

# GUIDELINE ON CORRUPTION RISK ASSESSMENT AND MANAGEMENT - INPUT FROM THE STAKEHOLDERS VALIDATION WORKSHOP

#### Introduction

Section 9 (1) of the Anti-Bribery Act No.19 of 2023, requires every public and private entity to put in place procedures appropriate to its size, and the scale and the nature of its operations, for the prevention of bribery and corruption. When developing the procedures, the entities are required to assess and map out bribery and corruption risks and develop a Corruption mitigation plan.

In fulfilment of its responsibility under section 9(3) of the Anti-Bribery Act to assist public entities, private entities and any interested person to comply with the law, the Commission developed a draft Guideline for Corruption Risk Assessment and Management. In the month of November, 2024, the Commission invited stakeholders from both the private and public sectors to review and provide input/comments on the guideline. This culminated in an engagement and validation workshop that was held on 7<sup>th</sup> November, 2024 at Sarova Panafric, Nairobi (see Appendix I for the list of institutions that participated in the workshop.

During the workshop, it was agreed that:

- 1) Institutions to send additional input/comments to EACC.
- 2) The CRA guideline is to be shared with the stakeholders upon incorporating the input/comments.

The summary of inputs/comments received from stakeholders and action taken are provided in the template below:

# I. RESPONSES RECEIVED ON THE FLOOR DURING THE VALIDATION WORKSHOP

NO.	SECTION	SECTION	COMMENTS	PROPOSAL	INSTITUTION	ACTION TAKEN
1.	-	Cover Page	Guidelines for Corruption Risk Assessment and Management for Public and Private Entities	A Practical Guide for Corruption Risk Assessment and Management by Public and Private Entities	EACC and State Law Office	Adopted
2.	-	Preface	Chief Executive Officer/Secretary	Secretary/Chief Executive Officer	EACC	Adopted
3.	-	List of Abbreviations	<ul><li>MDAC</li><li>UNDOC</li><li>UNCAC</li><li>GJLOS</li></ul>	<ul> <li>MDCA's - County Governments</li> <li>UNODC</li> <li>UNCAC (Nations)</li> <li>GJLOS - (re-order)</li> </ul>	EACC	Adopted
4.	1.0	Introduction	Clause 1	Understanding Corruption - List of offences is not exhaustive – include Section 41 of ACECA	State Law Office	Adopted

NO.	SECTION	SECTION	COMMENTS	PROPOSAL	INSTITUTION	ACTION TAKEN
			Clause 1.3 Background to Corruption Prevention in Kenya	Consider revising Public Service Performance Management Unit (PSPMU) to Public Service Performance Management and Monitoring Unit (PSPMMU)		Adopted
5.	2.0	Policy, Legal and Regulatory Framework for Corruption Prevention	Clause 2.0      Numbering Clause	Policy - consider other strategic policy documents such as the Kenya Integrity Plan  Revise numbering of clause d		Adopted
		Frevention	(d)	Revise numbering of clause u		
6.	4.0	Corruption Risk Assessment and Management	Paragraph on     Corruption Risk    Management	•insert the word "Assessment" on paragraph 1.	EACC	Inserted

NO.	SECTION	SECTION	COMMENTS	PROPOSAL	INSTITUTION	ACTION TAKEN
			• Clause 4.1	<ul> <li>Objective iv Consider revising it to Monitor &amp; Report on the implementation of the recommended strategies</li> </ul>	•	Adopted
			• Clause 4.4	and measures.  The process does not recognize contributions by external agencies such as Transparency International, Office of the Auditor General among others that champion Good Governance. Their reports are critical in identifying loopholes.		Adopted. Included under step 4 under the steps for Corruption Risk and Management
7.	. 5.0	Responsibility for Corruption Risk Management	• Clause 6.0	<ul> <li>Under 6.0, consider numbering the various institutions and throughout the document</li> <li>Under the Entity, consider adding Maintenance of Risk Register among functions</li> <li>Under EACC, consider adding the follow up role on reports from institutions or the publics</li> </ul>	State Dept for Public Service	Adopted

NO.	SECTION	SECTION	COMMENTS	PROPOSAL	INSTITUTION	ACTION TAKEN
8.	6.0	Preparing for Corruption Risk Assessment and Management	<ul> <li>Clause 6.0 Top         Level commitment         and oversight</li> <li>Clause 6 (b)</li> </ul>	It should be clear what level of Leadership is being referred to     Board Level, CEO/Accounting Officer, Executive Management/Directors	EACC	Adopted.  Top leadership defined in the glossary of terms
				Overall Responsibility lies with top management i.e the Accounting Officer and the Executive Management. Implementation of CRA&M can then be assigned to a senior executive.		
9.	7.0	Steps for Corruption Risk Assessment and Management	• Clause 8.0	It should be noted that corruption risk assessment is just identifying risks related to corruption from the bigger risk assessment that organizations undertake. Thus, should be more of an enhancement as most organizations already have risks identified thus its more of singling out the corruption risks.	EACC	Noted. The Risk Assessment enhances Corruption Prevention.

NO.	SECTION	SECTION	COMMENTS	PROPOSAL	INSTITUTION	ACTION TAKEN
				Steps Risk Mitigation – Consider List General role Mitigation Measures – standardization, digitization of services, clear allocation of duties, mitigation measures that cut across	State Law Office	Adopted. See appendix ii
10	8.0	Monitoring Evaluation and Reporting	• Clause 9	<ul> <li>Suggested –periodic review of bribe and corruption risks.</li> </ul>	State Law Office	Adopted under 8.0 (2)
				<ul> <li>Include the aspect of "Learning"</li> </ul>	Transparency International (K)	Adopted under 8.0 (2)
1:		Control mechanisms in an entity	Appendix ii	<ul> <li>Include issues of Data Quality Assurance – DQA</li> </ul>	Transparency International (K)	Adopted under Appendix ii

### **Other comments from Plenary**

- 1. How do we ensure that counties develop their own CRA's, now that EACC is developing guidelines. How do we ensure implementation?
  - EACC will address this through technical support such as empowerment programs.
- 2. No mention of enforcement part being elaborated in terms of timelines i.e. encouraging institutions to develop their own CRA's.

Addressed under Section 8; Monitoring, Evaluation, Reporting and Learning.

EACC may conduct spot checks to assess the progress made on the implementation of the CRAMP by an Entity. Where it is established during the assessment that the entity has not put in place procedures for prevention of bribery and corruption, the Commission shall take appropriate action in line with its mandate to remedy the situation. This may include providing technical support or recommending alternative action by the regulator, appointing authority or the enforcement unit of the Commission)

#### **State Law Office**

3. Statutory Instrument – A guideline is a statutory instrument – consider public participation
This is a practical guide on Corruption Risk Management. The stakeholders were involved during the engagement and validation process.

## **Transparency International Kenya**

4. Include interventions, targets, milestones, budgeting at the end of document – included under Appendix iii

# **Nairobi City County**

- 1. Best practices and bench-marking A good practice for consideration by Institutions. Adopted under section 5
- 2. Definition of Terms: System Review addressed under monitoring by EACC

### **Nairobi Hospital**

- 1. Under HR Performance monitoring for staff
- 2. Ghost workers

3. Accountability of hospital equipment and inventory

Captured under clause 7, step 3 - steps for corruption risk assessment and management

# **MP – Shah Hospital**

1. Reporting time-lines - 24 hours reporting – Was concerned on the practicability of reporting corruption within 24 hours – (Anti-Bribery Act) – to be considered over time.

## **Global Impact network**

1. EACC reaching out to companies not part of associations/ defragmented entities a great population. Share mechanisms for reaching out to such. – to be reached through the respective sector lead agencies. More mechanisms to be explored.

#### Office of the Auditor General

1. Page 20 – ranking of corruption risk – concerned that customer dissatisfaction as low risk Matrix on risk ranking is a sample. Ranking of risk will vary with nature of institutions.

## II. COMMENTS SUBMITTED TO EACC BY INSTITUTIONS

# 1. COMMENTS RECEIVED FROM THE DIRECTOR OF PUBLIC PROSECUTION

Clause No.	Provision of the Draft Corruption Risk Assessment and Management Guidelines	Comment/Input /Proposal	Rationale/Justification (where applicable)	Action
2.2	Legal and Regulatory Framework for Corruption Prevention		updates to existing statutes the	Adopted

4.2	Importance and justification of Corruption Risk Assessment and Management.	<ul> <li>➢ Clause 4.2 (v) and (vi) are similar only captured in different words and (vi)could be retained with addition of the word "high" before productivity.</li> <li>➢ Clause 4.2 should include justification - to include the action to be taken, the processes and procedures laid down in an entity in case of detection of corruption or corruption related activities.</li> </ul>	Prudent and optimal use of resources translates to efficiency and the outcome is high productivity in an entity.  There is need for action to be taken in scenarios where an entity establishes that there is corruption both internal processes involving disciplinary action and external processes that involve the investigative and law enforcement agencies.	To be included in the
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4.4	Methodology for Undertaking corruption risk assessment and management important to factor in members of the publicand their experiences which can illuminate gauging the degree of corruption in the different categories under which inform to scope of Corruption Risk  Assessment and Management for instance National, Sectoral, Institutional and Functional.	members of the public who hold a lot of information especially experiences from entities.	
6.0 (v)	The Entity - The leadership of the entity will be submitted responsible for corruption risk management in the entity. The various functions to be undertaken by the entity includes (v) submission of necessary reports to EACC or other oversight agencies (where applicable)	cies entity to submit reports to EACC and or other oversight agencies and the period within which such hich reports should be submitted	

6.0	Stakeholders may be engaged to provide information necessary to facilitate corruption risk management. to shall to shall a in the shall are th	consumers of the services provided by the different	adopted under section 5 (c)
7.0	The Role of the Clarity needs to be shed on the approach of engagement between the provide technical Commission and the	own vulnerability and the Commission's input in empowering an entity in identifying corruption risk	Adopted Under Section 6 b

		reports that are submitted to Commission under Clause 6.0(v) inform the need for the commission to intervene.		
9.0	Implementing the Corruption Assessment and Mitigation (CRAMP  Monitoring by EACC  1) EACC may conduct spot checks assess the progress made on the implementation of the CRAMP by an Entity. 2) EACC may also undertake a system review to provide quality assurance on an institutional risk management programme.	EACC is a good proposal however the outcome of the intervention should specify possible solutions for Entities that have failed to comply with the	implement CRAMP to the core, other entities may experience difficulty or be unable to implement it, which calls for possible foreseen solutions which should be included in the	Adopted under Sec 8

# 2. COMMENTS FROM STATE DEPARTMENT FOR IMMIGRATION AND CITIZEN SERVICES

	COMMENTS AND INPUTS ON THE DRAFT CORRUPTION RISK ASSESSMENT AND MANAGEMENT GUIDELINES STATE DEPARTMENT FOR IMMIGRATION AND CITIZEN SERVICES				
Clause No.		Comment / Input /		Action	
No. 2	Policy Framework for Corruption Prevention	i. The Proceeds of Crime and Anti-Money Laundering Act (POCAMLA)	Anti-Money Laundering Act	Adopted	

	freezing, seizure, and confiscation of proceeds of crime;
	<ul> <li>Enhancing cooperation between law enforcement and financial institutions;</li> <li>POCAMLA aims to improve cooperation between these two groups in the fight against financial crime;</li> <li>Creating reporting requirements;</li> <li>POCAMLA requires reporting institutions to report suspicious or unusual transactions, targeted financial sanctions, and other related activities to the Financial Reporting Centre (FRC);</li> <li>Establishing bodies for compliance and enforcement;</li> <li>POCAMLA established the FRC and other bodies to ensure</li> </ul>
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		compliance and	
		enforcement.	
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<u> </u>	: Dublic Duccuscus and	The Dublic Ducernous	Adambad
"	i. Public Procurement and	The Public Procurement	Adopted
	Disposal Act	and Disposal Act regulates	
		public procurement	
		processes to ensure	
		fairness, transparency, and	
		accountability. This law is essential for reducing	
		opportunities for	
		corruption, especially in the	
		awarding of government	
		contracts and tenders.	
	i. Whistleblower	Several laws, including the	Adonted
	Protection	Witness Protection Act,	Λαοριεά
	1 Totalion	protect whistleblowers who	
		report corruption or	
		economic crimes. This	
		encourages individuals to	
		come forward with	
		information without fear of	
		retaliation. The	
		Whistleblower Protection	
		Policy further supports	
		those who expose corrupt	
		practices.	
iv	v. National Strategy on	Kenya has developed a	Adopted
	Anti-Corruption	National Anti-Corruption	
		Strategy (NACS), which	
		outlines the government's	

v. Public Financial	combating corruption. The strategy involves:  • Strengthening anticorruption institutions.  • Enhancing public participation in governance.  • Ensuring that anticorruption laws are effectively enforced.  • Encouraging citizens to take an active role in preventing corruption at all levels of society.	Adopted
Management Reform	implemented reforms in public financial management (PFM) to ensure that public resources are used efficiently and transparently. These reforms aim to minimize the opportunities for mismanagement, fraud, and corruption, particularly in the allocation and use of public funds.	

Legal and Regulatory Framework for Corruption Prevention	Prevention in Kenya encorpolicies, institutions, and interactions,	punishing corruption. These promote good governance, and integrity within both. The comprehensive legal regulatory and institutional corruption is tackled at all	
	i.Anti-Corruption and Economic Crimes Act (ACECA) (2003)	The Anti-Corruption and Economic Crimes Act (ACECA) is the primary legal instrument for combating corruption in Kenya. Key provisions under ACECA include:  • Section 4: Criminalizes corruption, offering penalties such as imprisonment and fines for those convicted of engaging in corrupt practices.  • Section 6: Provides for the forfeiture of property obtained through corrupt means.	Adopted as the sections were repealed

	money laundering activities.  • Provides for the freezing, seizure, and confiscation of assets believed to be derived from criminal activities, including corruption.	
iii. The Witness Protection Act (2006)	The Witness Protection Act is an important tool for encouraging the reporting of corruption by protecting whistleblowers and witnesses who are at risk of harm due to their involvement in corruption investigations. The Act ensures the safety and security of individuals who provide testimony in corruption cases.	

## 3.0 FRAMEWORK FOR CORRUPTION PREVENTION

Clause No.	Provision of the Draft Corruption Risk Assessment and Management Guidelines	Proposal	Rationale / Justification	Action
No. 3	Framework for Corruption Prevention	The framework for corruption prevention in Kenya is a combination of legal, institutional, and policy mechanisms aimed at preventing, detecting, and punishing corruption within both the public and private sectors. This multifaceted approach is designed to ensure that Kenya upholds principles of good governance, transparency, accountability, and integrity in the management of public resources. The framework is anchored in both national legislation and international commitments.  The framework for corruption prevention in Kenya is a complex and	<ul> <li>The Constitution of Kenya, 2010 provides the highest legal framework for corruption prevention. Key provisions related to corruption and integrity;</li> <li>Key Laws for Corruption Prevention;</li> <li>Several national laws form the basis for tackling corruption in Kenya;</li> <li>Key Institutions for Corruption Prevention;</li> <li>Several institutions play a central role in Kenya's fight against corruption;</li> </ul>	Incorporated

multi-dimensional	
approach that includes a	
combination of	
constitutional principles,	
anti-corruption laws,	
institutional mechanisms,	
and international	
commitments. However, its	
effectiveness depends on	
continued efforts to	
strengthen enforcement,	
enhance institutional	
capacity, reduce political	
interference, and promote	
public participation in the	
fight against corruption.	
The success of these	
measures will ultimately	
depend on the political will	
and the commitment of all	
actors in Kenyan society	

#### 4.0 CORRUPTION RISK ASSESSMENT AND MANAGEMENT

**Comment:** The guideline has spelt out CRM but CRA has been left out.

Adopted under the section on glossary of terms

#### 6.0 INSTITUTIONAL ARRANGEMENT FOR CORRUPTION RISK MANAGEMENT

**Comment:** *Stakeholders* involved in the corruption risk management process and their roles:

#### Internal Stakeholders

Internal stakeholders are individuals or groups within the organization who are directly involved in or impacted by the corruption risk management activities.

#### External Stakeholders

External stakeholders are individuals or organizations outside of the organization but who have a vested interest in the organization's anti-corruption efforts. They can include government agencies, regulatory bodies, and the public.

### • Public Stakeholders

The general public can also be seen as an important external stakeholder group, especially in public sector corruption risk management.

Adopted under Responsibility for Corruption Risk Management

# 3. COMMENTS FROM THE STATE DEPARTMENT OF PUBLIC SERVICE

S/NO	Page	Comment	Action
1.	Pg 4	Consider revising Public Service Performance Management Unit (PSPMU) to Public Service Performance Management and Monitoring Unit (PSPMMU)	Adopted
2.	P9	Objective iv Consider revising it to Monitor & Report on the implementation of the recommended strategies and measures.	Adopted
3.	P11	4.4 The process does not recognize contributions by external agencies such as Transparency International, Office of the Auditor General among others that champion Good Governance. Their reports are critical in identifying loopholes.	Adopted
4.	P12	Under 6.0, consider numbering the various institutions and throughout the document	Adopted
5.	P12	Under the Entity, consider adding Maintenance of Risk Register among functions	Adopted
6.	P12	Under EACC, consider adding the Follow up role on reports from institutions or the publics	Adopted

# 4. COMMENTS FROM BLUE COMPANY

Clause No.	Provision of the Draft Corruption Risk Assessment and Management Guidelines.	Comment/ Input/ Proposal	Action
Section 41	Knowingly using or giving a statement or a document that contains anything that is false or misleading.	to misinformation ultimately stating	
4.3	Institutional, where the assessment seeks to identify systemic weaknesses in a given institution; and	seeks to identify systemic weaknesses	Adopted
		Cross-sectoral, where the assessment seeks to identify systemic weaknesses between/across sectors (for example the traffic police department in the public sector and the transport private sector or county government officers (Kanjus) as the public sector and SMEs as the private sector. It focusses on the interrelationship the public and the private sector;	Adopted
4.4	4.4 Methodology for Undertaking corruption risk	Please include an audit of measures put in place especially those touching on relationships with the public sector	Adopted (Clause 7.0 step1)

6.0	assessment and management Institutional Arrangement for	•	·
	Corruption Risk Management	risk assessment and report in businesses annual financial Audit reports.	(clause 7 step 3)
8.0	Steps for Corruption Risk Assessment and Management		<u> </u>
9.0	Monitoring, Evaluation and Reporting	What about cross-checking and unifying industry/sector-wise processes and mitigation measures?  The provision leaves a lot of room for	Adopted
		gaps on how entities in the same sector apply the measures. There should be sector implementing M&E at sector/industry.	

## 5. COMMISSION ON ADMINISTRATIVE JUSTICE

СОММІ	COMMENTS ON THE DRAFT CORRUPTION RISK ASSESSMENT AND MANAGEMENT GUIDELINES.				
Name o	of Entity / Person: Date:	COMMISSION ON ADMINISTRA 2024	ATIVE JUSTICE		
	Provision of the Draft Corruption Risk Assessment and Management Guidelines	Comment/ Input/ Proposal	Rationale/ Justification (where applicable)	Action	
3.0	Framework for Corruption Prevention	Develop a standardized template for corruption prevention policies, adaptable across different entities but with sector-specific guidance for high-risk sectors like procurement.  Expand the scope to require Committees at the departmental level in large institutions, particularly for departments with greater exposure to corruption risks.  Provide legal and financial protection for whistle-blowers and informant and reward mechanisms.	consistency and addresses industry specific corruption activities.  Departmental Committees can focus on the unique corruption risks within each department, hence more effective.	Noted	

4.0	-	This can be strengthened by implementing a standardized risk matrix to prioritize resources, integrating risk assessment into strategic planning, and providing a self-assessment toolkit for sector specific guidance.	This creates a proactive, structured approach to identifying and mitigating corruption risks, enhancing the organization's resilience against corruption.	Noted
4.4	Methodology for Understanding Corruption Risk Assessment and Management	Incorporate Digital Data Collection Tools for administering questionnaires and surveys.  Develop risk indicators tailored to specific sectors  Continuous Feedback Loops where employees and stakeholders can continually report emerging risks or insights.	Digital data collection allows for more efficient data collection, analysis and anonymity which encourages honest response from employees.  Sector specific risk	7.0

7.0	Initiation of Corruption Risk Assessment and Management process	responsibilities within the technical	To ensure clarity and accountability	Noted
		Periodic review of team composition	To align with evolving organizational needs and potential shift in risk areas.	
7.0	Creating Feedback Mechanisms	feedback channels.	To enable stakeholders to report concerns or suggestions without fear of reprisal.	Adopted

#### **ANNEXTURE I**

# CRA GUIDELINES STAKEHOLDERS ATTENDANCE LIST, PANAFRIC HOTEL ON 7/11/24

- 1. Ethics and Anti-Corruption Commission
- 2. Global Compact Network Kenya
- 3. Auditor General
- 4. Judicial Service Commission
- 5. Commission on Administrative Justice
- 6. The Senate
- 7. The Council of Governors
- 8. The Controller of Budget
- 9. The County Assemblies Forum
- 10. The Commission on Revenue Allocation
- 11. Director of Public Prosecution
- 12. Ministry of Defense
- 13. Nairobi City County Government
- 14. State Department for Blue Economy and Fisheries
- 15. State Department for Energy
- 16. State Department for Environment and Climate Change
- 17. State Department for Immigration and Citizen Service
- 18. State Department for Lands and Physical Planning
- 19. State Department for Public Service
- 20. State Department for Tourism
- 21. State Department for Trade.
- 22. State Department for Transport
- 23. Ministry of Agriculture and Livestock Development
- 24. Association of Professional Societies in East Africa
- 25. Inter-Religious Council Kenya
- 26. Kenya Electricity Generating Company PLC (KenGen)
- 27. The Nairobi Hospital
- 28. MP Shah Hospital
- 29. Gertrude's Children Hospital
- 30. Transparency International Kenya
- 31. Demic Tours Africa
- 32. Kenbright
- 33. Media Council of Kenya
- 34. Broadband Communications Network Ltd
- 35. The Association of Media Women in Kenya
- 36. Kenya Mortgage Refinance Company
- 37. The Supreme Council of Kenya Muslims

- 38. National Council on the Administration of Justice
- 39. DaleAgro
- 40. Agriflex
- 41. Sanlam Kenya Plc
- 42. ABSA Bank