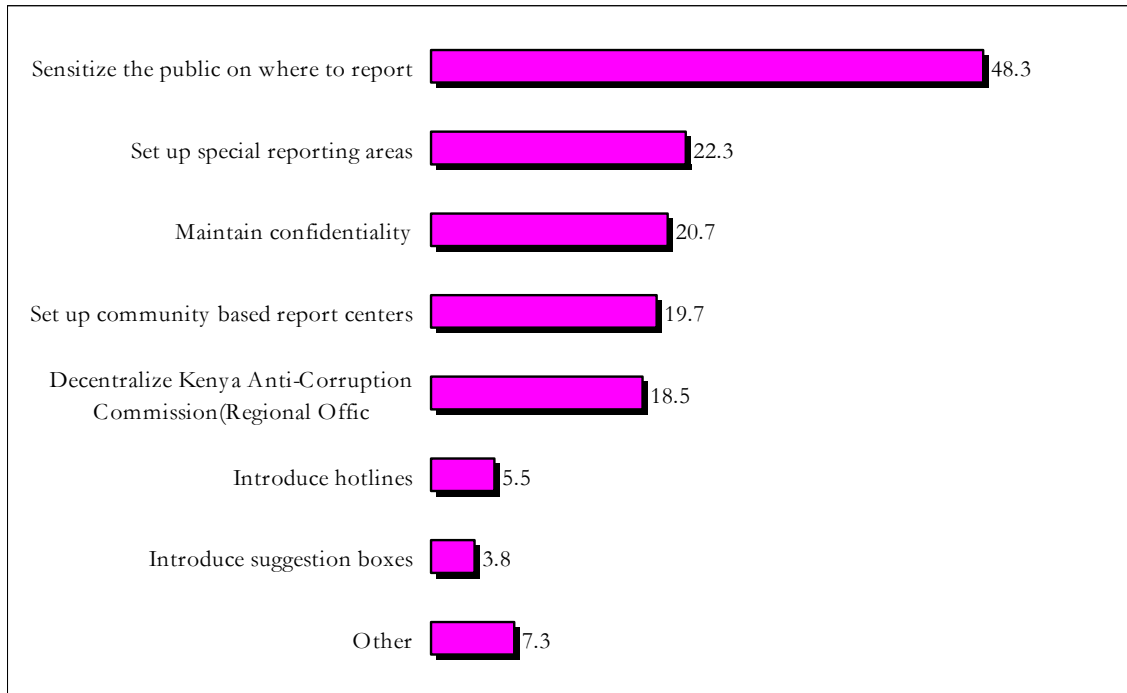


Figure 12: What should be done to facilitate you to report corruption?

3.3 Corruption and Public Service Delivery

3.3.1 Evaluation of Quality of Services

Table 11 below presents the responses on the overall assessment of services provided by the listed institutions. From the table, Lands Offices (36.4%) across the country provide the poorest services followed by Immigration Offices (18.4%) and Judicial Service Commission (18.2%). On the other hand, Religious bodies (45.6%) were rated as the best service providers followed by National Bank (26.7%), public education services-secondary (24.0%), university (23.3%), primary (23.1) and Customs Department (20.5%)

Table 11: Evaluation of overall quality of public services

| Evaluate the overall quality of the services provided | Very Good | Good | Fairly Good | Poor | Very poor |
|---|-----------|------|-------------|------|-----------|
| Public health services | 13.9 | 35.8 | 22.6 | 16.4 | 11.4 |
| Public education services (primary) | 23.1 | 37.6 | 18.1 | 12.8 | 8.5 |
| Public education services (Secondary) | 24.0 | 34.6 | 17.9 | 15.3 | 8.2 |
| Public education services (University) | 23.3 | 25.9 | 22.4 | 17.7 | 10.7 |
| Public education services (Tertiary colleges) | 17.4 | 24.8 | 19.5 | 27.3 | 10.9 |
| National Registration Office | 11.0 | 25.2 | 22.8 | 30.0 | 11.0 |
| Traffic Police | 12.8 | 25.0 | 27.1 | 22.2 | 12.8 |
| Police excluding traffic Police | 8.6 | 24.0 | 23.6 | 28.8 | 15.1 |
| Registrar of Companies | 8.1 | 36.4 | 34.3 | 14.1 | 7.1 |
| Registrar of Societies | 15.7 | 37.1 | 30.0 | 10.0 | 7.1 |
| Customs Department | 20.5 | 23.1 | 33.3 | 17.9 | 5.1 |
| Income Tax Department | | 37.5 | 42.5 | 12.5 | 7.5 |
| VAT Department | 7.4 | 44.4 | 29.6 | 18.5 | |
| Immigration office | | 13.2 | 36.8 | 31.6 | 18.4 |
| Judges/Court officials | 4.0 | 20.0 | 48.0 | 16.0 | 12.0 |
| Water & Sewerage | 15.6 | 34.4 | 34.4 | 9.4 | 6.3 |
| Kenya Power & Lighting Company | 15.6 | 42.2 | 29.7 | 6.3 | 6.3 |
| Mobile Telephone Companies | 14.6 | 61.0 | 17.1 | 2.4 | 4.9 |
| Telcom Kenya Ltd | 8.3 | 41.7 | 25.0 | 8.3 | 16.7 |
| Postal Services | 20.0 | 55.0 | 17.5 | | 7.5 |
| Pensions | | 15.4 | 69.2 | 7.7 | 7.7 |
| Social Security | | 18.2 | 63.6 | | 18.2 |
| Insurance | | 38.5 | 38.5 | 7.7 | 15.4 |
| Kenya Commercial Bank | 9.1 | 69.7 | 15.2 | | 6.1 |
| National Bank of Kenya | 26.7 | 40.0 | 26.7 | | 6.7 |
| Cooperative Bank of Kenya | 18.8 | 25.0 | 37.5 | 12.5 | 6.3 |
| Department of Civil Registration | | 21.4 | 50.0 | 14.3 | 14.3 |
| Lands Office | | 5.5 | 18.2 | 40.0 | 36.4 |
| National Housing Corporation | | 10.0 | 70.0 | 10.0 | 10.0 |
| Motor Vehicle Inspection Unit | | 9.1 | 72.7 | 9.1 | 9.1 |
| Teachers Service Commission | 7.1 | 14.3 | 57.1 | 7.1 | 14.3 |
| Public Service Commission | 15.4 | 15.4 | 53.8 | 7.7 | 7.7 |
| Judicial Service Commission | | | 72.7 | 9.1 | 18.2 |
| Probation & After Care Department | 9.1 | 9.1 | 63.6 | | 18.2 |
| Cooperative Societies | 5.3 | 26.3 | 47.4 | 10.5 | 10.5 |
| Provincial Administration | 6.8 | 22.0 | 29.4 | 28.8 | 13.0 |
| National Assembly | 9.1 | 18.2 | 63.6 | 9.1 | |
| Prisons Department | | 8.7 | 56.5 | 30.4 | 4.3 |

| <i>Table 11 cont'd</i> | | | | | |
|--|------|------|------|------|------|
| District Accountants | | 22.2 | 66.7 | 11.1 | |
| Government Auditors | | 25.0 | 62.5 | 12.5 | |
| Public Trusts | | | 75.0 | 25.0 | |
| Agricultural extension Services | | 23.1 | 53.8 | 15.4 | 7.7 |
| Supplies Offices | | | 75.0 | 25.0 | |
| National Hospital Insurance Fund | | 33.3 | 46.7 | 13.3 | 6.7 |
| National Social Security Fund | 10.5 | 36.8 | 31.6 | 10.5 | 10.5 |
| Non – Governmental Organizations | 11.8 | 64.7 | 17.6 | 5.9 | |
| Local Government Authorities (Municipal, County, Urban, Town Council) | 9.0 | 13.4 | 29.9 | 29.9 | 17.9 |
| Churches/ Religious Bodies | 45.6 | 48.8 | 3.3 | 2.3 | |
| Labour Unions | 25.0 | 25.0 | 37.5 | 12.5 | |
| Ministry of labour | | 11.1 | 44.4 | 44.4 | |
| Court Prosecutions | 8.3 | 8.3 | 66.7 | 16.7 | |

In this Survey, respondents were asked whether they got assistance or direction from public officers on the relevant offices where the service sought would be provided. The Survey established that National Hospital Insurance Fund, Kenya Power and lighting Company, Posta, Pensions, Insurance Companies, Kenya Commercial Bank, National Bank of Kenya, Department of Civil Registration, Motor Vehicle Inspection Unit, Public Service Commission, Probation and After Care Department, Cooperative Societies and Non-Governmental Organizations assisted or directed all service seekers to the relevant services providers or institutions as presented in table 12 below.

| <i>Table 12: Directing of the public to relevant offices for services</i> | | |
|---|------|------|
| | Yes | No |
| Public health services | 60.5 | 39.5 |
| Public education services (primary) | 72.5 | 27.5 |
| Public education services (Secondary) | 70.3 | 29.7 |
| Public education services (University) | 64.2 | 35.8 |
| Public education services (Tertiary colleges) | 68.1 | 31.9 |
| National Registration Office | 62.2 | 37.8 |
| Traffic Police | 41.0 | 59.0 |
| Police excluding traffic Police | 47.8 | 52.2 |
| Registrar of Companies | 44.4 | 55.6 |
| Registrar of Societies | 50.0 | 50.0 |
| Customs Department | 75.0 | 25.0 |
| Income Tax Department | 80.0 | 20.0 |

| <i>Table 12 cont'd</i> | | |
|--|-------|------|
| VAT Department | 42.9 | 57.1 |
| Immigration office | 46.2 | 53.8 |
| Judges/Court officials | 75.0 | 25.0 |
| Water & Sewerage | 62.5 | 37.5 |
| Kenya Power & Lighting Company | 69.2 | 30.8 |
| Mobile Telephone Companies | 100.0 | |
| Postal Services | 100.0 | |
| Pensions | 100.0 | |
| Insurance | 100.0 | |
| Kenya Commercial Bank | 100.0 | |
| National Bank of Kenya | 100.0 | |
| Cooperative Bank of Kenya | 100.0 | |
| Department of Civil Registration | 100.0 | |
| Lands Office | 27.3 | 72.7 |
| Motor Vehicle Inspection Unit | 100.0 | |
| Teachers Service Commission | 66.7 | 33.3 |
| Public Service Commission | 100.0 | |
| Probation & After Care Department | 100.0 | |
| Cooperative Societies | 100.0 | |
| Provincial Administration | 56.1 | 43.9 |
| National Assembly | 50.0 | 50.0 |
| National Hospital Insurance Fund | 100.0 | |
| National Social Security Fund | 83.3 | 16.7 |
| Non – Governmental Organizations | 100.0 | |
| Local Government Authorities(Municipal, County, Urban, Town Council) | 58.8 | 41.2 |
| Churches/ Religious Bodies | 94.1 | 5.9 |
| Ministry of labour | 50.0 | 50.0 |

In addition, respondents were asked to indicate if and where they registered complaints about poor service delivery. As shown in table 13 below, Insurance services, Postal services and the National Assembly received most complaints on poor service delivery.

| <i>Table 13: Complaints on poor service delivery</i> | | |
|--|------|------|
| | Yes | No |
| Public health services | 25.5 | 74.5 |
| Public education services (primary) | 32.4 | 67.6 |
| Public education services (Secondary) | 35.9 | 64.1 |
| Public education services (University) | 33.8 | 66.2 |
| Public education services (Tertiary colleges) | 20.5 | 79.5 |
| National Registration Office | 28.1 | 71.9 |
| Traffic Police | 22.1 | 77.9 |
| Police excluding traffic Police | 27.3 | 72.7 |

| <i>Table 13 cont'd</i> | | |
|--|-------|-------|
| Registrar of Companies | 28.0 | 72.0 |
| Registrar of Societies | 14.3 | 85.7 |
| Customs Department | 16.7 | 83.3 |
| Income Tax Department | 22.2 | 77.8 |
| VAT Department | 33.3 | 66.7 |
| Immigration office | 42.9 | 57.1 |
| Judges/Court officials | | 100.0 |
| Water & Sewerage | 33.3 | 66.7 |
| Kenya Power & Lighting Company | 55.6 | 44.4 |
| Postal Services | 100.0 | |
| Pensions | | 100.0 |
| Insurance | 100.0 | |
| Kenya Commercial Bank | | 100.0 |
| Cooperative Bank of Kenya | 50.0 | 50.0 |
| Department of Civil Registration | | 100.0 |
| Lands Office | 33.3 | 66.7 |
| National Housing Corporation | | 100.0 |
| Motor Vehicle Inspection Unit | | 100.0 |
| Teachers Service Commission | 33.3 | 66.7 |
| Public Service Commission | | 100.0 |
| Judicial Service Commission | | 100.0 |
| Cooperative Societies | 50.0 | 50.0 |
| Provincial Administration | 38.7 | 61.3 |
| National Assembly | 100.0 | |
| Prisons Department | | 100.0 |
| National Hospital Insurance Fund | 33.3 | 66.7 |
| National Social Security Fund | 33.3 | 66.7 |
| Non – Governmental Organizations | | 100.0 |
| Local Government Authorities(Municipal, County, Urban, Town Council) | 24.0 | 76.0 |
| Churches/ Religious Bodies | 50.0 | 50.0 |
| Labour Unions | | 100.0 |
| Ministry of labour | 25.0 | 75.0 |
| Court Prosecutions | | 100.0 |

The Survey further established that in some institutions, the complaints made against them on account of poor service delivery did not in any way influence the way they provide such services. As shown in table 14, some of these institutions included; Customs Department, Water and Sewerage Companies, Teachers Service Commission, Cooperative Societies and Ministry of Labour. The only institution which appeared to be sensitive to service seeker's complaints was the Registrar of Companies.

| <i>Table 14: Action on public complaints</i> | | | | | |
|---|-----------|---------------|-----------------|--------------------|-------------|
| If you complained about the poor services provided, did it have any effect? | No effect | little effect | Moderate effect | Significant effect | Full effect |
| Public health services | 65.7 | 17.7 | 6.4 | 4.5 | 5.7 |
| Public education services (primary) | 59.4 | 18.8 | 9.4 | 8.0 | 4.3 |
| Public education services (Secondary) | 62.6 | 23.4 | 3.7 | 8.4 | 1.9 |
| Public education services (University) | 57.3 | 24.0 | 5.3 | 8.0 | 5.3 |
| Public education services (Tertiary colleges) | 43.3 | 46.7 | | 10.0 | |
| National Registration Office | 65.2 | 23.9 | 2.2 | 2.2 | 6.5 |
| Traffic Police | 62.5 | 31.3 | 6.3 | | |
| Police excluding traffic Police | 63.3 | 30.0 | 3.3 | 3.3 | |
| Registrar of Companies | 50.0 | | 16.7 | | 33.3 |
| Registrar of Societies | 50.0 | | 50.0 | | |
| Customs Department | 100.0 | | | | |
| Income Tax Department | 50.0 | 50.0 | | | |
| VAT Department | | 100.0 | | | |
| Immigration office | 66.7 | 33.3 | | | |
| Water & Sewerage | 100.0 | | | | |
| Kenya Power & Lighting Company | 40.0 | | 20.0 | 40.0 | |
| Postal Services | 100.0 | | | | |
| Insurance | | 100.0 | | | |
| Cooperative Bank of Kenya | | | 100.0 | | |
| Lands Office | 66.7 | 33.3 | | | |
| Teachers Service Commission | 100.0 | | | | |
| Cooperative Societies | 100.0 | | | | |
| Provincial Administration | 58.3 | 16.7 | 4.2 | 12.5 | 8.3 |
| National Assembly | | 100.0 | | | |
| Supplies Offices | 100.0 | | | | |
| National Hospital Insurance Fund | 50.0 | 50.0 | | | |
| National Social Security Fund | 100.0 | | | | |
| Local Government Authorities (Municipal, County, Urban, Town Council) | 66.7 | 16.7 | | 16.7 | |
| Churches/ Religious Bodies | 100.0 | | | | |
| Ministry of labour | 100.0 | | | | |

3.3.2 Access to Public Service Delivery

This Survey sought to understand the speed and efficiency with which public services are rendered and received. As indicated in Table 15, most respondents indicated that it was difficult to obtain help from the police, get supply of household utilities such as electricity, water, etc. and get a title deed. On the other hand, the respondents indicated that it was much easier to get a voter's card and enroll a child in a primary school. In the Survey, it also emerged that majority of Kenyans have not attempted to apply for a

passport or get pension payments and hence could not know whether it was easy or difficult to get these services.

Table 15: Ease of accessing government documents

| | Difficult | Easy | Do not Know |
|--------------------------------------|-----------|------|-------------|
| An Identity Card | 51.5 | 41.3 | 7.2 |
| Primary School Placement for a child | 13.0 | 80.9 | 6.1 |
| Voter Registration Card | 9.8 | 84.8 | 5.4 |
| Household Amenities | 70.3 | 14.2 | 15.4 |
| Pension after Retirement | 25.3 | 8.4 | 66.3 |
| Birth and Death Certificate | 40.3 | 33.3 | 26.5 |
| Passport | 37.0 | 10.0 | 53.0 |
| Business Permit/License | 38.6 | 26.6 | 34.8 |
| Help from Police | 72.8 | 15.5 | 11.7 |
| Title Deed | 63.1 | 11.0 | 25.9 |

3.3.2 Delay in Public Service Delivery

In this Survey, and the previous Surveys, respondents were asked to provide an indication of how they are likely to respond to delays in accessing public services. The Survey established that 37.3 percent of the respondents would just wait for the services until they provided. This finding is not significantly different from that of 2007. Those who would lodge a complaint with the relevant offices were 21.1 percent while those who would do nothing and give up were 20.9%. Other would offer a bribe/gift to the official (10.7%), use influential people to help (3.1%), or report to KACC (1.2%).

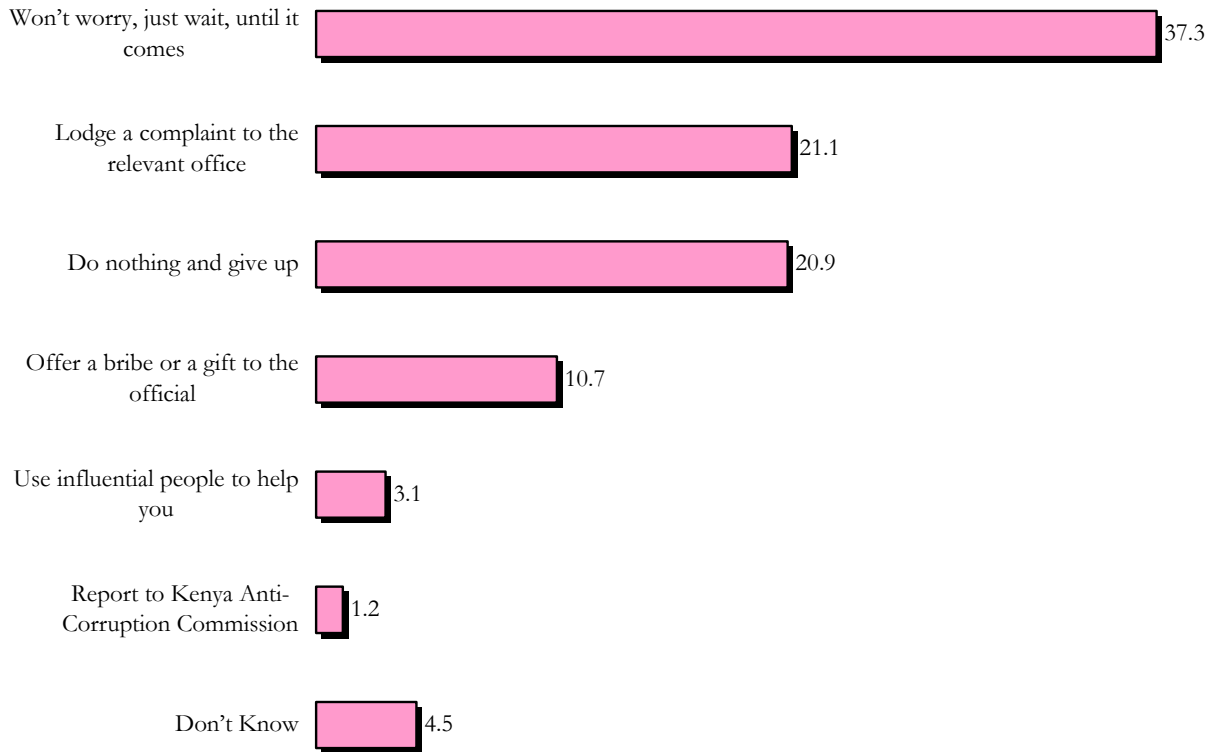


Figure 13: Action on delayed public services

3.3.3 Support for Government Reforms

Respondents were also asked how they rated their support or lack of it for certain public sector reforms on a rating scale of 1-5 where 1 was completely unsupportive while 5 was completely supportive. The reform initiatives that were rated highly included; Public Financial reforms such as introduction and use of 'Devolved' funds (the CDF, Bursary, LATF etc); and social policy reforms such as introduction of Free Primary Education as instruments of development. Others included introduction of free secondary education and public service reforms such as Rapid Results Initiative, Results-based Management (performance-based reward system), performance contracting, regular declaration of wealth and administrative decentralization.

However, Respondents were least supportive of Reduction in government workforce, even if it allows an improvement in terms and conditions of work.

| <i>Table 16: Support for government reforms</i> | | |
|--|------|------|
| | Mean | Std. |
| Establishing a living wage for public employees | 3.9 | 1.2 |
| Establishing personnel management system in the public sector, where compensation and promotions are specifically based on performance | 4.2 | 0.9 |
| Reduction in government workforce, if it allows an increase in salary and benefits for remaining government workers | 2.3 | 1.3 |
| Administrative decentralization of the state, delegating operative functions of the national government to local governments | 4.0 | 1.2 |
| Privatization of public services, such as railway services, banking etc | 3.1 | 1.5 |
| Greater oversight of government functions by the general public and civil society | 4.2 | 0.9 |
| Regular declaration of assets of public officials | 4.2 | 1.0 |
| Performance Contracting | 4.2 | 0.9 |
| Harmonization of Public Officers Remuneration | 4.0 | 1.1 |
| Introduction of Devolved of funds such as CDF, Bursary, LATF etc | 4.5 | 0.8 |
| Free Primary Education | 4.5 | 0.9 |
| Free Secondary Education | 4.4 | 1.0 |
| Rapid Results Initiative | 4.3 | 0.8 |

3.4 Effectiveness of Anti-Corruption Efforts

As indicated in Figure 14 below, respondents in this Survey were divided in their assessment of how well the government is handling the fight against corruption. Whereas 42.9 percent of the respondents rank government efforts as ‘moderately well’ an almost similar number, 40.9 percent of the respondents rated government efforts as ‘not well’. Only 8.6 percent of the respondents rated it as ‘very well’.

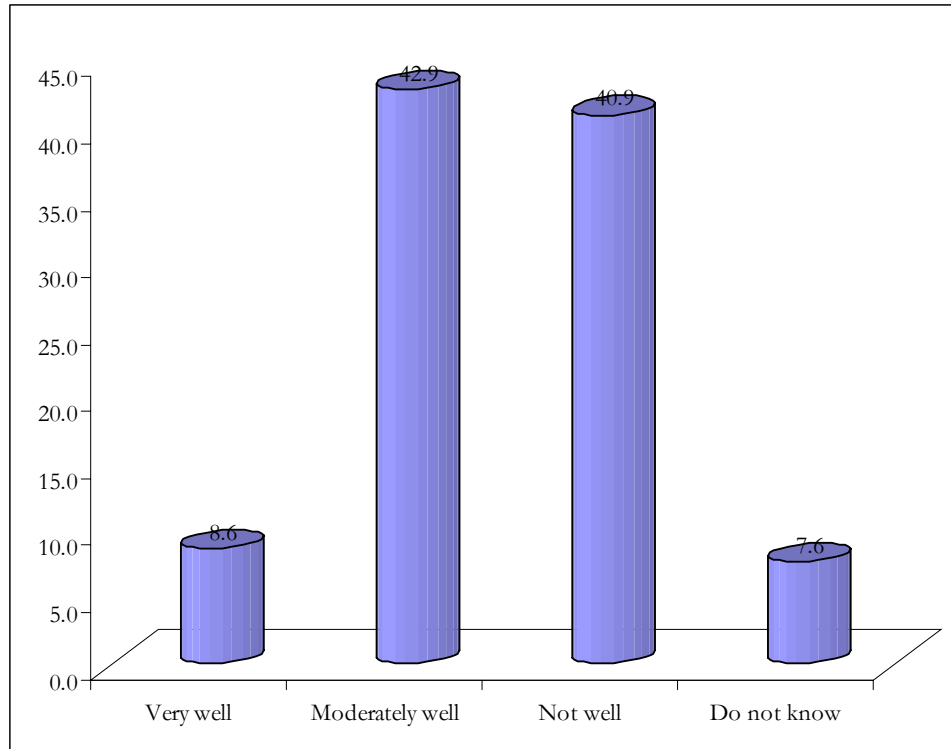


Figure 14: Ratings on the government's handling of the fight against Corruption

Further analysis by socio-demographic characteristics revealed that 45.0 percent of the respondents with secondary education and 44.7 percent with primary education rated government as performing 'moderately well' in fighting corruption. On the other hand majority of respondents with university education (53.4%) and tertiary education (50.7%) rated the government performance as 'Not Well'. The Survey also revealed that 22.9 percent of the respondents without formal education could not rate the performance of the government in the fight against corruption as illustrated in table 17 below.

| <i>Table 17: Ratings on government's handling of the fight against Corruption by Socio-economic characteristics</i> | | | | |
|---|-----------|-----------------|----------|-------------|
| | Very well | Moderately well | Not well | Do not know |
| Education | | | | |
| None | 8.0 | 35.8 | 33.4 | 22.9 |
| Primary | 9.4 | 44.7 | 38.8 | 7.1 |
| Secondary | 8.2 | 45.0 | 44.4 | 2.4 |
| Tertiary College | 7.8 | 39.4 | 50.7 | 2.1 |
| University | 3.6 | 41.2 | 53.4 | 1.8 |
| Religion | | | | |
| Christianity | 8.7 | 43.9 | 39.8 | 7.6 |
| Islam | 6.1 | 35.0 | 51.8 | 7.1 |
| Hindu | | 21.4 | 78.2 | 0.5 |
| Other | 11.6 | 38.1 | 42.5 | 7.8 |
| Place of Residence | | | | |
| Urban | 5.5 | 41.6 | 47.1 | 5.8 |
| Rural | 9.6 | 43.3 | 38.8 | 8.2 |
| Gender | | | | |
| Male | 8.4 | 42.4 | 41.2 | 8.0 |
| Female | 8.7 | 43.4 | 40.7 | 7.1 |

In explaining their poor ratings of government efforts in fighting corruption, some of the respondents felt that:

- Corruption is still rampant (33.5%),
- Corruption is still evident (28.9%),
- The government is perceived to be corrupt (12.6%),
- There appears to be a lot of talk and no action (9.4%),
- There is selective action against the corrupt (6.4%),
- Stern action is not taken against the corrupt (4.6%),
- The government is not concerned (4.5%), and
- Corruption is a culture well entrenched in people (3.6%).

Some of the respondents rated the government well in its efforts in fighting corruption on account of the fact that;

- Attempt was being made to fight corruption (17.2%),
- Corruption levels had reduced (15.2%),
- Action had been taken against the corrupt (9.3%),

- Some action was being taken by the anti-corruption agencies (7.2%), and
- There were many cases pending in court (6.4%)

This Survey showed that most Kenyans are optimistic that the fight against corruption in the country will succeed. An overwhelming 77.5 percent of the respondents indicated that the fight against corruption will succeed as opposed to 22.5 percent who thought that it will not succeed. The respondents who thought that the fight against corruption will not succeed cited different reasons, including;

- Everybody was corrupt (53%),
- Corruption among politicians (23.3%),
- No political will to fight corruption (22.2%),
- No public support for fighting corruption (10.8%),
- Ineffective legal system (10.6%),
- Poverty (9%),
- Political interference in running and management of public institutions (8.1%), and
- Ineffective anti-corruption agencies (4.8%).

3.4.1 Confidence in Stakeholders

As indicated in Table 18 below, respondents in this Survey had high confidence in the Religious Organizations (26.2%), Private Broadcasting Services (25.2%), Kenya National Commission on Human Rights (23.2%), Public Broadcasting Services (22.3%), Kenya Anti-Corruption Commission (22.2%) and the Ruling Coalition (21.1%) in fighting corruption. On the other, respondents had no confidence in the Police (38.5%), Electoral Commission of Kenya (28.8%) and Civic leaders (27.2%) in fighting corruption.

Table 18: Confidence in stakeholders fighting corruption

| | High confidence | Moderate confidence | Low confidence | No confidence | Do not Know |
|--|-----------------|---------------------|----------------|---------------|-------------|
| Executive | 21.6 | 34.1 | 20.1 | 14.3 | 9.9 |
| Parliament | 16.7 | 34.8 | 21.8 | 16.4 | 10.3 |
| Electoral Commission of Kenya | 9.0 | 19.9 | 25.0 | 28.8 | 17.2 |
| Kenya Anti-Corruption Commission | 22.2 | 32.6 | 12.8 | 9.8 | 22.7 |
| Office of the Attorney General | 13.4 | 28.1 | 16.6 | 13.7 | 28.2 |
| National Anti Corruption Campaign Steering Committee | 13.4 | 24.4 | 10.6 | 7.9 | 43.6 |
| Kenya National Commission on Human Rights | 23.2 | 32.6 | 9.7 | 7.6 | 27.0 |
| Courts of Law | 12.3 | 27.0 | 22.4 | 21.7 | 16.6 |
| Office of the Attorney General | 12.1 | 26.4 | 17.9 | 16.0 | 27.6 |
| Local Authorities | 7.5 | 22.7 | 27.7 | 26.7 | 15.4 |
| Police | 6.4 | 16.3 | 29.3 | 38.5 | 9.5 |
| Civic Leaders | 8.4 | 24.3 | 28.1 | 27.2 | 11.9 |
| Provincial Administration | 9.9 | 27.4 | 26.3 | 26.8 | 9.6 |
| Ruling Coalition | 21.1 | 36.9 | 15.2 | 14.1 | 12.6 |
| Opposition Political Parties | 17.3 | 31.6 | 15.3 | 18.4 | 17.3 |
| Religious Organizations | 26.2 | 41.0 | 11.4 | 9.8 | 11.6 |
| Public Broadcasting Services | 22.3 | 40.7 | 13.4 | 10.6 | 13.0 |
| Private Broadcasting Services | 25.2 | 40.7 | 11.4 | 8.8 | 13.9 |

3.4.2 Anti-Corruption Institutions

Table 19 below presents the respondent's perception on the effectiveness of various anti-corruption institutions and committees. The media was perceived to be the most effective institution in the fight against corruption. It was rated effective by 21 percent of the respondents followed by Kenya National Commission on Human Rights (18.8%) and Kenya Anti-Corruption Commission (18.7%). Conversely, respondents ranked the Police, Administration Police and the Courts as not effective in the fight against corruption.

Table 19: Effectiveness of Institutions in fighting corruption

| | Very effective | Moderately effective | Not Effective | Do not Know |
|---|----------------|----------------------|---------------|-------------|
| Courts | 8.1 | 33.3 | 41.7 | 16.9 |
| Office of the Attorney General | 8.2 | 35.0 | 27.7 | 29.2 |
| Administration Police | 5.0 | 24.5 | 58.1 | 12.4 |
| NGOS | 14.7 | 41.6 | 17.0 | 26.7 |
| KACC | 18.7 | 36.6 | 17.8 | 26.9 |
| Efficiency Monitoring Unit | 7.7 | 26.9 | 13.6 | 51.9 |
| National Anti Corruption Campaign Steering Committee | 11.7 | 27.8 | 14.4 | 46.0 |
| Kenya National Commission on Human Rights | 18.8 | 35.8 | 13.7 | 31.7 |
| Department of Governance and Ethics | 8.7 | 29.0 | 16.1 | 46.2 |
| Media | 21.0 | 48.3 | 16.0 | 14.6 |
| Police | 4.7 | 23.2 | 61.6 | 10.5 |
| Religious Organizations | 18.9 | 50.3 | 17.2 | 13.5 |
| Development Partners | 9.2 | 40.6 | 20.4 | 29.8 |
| Parliament | 11.5 | 40.9 | 28.0 | 19.6 |
| Anti-Corruption Courts | 13.6 | 30.1 | 17.0 | 39.3 |
| Public Complaints Committee | 9.4 | 24.7 | 14.9 | 50.9 |
| Parliamentary Committee on Legal and Administration of Justice | 6.7 | 25.6 | 14.9 | 52.8 |
| Public Accounts Committee | 8.5 | 23.4 | 15.1 | 53.0 |
| Public Investments Committee | 8.4 | 23.2 | 15.0 | 53.4 |
| Ministry of Justice, National Cohesion and Constitutional Affairs | 10.0 | 31.3 | 19.6 | 39.1 |
| Cabinet Committee on Corruption | 7.6 | 26.2 | 16.2 | 50.0 |

3.4.3 Corruption Prevention Measures

This Survey assessed the effectiveness of various corruption prevention measures. As shown in Table 20 below, most respondents felt that the government should first eradicate poverty, improve the economy, create employment, conduct public education/sensitization and enforce the anti-corruption laws in order to effectively fight corruption.

Table 20: Effectiveness of corruption prevention measures

| | Very effective | Moderately effective | Least effective | Do not Know |
|---|----------------|----------------------|-----------------|-------------|
| Public Education/Sensitization | 63.5 | 27.4 | 4.7 | 4.4 |
| Improve Economy | 65.5 | 26.4 | 3.4 | 4.7 |
| Eradicate Poverty | 66.9 | 25.1 | 3.4 | 4.5 |
| Create Employment | 65.0 | 25.9 | 4.5 | 4.6 |
| Improve Salaries | 52.8 | 26.0 | 15.9 | 5.3 |
| Change Leadership | 40.9 | 29.4 | 21.8 | 7.9 |
| Enforcement of the anti-corruption laws | 63.3 | 25.9 | 4.7 | 6.1 |
| Payers | 50.5 | 26.8 | 17.8 | 5.0 |
| Employ qualified personnel | 50.2 | 31.0 | 12.2 | 6.6 |
| Establish reporting channels | 59.8 | 29.7 | 4.7 | 5.8 |
| Elect good leaders/leaders of integrity | 54.9 | 29.8 | 8.5 | 6.8 |
| Ensure professional ethics | 53.0 | 30.9 | 6.6 | 9.5 |
| Set up autonomous anti-corruption agencies | 53.2 | 30.4 | 5.6 | 10.9 |
| Equitable distribution of resources | 57.8 | 27.7 | 6.0 | 8.5 |
| Review of systems, policies and procedures | 51.4 | 29.8 | 5.9 | 12.9 |
| Strengthening audit and accounting systems | 51.2 | 30.2 | 4.9 | 13.7 |
| Ensure independence of state institutions from political interference | 49.2 | 30.3 | 7.5 | 13.0 |
| External assistance | 30.1 | 26.7 | 28.5 | 14.7 |

3.4.4 Responsibility to Fight Corruption

In this Survey, 48.1 percent of the respondents felt that the responsibility of fighting corruption should be left to the government while 47.6 percent felt that it should lie with everybody. Other respondents felt that it should be the responsibility of the President (16.6%), Parliament (3.5%), Ministers (3.3%), Kenya Anti-Corruption Commission (3.4%), Police (2.2%) and Chief/Assistant Chief (1.3%) to fight corruption.

Asked to indicate the role individuals should play in fighting corruption, 48.1 percent of the respondents indicated that they should avoid being corrupt or engaging in corrupt acts. Other respondents cited reporting of acts of corruption (41.1%), voting out corrupt leaders (9.5%), educate and sensitize others about corruption (8.5%), knowing their rights (4.4%), and praying (3%).

3.4.5 Strategic Leader in the Fight against Corruption

As indicated in Figure 15 below, most respondents (28.2%) want the Government to take the lead in the fight against corruption. This was followed by the Presidency (20.1%),

KACC (17.6%), Community/Everyone (9.8%), the Police (6.6%), Provincial Administration (4.7%) and Parliament (3.6%).

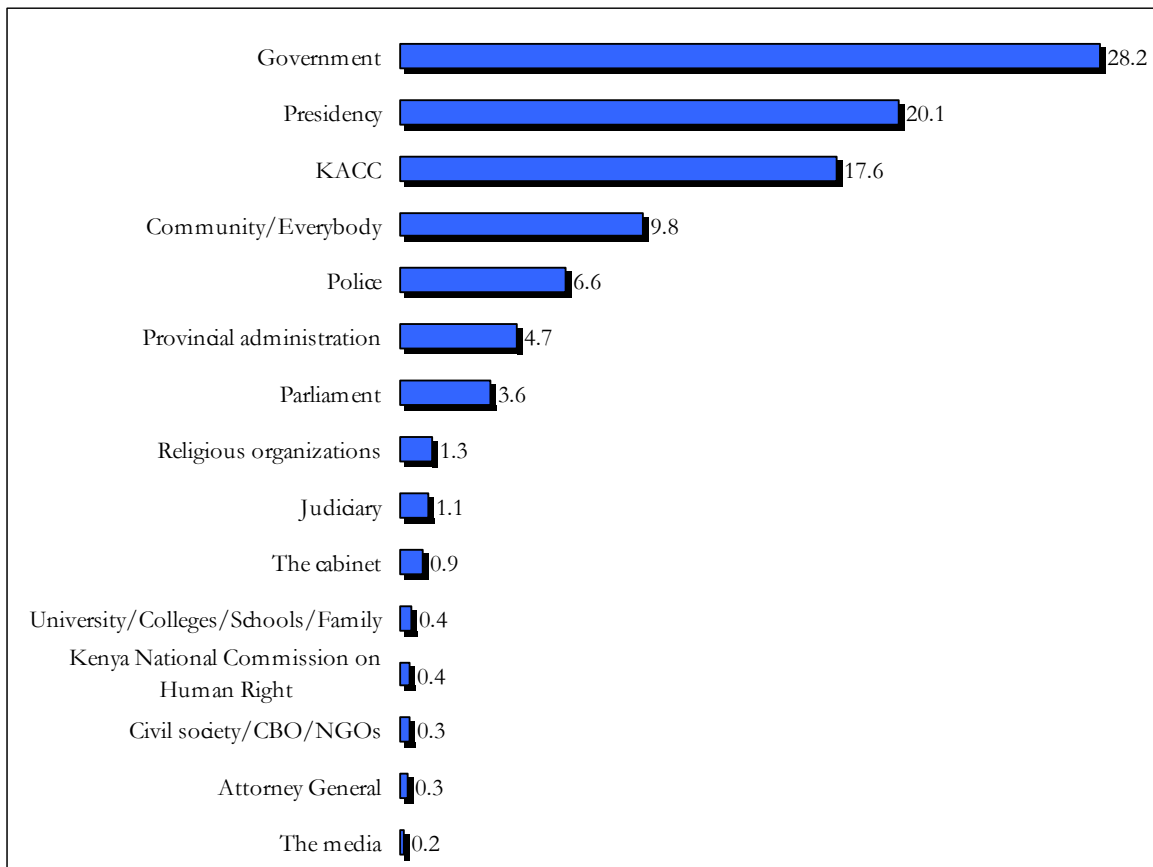


Figure 15: Strategic leader in the fight against corruption (%)

3.4.6 Suggestions to Enhance the Fight against Corruption

When asked what they would do if in a position of responsibility to fight corruption, 29.4 percent of the respondents in the Survey indicated that they would sensitize people on corruption, 27.6 percent would prosecute corrupt officers, 25.5 percent would dismiss them, 17.3 percent would lead by example, 12.9 percent would ensure enforcement of the law, 10.3 percent would report corrupt persons to relevant authority, 13.9 percent would ensure harsh penalties for the corrupt, while 8.7 percent would improve the economy by empowering the people.

3.5 Education and Sensitization against corruption

3.5.1 Media Usage

This Survey also sought to identify the types of media used by the public to obtain corruption related information over the preceding three months. Accordingly, most respondents indicated that they had relied on the Radio (76%) in the last three months to obtain corruption related information. Other sources of information on corruption cited were: Television (35%), News Papers (32.6%), Community meetings (12.6%), Churches/Mosque (8.1%), Public rallies (5.3%) and Banners and Posters (3.4%).

3.5.1.1 Radio

The Survey established that the most listened to radio stations were the Vernacular/Regional stations as cited by 39.5% of the respondents and therefore their main source of corruption related information. This is followed by Citizen (26.6%), KBC National Service (17.6%), Kiss 100 (3.1%), Easy FM (2.7%), Metro (1.8%), Religious Stations (1.6%) and KBC English Service (1.6%).

3.5.1.2 Newspapers

The Survey established that the Daily Nation is the newspaper read by most respondents. The news paper is preferred by 64.6 percent of the respondents followed by The Standard (14.8%) and Taifa Leo (10.1%).

3.5.1.3 Television

The Survey established that the most watched television station is KTN as indicated by 28.8 percent of the respondents followed by KBC (28.3%), Citizen (19.3%) and NTV (14.1%).

3.5.4 Organizers of Popular Public Meetings

The Survey also sought to identify the organizer of popular public meetings for use in disseminating information on corruption. Just like the previous Surveys, the Provincial

Administration was identified as the organizer of the most popular public gatherings. This was cited by 57.5 percent of the respondents. Other organizers of popular meetings that were identified included Politicians such as councillors, activists and parliamentarians (18.5%), Village elders (12.2%) and religious organizations (6.9%).

3.6 General Issues

3.6.1 Major Problems Affecting the Country

This Survey sought to establish the major developmental problems that the country was facing. As shown in Figure 16 below, the Survey findings are not significantly different from those of the 2007 and 2006 Surveys. Overall, the major problem that the country faced was unfavourable economic conditions characterized by high cost of living cited by 49.5 percent of the respondents followed by poverty (42.5%), unemployment (32.1%), food insecurity (25.9%), corruption (18%), lack of clean and safe drinking water (15.6%), poor infrastructure such as roads, electricity etc (12%), Unaffordable/inadequate health care (10.6%), insecurity (8.8%), education (7.8%), political instability (6.5%), Tribalism/Nepotism (4.6%), land issues (4.3%), HIV/AIDS (4%) and others (9.6%).

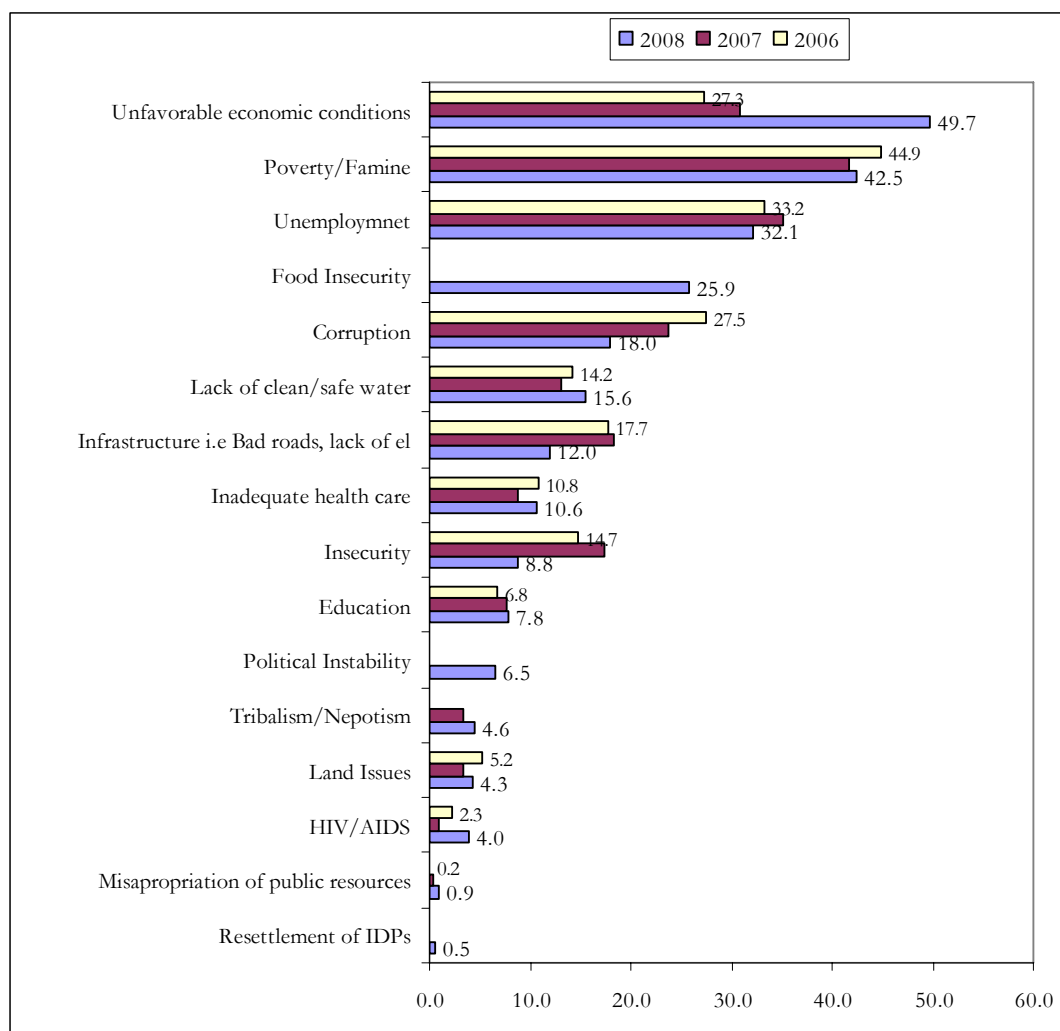


Figure 16: Major challenges facing the country (%)

3.6.2 Government action on above problems

Table 21 below summarizes the responses about what the government is doing to address the problems mentioned above. The government is rated 'Well' in the management of education with a score of 34.1 percent. It is rated 'Average' on management of the health care (49.6%), insecurity/crime (48%), environment (43.6%), HIV/AIDS (43.1%) and resettlement of internally displaced people. On the other hand, the government is rated 'Badly' in handling of unemployment (77.4%), poverty (67.8%), corruption (61%), roads (49.7%), water (49.2%), agriculture (47.4%), land issues (46.2%), post election violence (41.4%) and business environment (39.7%).

| Table 21: Government action on challenges facing the country (%) | | | | |
|---|-------------|----------------|--------------|--------------------|
| Challenge | Well | Average | Badly | Do not know |
| Poverty | 2.5 | 27.7 | 67.8 | 2.0 |
| Insecurity/crime | 14.9 | 48.0 | 35.4 | 1.7 |
| Health Care | 21.0 | 49.6 | 27.4 | 2.0 |
| Corruption | 4.0 | 27.9 | 61.0 | 7.1 |
| Education | 34.1 | 48.5 | 14.9 | 2.5 |
| Unemployment | 1.8 | 18.0 | 77.4 | 2.8 |
| Post Election Violence | 8.7 | 38.9 | 41.4 | 11.0 |
| Land issues | 8.0 | 36.7 | 46.2 | 9.1 |
| Roads | 11.0 | 37.4 | 49.7 | 2.0 |
| Water | 12.6 | 35.5 | 49.2 | 2.7 |
| Agriculture | 8.0 | 35.0 | 47.4 | 9.6 |
| Environment | 10.7 | 43.6 | 32.1 | 13.6 |
| Livestock | 8.9 | 38.0 | 38.2 | 15.0 |
| Business environment | 8.5 | 36.5 | 39.7 | 15.3 |
| HIV/AIDS | 28.8 | 43.1 | 17.9 | 10.2 |
| Internally Displaced People | 11.0 | 39.0 | 36.4 | 13.6 |

3.6.3 Quality of Life

When asked to rate their quality of life the past one year, 71.9 percent of the respondents rate their lives in the past one year as worse while 15.5 percent rated it as better. Only 12.7 percent rated their lives as have remained the same in the past one year.

At the same time, respondents were asked to rate quality of life expectation in the next year to come. Majority of the respondents (64.8%) expect their lives to be worse while 18.1 percent expect it to be the same and 17 percent expect it to be better. Among the reasons cited for those who expect their lives to be worse are; high cost of living (74.8%), low income (19.4%), political instability (12%) and high taxes (6.6%).

4.0 CONCLUSION AND RECOMMENDATIONS

The 2008 National Corruption Perception Survey measures the extent of corruption in Kenya and experiences of the same over 2008. The Survey provides reliable information, on the scale of corruption and thus contributes in constructing appropriate reference point for monitoring corruption trends over time and the implementation of programmes targeting the fight against corruption and economic crime. Overall, information generated by this Survey is important in guiding the formulation of relevant intervention measures for the fight against corruption and economic crime.

Based on the findings of the Survey, a number of conclusions can be drawn touching on the extent of corruption in Kenya; extent of bribery in Kenya; Corruption reporting; effect of corruption on public service delivery; and effectiveness of anti-Corruption efforts.

Extent of corruption: The level of corruption in the country increased in 2008 as 66.7 percent of the respondents in the Survey felt that the level of corruption in the country was very high compared to 47.9 percent and 48 percent who felt the same in 2007 and 2006 respectively. The perception for 2008 was based on a number of factors including personal experiences with corruption, (65.1%), media information (50.3%), experiences of relatives and friends (39.4%) and information from politicians (4.2%).

As a result, all stakeholders in the fight against corruption and economic crime must enhance their efforts, evaluate their strategies and formulate new ones to deal with the perceived increases in corruption levels in the country.

Public Institutions most affected: Majority of respondents (72.2%) in the 2008 Survey indicated that Kenyans were more likely to experience some form of corruption in the Ministry of Internal Security and Provincial Administration. The Ministry of Medical Services became a distant second (16.3%), followed by the Ministry of Lands (13.7%), Ministry of Local Government (12%), Ministry of Basic and Primary Education (9.2%),

Ministry of Public Health (8.6%) and Ministry of Immigration and Registration of Persons (7.8%) in that order.

In this Survey, Government Hospitals were ranked as the most corrupt public institutions (22.2%) followed by the Regular Police (21.8%), Traffic Police (19.3%), Provincial Administration (18.1%), Administration Police (13.2%) and Local Authorities (12.4%). All these institutions must be clearly targeted with a combination of anti-corruption measures including improving internal systems and sealing corruption loopholes, integrity training, education and awareness as well law enforcement through investigations, prosecution and adjudication if their rankings are to improve. These institutions should also take proactive steps on their own to champion corruption prevention within the framework of performance contracting, rapid results initiative, and targeted reforms for improving corporate governance.

Extent of bribery: In this Survey, bribery was identified as the main form of corruption (61.2%). Furthermore bribery was found to be practiced in most public institutions. Out of the 68.8 percent of the respondents who sought public services, 30.5 percent were asked to pay bribes. Of those who were asked to pay the bribe, 15.5 percent made the payments. The Survey also established a marked increase in the size of average bribe paid by those seeking public services. The average bribe increased to Kshs. 3,664.93 in 2008 up from Kshs. 2,711.46 in 2007 representing an increase of 35% over the one year period. The integrity and ethics of public officers must be enhanced and kept at high levels in the course of delivery of services to the public. This calls for enhanced training within the framework of public service integrity programme for both public officers and the service seekers by KACC in collaboration with the Ministry of Public Service. Systems that encourage bribery ought to be identified and reviewed to weed out and seal corruption loopholes through targeted examination and systems reviews such as the ones being undertaken by KACC.

Corruption reporting: Majority of Kenyans are not able to report corruption as only 48.8 percent of the respondents in this Survey indicated that they would report instances of corruption. Inability to report corruption was attributed to a number of reasons, the

main ones being; not knowing where to report (44.5%), concern about potential harassment and reprisal/fear of victimization (45.6%) and Enforcement failures.

In addition, even the respondents who indicated that they know where to report corruption ended up reporting mostly to institutions that do not have clear or core mandate to fight corruption. As established in this Survey, of those who knew where to report corruption, 45.9 percent indicated that they would report instances of corruption to the police, 30.3 percent to the Chiefs or Assistant Chiefs, and only 23.7 percent said that they would report to KACC. Others would report to the DCs/DOs (9.3%), Village Elder (3.8%) and to religious places (0.1%). One clear explanation to this outcome is the fact that provincial administration has closer presence and proximity to the people reporting corruption than KACC. It is also costly for most Kenyans from far flung areas wishing to report corruption to KACC.

Efforts to educate the public on corruption reporting should be intensified. Furthermore, to remove fear of reprisal, anonymous reporting should be expanded and deepened through seamless links with all government institutions. Digital villages and call centers should be established and promoted countrywide to facilitate education on online reporting and seamless interaction with KACC. The ongoing creation of KACC regional offices should be accelerated to enable the public to make reports from strategic locations.

Effectiveness of Anti-Corruption Efforts: Respondents in this Survey were divided in their assessment of how well the government was fighting corruption. Whereas 42.9 percent of the respondents rank government efforts as *‘moderately well’* an almost similar number, 40.9 percent of the respondents rated government efforts as ‘not well’. Only 8.6 percent of the respondents rated it as ‘very well’. The respondents provided different reasons for this rating: serious attempts were being made to fight corruption (17.2%), corruption levels had reduced (15.2%), action had been taken against the corrupt (9.3%), action had been taken by the anti-corruption agencies (7.2%) and many pending court cases (6.4%).

The poor ratings of government efforts were mainly based on a number of reasons: corruption is still rampant (33.5%), corruption is still evident (28.9%), government is corrupt (12.6%), lots of talk and no action (9.4%), selective action against the corrupt (6.4%), stern action not taken against the corrupt (4.6%), government is not concerned (4.5%) and it's a culture well entrenched in people (3.6%).

Notwithstanding the poor ratings, it must be noted that most Kenyans are optimistic that the fight against corruption in the country will succeed. An overwhelming 77.5 percent of the respondents indicated that the fight against corruption will succeed as opposed to 22.5 percent who thought otherwise. Those who thought that the fight against corruption will not succeed cited different reasons. 53 percent indicated that everybody was corrupt, 23.3 percent cited corruption among politicians, 22.2 percent said there was no political will, 10.8 percent said there was no public support, 10.6 percent cited an ineffective legal system, 9 percent cited poverty, 8.1 percent mentioned political interference in running and management of state institutions while 4.8 percent cited ineffective anti-corruption agencies.

Enhancing ongoing anti-corruption efforts calls for improved collaboration among key agencies and institutions charged with the responsibility to investigate, prosecute and adjudicate corruption cases. The legal framework for anti-corruption, integrity and ethics should be strengthened to support institutions responsible for fighting corruption and economic crime. Further sensitization was identified as a very effective tool in the fight against corruption and hence efforts should be made to collaborate with Provincial Administration as the most popular organizers of public gatherings to reach Kenyans.

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APPENDIX: CHARACTERISTICS OF THE HOUSEHOLDS AND CORRUPTION INDICES

Appendix 1: Socio-Economic Characteristics

| Province and Place of Residence | % | Household Income | % |
|---------------------------------|------|-------------------------------------|------|
| Nairobi | 11.9 | Below Kshs. 1,000 | 12.5 |
| Central | 13.7 | Kshs. 1,001- 5,000 | 42.9 |
| Coast | 8.4 | Kshs. 5,001- 10,000 | 23.1 |
| Eastern | 14.9 | Kshs. 10,001- 25,000 | 15.2 |
| North Eastern | 2.5 | Kshs.25,001- 50,000 | 4.3 |
| Nyanza | 14.1 | Kshs.50,001- 75,000 | 0.7 |
| Rift Valley | 23.8 | Over Kshs. 75,001 | 1.3 |
| Western | 10.8 | Head of household | 49.9 |
| Urban | 25.3 | Spouse | 34.0 |
| Rural | 74.7 | Child | 11.7 |
| Male | 52.9 | Other | 1.3 |
| Female | 47.1 | Marital Status | |
| First Language | | | |
| Kikuyu | 23.8 | Single | 19.3 |
| Luhya | 14.9 | Married | 74.1 |
| Luo (Suba, Acholi) | 12.2 | Widowed | 4.6 |
| Kalenjin | 11.2 | Divorced/Separated | 1.0 |
| | | Education | |
| Kamba | 10.1 | None | 15.2 |
| Kisii/Gusii | 5.7 | Primary | 45.4 |
| Meru | 5.3 | Secondary | 29.3 |
| Miji Kenda | 4.6 | Tertiary College | 7.6 |
| Somali | 3.0 | University | 2.2 |
| Embu | 2.0 | Religion | |
| Turkana | 1.7 | Christianity | 90.2 |
| Maasai | 1.5 | Islam | 7.0 |
| Taita | 1.1 | Hindu | 0.4 |
| Others | 2.8 | Other | 0.8 |
| Occupation | | Ownership of Household Items | |
| Farmer | 38.7 | Radio | 90.4 |
| Professional | 7.6 | Television | 34.1 |
| Technical Worker | 5.0 | Bicycle | 31.6 |
| Businessman/woman | 20.9 | Commercial Vehicle | 1.6 |
| Pastoralist | 0.9 | Car | 4.5 |
| Laborer | 7.9 | Tele/cell phone | 59.9 |
| Domestic Worker | 1.2 | Ox Plough | 3.7 |
| Housewife | 7.5 | Animal Cart | 2.6 |
| Student | 5.3 | Livestock | 56.1 |
| Other | 3.0 | Other | 1.3 |

Appendix 2: Housing Characteristics

| Type of House | % | Main Source of Water | % |
|----------------------|------|----------------------|------|
| Permanent Building | 34.3 | Piped into compound | 20.3 |
| Semi-Permanent | 46.3 | Public Tap | 17.7 |
| Temporary | 12.5 | Well | 11.0 |
| Traditional | 6.9 | Borehole | 14.4 |
| Others | 0.1 | River/Stream | 30.5 |
| Wall Material | | Pond/Lake/Dam | 2.8 |
| Stone | 24.1 | Protected spring | 0.6 |
| Brick | 14.3 | Unprotected spring | 0.7 |
| Iron Sheet | 6.2 | Rain water | 1.1 |
| Mud/dung | 41.5 | Rock Catchments | .1 |
| Wood | 13.0 | Others | 0.9 |
| Other | 1.0 | | |
| Roof Material | | | |
| Grass/thatch | 12.0 | | |
| Iron sheets | 83.9 | | |
| Tiles | 1.9 | | |
| Asbestos | 0.9 | | |
| Concrete | 0.9 | | |
| Other | 0.3 | | |

Appendix 3: Conceptual Framework of 2008 Baseline Corruption Indices

1. Introduction

One of the main objectives of the 2008 National Corruption Perception Survey was to introduce various indices that can be used to measure knowledge, attitudes, practices and perceptions about corruption so as to allow periodic monitoring of achievements made in the fight against corruption in the country. Consequently, the methodology adopted for generating the indices envisions periodic monitoring of a set of indicators characterizing the way in which Kenyans perceive corruption and also their involvement in different forms of corrupt practices. Given that these are baseline indices by KACC, the 2008 NCPS Report therefore provides a detailed explanation of the theoretical base of the indices and their construction for understanding, application and reference.

The baseline indices (the 2008 indices) presented in appendix 4 are constructed using the 2008 Survey data. The future surveys by the Commission will therefore incorporate a measure of change of the indices on an annual basis thus providing for continuous monitoring of the achievements made in the fight against corruption.

It is important to note on the outset that the corruption assessment index numbers explained herein can assume any value between 0 and 10, whereby:

- i) When the index number is tending towards or closer to 10, this implies that the state of corruption is worsening in society.
- ii) When the index number is tending towards or closer to 0, the reverse of i) above is being experienced. In other words the society is moving towards or is closer to the ideal of a "corruption-free" society.

This understanding is important for KACC whose Vision is to be 'a world class institution fostering zero-tolerance to corruption in Kenya'. It is also important for other institutions, the entire government and society in general in assessing the levels of corruption. Therefore, the level and movements in the aggregate composite index of corruption provide a basis for gauging whether the war against corruption is being worn

or lost overtime. Empirically, the level of the index will support a robust scientific interrogation of whether policies, strategies and programmes being applied in fighting corruption are appropriate and effective or not.

The 2008 corruption indices are grouped into four categories which are:

- (a) Corruption practices;
- (b) Assessment of the spread of corruption;
- (c) Corruption related expectations; and
- (d) Quality of Service delivery.

2. Methodology and theoretical approach to 2008 Indices

The 2008 NCPS Indices are derived based on the framework and application of corruption indices developed by *Coalition 2000* using NCPS 2008 data. The Coalition 2000 framework for constructing Corruption Indices was developed by the Vitosha Research Company and the Center for the Study of Democracy Organization Methodology.

The Vitosha Research Company indices are among the basic output results of the Corruption Monitoring System (CMS) in Eastern Europe. The main objective in constructing the corruption indices is to reduce the many dimensions of corruption as a social occurrence to a set of measurable indicators. Such an approach has two main advantages:

- (a) These indices in most cases facilitates public presentation of results for easier analysis; and
- (b) Employing corruption indices is a prerequisite for establishing time series for analyzing and assessing change.

3. Theoretical base of the study of the elements of corrupt behavior

The aforementioned four types of corruption indices are based on a relatively simple theoretical reconstruction of the elements corruption as a social action. This is because a social action:

- Has its specific prerequisites, among which the more important are social actors' attitudes, interiorized values and the way actors perceive their social environment;
- Presupposes a specific interrelationship of actors in which they exchange the resources they possess in order to achieve a specific objective;
- Has results with certain specific characteristics: i) they change or preserve the initial (pre-action) prerequisites; and ii) they leave a specific "trace" in the social environment (change or preserve its structural components); and that
- The fulfillment or non-fulfillment of the objectives generates expectations among actors about the character and the structure of social action in its subsequent cycle. Based on these expectations, each actor constructs or changes his behavioral strategy.

Applied to corruption, this model of social action can be reduced to the following basic components:

- a) ***Prerequisites Attitudes towards corruption:*** Which include the identification of corruption as a social occurrence, the assessment of its value acceptability and the degree of willingness to make ineffective the norms of legitimate social behavior.
- b) ***Actor Interaction Corrupt practices:*** Which include the activity of the actors, connected with creating a situation for corrupt practices (the exercising of pressure) and the actual act of corrupt behavior.
- c) ***Action Results Assessments of the magnitude of corruption:*** Which include the assessment of the level of involvement of public officials in different forms of corrupt behavior as well as the assessment of the levels of transformation of

corruption into a behavioral norm (into a socially effective instrument for solving personal problems).

- d) ***Expectations Assessment of the perspectives on corruption:*** This includes assessments of the capabilities of society (its potential) to combat corruption.

It should be noted that the application of the general model of social action (even in its simplified form) to corruption (in constructing the methodology of the quantitative studies) is, for understandable reasons, subject to a multitude of restrictions. In this respect the model on which the study of corrupt behavior is based is much simpler than it could have been. In constructing the set of indicators, the objective is to use the indispensable minimum in a way that would make it possible to maintain professional standards of fieldwork.

4. Theoretical Interpretation of Corruption Indices.

Corruption is a complex social action and takes many forms and is associated with several differing definitions. The operational definition of corruption adopted in generating the indices is abuse of power (economic, political, and administrative) in the interest of personal or group gain and at the expense of the individual, specific groups or society as a whole. This rather broad definition is warranted by the character of the phenomenon itself as well as by the wide-scope initiatives against corruption on the national and international level, including both citizens and governments.

The reproduction of corruption presumes the existence of four necessary components:

- 1) State/public officials;
- 2) Discretionary power;
- 3) Abuse of public power; and
- 4) Private gain on behalf of officials.

Depending on the components, there could exist different forms, levels, spheres and mechanisms of corruption.

Corruption manifests itself mainly in the interactions between the public sector on one side, and citizens and private business on the other. There are two basic types of corruption: **Grand corruption**, which involves top state officials, politicians and business people and refers to the allocation of substantial resources; and **Petty corruption**, which usually includes lower-level public officials and refers to the daily interactions between them and citizens and businesses (small and medium size). This second type is more widespread and is associated with smaller payments and/or a system of favors and gifts.

Having in mind the specific objectives of corrupt behavior, two specific cases of corruption should be considered. The first case is the abuse of power for private gain in cases where public officials are obliged to provide certain services by law. This type of corruption, known as “greasing the wheels,” is targeted at the faster or more expedient delivery of services, or greater safety in the resolution of the problem. A second case is when an official provides services/rights to which the citizen (business) is not entitled by law, or even services that are a direct abuse of the law.

From an economic point of view, the proliferation of corruption follows the classic market principles of supply and demand: a larger demand and a larger discretionary power of officials produce an environment that facilitates and encourages corruption. The value of the bribe depends on the expected profit or benefit. In this respect corrupt behavior could be regarded as mutually beneficial economic transactions. However, these transactions eliminate the rules of competition and the legal regulations and thus distort market principles and criteria for efficient economic action and decision making. The definition of corruption as a negative social phenomenon allows several assumptions to be made concerning the interpretation of the indicator included in the Corruption Monitoring System:

- In an ideal state of society (the practical absence of corruption), corruption attitudes should assume minimal values; i.e., citizens should perceive corrupt behavior as morally inadmissible and they should not be inclined to compromise their moral

values. Intensity of corrupt behavior should also be minimal, and corrupt behavior should be rated low as an effective problem-solving practice.

- It would be logical to assume that the existence of a certain level of tolerance of corrupt behavior (moral admissibility) would have several consequences including but not limited to:
 - i) Readiness to compromise would increase as the level of tolerance increases;
 - ii) The frequency of practical acts of corruption would also increase with the level of tolerance (due to the “natural intensity” of social conformity);
 - iii) In cases when the frequency of corrupt behavior surpasses the level of “single isolated cases” it is likely that assessments of the pervasiveness of corruption would substantially surpass the frequency of practical acts of corrupt behavior (only one case of “taking a bribe” would be sufficient to socially label an official as “corrupt”); and
 - iv) The existence of a social environment where acts of corrupt behavior exceed the level of “single isolated cases” is very likely to produce the perception that corruption is a socially normal environmental component. The chances of that perception being firm and widespread increase with the limited implementation of sanction mechanisms.

One of the basic theoretical assumptions for the construction of the Corruption Monitoring System is that it is more important to track the dynamics of corruption in several dimensions than to analyze its initial/current values. Because corruption has been identified as a problem in Kenyan society, it would be important to assess its gravity. However, it is more important to know its dynamics: whether corruption is evolving in the positive or in the negative direction in comparison with its initial baseline values.

Corruption indices provide an approximation about the scope and aspects of corruption based on the assessments of citizens and public officials. These assessments are the starting point for their practical behavior and the way they perceive their social

environment. Corruption indices could not be a base for making direct conclusions about the exact level of proliferation of corrupt practices.

Because the index of personal involvement in corrupt practices is based on the anonymous admissions of respondents, it comes closest to indicating the “level of proliferation of corruption.” Also, to a certain extent the specific legal characteristics of corruption (that both sides act illegally) make this index one of the few realistic measures of the actual level of proliferation of corruption.

5. Structure and Conceptual Interpretation of Corruption Indices

5.1 Attitudes towards Corruption

1. Principle Acceptability of Corruption

This index reflects the degree to which Kenyans accept, at the level of values, certain acts of corrupt behavior on behalf of members of parliament and public officials. Using a 3-point scale the admissibility of different types of practices with different degrees of “corruptness” are assessed.

2. Susceptibility to Corruption

This index measures the inclination to compromise on values, principles and legality in order to perform corrupt acts, such as giving or accepting money and/or gifts for the purpose of solving certain personal problems. The index is based on independent questions describing situations in which there are two possible types of behavior: giving/taking money or gifts, and refusal.

5.2 Corrupt practices

1. Corruption Pressure on the General Public

This index shows the degree to which the citizens are subject to direct or indirect pressure to participate in corrupt practices with public officials. It accounts for cases in

which public officials wanted or showed they were expecting corrupt behavior from the service seekers, in this case the citizens and/or their families.

2. Personal Involvement in Acts of Corrupt Behavior

This index reflects self-confessions about cases in which citizens have offered public officials money or gifts. The frequency of these cases is registered on a 4-point scale.

5.3 Magnitude of Corruption

1. Spread of Corruption

This index reflects citizens' assessment of the spread of corruption in the country. It can also be computed for specific groups of public officials. The spread of corruption is measured by indicators using a 4-point scale.

2. Practical Effectiveness of Corrupt Behavior

This index shows the extent to which citizens perceive corruption as an efficient tool for solving personal problems. It is based on the registered probability of citizens offering money and/or gifts in order to successfully resolve their problems.

5.4 Expectations about the Future of Corruption

This index reflects the expectations of the general public about the capacity of society to curb corruption in the country.

6. Method of Computation of Corruption Indices

Two types of indicators have been used in constructing the corruption indices:

- (a) Indicators measured on three- or four-point scales; and
- (b) Indicators measured on dichotomous scales.

The method used to construct indices using indicators of the first type includes the following steps:

1. A rank (ranging between 0–2 or 0–3) is assigned to each value of response.
2. Each rank is weighted by the percentage of respondents who have chosen the respective answer option (excluding the “don’t know” and “no answer” categories).
3. The value of the indicator is computed as a sum of the weighted ranks.

Example: The index for the spread of corruption is constructed based on the following question:

According to you how widespread is corruption in this country? (One answer only).

| | Rank | Valid percent |
|--|------|---------------|
| 1. Almost all state officials are involved in it | 3 | (19) |
| 2. Most state officials are involved in it | 2 | (42) |
| 3. Only a few state officials are involved in it | 1 | (38) |
| 4. Hardly any state officials are involved in it | 0 | (1) |
| 5. DK/NA — — | | |

Indicator = Addition of all Ranks Multiplied by the Valid percent

$$\text{Indicator} = 3 \times 0.19 + 2 \times 0.42 + 1 \times 0.38 + 0 \times 0.01 = \mathbf{1.79}$$

The value of the index ranges between 0 and 3. The closer this value is to 3, the more widespread is corruption (according to respondent assessments).

On the other hand, indicators measured on dichotomous scales could assume values between 0 and 1. Their specific values are computed in the following way:

1. The two answer options are assigned the ranks of 0 and 1.
2. The value of the index is equal to the percentage of respondents who have chosen the answer option ranked 1.

Example: The index of susceptibility to corruption is constructed based on the following question:

Imagine that you are a state official on a low salary and a citizen who comes to you with a problem offers you money or a gift. Would you.....: (One answer only).

| | Rank | Valid percent |
|--|------|---------------|
| 1. Be tempted to accept and provide a better service | 1 | (40) |
| 2. Be offended by the proposal | 0 | (60) |
| 3. Neither/ It depends — — | | |
| 4. DK/NA — — | | |

$$\text{Indicator} = 1 \div 0.4 = \mathbf{0.4}$$

The closer the value of the index is to 1, the higher the susceptibility to corruption.

In order to construct aggregate indices, the values of the individual indices are normalized by adjusting their values to fall into the range 0.00 — 1.00. Normalized values are then summed. For example, the index for the spread of corruption is normalized by dividing its current value (1.79) by its maximum value (3.00), obtaining its normalized value (0.60). The values of all aggregate indices thus range between 0.00 and 1.00. This value is then recalculated to fit into a scale ranging between 0 and 10 (or between 0 and 100).

Appendix 4: The 2008 National Corruption Perception Survey Indices

| Type of Index | Variable/Measure | Obs | Mean | Std. Dev. | Index | Min | Max |
|---|---|------|----------|-----------|----------|-----|-----|
| Personal Involvement in Acts of Corrupt Behavior | Participation in Corruption | 5194 | 0.195225 | 0.396412 | 1.952253 | 0 | 1 |
| | Number of times a bribe was paid | 1256 | 1.023089 | 1.179618 | 1.136766 | 0 | 9 |
| | Willingness to report corruption | 5266 | 0.496772 | 0.500037 | 4.967717 | 0 | 1 |
| Magnitude of Corruption | Magnitude of corruption among professional groups | | 1.243095 | | 4.143649 | | |
| | Magnitude of Corruption among Leaders | | 1.487172 | | 4.957239 | | |
| | Magnitude of Corruption among Public officers | | 1.793162 | | 5.977207 | | |
| | The importance of the problem of Corruption | 5104 | 2.819945 | 0.458236 | 9.399817 | 0 | 3 |
| | Level of corruption | 4963 | 1.683055 | 0.509175 | 8.415275 | 0 | 2 |
| | Trends in corruption levels | 4895 | 1.379162 | 0.852683 | 6.89581 | 0 | 2 |
| Corruption Pressure | Amount of Pressure | 3403 | 2.059653 | 0.773399 | 6.86551 | 1 | 3 |
| | Tolerance to pressure | 4161 | 0.670752 | 0.689016 | 3.353761 | 0 | 2 |
| | Spread of corruption | 4905 | 1.334353 | 0.643651 | 6.671765 | 0 | 2 |
| Expectations about the Future of Corruption | Confidence in Stakeholders fighting Corruption | | 1.535748 | | 5.119161 | | |
| | Effectiveness of institutions in the fight against corruption | | 1.15842 | | 5.7921 | | |
| | Expectation of success in anti-corruption efforts | 5206 | 0.22282 | 0.416178 | 2.228198 | 0 | 1 |
| Service delivery Index | Quality of service delivery Index | | 1.866418 | | 6.221394 | | |
| National Corruption Perception index | | | | | 6.006973 | | |