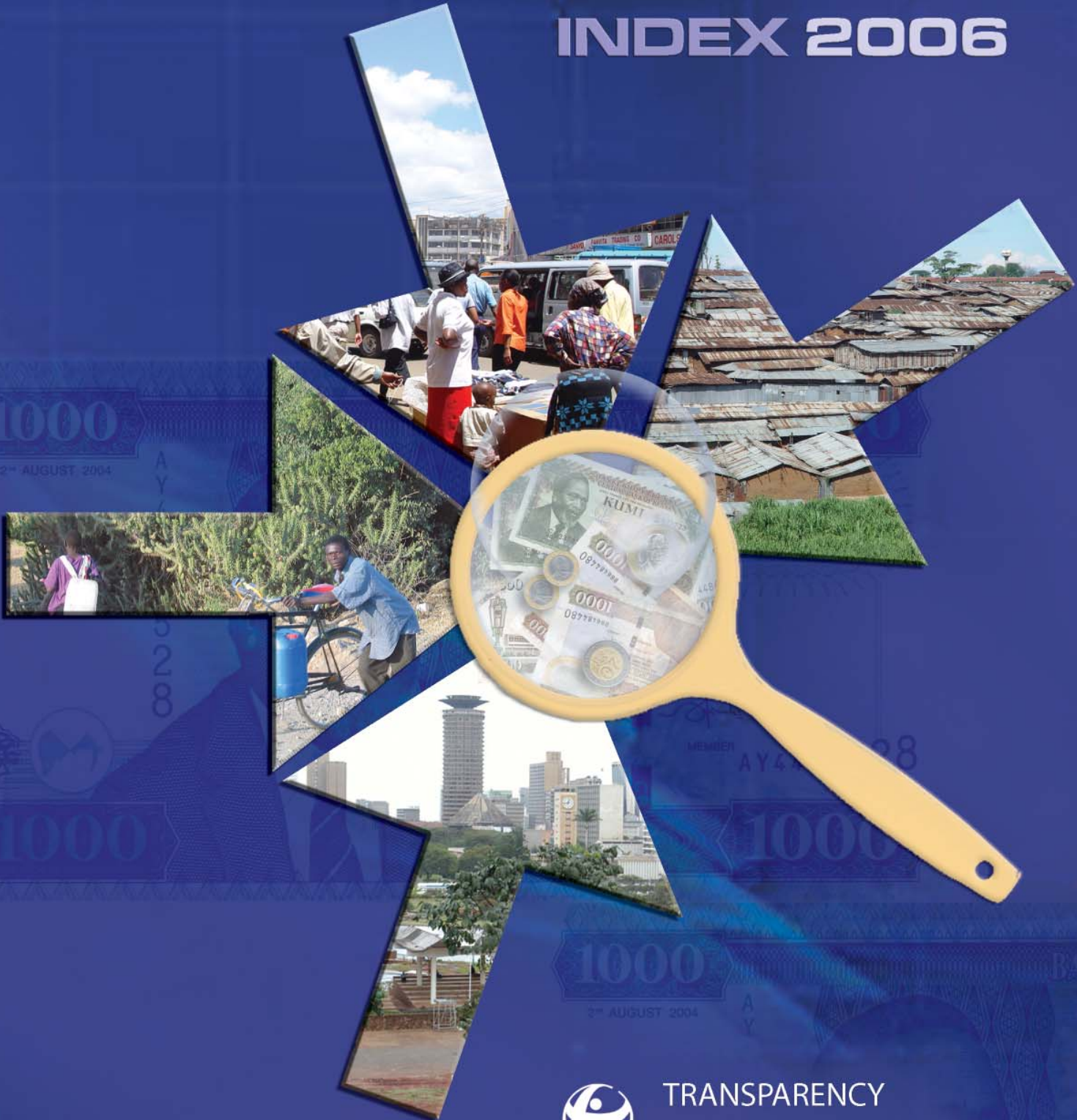


THE KENYA BRIBERY INDEX 2006



TRANSPARENCY
INTERNATIONAL
Kenya

3rd Floor, ACK Garden House
1st Ngong Avenue
P.O. Box 198 00200
City Square, Nairobi Kenya
Tel: +254 020 272 7763/5, 273 0324/5
Fax: +254 020 272 9530
Email: transparency@tikenya.org
www.tikenya.org



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1. INTRODUCTION

This report summarizes the findings of TI-Kenya's fifth national bribery survey. The survey is part of TI-Kenya's effort to inform the fight against corruption with rigorous and objective research and analysis. The survey captures corruption as experienced by ordinary citizens in their interaction with officials of both public and private organisations. Respondents provide information on the organisations where they have encountered bribery during the year, where they paid bribes, how much and for what.

The bribes are categorized into five purposes namely Law enforcement (i.e. avoiding consequences of wrong doing and/or harassment by the relevant authority); access to services (e.g. health, school places, water, electricity etc), business (obtaining contracts, expediting payments etc) and employment matters (securing jobs, promotions, transfers, training etc).

The survey was conducted in November/December 2005 on a random sample of 2,405 respondents in all the 8 provinces. On average, each respondent cited 3.9 organisations, which translates to a total of 9,444 observations. The observations are used to construct six indicators that capture different dimensions of corruption. These are:

- i. **Incidence.** The proportion of an organisation's clients who report encountering bribery situations in their official dealings with an organisation. This provides a measure of the propensity of officials in an organisation to ask for or accept bribes.
- ii. **Prevalence.** The proportion of the survey respondents who are victims of bribery in an organisation (respondents who report paying a bribe and were badly treated or not served for failing to pay a bribe). This provides a measure of the impact of bribery in an organisation on the population.
- iii. **Severity.** The frequency of denial of service if bribe is not paid. This provides a measure of the level of impunity in an organisation.
- iv. **Frequency.** The number of bribes paid per client. This provides a measure of the scale of bribery activity in an organisation.
- v. **Cost.** Average expenditure on bribery per person. This is indicative of the bribery "tax burden".
- vi. **Size.** The average size of bribes paid. This is indicative of the premium that citizens put on a particular service or cost.

An aggregate index is constructed as an unweighted average of the six indicators. The index has a value range from 0 to 100, where the higher the value, the worse the performance. The frequency indicators (i) to (iii) are entered into the aggregate index as raw percentages. For the other three, which are actual values, are scaled by the highest value to obtain a normalized score range of 0 to 100. However, the actual values are reported in this report.

2. SAMPLE CHARACTERISTICS

The survey interviewed 2,405 respondents in all the eight provinces of Kenya, 1,302 (54%) of them rural and 1,103 (46%) urban residents respectively. The respondents are evenly distributed between men and women. Close to half (47%) of the respondents were young people under thirty years of age, about 30% were between age 30 and 45, and 18 % were aged 45 and over.

Just over 60 percent of the respondents had secondary school education or higher. A quarter had primary school education and another 5 percent have some post-primary training. Six percent of the sample reported themselves as not having attended school. One third of the respondents (30%) are self employed, and one out of five (20%) have formal wage jobs in either private sector, government or community sectors. Thirty three percent reported themselves as unemployed, 6 percent as students and 3 percent as retired.

Over half the sample (57%) reported monthly incomes of Ksh. 10,000 and below. Another 15 percent earned between Ksh. 10,000 and Ksh. 25,000 per month. Close to three quarters of them earned incomes below Ksh. 25,000 per month. Sixteen percent declined to state their incomes.

Table 1: Sample Distribution by Socio-economic Characteristics

Age	Male	Female	Urban	Rural	Total
18-24	11.7	14.3	14.2	12	26
25-29	9.7	11	10.6	10.1	20.7
30-34	8	7.6	7.3	8.3	15.6
35-40	7.2	7.5	6.4	8.4	14.7
41-44	2.8	2	1.9	2.9	4.8
45+	10.3	7.6	5.5	12.4	17.9
Not stated	0	0.1	0	0.1	0.1
Education Attainment					
None	2	3.9	1	4.8	5.9
Primary only	11.9	14.5	7.1	19.4	26.4
Primary + Training	3	2.2	1.5	3.7	5.2
Secondary only	17.4	18.2	17.9	17.6	35.6
Secondary + Training	11.2	8.4	12.4	7.1	19.6
University	3.9	2.7	5.5	1.1	6.6
Not stated	0.4	0.3	0.4	0.4	0.7
Employment Status					
Unemployed	10.8	22	14.4	18.3	32.8
Self employed	16.1	14.5	12.3	18.3	30.6
Family worker (business or farm)	3.7	2.6	2.4	3.9	6.3
Private sector	7.2	2.7	6.3	3.5	9.9

Public sector (Govt or State Corp)	3.9	3	4.5	2.5	6.9
Community Sector	1.9	1.2	1.1	2	3.1
Student	3.2	2.5	3.9	1.8	5.7
Retired	2.6	1.1	1.1	2.6	3.7
Not stated	0.4	0.7	0	1.1	1.1
Income (Ksh. p.m.)					
Less than 5,000	16	17.8	9	24.6	33.8
5,001 -10,000	11.6	11.5	10.6	12.5	23.1
10,001 -25,000	8.8	6.5	9.2	6.1	15.3
25,001 - 50,000	3.7	3	5	1.6	6.7
50,001 -100,000	2	1.8	3.3	0.4	3.8
Over 100,000	0.6	0.7	1.3	0	1.3
Not stated	7.3	9	7.5	8.7	16.3
Total (%)	49.9	50.1	45.9	54.1	100
Total (Number)	1199	1206	1103	1302	2405

Table 2: Sample Distribution by Province

Province	Number	%
Rift Valley	486	20.2
Nairobi	423	17.6
Nyanza	348	14.5
Eastern	331	13.8
Coast	260	10.8
Central	259	10.8
Western	234	9.7
North Eastern	64	2.7
Total	2405	100.0

3. OVERVIEW OF THE FINDINGS

Bribe Paying

Overall, corruption experienced by the Kenyan public increased in 2005. The survey respondents encountered bribery in close to half (47%) of their interactions with officials, both public and private, as compared to 34% in 2004. The number of bribes paid doubled from 0.54 bribes per person (one bribe for every two people) in 2004, to 1.2 bribes per person. However, the cost of bribes continued on a downward trend, declining from Ksh. 2,660 to Ksh. 2,006. The average size of bribe also fell sharply from Ksh. 4,958 to Ksh. 1,703. The sharp increase in the cost and average size of bribes in 2004 was as a result of increased opportunities for bribery occasioned by the passenger transport vehicles (matatus) reforms (popularly referred to as the Michuki reforms) introduced in February 2004. The equally sharp decline of the two figures in 2005 suggests that the situation has reverted back to normal. This may be as a result of low level of compliance by PSVs, laxity of enforcement, and reduced anti-corruption vigilance in the police force.

A brush with the law remains the most fertile ground for bribery, accounting for 46 percent of all bribes reported, up from 41 percent in 2004. Obtaining services such as healthcare, school places and utilities comes second accounting for 26 percent of bribes reported followed by regulatory compliance, such as obtaining licenses with 20%. Business related activities account for 4.3 percent and employment for 3 percent of bribes reported. In cost terms, law enforcement remains the most lucrative accounting for close to just under 40 percent of the bribery expenditure. Although this is a very drastic drop from 88 percent in 2004, the 2004 figure is, as explained above, an anomaly attributed to the PSV reforms, otherwise the 2005 figure represents a very sharp escalation from 21 percent in 2003. Obtaining services generated 32 percent of the expenditure, regulatory compliance generated 12 percent while business and employment generated 9 percent and 8 percent respectively.

Employment related issues, such as securing a job or promotion is the most costly, with an average bribe of Ksh. 5,114, followed by securing business favours at Ksh. 3,243. The premium on both employment and business favours has risen steadily over time. The premium on law enforcement fell sharply from 2004 as explained above, but remains more than 4 times the 2003 figure. After falling sharply in 2004, the average bribe paid to obtain services increased to Ksh. 2,063, close to the 2003 average. Regulatory compliance was the least costly service in 2005, averaging Ksh. 996 per bribe.

Table 3: Key Indicators

	2005	2004	2003
Aggregate Index	19.2	14.9	18.2
Likelihood of Encountering Bribery	47.2	34.2	40.1
Bribes per person per year	1.2	0.54	2.7
Cost of bribery (Ksh. p.p. per year)	2,006	2,662	1,954
Average size of bribe, Ksh	1,703	4,958	719

Table 4: Analysis of Bribes by Purpose

	2005	2004	2003
Volume, % of total			
Service	26.4	35.9	14.3
Regulatory compliance	20.0	13.3	23.5
Law enforcement	46.1	41.2	49.6
Business	4.3	5.4	2.8
Employment	3.1	4.2	9.8
Total	100.0	100.0	100.0
Value, % of total			
Service	32.1	4.9	41.9
Regulatory compliance	11.7	3.0	18.5
Law enforcement	38.8	88.0	21.3
Business	8.3	2.4	2.3
Employment	9.2	1.6	15.9
Total	100.0	100.0	100.0
Average size of bribe, Ksh			
Service	2,068	676	2,113
Regulatory compliance	996	1,127	566
Law enforcement	1,431	10,588	309
Business	3,243	2,189	590
Employment	5,114	1,950	1,167
Total	1,703	4,958	719
Number of bribes per person/year			
Service	0.31	0.19	0.39
Regulatory compliance	0.24	0.07	0.64
Law enforcement	0.54	0.22	1.35
Business	0.05	0.03	0.08
Employment	0.04	0.02	0.27
Total	1.18	0.54	2.72

Corruption Perceptions

The public's perception with regard to anti-corruption efforts did not register significant change in 2005. Twenty six percent of respondents reported improvement, just one percentage point above 2004, as compared to 32 percent in 2003. The number reporting deterioration also increased by one percentage point from 18 to 19 percent which is considerably higher than 13 percent reporting deterioration in 2003.

Table 5: Corruption Perceptions

	2005	2004	2003
Much improved	11.1	9.9	13.9
Slight improvement	14.8	14.9	18.2
No change	54.8	57.5	55.1
A little worse	6.6	5.5	4.4
A lot worse	12.7	12.2	8.5
Total	100.0	100.0	100.0
Improved	26.0	24.8	32.1
Worsened	19.2	17.7	12.9
No change	54.8	57.5	55.1

Corruption Reporting

Although it remains low, willingness to report corruption is increasing consistently. The number of respondents reporting corruption to the authorities increased to 9 percent from 7 percent in 2004 and those complaining to others, e.g. the media, increased from 25 to 27 percent. Of those who took action (i.e. reported or complained to someone), complaints to the media registered the largest increase from 2.4 percent to 8.6 percent of complainants. Reporting to law enforcement also increased, from 8 to 10 percent, while reporting or complaining to management and to other public officials such as MPs and councillors declined. The increased frequency of reporting to the media may be as a result of increased access to and ease of communication by cellular phones. The willingness to report to authorities by people who paid bribes declined, perhaps because of fear of legal culpability or avoiding the inconveniences of involvement in court proceedings.

Table 6: Corruption Reporting

	2005	2004	2003
Reported to Authorities	8.9	7.1	4.3
bribed	1.5	3	2.7
declined	7.5	4.1	1.6
Complained to others	27.1	24.8	19.7
bribed	21.2	10.8	14.5
declined	5.8	14	5.3
No Action	64.0	68.1	75.9
bribed	17.4	44.3	57.6
declined	46.6	23.8	18.3
Reported/complained to			
<i>Management</i>	19.6	27.7	22.6
<i>Law enforcement</i>	10.0	7.9	5.1
<i>Media</i>	8.6	2.4	3.8
<i>Other official</i>	7.1	10.8	13.2
<i>Others/Not Stated</i>	54.6	51.3	55.3

4. ORGANISATIONAL RANKINGS

The 2005 organisational rankings features 33 organisations and sectors. This is one less than in the 2004 rankings. Five organisations that featured in 2004 do not appear individually in the 2005 rankings. These are Ministry of Culture, Gender and Sports, the National Health Insurance Fund (NHIF), the Kenya Tea Development Agency (KTDA), Coffee Board of Kenya and the International Organisations/ Diplomatic missions sector. Four organisations that feature in the 2005 rankings did not feature in 2004. These are the Prisons Service, Telkom Kenya, Electoral Commission and the Mombasa City Council. The Electoral Commission is featuring for the first time, but the other three have featured in previous years.

Overall Rankings

The Police force retained the worst ranking with an aggregate score of 60.3, a significant improvement from 72.4 in 2004. The Police ranked worst on four of the six indicators, one less than in 2004. However, the Police registered an improvement in four of the six indicators, the exceptions being the average number of bribes paid, which doubled from 2.5 to 5 bribes per person, and the population affected which increased from 26 percent to 32 percent of the respondents. The monetary indicators registered the most significant improvement, which, as observed earlier, is attributed to the PSV reforms in 2004.

State corporations emerged with the second worst ranking with a score of 31.5 up from a score of 12.7, which placed them 19th in 2004. The corporations have registered deterioration in all six indicators. Both the number of bribes and amounts reported increased sharply. This may be a reflection of opportunities created by increased activity in the sector notably procurement and recruitment. Local Authorities, excluding Nairobi and Mombasa, rank third, same position as 2004. They also registered deterioration in all six indicators. The Teachers Service Commission improved to fourth from second in 2004. The Commission registered a moderate reduction in the average size of bribes, the population affected did not change, while the other four indicators deteriorated. The Prisons service returns to the league table with the fifth worst ranking, and the dubious distinction of the organisation with the highest likelihood of encountering bribery at 91 percent.

The Judiciary is ranked as the sixth worst offender, two positions better than in 2004, but this is on account of displacement, as opposed to improvement. It is worse off in all six indicators. The Provincial Administration and the Ministry of Lands rank as seventh and eighth worst offenders respectively in reverse order from 2004. The Provincial Administration registered deterioration in all six indicators. The Ministry of Lands registered a reduction in the level of impunity but the other five indicators worsened. The Ministry of Health ranks the ninth worst offender, a very significant slippage from 22nd position in 2004. Similarly, Mombasa City Council makes a re-entry in the league table as the tenth worst offender.

Four organisations in the 2004 top ten offenders list, namely the Nairobi City Council (7th), the Immigration Department (8th), the Kenya Revenue Authority (9th) and the Ministry of Culture, Gender and Sports Council (10th), do not feature in the top ten this year. The Nairobi City Council, ranked 13th, has registered significant improvement in four indicators, the Kenya Revenue Authority, ranked 15th, has improved on three indicators, and the Immigration Department, ranked 16th has registered improvement in two of the six indicators. The Ministry of Culture does not feature in the 2005 rankings.

Table 7: Summary Rankings of Top Ten Offenders

	Likelihood		Impact		Severity	
	2005	2004	2005	2004	2005	2004
Kenya Police	82.2	81.6	32.0	25.6	38.8	44.9
State Corporations n.e.s	46.2	38.5	3.5	2.5	17.9	14.7
Local Authorities n.e.s	66.9	58.9	12.3	8.7	25.6	23.4
Teachers Service Commission	66.7	57.6	0.8	0.8	36.7	21.2
Kenya Prisons	91.4	-	1.3	-	31.4	-
Judiciary	72.0	69.6	2.5	2.0	31.7	26.1
Provincial Administration	57.0	54.7	21.9	18.6	24.3	23.1
Ministry of Lands and Settlement	71.0	65.7	3.0	2.8	21.0	36.3
Ministry of Health	75.0	45.7	1.5	0.7	18.8	8.6
Mombasa City Council	67.3	-	1.4	-	4.7	-
<i>Nairobi City Council</i>	<i>21.3</i>	<i>79.2</i>	<i>0.7</i>	<i>2.4</i>	<i>0.0</i>	<i>20.8</i>
<i>Immigration Department</i>	<i>20.0</i>	<i>61.5</i>	<i>0.6</i>	<i>0.7</i>	<i>0.0</i>	<i>23.1</i>
<i>Kenya Revenue Authority</i>	<i>20.1</i>	<i>57.6</i>	<i>0.4</i>	<i>1.6</i>	<i>0.0</i>	<i>15.2</i>
<i>Min. of Culture, Gender & Sports</i>	<i>-</i>	<i>48.0</i>	<i>-</i>	<i>0.5</i>	<i>-</i>	<i>16.0</i>
	Frequency		Cost		Size	
	2005	2004	2005	2004	2005	2004
Kenya Police	5.1	2.5	740.4	2377.2	1,465	10,831
State Corporations n.e.s	1.2	0.3	243.2	6.0	10,783	1,286
Local Authorities n.e.s	3.0	1.4	138.4	24.8	995	427
Teachers Service Commission	0.3	0.1	10.8	5.1	11,325	13,115
Kenya Prisons	2.0	-	6.8	-	931	-
Judiciary	1.2	0.4	51.5	12.2	5,053	3,606
Provincial Administration	1.3	0.7	142.0	73.6	1,136	1,093
Ministry of lands and settlement	1.3	0.3	55.7	12.2	3,901	3,037
Ministry of Health	2.7	0.1	8.5	0.3	629	713
Mombasa City Council	1.1	-	19.8	-	3,346	-
<i>Nairobi City Council</i>	<i>1.9</i>	<i>0.3</i>	<i>9.2</i>	<i>2.7</i>	<i>314</i>	<i>1,266</i>
<i>Immigration Department</i>	<i>0.7</i>	<i>0.1</i>	<i>23.8</i>	<i>0.7</i>	<i>3,153</i>	<i>2,644</i>
<i>Kenya Revenue Authority</i>	<i>1.3</i>	<i>0.5</i>	<i>61.3</i>	<i>6.1</i>	<i>4,069</i>	<i>1,571</i>
<i>Min. of Culture, Gender & Sports</i>	<i>-</i>	<i>0.6</i>	<i>-</i>	<i>3.1</i>	<i>-</i>	<i>1,816</i>

Table 8: Aggregate Index

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Police	60.3	72.4	1
2	State Corporations n.e.s	31.5	12.7	18
3	Local Authorities, n.e.s	31.3	25.2	3
4	Teachers Service Commission	30.1	30.6	2
5	Kenya Prisons	28.2		
6	Judiciary	27.8	23.7	4
7	Provincial Administration	25.7	22.7	6
8	Ministry of Lands	25.5	23.6	5
9	Ministry of Health	25.4	10.8	21
10	Mombasa City Council	24.8		
11	Public Colleges	23.8	9.1	23
12	Central Government, n.e.s	23.3	16.8	10
13	Nairobi City Council	21.3	20.4	7
14	Registrar of Persons	21.1	15.0	13
15	Kenya Revenue Authority	20.1	17.8	9
16	Immigration Department	20.0	18.2	8
17	National Social Security Fund	17.4	11.4	20
18	Telkom Kenya	17.0		
19	Public Hospitals	16.2	15.3	12
20	Private Companies n.e.s	15.5	14.4	14
21	Ministry of Education	14.7	12.7	17
22	Ministry of Water	14.4	12.1	19
23	Electoral Commission of Kenya	13.7		
24	Min. of Agriculture/Livestock Dev.	12.7	14.0	15
25	Cooperative Societies	11.3	16.3	11
26	Public Universities	11.2	9.2	22
27	Public Schools	11.1	6.9	26
28	NGOs/CBOs	9.8	9.0	24
29	Kenya Power & Lighting Company	9.7	12.8	16
30	Financial Institutions n.e.s.	6.3	3.3	27
31	Postal Corporation of Kenya	6.0	7.1	25
32	Religious Organisations	3.8	2.3	29
33	Kenya Commercial Bank	1.4	2.8	28

Likelihood of Encountering Bribery

The Prisons Service is the organisation where respondents encountered bribery most frequently, in 9 out of 10 encounters with prison officers. The Prisons Service is followed by the Police with a likelihood of 82 percent about the same as in 2004. The Registrar of Persons ranks third, up from fifth, and a worsened score, from 62 percent to 72 percent. The Ministry of Health is ranked fourth, a very significant increase from 12th, and a score of 75, up from 45, which is the largest deterioration on this indicator. The Judiciary and the Ministry of Lands are ranked fifth and six respectively, both one position better than in 2004, but this is due to displacement as both have registered worse scores. The Mombasa City Council, other Local Authorities, the Teachers Service Commission and the Nairobi City Council complete the ten worst offenders list in that order. Public Schools, the Kenya Power and Lighting Company, the Kenya Revenue Authority and the Nairobi City Council registered the most significant improvement on this indicator.

Table 9: Likelihood of Bribery (% of org's clients encountering bribery)

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Prisons	91.43		
2	Kenya Police	82.25	81.62	1
3	Registrar of Persons	76.21	62.22	5
4	Ministry of Health	75.00	45.71	12
5	Judiciary	71.95	69.57	3
6	Ministry of Lands	71.00	65.69	4
7	Mombasa City Council	67.35		
8	Local Authorities n.e.s	66.89	58.87	7
9	Teachers Service Commission	66.67	57.58	8
10	Nairobi City Council	65.77	79.17	2
11	Immigration department	62.38	61.54	6
12	Central Government	60.78	48.11	11
13	Provincial Administration	57.05	54.74	10
14	Telkom Kenya	53.57		
15	National Social Security Fund	50.88	44.44	13
16	Ministry of Education	50.00	37.50	19
17	Ministry of Water Development	47.06	40.74	15
18	Electoral Commission of Kenya	46.34		
19	State Corporations n.e.s	46.20	38.46	17
20	Kenya Revenue Authority	44.95	57.58	9
21	Co-operative Societies	39.71	37.42	20
22	Public Hospitals	38.36	38.24	18
23	Min. of Agriculture/Livestock Dev.	33.78	40.70	16
24	Kenya Power & Lighting Co.	32.02	44.00	14
25	Public Universities	30.95	32.73	21
26	Private Companies n.e.s	29.46	31.54	23
27	Public Colleges	23.39	24.22	24
28	NGOs/CSOs	19.46	22.70	25
29	Public Schools	18.70	32.73	22
30	Postal Corporation	11.54	11.11	27
31	Financial Institutions n.e.s.	10.55	11.89	26
32	Religious Organisations	7.70	4.97	29
33	Kenya Commercial Bank	7.14	6.38	28

Impact (Percentage of respondents affected)

The Police, Public Hospitals, Provincial Administration, Local Authorities and Public Schools maintained their places as the five worst offenders in the same order as in 2004. However, the percentage of respondents affected by Police, Provincial Administration and Local Authorities corruption increased, while Public Hospitals and Schools registered improved scores. The second tier of top offenders sees the Registrar of Persons jump from 13th to seventh, the Central Government from 15th to 8th and the Nairobi City Council from 12th to ninth. The Private Sector and Religious Organisations have maintained sixth and 10th positions respectively. The Police and the Registrar of Persons registered the most significant deterioration on this indicator. Public Hospitals registered the most notable improvement.

Table 10: Impact of Bribery (Victims as % of survey respondents)

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Police	31.98	25.56	1
2	Public Hospitals	22.41	24.94	2
3	Provincial Administration	21.87	18.56	3
4	Local Authorities n.e.s	12.27	8.72	4
5	Public Schools	7.53	8.09	5
6	Registrar of Persons	6.53	2.34	13
7	Private Companies n.e.s.	6.11	3.92	6
8	Central Government n.e.s	5.16	2.13	15
9	Nairobi City Council	4.07	2.38	12
10	Religious Organisations	3.95	2.46	10
11	NGOs/CSOs	3.87	2.67	8
12	State Corporations n.e.s	3.53	2.50	9
13	Kenya Power & Lighting Co.	3.04	2.29	14
14	Ministry of Lands	2.95	2.79	7
15	Immigration department	2.62	0.67	26
16	Judiciary	2.45	2.00	16
17	Co-operative Societies	2.25	2.42	11
18	Kenya Revenue Authority	2.04	1.58	17
19	Ministry of Water	1.66	0.92	21
20	Ministry of Health	1.50	0.67	27
21	Mombasa City Council	1.37		
22	Kenya Prisons	1.33		
23	Telkom Kenya	1.25		
24	Public Colleges	1.21	1.29	19
25	National Social Security Fund	1.21	0.83	23
26	Financial Institutions n.e.s.	1.12	0.92	22
27	Min. of Agriculture/Livestock Dev.	1.04	1.46	18
28	Ministry of Education	0.96	1.00	20
29	Teachers Service Commission	0.83	0.79	24
30	Electoral Commission of Kenya	0.79		
31	Public Universities	0.54	0.75	25
32	Postal Corporation	0.37	0.33	28
33	Kenya Commercial Bank	0.12	0.13	29

Severity

The Police force remains at the top of this indicator, which provides a measure of the level of impunity, but with a significantly improved score of 38.8, down from 44.9. The Teachers Service Commission jumps six places, from eighth to second, with a severity rating very close to the Police. The Mombasa City Council is ranked third, displacing the Judiciary to fourth place, although the Judiciary's rating worsened. The Prisons service displaces Local Authorities and the Provincial Administration from fifth and sixth to sixth and seventh respectively, although their ratings worsened marginally. The National Social Security Fund jumps 17 places from 25th to eighth worst ranked, and is followed by the newly ranked Electoral Commission of Kenya. The Ministry of Lands completes the impunity list but this is a very significant improvement from second worst offender in 2004. The Ministry of Lands is the most improved organisation on this indicator, and the National Social Security Fund and the Teachers Service Commission have deteriorated the most.

Table 11: Severity (Clients denied service for declining to bribe, %)

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Police	38.82	44.87	1
2	Teachers Service Commission	36.67	21.21	2
3	Mombasa City Council	34.69		3
4	Judiciary	31.71	26.09	4
5	Kenya Prisons	31.43		5
6	Local Authorities n.e.s	25.62	23.38	6
7	Provincial Administration	24.30	23.12	7
8	National Social Security Fund	22.81	4.44	8
9	Electoral Commission of Kenya	21.95		9
10	Ministry of lands and settlement	21.00	36.27	10
11	Registrar of Persons	20.87	13.33	11
12	Central Government n.e.s	20.10	25.47	12
13	Immigration department	18.81	23.08	13
14	Ministry of Health	18.75	8.57	14
15	Nairobi City Council	18.12	20.83	15
16	State Corporations n.e.s	17.93	14.74	16
17	Ministry of Water Development	17.65	9.26	17
18	Ministry of Education	17.39	14.06	18
19	Kenya Revenue Authority	14.68	15.15	19
20	Private Companies n.e.s	13.43	10.07	20
21	Public Colleges	11.29	7.81	21
22	Telkom Kenya	10.71		22
23	Kenya Power & Lighting Co.	9.65	10.40	23
24	Public Hospitals	8.75	9.85	24
25	Co-operatives	8.09	12.90	25
26	Public Universities	7.14	7.27	26
27	NGOs/CSOs	7.11	7.09	27
28	Public Schools	5.99	6.59	28
29	Min. of Agriculture/Livestock Dev.	5.41	11.63	29
30	Religious Organisations	5.11	1.60	30
31	Postal Corporation	3.85	2.78	31
32	Financial Institutions	3.52	2.16	32
33	Kenya Commercial Bank	-	-	33

Frequency (Number of bribes paid)

The number of bribes paid per person more than doubled over the frequency reported in almost all the organisations ranked in the index, which suggests that the public anti-corruption zeal witnessed in 2003 has waned significantly. Fifteen organisations ranked in at least one bribe per person, as compared to only two in 2004. The Police force and Local Authorities remain at the top of the bribe takers list, collecting on average five and three bribes per client respectively. The survey reveals a very significant increase in bribe taking at the Ministry of Health, Telkom Kenya, Prisons service, Nairobi City Council, and the Ministry of Lands.

Table 12: Average number of bribes paid

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Police	5.10	2.46	1
2	Local Authorities n.e.s	2.98	1.38	2
3	Ministry of Health	2.65	0.11	21
4	Kenya Prisons	1.97		
5	Nairobi City Council	1.86	0.25	15
6	Telkom Kenya	1.48		
7	Ministry of Lands	1.35	0.33	12
8	Kenya Revenue Authority	1.31	0.50	7
9	Provincial Administration	1.28	0.70	5
10	Min. of Agriculture/Livestock Dev.	1.20	0.66	6
11	Judiciary	1.17	0.41	8
12	State Corporations n.e.s	1.16	0.25	14
13	Mombasa City Council	1.14		
14	National Social Security Fund	1.06	0.08	25
15	Private Sector n.e.s	1.01	0.88	3
16	Registrar of Persons	0.95	0.12	20
17	Central Government n.e.s	0.86	0.38	9
18	Immigration department	0.71	0.09	23
19	Co-operatives	0.69	0.75	4
20	Ministry of Water Development	0.66	0.36	10
21	Public Hospitals	0.52	0.31	13
22	Ministry of Education	0.36	0.07	26
23	NGOs/CSOs	0.35	0.35	11
24	Kenya Power & Lighting Co.	0.33	0.23	16
25	Teachers Service Commission	0.30	0.10	22
26	Public Schools	0.26	0.13	19
27	Electoral Commission of Kenya	0.20		
28	Postal Corporation	0.19	0.18	17
29	Public Colleges	0.14	0.14	18
30	Public Universities	0.14	0.06	28
31	Religious Organisations /churches	0.09	0.08	24
32	Kenya Commercial Bank	0.02	0.02	29
33	Financial Institutions	0.01	0.07	27

Size of Bribes

The largest bribes in 2005 were paid for places in public colleges, at Ksh. 16,359 up from Ksh. 1,968 in 2004, an escalation which seems to validate the upsurge of scandals, reported in the media, involving recruitment into Government training institutions. Colleges displaced the Teachers Service Commission into second place, with an average of Ksh. 11,325, down from Ksh. 13,115 in 2004. The public experienced a sharp escalation of the bribes in State Corporations from an average of Ksh. 1,286 to Ksh. 10,783 and also in the Judiciary, other Central Government, Public Universities, and Financial Institutions, ranked fourth, fifth, sixth and eighth respectively. The Police force registered the most significant reduction in the size of bribes, from Ksh. 10,831 to Ksh. 1,465, which as discussed earlier, is as associated with the PSV reforms. Postal Corporation, Ministry of Education and the NSSF which were ranked fifth, sixth and eighth respectively in 2004, have registered a reduction in the average size of bribes, while the Immigration Department, ranked seventh in 2004, has moved down to 11th in spite of an increase in the size of the bribe.

Table 13: Average Size of Bribes Paid, Ksh.

Rank	Organisation	2005	2004	2004 Rank
1	Public Colleges	16,359	1,968	9
2	Teachers Service Commission	11,325	13,115	1
3	State Corporations n.e.s	10,783	1,286	14
4	Judiciary	5,053	3,606	3
5	Central Government n.e.s	4,278	1,211	16
6	Public Universities	4,191	1,554	12
7	Kenya Revenue Authority	4,069	1,571	11
8	Ministry of Lands	3,901	3,037	4
9	Financial Institutions	3,657	269	28
10	Mombasa City Council	3,346		
11	Immigration department	3,153	2,644	7
12	Public Schools	2,986	602	25
13	Postal Corporation	2,590	2,769	5
14	NGOs/CSOs	2,538	886	21
15	Ministry of Education	2,040	2,700	6
16	Private Companies n.e.s	1,797	750	22
17	Min. of Agriculture/Livestock Dev.	1,658	381	27
18	Kenya Police	1,465	10,831	2
19	Electoral Commission of Kenya	1,458		
20	National Social Security Fund	1,236	2,021	8
21	Provincial Administration	1,136	1,093	18
22	Public Hospitals	1,059	611	24
23	Telkom Kenya	1,028		
24	Kenya Power & Lighting Co.	999	1,403	13
25	Local Authorities	995	427	26
26	Ministry of Water Development	982	927	20
27	Kenya Prisons	931		
28	Ministry of Health	629	713	23
29	Co-operatives	605	1,811	10
30	Registrar of Persons	531	939	19
31	Religious Organisations	527	172	29
32	Nairobi City Council	314	1,266	15
33	Kenya Commercial Bank	100	1,200	17

Cost (Expenditure on bribery)

The expenditure on bribes increased sharply in most organisations which reflects escalation of both bribe taking and the average amount of bribe. In spite of being the only significant exception to the general increase, the Police force continues to extract the largest share of bribes from the public at Ksh. 740 per person, representing 37 percent of the total. State corporations have jumped ten places from 12th to second, with an average expenditure of Ksh. 243, representing 12 percent of the total. The Central Government and Local Authorities have also moved up the ranks to 8th and 9th from 11th and 13th respectively, while the Judiciary has moved down from 7th to 11th but only on account of being displaced by other organisations. The most significant increases are registered by State Corporations with a 400 percent increase, the Immigration department by 330 percent, the Ministry of Health 260 percent and Central Government by 130 percent. Cooperative societies are the only group where the expenditure declined significantly, from Ksh. 25 to Ksh. 6 per person, a 76 percent reduction which has seen the societies move down from fourth to 25th place.

Table 14: Cost of Bribery (Average expenditure per person), Ksh.

Rank	Organisation	2005	2004	2004 Rank
1	Kenya Police	740.4	2,377.2	1
2	State Corporations	243.2	6.0	12
3	Provincial Administration	142.0	73.6	2
4	Local Authorities	138.4	24.8	5
5	Private Sector	96.1	22.3	6
6	Public Hospitals	81.5	34.8	3
7	Public Schools	79.9	11.0	9
8	Central Government n.e.s	79.2	5.8	13
9	Kenya Revenue Authority	61.3	6.1	11
10	Ministry of Lands	55.7	12.2	8
11	Judiciary	51.5	12.2	7
12	NGOs/CSOs	44.9	10.5	10
13	Public Colleges	30.7	4.3	17
14	Immigration department	23.8	0.7	25
15	Mombasa City Council	19.8		
16	Min. of Agriculture/Livestock Dev.	15.6	2.6	19
17	Registrar of Persons	10.9	1.2	23
18	Teachers Service Commission	10.8	5.1	14
19	Nairobi City Council	9.2	2.7	18
20	Telkom Kenya	9.0		
21	Ministry of Health	8.5	0.3	28
22	Kenya Power & Lighting Company KPLC	8.0	4.7	15
23	National Social Security Fund	7.9	0.8	24
24	Kenya Prisons	6.8		
25	Religious Organisations /churches	6.3	2.0	21
26	Co-operatives	6.0	25.0	4
27	Ministry of Water Development	5.8	2.1	20
28	Postal Corporation	4.0	4.3	16
29	Ministry of Education	3.6	1.4	22
30	Public Universities	2.6	0.6	26
31	Financial Institutions	1.4	0.4	27
32	Electoral Commission of Kenya	1.3		
33	Kenya Commercial Bank	0.01	0.1	29