

CONTENTS

INTRODUCTION.....2

SAMPLE CHARACTERISTICS.....3

OVERVIEW OF THE FINDINGS.....5

ORGANIZATIONAL RANKING.....8

Overall Rankings.....8

Aggregate Index.....9

Incidence of Bribery.....10

Prevalence.....11

Severity.....12

Expenditure on Bribery.....13

Cost of Bribes.....14

Frequency.....14

Size of Bribes.....16



1. INTRODUCTION

This report summarizes the findings of TI-Kenya's fourth national bribery survey. The Kenya Bribery Index 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 organizations. Respondents provide information on the organizations 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)
- Regulatory (e.g. obtaining licenses)
- Access to services (e.g. health, school places, water, electricity etc)
- Business (obtaining contracts, expediting payments etc)
- Employment matters (securing jobs, promotions, transfers, training etc).

The survey was conducted in Nov/December 2004 on a random sample of 2398 respondents in all the 8 provinces. On average, each respondent cited 3.5 organizations, which translates to a total of 8419 observations. The observations are used to construct six indicators that capture different dimensions of corruption. These are:

- i. **Incidence.** The likelihood (probability) that a person visiting an organization will be asked for a bribe or feel it is necessary to offer one.
- ii. **Prevalence.** Victims of bribery in an organization as a proportion of the population.
- iii. **Severity.** The level of impunity, measured by the frequency of denial of service if a bribe is not paid.
- iv. **Frequency.** The number of bribes paid per client
- v. **Cost.** the estimated proceeds per person, which is indicative of the bribery "tax" burden" per adult citizen.
- vi. **Size.** The average size of bribe paid, i.e. the cost to the individuals who pay the bribes.

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. The other three, frequency, cost and size, 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 provided in this report.

2. SAMPLE CHARACTERISTICS

The survey interviewed 2398 respondents in all the eight provinces, 1492 (62%) and 906 (38%) of them rural and urban residents respectively, of whom 1210 (59.5%) were men and 1188 (49.5%) were women. Close to half (48%) of the respondents were young people under thirty years of age, 30% were between age 30 and 45, and 17 % were aged 45 and over. Just under 60% of the respondents had secondary school education or higher. Thirty percent had primary school education and another 5 % post-primary training. Seven percent of the sample reported themselves as illiterate. One out of three respondents (35%) is self employed or employed in family enterprises; just over a third (22%) have formal wage jobs; 31% reported themselves as unemployed; 10% as students and 3% as retired. Twenty percent declined to state their incomes, while 2.5% stated incomes above fifty thousand shillings.

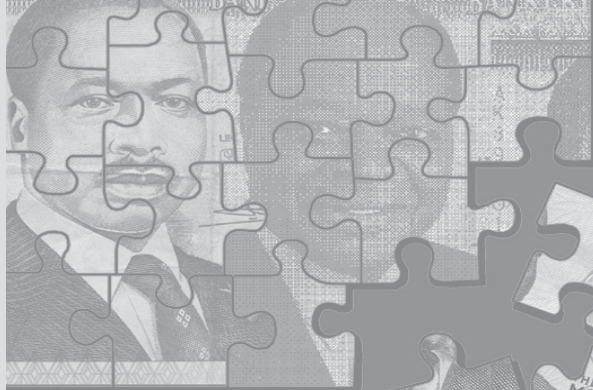
Table 1: Sample Distribution by Socio-Economic Characteristics

| Age | Male | Female | Urban | Rural | Total |
|---|------|--------|-------|-------|-------|
| 18-24 | 13.0 | 16.3 | 13.4 | 15.8 | 29.3 |
| 25-29 | 8.0 | 10.6 | 7.7 | 11.0 | 18.6 |
| 30-34 | 7.9 | 8.0 | 6.0 | 9.8 | 15.9 |
| 35-40 | 6.8 | 6.1 | 3.9 | 9.0 | 12.9 |
| 41-44 | 3.8 | 2.2 | 2.3 | 3.7 | 6.0 |
| 45+ | 10.9 | 6.3 | 4.5 | 12.8 | 17.2 |
| Education Attainment | | | | | |
| Primary school only | 12.7 | 16.6 | 6.8 | 22.5 | 29.3 |
| Post primary training | 2.7 | 2.2 | 1.2 | 3.7 | 4.9 |
| Secondary school only | 18.6 | 15.5 | 14.5 | 19.6 | 34.1 |
| Post secondary school training | 10.1 | 8.4 | 9.3 | 9.2 | 18.5 |
| University degree | 4.0 | 2.3 | 4.2 | 2.0 | 6.2 |
| Illiterate | 2.4 | 4.6 | 1.9 | 5.2 | 7.0 |
| Employment status | | | | | |
| Unemployed | 9.4 | 21.6 | 11.3 | 19.7 | 31.0 |
| Self employed | 14.1 | 12.6 | 7.9 | 18.8 | 26.7 |
| Employed in family business or farm | 4.6 | 4.0 | 1.8 | 6.8 | 8.6 |
| Employed in private sector | 6.8 | 2.6 | 5.4 | 4.0 | 9.4 |
| Employed by government, local authority or parastatal | 6.3 | 3.3 | 4.3 | 5.3 | 9.6 |
| Employed in community sector eg Church, NGO, Co-operative | 1.8 | 0.8 | 1.3 | 1.4 | 2.6 |
| Student | 4.9 | 4.1 | 4.7 | 4.3 | 9.0 |
| Retired | 2.5 | 0.6 | 1.1 | 2.0 | 3.1 |

| Household Income, monthly, Kshs | Male | Female | Urban | Rural | Total |
|---------------------------------|-------------|-------------|-------------|-------------|--------------|
| Less than 5,000 | 17.3 | 17.7 | 7.4 | 27.6 | 35.0 |
| 5,001-10,000 | 11.3 | 8.9 | 8.0 | 12.2 | 20.2 |
| 10,001-25,000 | 8.6 | 7.3 | 8.1 | 7.8 | 15.9 |
| 25,001-50,000 | 3.3 | 3.0 | 4.4 | 2.0 | 6.3 |
| 50,001-100,000 | 1.1 | 1.0 | 1.6 | 0.4 | 2.1 |
| Over 100,000 | 0.3 | 0.2 | 0.4 | 0.0 | 0.5 |
| Not stated | 8.5 | 11.5 | 7.9 | 12.1 | 20.0 |
| Total (%) | 50.5 | 49.5 | 37.8 | 62.2 | 100.0 |
| Total (No.) | 1210 | 1188 | 906 | 1492 | 2398 |

Table 2: Sample Distribution by Province

| Province | Number | % |
|---------------|-------------|------------|
| Rift Valley | 584 | 24.4 |
| Eastern | 385 | 16.1 |
| Nyanza | 365 | 15.2 |
| Central | 315 | 13.1 |
| Western | 282 | 11.8 |
| Coast | 207 | 8.6 |
| Nairobi | 180 | 7.5 |
| North Eastern | 80 | 3.3 |
| Total | 2398 | 100 |



3. OVERVIEW OF THE FINDINGS

The level of corruption encountered by the public declined in 2004, but by significantly less than the reduction reported in 2003. The number of bribery situations reported declined from 40 % to 34 % of encounters with officials, both public and private. The number of bribes paid declined from an average of 2.7 to 0.5 (i.e. one bribe for every two people who interacted with officials). Of the bribes reported in the survey, the average expenditure on bribery declined to Ksh.2660 from Ksh. 4,000 in 2003, while the average bribe paid increased significantly, from Ksh.1484 to Ksh. 4958.

Table 3: Key Indicators

| | 2004 | 2003 |
|---------------------------------------|-------|-------|
| Aggregate Index | 14.9 | 18.2 |
| Likelihood of encountering bribery | 34.2 | 40.1 |
| Bribes per person per year | 0.5 | 2.7 |
| Bribery cost Ksh. per person per year | 2,662 | 4,034 |
| Average bribe Ksh. | 4,958 | 1,484 |

Frequency of bribery declined across all the five purposes, but most significantly in the employment and regulation categories, and least in the service category. Average expenditure decreased in four, the exception being law enforcement, where average expenditure increased threefold from Ksh. 860 to Ksh. 2344. This increase reflects a sharp escalation of the size of bribes paid to police in the rural areas. This would appear to be caused by opportunities for bribery brought about by the new public service vehicle (PSV) rules, specifically, the low compliance by rural “matatus”, and the high cost associated with prosecution for the same.

Table 4: Analysis of Bribes by Purpose

| Bribes/Person | 2004 | | 2003 | |
|--------------------|--------------|--------------|--------------|--------------|
| | number | Share,% | number | share, % |
| Service | 0.19 | 35.9 | 0.39 | 14.3 |
| Regulatory | 0.07 | 13.3 | 0.64 | 23.5 |
| Law enforcement | 0.22 | 41.2 | 1.35 | 49.6 |
| Business | 0.03 | 5.4 | 0.08 | 2.8 |
| Employment | 0.02 | 4.2 | 0.27 | 9.8 |
| Total | 0.54 | 100.0 | 2.72 | 100.0 |
| Expenditure/Person | 2004 | | 2003 | |
| | Ksh. | Share, % | Ksh. | Share, % |
| Service | 130 | 4.9 | 1,692 | 41.9 |
| Regulatory | 80 | 3.0 | 745 | 18.5 |
| Law enforcement | 2,344 | 88.0 | 860 | 21.3 |
| Business | 63 | 2.4 | 94 | 2.3 |
| Employment | 44 | 1.6 | 643 | 15.9 |
| Total | 2,662 | 100.0 | 4,034 | 100.0 |

Among the ten worst ranked organizations last year, the State Corporations aggregate registered the most significant improvement, to an aggregate score of 12.7 from 30.1. As a result, the state corporations improved their ranking from 3rd worst to 19th position. The Immigration Department is the second most improved organization, followed by Kenya Revenue Authority, the Central Government aggregate category and the Nairobi City Council.

Table 5: Most Improved Organizations (ranked 1-10 in 2003)

| | Aggregate Index | | | Rank | |
|--------------------------|-----------------|------|----------|------|------|
| | 2004 | 2003 | Change,% | 2004 | 2003 |
| State Corporations n.e.s | 12.7 | 30.1 | 57.9 | 19 | 3 |
| Immigration Department | 18.2 | 30.1 | 39.6 | 8 | 4 |
| Kenya Revenue Authority | 17.8 | 28.8 | 38.2 | 9 | 5 |
| Central Government n.e.s | 16.8 | 25.5 | 34.2 | 11 | 8 |
| Nairobi City Council | 20.4 | 26.2 | 22.2 | 7 | 7 |

Respondents were asked to assess the change regarding corruption in the organizations. The perceptions of significant reduction in corruption declined to 9% from 14% in 2003, while perceptions of slight reduction also declined from 18 % to 15 %. Conversely, perceptions of significant increase rose from 8.5% to 12% and perceptions of marginal increase rose slightly from 4.4 to 5.5 %. The majority (57.5%) perceived no change.

Table 6: Perceptions of change in corruption, % of responses

| | National | | Urban | | Rural | |
|--------------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | 2004 | 2003 | 2004 | 2003 | 2004 | 2003 |
| Much improved | 9.9 | 13.9 | 10.6 | 15.2 | 9.3 | 12.6 |
| Slight improvement | 14.9 | 18.2 | 16.0 | 19.4 | 14.2 | 17.0 |
| No change | 57.5 | 55.1 | 54.2 | 53.7 | 59.6 | 56.5 |
| Slightly worse | 5.5 | 4.4 | 5.5 | 4.1 | 5.3 | 4.7 |
| Much worse | 12.2 | 8.5 | 13.6 | 7.7 | 11.4 | 9.2 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

The survey also sought to assess the public’s willingness to report corruption by asking respondents to indicate what action they took, if any, on encountering bribery situations. The frequency of reporting corruption to the authorities increased from 4% to 7% of bribery encounters, while complaining to others also increased from 20 % to 25% of the bribery encounters. Significantly, the frequency of declining to bribe increased very substantially, from 25 % to 42% of the encounters. Those who declined to bribe were more inclined to report or complain than those who bribed, which is the opposite of last year’s finding i.e. those who bribed were more inclined to report than those who declined. Reporting to management increased from 23% to 28% of the incidences reported. Reporting to the police also increased from 5% to 8%. Complaining to other public officials and the media declined marginally, but complaining to religious and other leaders increased marginally.

The sharp increase in the frequency of members of the public declining to bribe and the increased willingness to report bribery encounters indicates that it is behaviour change by the public, as opposed to behaviour change by public officials that is driving the reduction in bribery.

Table 7: Inclination to Report Corruption, % of bribery encounters

| | 2004 | 2003 |
|----------------------------------|-------------|-------------|
| Declined | 41.9 | 25.2 |
| Reported to authorities | 4.1 | 1.6 |
| Complained to others | 14.0 | 5.3 |
| Kept quiet | 23.8 | 18.3 |
| Bribed | 58.1 | 74.8 |
| Reported to authorities | 3.0 | 2.7 |
| Complained to others | 10.8 | 14.5 |
| Kept quiet | 44.3 | 57.6 |
| Total | | |
| Reported to authorities | 7.1 | 4.3 |
| Complained to others | 24.8 | 19.7 |
| Kept quiet | 68.1 | 75.9 |
| Reported or complained to | | |
| Management | 27.7 | 22.6 |
| Police | 7.9 | 5.1 |
| Media | 2.4 | 3.8 |
| MP Councillor Chief | 10.8 | 13.2 |
| Religious & other leaders | 5.6 | 3.8 |
| Others | 45.7 | 51.5 |



4. ORGANIZATIONAL RANKING

The 2004 organisational rankings features 34 organizations and sectors. This is four less than in the 2003 rankings, and it reflects a reduced number of organizations that had sufficient sample to be included individually. Eight organizations that featured last year do not feature this year. These are the Department of Defence, Mombasa and Kisumu City Councils, Ministry of Labour, Ministry of Public Works, Kenya Railways, Telkom Kenya and Trade Unions. These have been included in the respective sector categories denoted as “n.e.s” (not elsewhere specified). Four organizations feature this year that did not feature last year. These are Ministry of Culture, Gender & Sports, the Kenya Tea Development Agency, the National Hospital Insurance Fund and the Coffee Board of Kenya.

Overall Rankings

The Police Force retained the worst ranking with an aggregate index score of 72.4, up from 57.8 in 2003. The Police Force ranked worst in five of the six indicators, and second in the sixth one. Of these however, there was very significant reduction in the bribery transactions reported, from 12.5 bribes to 2.5 bribes per client per month. On the other hand, the amount paid has increased very dramatically, from an average of Ksh. 635 to Ksh. 10,800. Consequently, the proceeds of bribery increased from Ksh. 250 to Ksh. 695 per person per month, which is just about the same as in 2002. In effect, the survey shows that the impact of reduction of petty bribes has been more than offset by an increase in big bribes. Similarly, the willingness of the public to pay bigger bribes could be attributed to the perception by offenders of increased risk of severe punishment if one is prosecuted, for example, among the PSV vehicle operators. It is also likely that the judicial reforms are inducing offenders to bribe the police to avoid prosecution. Notably, the same trend is reflected in the judiciary, that is, a reduction in the number of bribes from 5 to less than 1 bribe per person per month, while the average size doubled from Ksh. 1,800 to Ksh. 3,600.

The Teachers Service Commission (TSC) ranks a distant second, with a score of 30.6, which is nevertheless a very significant deterioration from 19th position and a score of 18.7 last year. This deterioration is contributed to significantly by TSC ranking worst on the average size of bribes, at Ksh. 13,100. This is explained by the increase of teacher recruitment and transfers in 2004, and is similar to the performance of the Department of Defence, which also ranked second worst in last year’s rankings on account of recruitment related bribery, and has not featured in this year’s rankings.

Local authorities excluding Nairobi City Council rank third, up from 20th last year, with a score of 25.2 as compared to 17.3 last year. Notably however, the Local Authorities category this year includes Kisumu and Mombasa City councils as both did not meet the sample threshold to be ranked separately this year. The Local Authorities category rank second to the Police on bribery activity, at a monthly average of 1.4 bribes per client.

The State corporations aggregate registered the most significant improvement of the organizations that feature (i.e. other than those who have not featured at all in this year’s index), by 17.4 percentage points, followed by public universities by 12.4 points, Immigration Department (11.9) and the Kenya Revenue Authority (11.0).

Table 8: Aggregate Index 2004

| Rank Organization | 2004 | 2004 | 2004 | 2003 | 2003 | 2003 |
|---|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 72.4 | 62.2 | 75.3 | 57.3 | 57.6 | 55.9 |
| 2 Teachers Service Commission | 30.6 | 23.0 | 28.6 | 18.7 | 24.2 | 12.2 |
| 3 Local Authorities n.e.s | 25.2 | 31.3 | 20.7 | 17.3 | 17 | 18.1 |
| 4 Judiciary | 23.7 | 30.1 | 21.1 | 24 | 24.7 | 23.6 |
| 5 Ministry of Lands | 23.6 | 28.4 | 22.0 | 24.5 | 21.2 | 31.4 |
| 6 Provincial Administration | 22.7 | 30.0 | 21.6 | 26.7 | 23.9 | 31.8 |
| 7 Nairobi City Council | 20.4 | 21.0 | 27.4 | 26.2 | 27.8 | 16.6 |
| 8 Immigration Department | 18.2 | 21.8 | 12.7 | 30.1 | 31.8 | 24.9 |
| 9 Kenya Revenue Authority | 17.8 | 21.0 | 14.7 | 28.8 | 25.3 | 28 |
| 10 Ministry of Culture, Gender & Sports | 16.9 | 11.2 | 19.0 | | | |
| 11 Central Govt n.e.s | 16.8 | 21.2 | 14.5 | 25.5 | 22.7 | 31.1 |
| 12 Cooperatives | 16.3 | 17.7 | 15.9 | 12.5 | 15 | 12 |
| 13 Public Hospitals | 15.3 | 16.4 | 15.3 | 21.9 | 24.1 | 17.3 |
| 14 Registrar of Persons | 15.0 | 16.7 | 14.0 | 21 | 20.5 | 21.9 |
| 15 Private Sector n.e.s | 14.4 | 11.9 | 17.4 | 17 | 17.3 | 15.9 |
| 16 Ministry of Agriculture/Livestock | 14.0 | 17.1 | 12.6 | 5.8 | 14.9 | 5.4 |
| 17 Kenya Power & Lighting Company | 12.8 | 13.1 | 15.0 | 12.9 | 12.7 | 15.8 |
| 18 Ministry of Education | 12.7 | 24.8 | 10.9 | 14.3 | 12.8 | 16.2 |
| 19 State Corporations n.e.s | 12.7 | 13.5 | 12.8 | 30.1 | 37.5 | 10.5 |
| 20 Ministry of Water Development | 12.1 | 16.0 | 8.4 | 8.9 | 12.3 | 4.2 |
| 21 National Social Security Fund | 11.4 | 15.0 | 7.8 | 18.8 | 18.8 | 18.7 |
| 22 Ministry of Health | 10.8 | 11.1 | 11.2 | 12.7 | 12.3 | 13.2 |
| 23 Public Universities | 9.2 | 11.4 | 8.5 | 21.6 | 21.9 | 16.6 |
| 24 Public Colleges | 9.1 | 12.0 | 7.3 | 13.2 | 16.9 | 4.3 |
| 25 NGOs/CSOs | 9.0 | 6.4 | 10.3 | 7.3 | 7 | 8 |
| 26 Kenya Tea Development Agency | 8.9 | 14.8 | 7.9 | | | |
| 27 Postal Corporation of Kenya | 7.1 | 13.3 | 0.8 | 4 | 5.4 | 2.3 |
| 28 Public Schools | 6.9 | 8.7 | 6.2 | 8.5 | 11.7 | 5.1 |
| 29 International Orgs/Diplomatic Missions | 5.3 | 4.7 | 6.3 | 8.9 | 8.8 | 5.6 |
| 30 National Health Insurance Fund | 4.1 | 3.0 | 4.9 | | | |
| 31 Coffee Board of Kenya | 4.0 | - | 3.9 | | | |
| 32 Financial Institutions n.e.s | 3.3 | 3.8 | 3.0 | 8.2 | 11.1 | 3.9 |
| 33 Kenya Commercial Bank | 2.8 | 0.7 | 2.8 | 3.8 | 3.1 | 4.5 |
| 34 Religious Organizations | 2.3 | 3.1 | 2.6 | 2.4 | 2.6 | 2.6 |

Incidence (Likelihood of encountering bribery)

The Police were the public officials where citizens encountered bribery most in 2004, although the frequency was the same as in 2003, at four out of five encounters. They are followed closely by the Nairobi City Council and the Judiciary, where the likelihood of encountering bribery increased. The Immigration Department, which ranked worst on this score in last year's ranking, registered significant improvement on this score, from 90% to 60%. Notable improvements occurred in the National Social Security Fund, the aggregated Central Government ministries, the Ministry of Education and the Ministry of Lands, and at the Kenya Revenue Authority.

The likelihood of encountering bribery increased very dramatically in public universities and the Ministry of Agriculture, by over 160 percent in both cases, and also at the Kenya Power and Lighting Company and the Ministry of Health by 51 percent and 20 percent respectively.

Table 13: Frequency (average number of bribes paid, per client p.a.)

| Rank Organization | 2004 | | | 2003 | | |
|---|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 81.6 | 79.2 | 83.6 | 82.1 | 86 | 76.8 |
| 2 Nairobi City Council | 79.2 | 79.7 | 75.0 | 74.1 | 74.2 | 66.7 |
| 3 Judiciary | 69.6 | 77.1 | 61.8 | 66.7 | 66.7 | 66.7 |
| 4 Ministry of Lands | 65.7 | 69.4 | 63.6 | 73.2 | 69.7 | 74.7 |
| 5 Registrar of Persons | 62.2 | 69.8 | 55.3 | 67.6 | 65.6 | 71.4 |
| 6 Immigration Department | 61.5 | 68.2 | 25.0 | 89.6 | 90 | 85.9 |
| 7 Local Authorities n.e.s | 58.9 | 65.9 | 52.0 | 52.5 | 59.3 | 52 |
| 8 Kenya Revenue Authority | 57.6 | 60.5 | 52.2 | 63.8 | 60 | 78.6 |
| 9 Teachers Service Commission | 57.6 | 53.3 | 61.1 | 55.2 | 69 | 41.4 |
| 10 Provincial Administration | 54.7 | 53.2 | 55.4 | 53.4 | 56.3 | 52 |
| 11 Central Govt n.e.s | 48.1 | 53.2 | 44.1 | 60.8 | 55.2 | 71.4 |
| 12 Ministry of Culture, Gender & Sports | 48.0 | 50.0 | 46.7 | | | |
| 13 Ministry of Health | 45.7 | 41.7 | 54.5 | 39.4 | 40 | 38.5 |
| 14 National Social Security Fund | 44.4 | 45.5 | 43.5 | 65.9 | 55.2 | 86.7 |
| 15 Kenya Power & Lighting Company | 44.0 | 44.7 | 41.9 | 29.2 | 26.4 | 45 |
| 16 Ministry of Water Development | 40.7 | 40.7 | 40.7 | 33.3 | 45.7 | 13.6 |
| 17 Ministry of Agriculture/Livestock | 40.7 | 53.8 | 35.0 | 15.4 | 15.4 | 15.4 |
| 18 State Corporations n.e.s | 38.5 | 31.5 | 44.6 | 37.6 | 38.6 | 35.9 |
| 19 Public Hospitals | 38.2 | 37.3 | 38.7 | 41.2 | 45.1 | 38.2 |
| 20 Ministry of Education | 37.5 | 38.7 | 36.4 | 42.7 | 39.6 | 46.3 |
| 21 Cooperatives | 37.4 | 36.4 | 37.8 | 33.6 | 35.6 | 33 |
| 22 Public Universities | 32.7 | 38.7 | 25.0 | 12.2 | 14.7 | 6.7 |
| 23 Private Sector n.e.s | 31.5 | 26.9 | 37.8 | 37.9 | 37.7 | 38.2 |
| 24 Public Colleges | 24.2 | 31.9 | 15.3 | 24.3 | 28.2 | 45 |
| 25 NGOs/CSOs | 22.7 | 18.0 | 24.7 | 22.3 | 20 | 23.6 |
| 26 International Orgs/Dip. Missions | 20.5 | 14.3 | 31.3 | 19.7 | 20.9 | 16.7 |

| Rank Organization | 2004 | | | 2003 | | |
|-----------------------------------|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 27 National Health Insurance Fund | 20.0 | 17.6 | 25.0 | | | |
| 28 Kenya Tea Development Agency | 17.4 | 33.3 | 16.3 | | | |
| 29 Public Schools | 16.2 | 18.8 | 15.0 | 14.3 | 17.5 | 12.3 |
| 30 Coffee Board of Kenya | 13.0 | - | 13.0 | | | |
| 31 Financial Institutions n.e.s | 11.9 | 10.3 | 14.5 | 14.1 | 15 | 13 |
| 32 Postal Corporation of Kenya | 11.1 | 19.4 | 4.9 | 11.7 | 14.6 | 6.9 |
| 33 Kenya Commercial Bank | 6.4 | 4.3 | 8.3 | 13.3 | 11.8 | 15.4 |
| 34 Religious Organizations | 5.0 | 4.5 | 5.2 | 5.6 | 4.9 | 5.4 |

Prevalence (Percentage of respondents affected)

This indicator registered little change over last year, both in terms of magnitude as well as rankings. One out of four respondents reported encountering bribery in the police force and public health facilities, and the provincial administration was reported by one out of every five, the same rankings as well as order of magnitude as last year. The Judiciary, the Registrar of Persons and the Nairobi City Council registered significant improvements, which saw them move down from the top ten offenders list. The Immigration Department registered the most notable improvement, moving down from 14th to 27th position. Conversely, the Ministry of Agriculture/Livestock and public universities have registered the most significant regression, the former from the second most favourable position to 18th position, and the latter from the most favourable position to 25th position.

Table 10: Prevalence (Bribery Encounters as % of Respondents Affected)

| Rank Organization | 2004 | | | 2003 | | |
|--------------------------------------|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 25.6 | 28.9 | 23.5 | 28.4 | 34.7 | 22.5 |
| 2 Public Hospitals | 24.9 | 23.6 | 25.7 | 23.7 | 22.7 | 24.7 |
| 3 Provincial Administration | 18.6 | 14.6 | 21.0 | 20.3 | 14.1 | 26 |
| 4 Local Authorities n.e.s | 8.7 | 12.8 | 6.2 | 6.0 | 9.0 | 3.8 |
| 5 Public Schools | 8.1 | 7.8 | 8.2 | 5.2 | 4.9 | 5.5 |
| 6 Private Sector n.e.s | 3.9 | 5.1 | 3.2 | 6.3 | 9 | 3.8 |
| 7 Ministry of Lands | 2.8 | 2.8 | 2.8 | 3.2 | 1.7 | 4.6 |
| 8 NGOs/CSOs | 2.7 | 2.0 | 3.0 | 1.7 | 1.1 | 2.2 |
| 9 State Corporations n.e.s | 2.5 | 2.5 | 2.5 | 2.1 | 2.7 | 1.8 |
| 10 Religious Organizations | 2.5 | 2.1 | 2.7 | 2.0 | 1.7 | 2.2 |
| 11 Cooperatives | 2.4 | 1.8 | 2.8 | 2.9 | 1.6 | 4.2 |
| 12 Nairobi City Council | 2.4 | 5.6 | 0.4 | 4.1 | 8.4 | 0.1 |
| 13 Registrar of Persons | 2.3 | 3.3 | 1.7 | 3.4 | 4.4 | 2.6 |
| 14 Kenya Power & Lighting Company | 2.3 | 4.6 | 0.9 | 2.5 | 4.0 | 1.2 |
| 15 Central Govt n.e.s | 2.1 | 2.8 | 1.7 | 2.3 | 2.8 | 1.8 |
| 16 Judiciary | 2.0 | 3.0 | 1.4 | 3.7 | 3.6 | 3.7 |
| 17 Kenya Revenue Authority | 1.6 | 2.9 | 0.8 | 1.5 | 2.2 | 0.9 |
| 18 Ministry of Agriculture/Livestock | 1.5 | 1.5 | 1.4 | 0.2 | 0.2 | 0.3 |
| 19 Public Colleges | 1.3 | 2.4 | 0.6 | 0.9 | 1.6 | 0.3 |

| Rank Organization | 2004 | | | 2003 | | |
|---------------------------------------|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 20 Ministry of Education | 1.0 | 1.3 | 0.8 | 1.5 | 1.6 | 1.4 |
| 21 Financial Institutions n.e.s | 0.9 | 1.3 | 0.7 | 1.0 | 1.1 | 1 |
| 22 Ministry of Water Development | 0.9 | 1.2 | 0.7 | 0.7 | 1.2 | 0.2 |
| 23 National Social Security Fund | 0.8 | 1.1 | 0.7 | 1.0 | 0.9 | 1.0 |
| 24 Teachers Service Commission | 0.8 | 0.9 | 0.7 | 1.1 | 1.5 | 0.7 |
| 25 Public Universities | 0.8 | 1.3 | 0.4 | 0.2 | 0.4 | 0.1 |
| 26 Ministry of Health | 0.7 | 1.1 | 0.4 | 0.5 | 0.6 | 0.4 |
| 27 Immigration Department | 0.7 | 1.7 | 0.1 | 2.2 | 4 | 0.5 |
| 28 Ministry of Culture,Gender& Sports | 0.5 | 0.6 | 0.5 | | | |
| 29 International Orgs/Dip. Missions | 0.4 | 0.4 | 0.3 | 0.5 | 0.3 | 0.2 |
| 30 Postal Corporation of Kenya | 0.3 | 0.7 | 0.1 | 0.3 | 0.7 | 0.2 |
| 31 Kenya Tea Development Agency | 0.3 | 0.1 | 0.5 | | | |
| 32 Coffee Board of Kenya | 0.3 | - | 0.5 | | | |
| 33 National Health Insurance Fund | 0.2 | 0.3 | 0.1 | | | |
| 34 Kenya Commercial Bank | 0.1 | 0.1 | 0.1 | 0.3 | 0.6 | 0.3 |

Severity

After registering very dramatic improvement last year, the determination of public officials to obtain bribes appears to be on the rise in most organizations. The police emerged as the worst offender, with 45 percent of the people interacting with the police reporting the consequences of declining to bribe as very severe, up from 32 percent last year. The Ministry of Lands follows, up from sixth place, at 36 percent, up from 21 percent, and the judiciary is third, up from 16th place, at 26 percent, up from 13 percent. Among the ten worst offenders last year, only three organizations have registered some improvement, namely the Registrar of Persons, the Kenya Revenue Authority and the Immigration Department in that order. The Teachers Service Commission registered the worst performance, from the second best to 8th worst offender. Others are local authorities (19th to 5th), Ministry of Education (27th to 13th) and the Ministries of Agriculture/Livestock (31st to 16th). The two worst offenders last year, the Department of Defence and the Ministry of Works did not reach the sample threshold in this year's survey.

Table 11: Severity (% of declinations resulting in service denial)

| Rank Organization | 2004 | | | 2003 | | |
|---------------------------------------|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 44.9 | 45.0 | 44.8 | 31.7 | 28.9 | 35.4 |
| 2 Ministry of Lands | 36.3 | 44.4 | 31.8 | 21.4 | 27.3 | 19.0 |
| 3 Judiciary | 26.1 | 31.4 | 20.6 | 13.3 | 13.3 | 13.3 |
| 4 Central Govt n.e.s | 25.5 | 29.8 | 22.0 | 23.5 | 23.9 | 22.9 |
| 5 Local Authorities n.e.s | 23.4 | 23.9 | 22.9 | 9.1 | 8.1 | 9.8 |
| 6 Provincial Administration | 23.1 | 16.1 | 26.2 | 16.2 | 16.5 | 16.0 |
| 7 Immigration Department | 23.1 | 22.7 | 25.0 | 25.4 | 25.0 | 28.6 |
| 8 Teachers Service Commission | 21.2 | 26.7 | 16.7 | 3.4 | 3.4 | 3.4 |
| 9 Nairobi City Council | 20.8 | 15.6 | 62.5 | 19.1 | 19.5 | - |
| 10 Ministry of Culture,Gender& Sports | 16.0 | 10.0 | 20.0 | | | |
| 11 Kenya Revenue Authority | 15.2 | 14.0 | 17.4 | 18.8 | 18.2 | 21.4 |

| Rank | Organization | 2004 | | | 2003 | | |
|------|-----------------------------------|----------|-------|-------|----------|-------|-------|
| | | national | urban | rural | national | urban | rural |
| 12 | State Corporations n.e.s | 14.7 | 17.8 | 12.0 | 9.7 | 8.9 | 10.9 |
| 13 | Ministry of Education | 14.1 | 6.5 | 21.2 | 6.7 | 6.3 | 7.3 |
| 14 | Registrar of Persons | 13.3 | 9.3 | 17.0 | 20.4 | 16.1 | 28.6 |
| 15 | Cooperatives | 12.9 | 13.6 | 12.6 | 8.4 | 6.8 | 8.9 |
| 16 | Ministry of Agriculture/Livestock | 11.6 | 3.8 | 15.0 | 5.1 | 15.4 | - |
| 17 | Kenya Power & Lighting Company | 10.4 | 8.5 | 16.1 | 6.0 | 5.9 | 6.7 |
| 18 | Private Sector n.e.s | 10.1 | 8.8 | 11.8 | 13.2 | 12.8 | 14.0 |
| 19 | Public Hospitals | 9.8 | 9.8 | 9.9 | 8.7 | 8.4 | 9.0 |
| 20 | Ministry of Water Development | 9.3 | 14.8 | 3.7 | 7.0 | 8.6 | 4.5 |
| 21 | Ministry of Health | 8.6 | 8.3 | 9.1 | 15.2 | 10.0 | 23.1 |
| 22 | Public Colleges | 7.8 | 5.8 | 10.2 | 8.7 | 11.3 | 3.1 |
| 23 | Public Universities | 7.3 | 6.5 | 8.3 | 6.1 | 5.9 | 6.7 |
| 24 | NGOs/CSOs | 7.1 | 7.0 | 7.1 | 4.5 | 5.3 | 3.9 |
| 25 | International Orgs/Dip. Missions | 6.8 | 7.1 | 6.3 | 8.2 | - | 11.1 |
| 26 | Public Schools | 6.6 | 7.1 | 6.3 | 5.0 | 6.4 | 4.1 |
| 27 | Kenya Tea Development Agency | 6.5 | 33.3 | 4.7 | | | |
| 28 | Coffee Board of Kenya | 5.6 | - | 5.6 | | | |
| 29 | National Social Security Fund | 4.4 | 9.1 | - | 6.8 | 3.4 | 13.3 |
| 30 | Postal Corporation of Kenya | 2.8 | 6.5 | - | 3.9 | 4.2 | 3.4 |
| 31 | Financial Institutions n.e.s | 2.2 | 3.4 | - | 6.3 | 8.0 | 4.3 |
| 32 | Religious Organizations | 1.6 | 1.2 | 1.8 | 3.4 | 3.6 | 3.3 |
| 33 | Kenya Commercial Bank | - | - | - | 8.3 | 5.9 | 11.5 |
| 34 | National Health Insurance Fund | - | - | - | | | |

Expenditure on Bribery

The total expenditure on bribery continued its downward trend in all organizations ranked, with the exception of the police, who top the list as they have since the inception of the index. The amount extracted by the police increased three-fold to Ksh. 2,377 from Ksh. 805¹. Notably however, this increase occurred in the rural areas, from Ksh. 497 to Ksh. 3,700 per person per month. In the urban areas, the cost fell from Ksh. 1,137 to Ksh. 400. The increase in rural areas would seem to be explained by the lower level of compliance with the new PSV rules by rural matatus, and the improved mobility (i.e. availability of vehicles and fuel) that has enabled the police to reach more victims.

The provincial administration ranks second, displacing state corporations in last years ranking, while public hospitals retain the third worst ranking. As a result of the downward trend in the public sector, the private organizations feature prominently among the worst offenders, led by cooperative societies in fourth place, private sector (i.e. business) in sixth and NGOs/CSOs in tenth place.

¹ The definition of this indicator differs from that used in the previous reports. The definition has been changed to give a figure that can be extrapolated to the population as a whole. The figures for 2003 have been recalculated for comparability with the new definition. However, the change affects all values proportionately, hence it does not affect the value of the index and the organizational rankings.

Table 12: Cost of bribes (Ksh per person p.a.)

| Rank Organization | 2004 | | | 2003 | | |
|---|----------|--------|----------|----------|----------|--------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 2,377.21 | 398.44 | 3,699.26 | 805.02 | 1,136.97 | 496.48 |
| 2 Provincial Administration | 73.61 | 133.94 | 33.30 | 289.93 | 280.29 | 311.82 |
| 3 Public Hospitals | 34.76 | 32.76 | 36.10 | 349.33 | 590.64 | 115.30 |
| 4 Cooperatives | 25.00 | 16.47 | 30.70 | 40.14 | 47.03 | 34.70 |
| 5 Local Authorities n.e.s | 24.78 | 34.03 | 18.60 | 56.27 | 48.51 | 66.58 |
| 6 Private Sector n.e.s | 22.33 | 6.74 | 32.74 | 181.78 | 243.36 | 125.88 |
| 7 Judiciary | 12.21 | 10.80 | 13.14 | 143.01 | 161.19 | 130.20 |
| 8 Ministry of Lands | 12.17 | 13.72 | 11.15 | 128.74 | 44.36 | 220.92 |
| 9 Public Schools | 11.01 | 12.67 | 9.91 | 125.34 | 227.72 | 25.11 |
| 10 NGOs/CBOs | 10.49 | 0.91 | 16.90 | 21.53 | 19.10 | 24.93 |
| 11 Kenya Revenue Authority | 6.11 | 12.89 | 1.59 | 102.08 | 185.27 | 20.64 |
| 12 State Corporations n.e.s | 6.03 | 7.71 | 4.91 | 613.99 | 1,217.18 | 18.30 |
| 13 Central Govt n.e.s | 5.82 | 8.64 | 3.94 | 119.73 | 154.05 | 89.33 |
| 14 Teachers Service Commission | 5.06 | 1.00 | 7.78 | 99.41 | 154.08 | 47.24 |
| 15 Kenya Power & Lighting Company | 4.71 | 5.28 | 4.33 | 146.56 | 233.73 | 62.86 |
| 16 Postal Corporation | 4.28 | 10.68 | - | 0.89 | 1.52 | 0.28 |
| 17 Public Colleges | 4.27 | 7.50 | 2.11 | 79.11 | 154.28 | 4.98 |
| 18 Kenya Tea Development Agency | 3.78 | 0.21 | 6.17 | | | |
| 19 Ministry of Culture, Gender & Sports | 3.07 | 0.06 | 5.09 | | | |
| 20 Nairobi City Council | 2.71 | 5.23 | 1.02 | 89.80 | 178.97 | 1.70 |
| 21 Ministry of Agriculture/Livestock | 2.58 | 1.38 | 3.39 | 4.55 | 7.80 | 1.39 |
| 22 Ministry of Water | 2.12 | 5.05 | 0.16 | 3.62 | 4.17 | 3.21 |
| 23 Religious Organizations | 1.97 | 0.81 | 2.74 | 6.50 | 2.09 | 11.30 |
| 24 Ministry of Education | 1.44 | 3.04 | 0.38 | 72.37 | 54.21 | 94.06 |
| 25 Registrar of Persons | 1.20 | 1.42 | 1.05 | 21.25 | 35.49 | 7.48 |
| 26 National Social Security Fund | 0.84 | 2.05 | 0.03 | 37.99 | 69.50 | 7.11 |
| 27 Immigration Department | 0.71 | 0.87 | 0.59 | 139.05 | 270.01 | 9.96 |
| 28 Public Universities | 0.60 | 1.28 | 0.15 | 66.69 | 89.57 | 45.88 |
| 29 Financial Institutions n.e.s | 0.42 | 1.00 | 0.02 | 39.76 | 74.35 | 5.78 |
| 30 Ministry of Health | 0.32 | 0.76 | 0.02 | 11.16 | 16.83 | 5.78 |
| 31 Kenya Commercial Bank | 0.14 | - | 0.24 | 0.02 | 0.04 | - |
| 32 Coffee Board of Kenya | 0.13 | - | 0.22 | | | |
| 33 International Organizations | 0.01 | 0.04 | - | 31.79 | 63.75 | 0.21 |
| 34 National Hospital Insurance Fund | 0.01 | - | 0.02 | | | |

Frequency

The public reported paying significantly fewer bribes to all organizations. The Police still top the list, with people who interacted with the police reporting an average of 2.5 bribes last year, down from 12.5. Local authorities follow, with 1.4, down from 3.5, and the private sector at one bribe per client, down from two last year. The adverse ranking of local authorities reflects the inclusion of Mombasa and Kisumu City Councils, which ranked 2nd and 6th respectively last year in the aggregate category. The Immigration

Department registered very significant improvement in ranking, from 8th to 25th, as did the Nairobi City Council, from 5th to 17th. At the opposite end of the scale, the Ministries of Agriculture/Livestock moved up the ranks from 25th to 6th, while the Ministry of Culture, which features in the rankings for the first time, comes in as 7th worst offender.

Table 13: Frequency (average number of bribes paid, per client p.a.)

| Rank Organization | 2004 | | | 2003 | | |
|--|----------|-------|-------|----------|-------|-------|
| | national | urban | rural | national | urban | rural |
| 1 Kenya Police | 2.5 | 2.5 | 2.5 | 12.5 | 12.4 | 12.7 |
| 2 Local Authorities n.e.s | 1.4 | 1.8 | 1.0 | 3.5 | 2.9 | 3.9 |
| 3 Private Sector n.e.s | 0.9 | 0.7 | 1.1 | 2.2 | 2.4 | 1.2 |
| 4 Cooperatives | 0.8 | 0.7 | 0.8 | 3 | 5 | 2.4 |
| 5 Provincial Administration | 0.7 | 1.0 | 0.6 | 4.1 | 3.8 | 4.2 |
| 6 Ministry of Agriculture/Livestock | 0.7 | 1.0 | 0.5 | 1.4 | 0.2 | 2 |
| 7 Ministry of Culture, Gender & Sports | 0.6 | 0.1 | 0.9 | 1.4 | 0.2 | 2 |
| 8 Kenya Revenue Authority | 0.5 | 0.7 | 0.2 | 9 | 6 | 7.9 |
| 9 Judiciary | 0.4 | 0.2 | 0.6 | 4.7 | 5.7 | 3.7 |
| 10 Central Govt n.e.s | 0.4 | 0.7 | 0.1 | 5.8 | 4.2 | 9 |
| 11 Ministry of Water Development | 0.4 | 0.6 | 0.1 | 1.4 | 2.1 | 0.2 |
| 12 NGOs/CSOs | 0.4 | 0.0 | 0.5 | 1.3 | 1.4 | 1.5 |
| 13 Kenya Tea Development Agency | 0.4 | 0.3 | 0.4 | | | |
| 14 Ministry of Lands | 0.3 | 0.6 | 0.2 | 2.9 | 1.5 | 5.4 |
| 15 Public Hospitals | 0.3 | 0.3 | 0.3 | 1.2 | 1.3 | 1 |
| 16 State Corporations n.e.s | 0.3 | 0.4 | 0.1 | 3.3 | 4.7 | 1.1 |
| 17 Nairobi City Council | 0.3 | 0.3 | 0.2 | 5.8 | 5.8 | 4 |
| 18 Kenya Power & Lighting Company | 0.2 | 0.2 | 0.2 | 1.6 | 1.5 | 2 |
| 19 Postal Corporation of Kenya | 0.2 | 0.4 | - | 1 | 1.6 | 0.41 |
| 20 Public Colleges | 0.1 | 0.2 | 0.1 | 0.7 | 0.8 | 0.41 |
| 21 Public Schools | 0.1 | 0.2 | 0.1 | 0.4 | 0.5 | 0.38 |
| 22 Registrar of Persons | 0.1 | 0.1 | 0.1 | 3.8 | 4.1 | 3.4 |
| 23 Ministry of Health | 0.1 | 0.1 | 0.0 | 1.9 | 1.9 | 1.8 |
| 24 Teachers Service Commission | 0.1 | 0.1 | 0.1 | 3.4 | 5.6 | 1.2 |
| 25 Immigration Department | 0.1 | 0.0 | 0.3 | 4.2 | 4.2 | 3.9 |
| 26 Religious Organizations | 0.1 | 0.0 | 0.1 | 0.1 | 0.02 | 0.23 |
| 27 National Social Security Fund | 0.1 | 0.1 | 0.0 | 3.5 | 5 | 0.7 |
| 28 Ministry of Education | 0.1 | 0.0 | 0.1 | 1.4 | 0.9 | 2 |
| 29 Financial Institutions n.e.s | 0.1 | 0.1 | 0.0 | 0.3 | 0.3 | 0.17 |
| 30 Public Universities | 0.1 | 0.1 | 0.0 | 0.3 | 0.3 | 0.17 |
| 31 Coffee Board of Kenya | 0.1 | - | 0.1 | | | |
| 32 Kenya Commercial Bank | 0.0 | - | 0.0 | 0.03 | 0.06 | 0 |
| 33 National Health Insurance Fund | 0.0 | - | 0.0 | | | |
| 34 International Orgs/Dip. Missions | 0.0 | 0.0 | - | 1.5 | 1.9 | 1.8 |

Size of Bribes

On average, the Teachers Service Commission officials extracted the largest bribes, at Ksh. 13,000, followed closely by the police at Ksh. 10,800. In both cases, rural respondents reported larger bribes than urban ones. These are significantly lower than last year's worst offenders namely, public universities (Ksh 35,000) and the Department of Defence (Ksh. 27,900). The two top offenders also top the list of the largest increases in size of bribes paid, the police by Ksh 10,200 and the TSC by Ksh. 8,560. The other significant increases are registered by the Postal Corporation, from Ksh. 100 to 2,800, the Judiciary, from Ksh. 1,800 to 3,600 and cooperative societies, from Ksh. 480 to 1,800.

Public universities, which were worst ranked last year, have registered the biggest reduction, from Ksh. 35,000 to Ksh. 1,550 and as a result moved down to 14th rank. They are followed by state corporations, which move from fourth to 16th with a reduction from 10,200 to 1,290, followed closely by public colleges, which move from third to 14th with a reduction from Ksh. 10,700 to Ksh 1,970

Table 14: Average Size of Bribe, Ksh.

| Rank | Organization | 2004 | | | 2003 | | |
|------|--------------------------------------|----------|-------|--------|----------|--------|--------|
| | | National | Urban | Rural | National | Urban | Rural |
| 1 | Teachers Service Commission | 13,115 | 4,500 | 15,700 | 4,555 | 4,295 | 5,719 |
| 2 | Kenya Police | 10,831 | 1,654 | 18,030 | 635 | 778 | 443 |
| 3 | Judiciary | 3,606 | 4,700 | 3,197 | 1,836 | 1,694 | 2,056 |
| 4 | Ministry of Lands | 3,037 | 2,126 | 4,688 | 3,620 | 4,063 | 2,250 |
| 5 | Postal Corporation of Kenya | 2,769 | 2,769 | - | 104 | 89 | 100 |
| 6 | Ministry of Education | 2,700 | 8,200 | 585 | 5,226 | 5,407 | 5,125 |
| 7 | Immigration Department | 2,644 | 2,950 | 2,400 | 4,467 | 4,771 | 1,607 |
| 8 | National Social Security Fund | 2,021 | 2,308 | 300 | 2,212 | 2,151 | 3,100 |
| 9 | Public Colleges | 1,968 | 1,775 | 2,656 | 10,658 | 12,882 | 1,669 |
| 10 | Kenya Tea Development Agency | 1,958 | 700 | 2,041 | | | |
| 11 | Ministry of Culture, Gender & Sports | 1,816 | 200 | 1,938 | | | |
| 12 | Cooperatives | 1,811 | 1,821 | 1,807 | 484 | 720 | 332 |
| 13 | Kenya Revenue Authority | 1,571 | 1,525 | 1,882 | 1,486 | 2,535 | 818 |
| 14 | Public Universities | 1,554 | 1,433 | 3,000 | 35,412 | 30,923 | 50,000 |
| 15 | Kenya Power & Lighting Company | 1,403 | 765 | 4,369 | 3,180 | 3,113 | 3,468 |
| 16 | State Corporations n.e.s | 1,286 | 920 | 2,204 | 10,188 | 11,574 | 1,108 |
| 17 | Nairobi City Council | 1,266 | 1,069 | 3,433 | 863 | 866 | 617 |
| 18 | Central Govt n.e.s | 1,211 | 897 | 2,488 | 1,816 | 2,478 | 1,232 |
| 19 | Kenya Commercial Bank | 1,200 | - | 1,200 | 100 | 100 | - |
| 20 | Provincial Administration | 1,093 | 1,894 | 512 | 636 | 998 | 477 |
| 21 | Registrar of Persons | 939 | 1,125 | 818 | 352 | 422 | 194 |
| 22 | Ministry of Water Development | 927 | 1,002 | 356 | 414 | 435 | 100 |
| 23 | NGOs/CSOs | 886 | 769 | 891 | 720 | 832 | 554 |
| 24 | Private Sector n.e.s | 750 | 203 | 1,193 | 1,686 | 1,490 | 3,430 |
| 25 | Ministry of Health | 713 | 785 | 250 | 1,625 | 1,988 | 1,050 |
| 26 | Public Hospitals | 611 | 755 | 547 | 1,731 | 2,881 | 1,050 |
| 27 | Public Schools | 602 | 718 | 529 | 2,746 | 5,977 | 454 |
| 28 | International Orgs/Dip. Missions | 500 | 500 | - | 3,053 | 3,532 | 69 |
| 29 | National Health Insurance Fund | 500 | - | 500 | | | |
| 30 | Local Authorities n.e.s | 427 | 367 | 535 | 457 | 557 | 403 |
| 31 | Coffee Board of Kenya | 409 | - | 409 | | | |
| 32 | Ministry of Agriculture/Livestock | 381 | 178 | 551 | 746 | 17,500 | 114 |
| 33 | Financial Institutions n.e.s | 269 | 265 | 500 | 7,477 | 10,428 | 1,108 |
| 34 | Religious Organizations | 172 | 840 | 149 | 455 | 1,343 | 404 |