



KENYA BRIBERY INDEX 2025





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KENYA BRIBERY INDEX -2025

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TABLE OF CONTENTS

ACKNOWLEDGMENT	3
LIST OF FIGURES	6
LIST OF TABLES	6
ACRONYMS AND ABBREVIATIONS	7
EXECUTIVE SUMMARY	7
CHAPTER 1: BACKGROUND AND INTRODUCTION	10
1.1 BACKGROUND.....	10
1.2 Overview	11
1.3 Purpose and Scope	12
1.4 The structure of this report.....	13
CHAPTER 2: METHODOLOGY	14
2.1 Study Design.....	14
2.2 Target population.....	14
2.3 Sampling and sample size.....	14
2.4 Survey Questions.....	15
2.5 Data collection	15
2.6 Data Quality and Research Ethics.....	15
2.7 The data cleaning and analysis.....	15
2.8 Survey Indicators.....	16
Indicator 1: Likelihood of encountering bribery	16
Indicator 2: Prevalence of bribery	16
Indicator 3: Average size of bribe	16
Indicator 4: Share of 'national' bribe	16
Indicator 5: Perceived impact of bribery	16
2.9 Limitations of the survey.....	17
CHAPTER THREE: SURVEY FINDINGS ON EXPERIENCES WITH BRIBERY	18
3.1 Overview	18
3.1.1 Gender Representation	18
3.1.2 Sample by location	18
3.1.3 Sample across age groups.....	19
3.1.4 Employment status of the respondents.....	20
3.2 Most sought services	20

3.3 Bribery Patterns	21
3.3.1 Bribery payment by gender	22
3.3.2 Bribe payment across age groups	22
3.3.3 Bribery by employment status	24
3.3.4 Aggregate Bribery Index.....	24
3.4.1 Bribery Index Indicators.....	25
Indicator 3: Average Size of Bribe	28
Indicator 4: Share of National Bribe	30
Indicator 5: Impact of Bribery	31
3.5 Reasons for paying bribes	32
3.6 Bribery Reporting.....	32
3.6.1 Reasons for not reporting bribery.....	33
CHAPTER 4: PERCEPTIONS ON CORRUPTION	34
4.1 Perceived current Corruption levels	34
4.2 Projected Corruption levels.....	35
4.3 Levels of confidence on public anti-corruption institutions.....	35
4.4 Level of confidence on Non state actors.....	36
4.5 Perceived self-responsibility against corruption.....	37
CHAPTER 5: CONCLUSION AND RECOMMENDATIONS	38
5.1 Conclusion	38
5.2 Recommendations.....	39
REFERENCES	42

LIST OF TABLES

Table 2.1: Bribery Index Sample size.....	15
Table 3.1: Employment status of the respondents	20
Table 3.2: Percentage of service seekers from sampled institutions.....	20
Table 3.3: Institutional Aggregate index (2017 – 2025)	25
Table 3.4: Likelihood of bribery in institutions	27
Table 3.5: showing prevalence of bribery in different sectors.....	28
Table 3.6: Amount of bribes per sector	29
Table 3.7: share of bribe across the sectors.....	30
Table 3.8: Impact of bribe in accessing services.....	31

LIST OF FIGURES

Figure 3.1: Respondent by gender.....	18
Figure 3.2: Respondents by location	18
Figure 3.3: Respondents by age group	19
Figure 3.4: Bribery patterns.	21
Figure 3.5: Response to bribe situation.....	22
Figure 3.6: Response to bribe by gender.....	22
Figure 3.7: Response to bribe by age group	23
Figure 3.8: Bribery by employment status.....	24
Figure 3.9: Reasons for paying bribes.....	32
Figure 3.10 Reporting of bribe.....	33
figure 3.11: Reasons why bribery is not reported.....	33
Figure 4.1: Projected corruption levels	34
Figure 4.2: Confidence levels on public anti-corruption institutions	35
Figure 4.3: Confidence levels on non-state actors.....	36
Figure 4.4: Perceived self-responsibility against corruption.....	37

EXECUTIVE SUMMARY

One of the most deleterious forms of corruption is bribery in the provision of public services. The demand and expectation for bribes as a precondition to access to public services introduces a financial barrier to access therefore locking out a majority of the citizens who may not afford the bribes.

In Kenya, bribery has been consistently identified as one of the barriers to effective service delivery. The Transparency International Kenya bribery surveys of 2017 and 2019 clearly point to the pervasiveness of this vice across different public services. This situation is equally illuminated by the Ethics and Anti-Corruption Commission's National Ethics and Corruption survey of 2023¹. Similar findings are also captured under the Afro Barometer 2021².

From an experiential dimension, the survey Sought to register real life interactions between citizens and different public institutions. The institutions have been customarily targeted based on the core services offered, the frequency or likelihood of seeking services and their national spread. These institutions and services are – the Police, Civil Registration, Business Licensing, Judiciary, Huduma Centre, Land Services, Motor Vehicle Licensing, Tax Services, Education and Health Services.

The 2025 survey was conceptualized around three main objectives: -

1

To gauge public experiences with bribery in public service delivery of Health, Education, Water, and Policing

2

To assess public perceptions on bribery as an impediment to effective service delivery at the county level

3

Generate actionable advocacy interventions to counter bribery practices in service delivery

<https://eacc.go.ke/en/default/wp-content/uploads/2024/03/EACC-NATIONAL-SURVEY-REPORT-2023.pdf>

https://www.afrobarometer.org/wp-content/uploads/2022/02/news_release-kenyans_grow_more_dissatisfied_with_government_fight_against_corruption-afrobarometer-23nov21.pdf

The Index reveals that out of all respondents who reported interacting with the various institutions, 25% found themselves in a bribery situation. This comprises 23% who had a bribe either demanded or expected from them. The remaining 2% reported making the offer to pay the bribe themselves.

Across the gender divide, the proportion of male respondents who reported paying for a bribe was much higher at 64% compared to 36% among females. It could be likely that due to gender norms and relations, men are more active economically and therefore likely to interact more with public institutions eliciting more bribery opportunities.

On the likelihood of bribery indicator, the police were the worst ranked with a score of 72 percent. In simpler terms, out of every ten Kenyans who interacted with the police in the study period, seven found themselves in a bribery situation.

The other two poor performers were the land services and the civil registration with a score of slightly above 60%. It is notable that the likelihood of encountering bribery was more than 50% for half of the services sampled. Respondents were least likely to encounter bribery when dealing with Huduma Centres which was rated at 9%.

The police were also ranked the worst performing on the prevalence of bribery indicator at 51% followed by motor vehicle licensing at 48%. The implication is that for every two citizens who found themselves in a bribery situation when visiting these two institutions, one actually paid a bribe to access the services sought.

Across time, there is a clear pointer that most of the key services have declined on the prevalence indicator. The most adverse is health and medical services where the prevalence of bribery has risen by 27 percent between 2017 and 2025. Compared to the last survey (2019), the sector bribery prevalence worsened by 19.6 percentage points.

In terms of the average size of bribes per respondent, the judiciary was the worst ranked institution with an average bribe of Ksh 18,800. This was a 33% increase as compared to 2017. The implication of this, is that each Kenyan seeking services in the judiciary and encounters bribery, would hypothetically have to pay an average bribe of Ksh 18,800.

The size of bribe was also reported to be very high in lands services at Ksh 12, 610. This could be due to multiple and frequent human contacts in pursuit of land-related services. The roll out of the Ardhi Sasa programme by the government was intended to ensure the provision of these services online. However, the digital programme only covered two counties of Nairobi and Muranga at the time of the publication of this report, with other counties scheduled for the roll-out.

Almost 40% of the total bribes reported in the survey were paid to the police. This corresponds with the ranking of the police as the most adverse-listed institution on both likelihood and prevalence.

The proportion of Kenyans reporting incidents of bribery remain marginally low. In this survey only 17% of those who found themselves in a bribery situation made a formal report. This was however an improvement from the previous survey in 2019 when only 13% reported. This positive trend can be traced back to 2017 when only 6% reported.

The survey noted very low confidence levels by respondents in regard to the responsiveness of enforcement agencies. Almost half (47%) of those who did not report bribery demands failed to report because they felt no action would be taken even if they reported. The situation has been the same across the years with 55% and 47% of the respondents citing the same reason in the 2019 and 2017 surveys respectively.

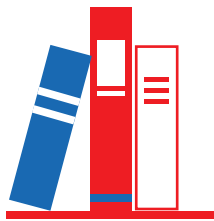
Regarding trends on the perceptions of corruption in 2017, at least 47% believed that the situation would worsen. This figure rose to 55% in 2019 and reduced to 47% in the current survey. Additionally, the proportion that thinks corruption levels will fall in the subsequent year remains roughly a quarter of the respondents with a measure of 25% in 2017 to 21% in 2019 and eventually settling at 25% in the current survey.

The survey provides for targeted recommendations to public and private sector institutions with mandates to address bribery in the country with the following highlights:

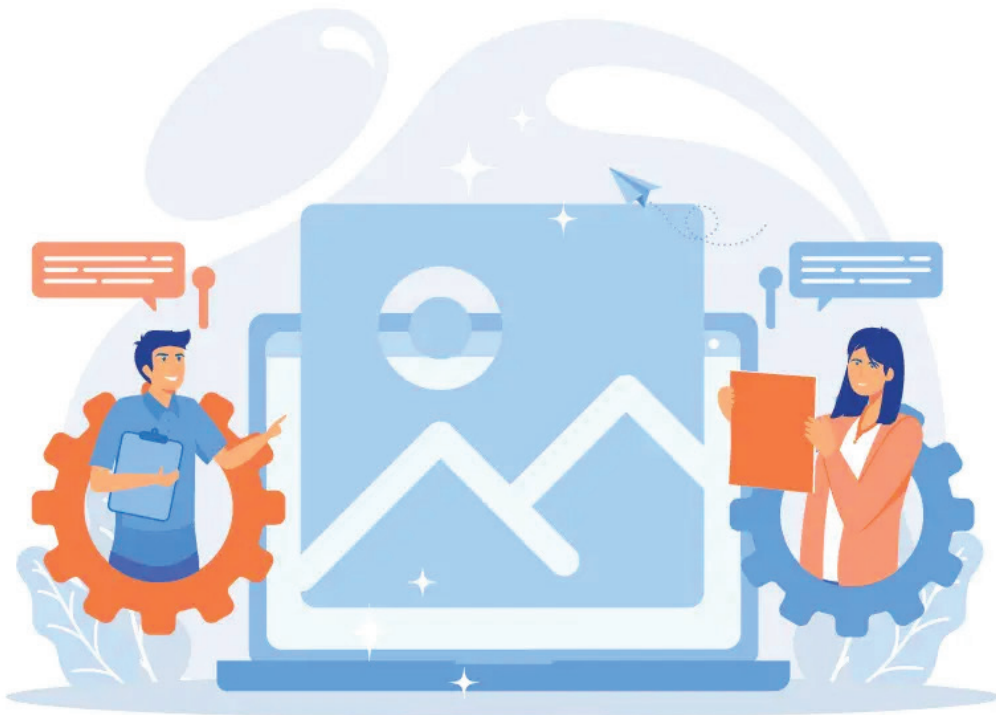
1. **The Executive** more so the National Police Service should urgently implement recommendations from the reports of the National Police Taskforce of 2009 and the Police Reform Taskforce of 2022 aimed at rebuilding public trust in the police by demonstrating accountability, professionalism, and a commitment to serving the community. The Executive should also prioritize digitization and automation of government services most prone to bribery such as lands registry, motor vehicle licensing and civil registration with continued improvement of the Huduma Centre service where there was less likelihood of bribery recorded.
2. **The Judiciary** should establish safe and efficient whistleblowers, complaints, compliments and feedback systems for all judicial services and lead a criminal justice sector reform agenda for eradicating corruption and unethical behaviour among all the criminal justice actors.
3. **Parliament** should enact pending legislations on Whistleblower Protection and Conflict of Interest while assessing the impact of anti-corruption legislations such as the Anti-Bribery Act while also addressing concerns on unethical conduct and bribery allegations by parliamentarians.
4. **Independent offices** and constitutional commissions more so the Ethics and Anti-Corruption Commission and the Commission on Administrative Justice should monitor public sector compliance to establishing anti-bribery measures, effective citizen feedback systems and whistleblower protection measures. The Director of Public Prosecutions should insulate prosecutorial decisions from political interference to restore public trust in the exercise of prosecutorial authority by the Office.
5. **Non-state actors** including the media, CSOs and the faith community should sustain advocacy efforts to promote integrity within society and hold leaders to account on their roles in promoting integrity and the rule of law in line with the constitutional mandates to address corruption in Kenya.

CHAPTER

1



BACKGROUND AND INTRODUCTION



1.1 BACKGROUND

Corruption has been observed to have a negative impact on the social economic development of a country. The vice diverts resources and opportunities from where they are highly needed and most productive to private hands leading to further entrenching inequality.

One of the most deleterious forms of corruption is bribery in the provision of public services. The demand and expectation for bribes as a precondition to access to services introduces a financial barrier to access therefore locking out a majority poor who may not afford the bribes. Even where the poor may afford and pay for the bribes, the additional cost leaves a financial dent on the part of the citizenry and slows down efforts towards poverty alleviation.

Bribery has generally been described as the act of offering, promising, giving, accepting or soliciting an advantage as an inducement for an action which is illegal, unethical or a breach of trust. Inducements can take the form of money, gifts, loans, fees, rewards or other advantages (taxes, services, donations, favors etc.) . Locally, the act of bribery has been defined under the Bribery Act (2016) both from the supply and demand side. On the account of the person bribing, the offence of bribery is committed when a person offers, promises or gives a financial or other advantage to another person, who knows or believes the acceptance of the financial or other advantage would itself constitute the improper performance of a relevant function or activity. On the side of the recipient, bribery is deemed to have happened when a person agrees to receive or receives a financial or other advantage intending that, in consequence, a relevant function.

Corruption is associated with a decrease in public spending on education leading to poorer education outcomes and higher dropout rates (Swaleheen et,al) 2019. This impacts social welfare and inequality. Conversely corruption can lead to increased public spending on health services, although this spending may not translate to improved health outcomes (Swaleheen et,al) 2019.

At the sectoral level, bribery has a negative and often times irreversible impact on the citizenry underscoring the urgent need for a transparent service delivery mechanism.

<https://www.antibriberyguidance.org/guidance/5-what-bribery/guidance>

<https://documents1.worldbank.org/curated/en/646781468330980665/pdf/Governance-and-anti-corruption-ways-to-enhance-the-World-Banks-impact.pdf>

According to an African Union report Stolen future millions of African children are being denied their right to education due to corruption. Education is one of the most reliable paths towards social mobility. Children who are locked out of education by corruption are likely to be trapped in low skilled, low pay and insecure jobs as adults. This only serves to entrench poverty into their future. In the health sector, corruption driven staff absenteeism lowers the quality of care available therefore compromising the right to health.

At policy and legislative level, Kenya has made notable steps to devise frameworks to combat bribery. The passage of the Bribery Act 2016 provided unequivocal provision of the offence of bribery and the corresponding sanctions as a standalone legislation. This is in addition to other broader frameworks to confront corruption. These includes the national Ethics and Anti -Corruption Policy, public Procurement and Disposal Act and the Public Officers' Ethics Act.

Successive governments have also placed anti-corruption agenda at the centre of their public service commitments. These commitments are both a reflection of local aspirations as spelled under Constitution of Kenya 2010 as well as regional and global commitments including the United Nations Convention against Corruption (UNCAC) and the African Union Convention on Preventing and Combating Corruption (AUCPCC). The continued existence of bribery and corruption in public service delivery is clear evidence that past aspirations, policy and legislative measures as well as political pronouncements have not effectively delivered on the intended or expressed goals.

1.2 Overview

Anchored under Transparency International action for integrity strategic plan 2022 - 2028, the Kenya Bribery Index is a product of Transparency International Kenya that seeks to track bribery practices across different public service sectors. The survey comprises of two facets. The first facet captures real life bribery experiences of respondents as they interact with public institutions. The second facet records the perceptions of the respondents on the state of corruption in the country.

From an experiential dimension, the survey sought to register real life interactions between citizens and the different public institutions. The institutions have been customarily settled upon based on the core services offered, the frequency or likelihood of seeking services and their national spread.

<https://au.int/en/articles/stolen-futures-impact-corruption-children-africa#:~:text=The%20report%20titled%20%E2%80%9CSTOLEN%20FUTURES,of%20charging%20informal%20fees%20for>

The core institutions that formed the basis of the bribery survey are; Educational Institutions, Health facilities, the police, tax Services, Huduma Centre Services, Business registration Services, Judiciary, Land Services, Motor Vehicle Licensing and Civil Registration.

The survey ranks the magnitude of bribery in these service sectors based on a set of predefined indicators of bribery. These indicators are the likelihood of bribery, the prevalence, the average size of bribe, the average share of bribe and the perceived impact of bribe. The five indicators are then used to derive a composite index referred as aggregate index.

The Kenya Bribery Index 2025 survey this year comes at a time that Kenyans have demonstrated concerns about the state of poor governance in the country. The 2024 popular youth led public demonstrations epitomized this general atmosphere of lack of confidence on good stewardship and public finance management. The survey also happened at a time when the general citizenry is greatly concerned about the high and rising cost of living. Any additional and informal payments on basic services is therefore likely to make life harder for the already hard-pressed poor.

The results herein should present the relevant institutions with evidence to recalibrate their efforts to strengthen anti-bribery measures. The report also provides the government with an overall perceptual judgement on the national anti-corruption efforts as viewed by the citizenry. It is hoped this reflection will provide impetus to make the necessary amends.

1.3 Purpose and Scope

On the perceptual dimension, the survey sought to gauge public perceptions on the different issues related to bribery and corruption generally. The essence of this dimension is to capture respondents' judgmental stances which may not necessarily arise from real life interactions with corruption. The Overall Objective of the study is to formulate an empirical measure of bribery practices across different public service sectors to inform advocacy efforts on corruption free public service delivery.

The specific objectives of the study were: -

- 1**

To gauge citizen experiences with bribery in public service delivery.
- 2**

To establish public perceptions on bribery as an impediment to effective public service delivery.
- 3**

To generate actionable advocacy and reform interventions to counter bribery practices in public service delivery.

1.4 The structure of this report

This report is organized into five chapters:

CHAPTER 1	Covers the introduction, provides the background, the purpose and scope of the report. This section provides the backdrop against which the survey was conducted together with a brief overview of corruption in Kenya.
CHAPTER 2	Focuses on the research methodology by outlining the research design, data collection tools and approaches. The chapter also covers data analysis and presentation.
CHAPTER 3	Presents the findings on the actual experiences of the respondents with bribery as they sought services in the sampled institutions.
CHAPTER 4	Covers the perceptions of the respondents on the general state of corruption in Kenya. This includes the perceived corruption levels, projected future trends and the role of different anti-corruption institutions
CHAPTER 5	Provides a summary of conclusions, key lessons and recommendations.

CHAPTER

2



METHODOLOGY



2.1 Study Design

The survey was conducted through an analytical design. Responses were collected from among the targeted respondents and analyzed to derive underlying meaning in terms of experiences and perceptions on bribery practices service delivery.

The research team sought to gauge the patterns and magnitude of bribery in the sampled institutions through quantitative analysis of the responses gathered in the survey. The aggregation of the responses was then used to derive an analytical view of the state of bribery in the respective institutions.

2.2 Target population

The target population of the survey entailed Kenyans of 18 years and over sampled across the selected 15 counties and picked using simple random sampling with working quotas for rural- urban divide, gender and age considerations.

2.3 Sampling and sample size

A total of 15 counties were sampled across the regions to represent different aspects of diversity including- ethnic, geography, urban- rural divide, economic activity and political diversity. The projected sample size was 1000 respondents. The actual sample size varied marginally to 1033 persons. The sample was spread across the 15 counties based on weighted population size as per the 2019 National Population and Housing Census by the Kenya National Bureau of Statistics. According to the census, the total population in the selected counties was 21,572,645.

The representation of the sample size was a proportion of this population derives from the sample sizes as presented below

No	County	Count of Respondents
1	Elgeyo Marakwet	22
2	Homa Bay	55
3	Isiolo	21
4	Kakamega	86
5	Kiambu	113
6	Kilifi	74
7	Kisumu	71
8	Machakos	59
9	Mombasa	60
10	Murang'a	43
11	Nairobi	201
12	Nakuru	99
13	Siaya	48
14	Uasin Gishu	55
15	Vihiga	26

Table 2.1: Bribery Index Sample size

2.4 Survey Questions

The researchers formulated a set of survey questions to guide the collection of experiences and perceptions on bribery. The questions on actual experience with bribery were constructed around bribery experiences when seeking services. On the perceptual dimension, the questions sought to establish the perceptions on the general state of corruption in Kenya, guided by the study variables.

2.5 Data collection

The field data collection was conducted between the second week of February and the second week of March 2025. The field enumerators used Kobo Collect software to conduct face to face interviews among the respondents.

2.6 Data Quality and Research Ethics

The researchers put in place several data quality control measures to ensure reliability of the survey results. First, the researchers worked in close consultation with the relevant TI-Kenya team to ensure the research tools met the expected quality. Secondly, a team of experienced field enumerators were recruited, trained and grained enough guidance in the process of data collection. A team of supervisors were also retained to physically and virtually oversee the actual field data collection.

2.7 The data cleaning and analysis

This was conducted under strict supervision of the researchers to ensure all responses were duly processed and that the analysis process reflected the actual responses from the field. An experienced data visualization expert provided critical service to ensure the graphics were a true reflection of the analysis.

2.8

Survey Indicators

Indicator
1

Likelihood of encountering bribery

This is the proportion of individuals who interacted with institution X within the past 12 months, and a bribe was demanded/expected or offered.

Likelihood = Total number of respondents in bribery situations for institution X divided by the total number of respondents interacting with institution X

Indicator
2

Prevalence of bribery

This is the proportion of those who interacted with institution X within the past 12 months and paid a bribe. That is, the total number of times bribes were paid compared to the actual number of interactions at institution X.

Prevalence = Total number of times bribes were recorded for an institution divided by the total number of interactions recorded for institution X

Indicator
3

Average size of bribe

This is the average amount of bribe paid by individuals who interacted with institution X within the past 12 months.

Average size = Total amount of bribes reportedly paid in institution X divided by the total number of Individuals who reported having paid a bribe in institution X

Indicator
4

Share of 'national' bribe

This is the share of the total amount of bribes paid in institution X out of the sum total amount paid in all sampled institutions within the past 12 months.

Share = Total amount of bribes paid in institution X as a proportion of the total amount of bribes paid in all institutions

Indicator
5

Perceived impact of bribery

This is the proportion of those who interacted with institution X within the last 12 months and thought that if they do not pay a bribe then they would not be served.

2.9

Limitations of the survey

A

Reliance on recall

The survey sought bribery experiences of the respondents in the last 12 months. For respondents who interact with the institutions on a high frequency basis, there could be a challenge recalling all the instances and whether a bribery situation was involved.

B

Sampling of counties

Due to logistical reasons, the survey sampled 15 out of the 47 counties. Lack of universal coverage of the sample across the country implies the reported experiences were limited to about a third of the country.

C

Self-reporting

Responses on bribery relied on self-reporting. There could be a risk that some respondents could withhold some critical information about bribery due to fear of intimidation, self-censorship or withholding info and fear of intimidation social stigma. However to mitigate this the researcher tried to probe the respondents to the best of their ability.

D

Private sector bribery

The survey based on its very nature sought responses limited to bribery in the public sector institutions only. It is expected that bribery could also be rife in private sector, albeit in lower magnitude. The survey therefore tells one part of the bribery experience limited to the public sector.

E

Emphasis on petty bribery

The survey is structured to study bribery patterns by service seekers in day-to-day operations of the institutions. The bribery experiences reported reflect petty/small bribes paid to access services. However, there could be other forms of corruption in the same institutions studied but which this survey does not target in the study.

CHAPTER

3



SURVEY FINDINGS ON EXPERIENCES WITH BRIBERY



3.1 Overview

This section presents the findings of the survey as regards the actual interactions of the respondents with the sampled services or sectors and the corresponding experience with bribery. The chapter opens with the breakdown of the sample according to the different demographic groups.

3.1.1 Gender Representation

The survey respondents were almost at gender parity with males being 50.9% and female 49.1%.

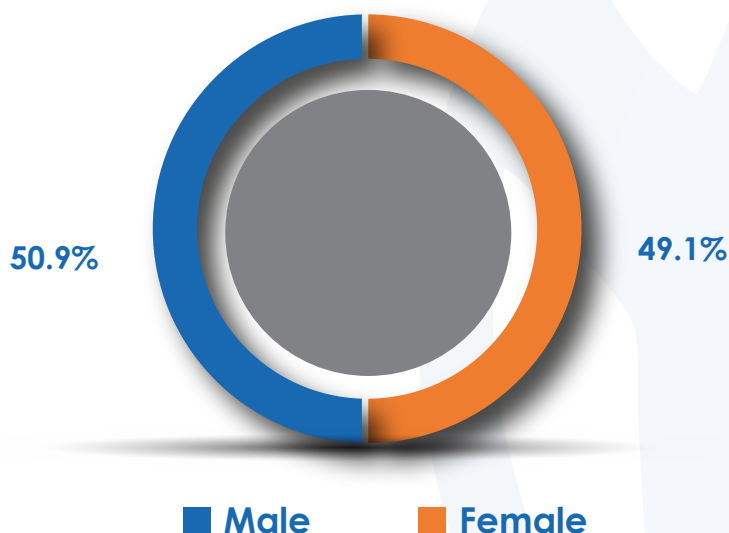


Figure 3.1: Respondent by gender

3.1.2 Sample by location

The sample was mainly composed of rural dwellers, taking 72% of the sample. The remaining 28% were sampled from various urban Centres. This reflects the Kenyan outlook where majority of the citizens live in rural settings. In terms of service delivery, the rural dwellers mainly rely on public services and therefore more likely to be impacted by bribery in the service delivery. Rural dwellers often have lower economic and social capital which increases their vulnerability to bribery. The poor are more likely to encounter demands for bribes when accessing essential services like health and education which are not state monopolies but are critical for their well-being, Mbate(2018), Justesen & Bjørnskov (2012).

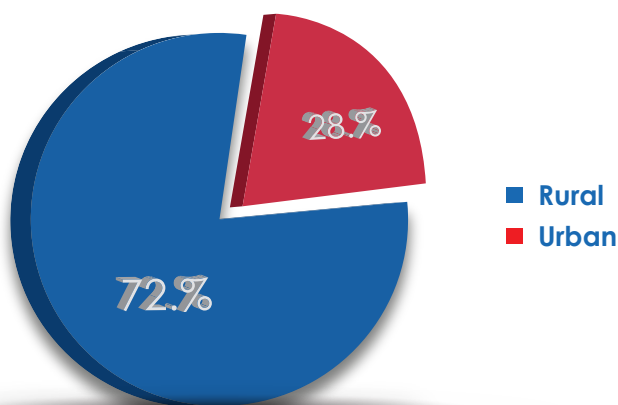


Figure 3.2: Respondents by location

3.1.3 Sample across age groups

The majority of the sample (35.4%) constituted persons between age 25 and 34 years. These are mainly young adults out of school either working or seeking employment. They are also likely to be young parents and therefore regular consumers of basic services like health, education and civil registration. Bribery is therefore likely to impact this group more.

In total 82.5% of the respondents were between 18- 44 years of age. This is the most active portion of the population either as consumers of education, health, business licensing, civil registration or Huduma Centre services. Additionally, this group is more active in the economy as they are either employees or businesspeople. They are therefore more likely to interact with institutions such as the tax service, business licensing, the police and the judiciary.

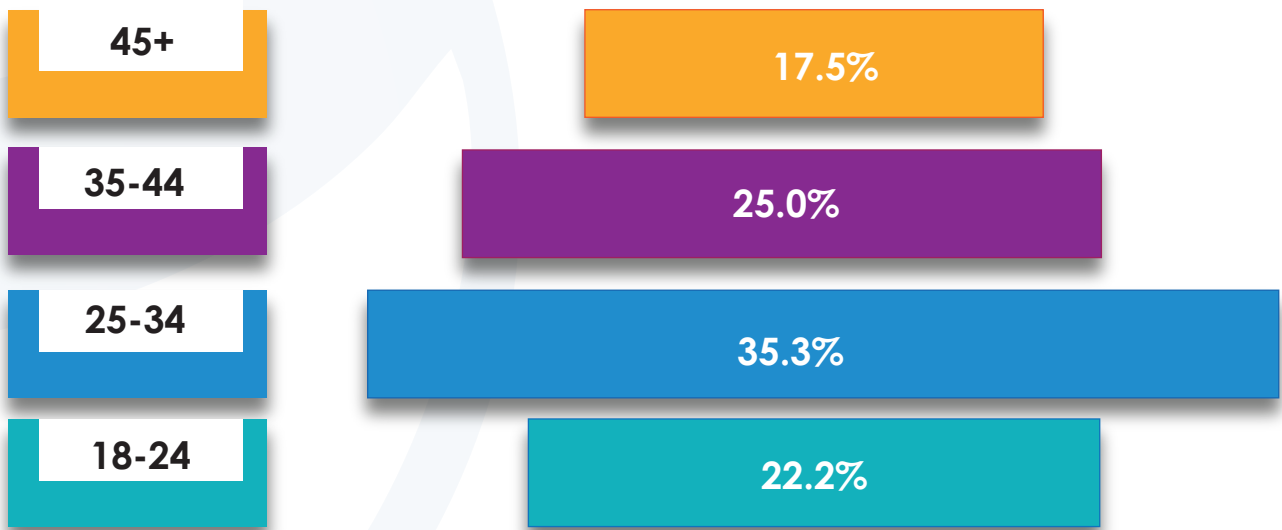


Figure 3.3: Respondents by age group

3.1.4 Employment status of the respondents

Majority of the respondents (45.2%) were sampled from people in self-employment either as owners of such businesses or part of family ownership. About 15% were working in the private sector. About a third (32.4%) of the sample was picked from among people out of work either for being outrightly unemployed (21.2%), retired (2.6%) or as full-time students (8.6%). Registering bribery experiences from such a group would be critical in understanding how bribery affects access to services for people who have no monthly source of income.

Retired	2.6%
Employed in community sector e.g. church, NGO	3.0%
Employed by Government /County govt /Parastatal	4.1%
Student	8.6%
Employed in Private sector	15.3%
Unemployed	21.2%
Self-employed /Employed in family business or farm	45.2%

Table 3.1: Employment status of the respondents

3.2 Most sought services

The survey first sought to establish the volumes of service seekers interacting with a particular institution. The interest was to find out the proportion of the respondents that reported seeking services from each of the institutions sampled. The services that were reported most sought as reported was Huduma Services, accounting for 51% of all respondents. This was closely followed by medical and health services at 49% and motor vehicle registration as the least sought service at 8% .

Service	Proportion of service seeker
Huduma Centre Services	51%
Medical and Health Services	49%
Education Services	45%
Police	41%
Business Licensing	25%
Tax Services	17.5%
Judiciary	11%
Lands	11%
Motor vehicle Registration	8%

Table 3.2: Percentage of service seekers from sampled institutions

3.3 Bribery Patterns

The survey reveals that out of all respondents who reported interacting with the various institutions, only 25% found themselves in a bribery situation. This is composed of 23% who had a bribe either demanded or expected from them. The remaining 2% reported making the offer to pay the bribe themselves. There is a marked drop on the proportion that they found themselves in a bribery situation from 37% in 2017 to 25% in 2025. The drop is however only marginal as compared to the score of 23% in the 2019 survey.

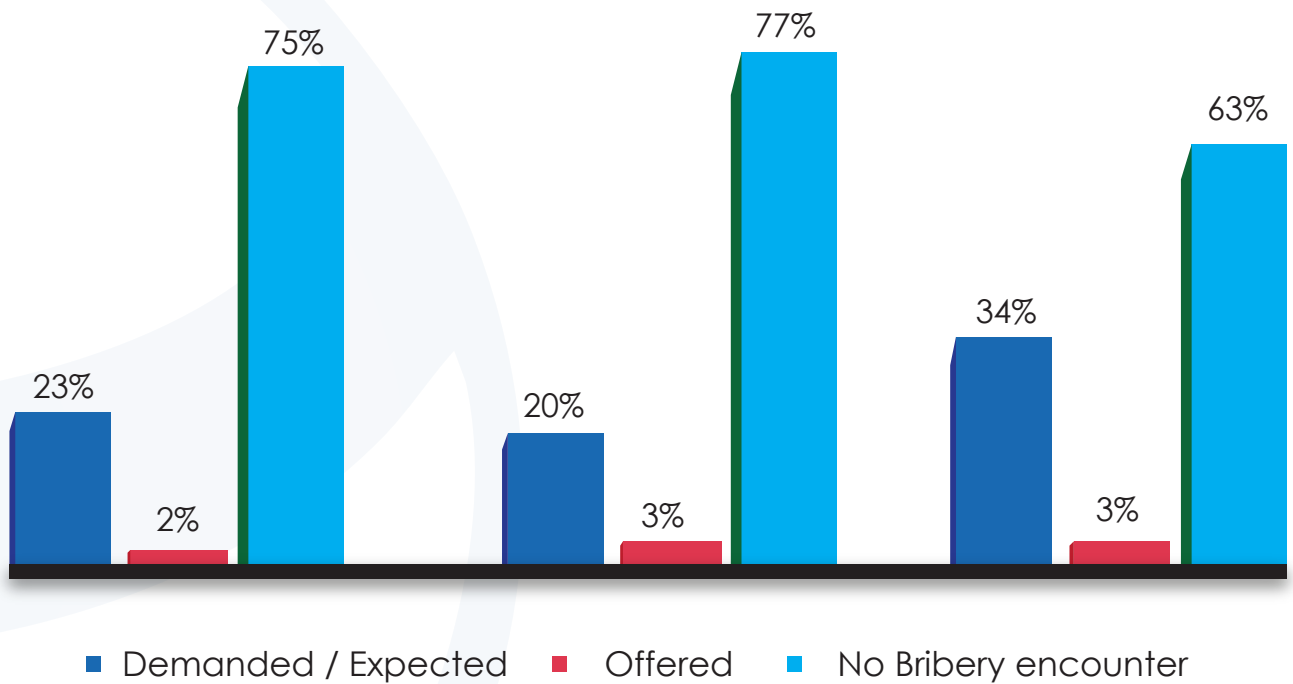


Figure 3.4: Bribery patterns

Among the respondents who were in bribery situation, about two thirds (68%) actually paid the bribe. The rest 32% did not make the payment. This is a marginal fall from the 71% who reported actually paid the bribe in 2017.

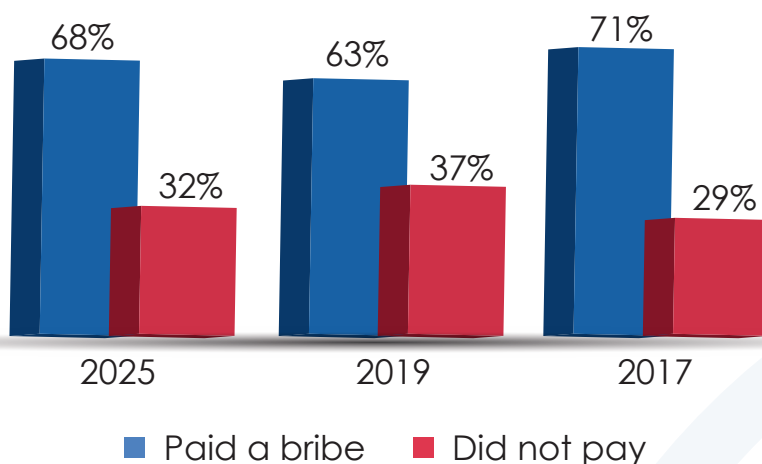


Figure 3.5: Response to bribe situation

3.3.1 Bribery payment by gender

Across the gender divide, the proportion of male respondents who reported paying for a bribe was much higher at 64% compared to 36% among females. It could be likely that due to gender norms and relations, men are more active economically and therefore likely to interact more with public institutions eliciting more bribery opportunities. This was a one percentage point drop for female respondents in 2017 which stood at 35%. In comparison, the 2019 survey, the proportion of female respondents in bribery situation stood at 46%.

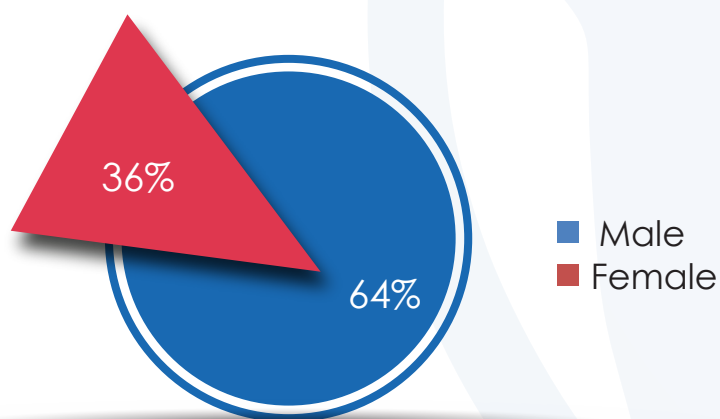
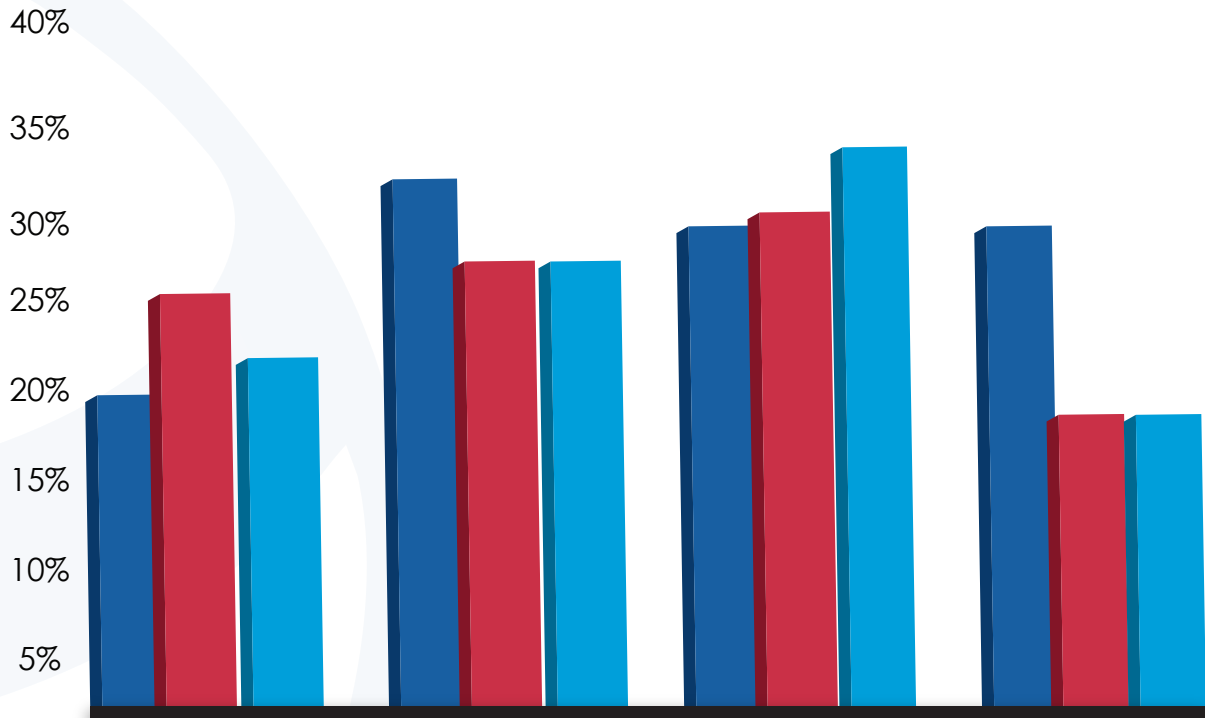


Figure 3.6: Response to bribe by gender

3.3.2 Bribe payment across age groups

The frequency of paying bribes was highest among the age group between 25-44 at 32%. The frequency was lowest among the age group above 45 years perhaps reflecting the lower participation in social and economic activities in society. The younger generation is more likely to be interacting with service delivery institutions like schools and hospitals as well as regulatory bodies in business licensing, motor vehicle registration and law enforcement.

2017 and 2019 surveys, the highest frequency of bribe payment was however within the 25-34 age group at 34% and 30% respectively. Whereas the survey may not attribute this change to any particular reason, it can be observed that the highest proportion of bribes in the 2017 and 2025 surveys were paid by people in the age group between 25 and 44. This band accounted for 61% of the bribes paid.



	45+	35-44	25-34	18-24
2025	19%	32%	29%	29%
2019	25%	27%	30%	18%
2017	21%	27%	34%	18%

Figure 3.7: Response to bribe by age group

3.3.3 Bribery by employment status

The self-employed category registered the highest frequency of bribe paying at 48%. This ranking tallies with the previous survey in 2019 where the same category topped albeit with a slightly lower magnitude of 45%. This could be explained by the probable higher interactions with such services like business licensing and law enforcement. As expected, the lowest frequency is registered among retirees followed by the unemployed and full-time students. The frequency of interaction of these categories with public services is much lower and so is the level of vulnerability to bribe demands.

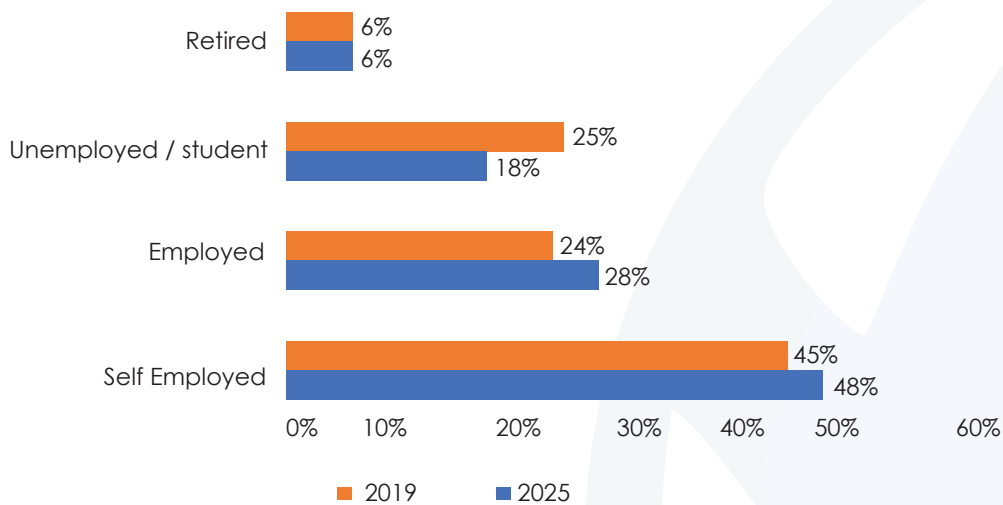


Figure 3.8: Bribery by employment status.

3.3.4 Aggregate Bribery Index

The aggregate index is a composite index combining all the other five indicators of the survey to derive one standard value to summarize the performance of the sampled institutions. It ranges between 0 and 100, with a score of 100 being the worst score. The final score is dependent on how the sector performed in the individual indicators. The aggregate index reflects the average placement of the sector regarding manifestations of bribery.

The Police, land services and motor vehicle licensing rank as the 3 top worst ranked institutions. The index for the police is, however, in great variance with the other two institutions with a 39 points gap to the next institution. The implication is that while bribery is also registered in all the sampled institutions, the magnitude of the vice within the police service is much larger.

There is an observable deterioration for tax services and Huduma Centre services between the 2025 and 2017 surveys. The two institutions had their aggregate index rise by an excess of 15 points. The medical and health services also registered an almost similar magnitude of deterioration. It is possible that the shift of more government services to the digital space and expansion of Huduma Centres may explain more public interaction and therefore higher probability of bribery practices. The government has been more aggressive on revenue collection in the last few years. This may create opportunities for bribery by taxpayers or bribe demands by tax officers.

	Institution/ Service	Aggregate Index (2025)	Aggregate Index 2019	Aggregate Index 2017	Variance with base year 2017
1	Police	84.0	64.0	83.4	-.0.6
2	Land services	45.0	32.2	41.7	3.3
3	Motor vehicle Licensing	43.7	21.3	-	-
4	Judiciary	40.8	69.0	44.0	3.2
5	Civil registration	34.7	27.7	24.9	9.8
6	Medical & health services	30.9	17.9	16.0	14.9
7	Business Licensing	30.0	20.5	20.5	9.5
8	Education services	29.7	13.7	24.5	4.2
9	Tax Services	28.4	12.4	12.9	15.5
10	Huduma Centre	26.4	12.3	10.7	15.7

Table 3.3: Institutional Aggregate index (2017 – 2025).

3.4.1 Bribery Index Indicators

Indicator 1: Likelihood of Encountering Bribery

This indicator measures the probability of a respondent finding himself/ herself in a bribery situation as they seek services. The bribery situation is defined as when the respondent was either asked for a bribe, offered to pay the bribe or got subtle expectations to pay a bribe even though the demand was not directly and openly expressed.

The indicator is derived as the total number of respondents who found themselves in a bribery situation as a proportion of all the respondents who reported having interacted with the specific institution.

The police were the worst ranked on this indicator with a score of 72 percent. In simpler terms, out of every ten Kenyans who interacted with the police in the study period, seven found themselves in a bribery situation.

The other two poor performers were the land services and the civil registration with a score of slightly above 60%. It is notable that the likelihood of encountering bribery was more than 50% of the sampled services. Respondents were least likely to encounter bribery when dealing with Huduma Centres.

The likelihood of bribery when interacting with the police rose from 68.8% in 2017 to 72.2% in 2025. However, there was a slight improvement of 3 percentage points when compared with the 2019 score.

The most concerning deterioration was registered among educational institutions where the likelihood of bribery rose from 19.2% in 2017 to 55.8% in the 2025 survey. A jump of more than 36 percent in basic service like education should be a real and urgent concern.

Among the greatest improvements between 2017 and 2025 is the judiciary. The likelihood of encountering bribery fell by almost 29.4%. This implies a Kenyan interacting with the judiciary in year 2025 was almost 30% less likely to encounter bribery as compared to year 2017.

No	Institution/ Service	2025 Likelihood	2019	2017	2017 Variance with baseyear (2017)
1	Police	72.2%	75.2%	68.8%	3.4
2	Land services	64.6%	21.8%	55.1%	9.5
3	Civil Registration	62.4%	42.4%	45.7%	18.5
4	Education Services	55.8%	6.8%	19.2%	36.3
5	Business licensing	54.5%	22.2%	34.6%	20.9
6	Medical and health services	28.6%	18.6%	25.4%	3.2
7	Motorvehicle licensing	24.7%	10%	-	-
8	Judiciary	18.6%	18.9%	48%	-29.4
9	Tax Services	12.1%		18.4%	-6.3
10	Huduma Centrer services	9%	10.2%	12.6%	-3.6

Table 3.4: Likelihood of bribery in institutions.

Indicator 2: Prevalence of Bribery

This indicator measures the probability that a respondent would pay a bribe upon interacting with a particular sector. It is calculated as the proportion of the number of bribes recorded in a sector to the total number of interactions registered in that sector.

When compared with the indicator on likelihood, this indicator connotes situations where bribery is not just demanded/expected or offered but actual payment is made. A higher prevalence is a pointer on the extent of extractive power of the institution.

The police led this count at 51% followed by motor vehicle licensing at 48%. The implication is that for every 2 citizens who found themselves in a bribery situation when visiting these two institutions, one actually paid a bribe to access the services sought.

Across time, there is a clear pointer that most of the key services have gotten worse on this indicator. The most adverse is the health and medical services where the prevalence of bribery has risen by 27 percent between 2017 and 2025. Compared to the last survey (2019), the sector bribery prevalence worsened by 19.6 percentage points.

The other most adversely performing service on this indicator is the judiciary. The prevalence of bribery rose by 23.7 percentage points between 2017 and 2025. However, between 2019 and 2025, the prevalence of bribery fell by 5.3 percentage points.

	Institution/ Service	Prevalence 2025	2019	2017	Variance with base year 2017
1	Police	51.3%	46.5%	41.6%	9.7
2	Motor Vehicle Licensing	48.8%	43.8%	-	-
3	Judiciary	41.4%	46.7%	17.7%	23.7
4	Land Services	37.3%	17.1%	19.6%	14.1
5	Medical & health services	37.1%	17.5%	9.6%	27.5
6	Civil Registration	32.7%	34.5%	23.6%	9.1
7	Tax service	16.6%	16.3%	8.8%	7.8
8	Business Licensing	13.9%	21.1%	17.7%	-3.8
9	Education	10.2%	7.9%	7.9%	2.3
10	Huduma Center	8.5%	19.2%	7.6%	0.9

Table 3.5: showing prevalence of bribery in different sectors.

Indicator 3: Average Size of Bribe

This indicator captures the average amount of bribes paid by respondents while seeking services in a particular sector. It is the reflection of the average cost of bribery while interacting with a particular institution.

The average is derived from a total of all bribes reported as having been paid in an institution divided by all the respondents who interacted with that institution. In practical terms, the indicator seeks to estimate how much the burden of bribery would be if it was shared equally among all the persons who reported interacting with the institution.

The judiciary was the worst ranked institution with an average bribe of 18,800. This was a 33% increase as compared to 2017. In real terms, the implication is that each Kenyan seeking services in the judiciary would hypothetically have to pay a bribe of over Kshs 18,000.

The second ranked institution was the land services with an average bribe of 12,610. This was a 40% rise in comparison with the results of the 2017 survey. It can be noted that the three worst ranked institutions were in the same position in the previous survey in 2019. The implication could be, even where efforts to counter bribery in the 3 institutions could have been instituted, the actual results have not been realized.

Two services were noted to have the average bribe jumped by very significant proportion. These are business licensing (141%) and police (97%). With rising unemployment levels, it is likely there are more people getting into small businesses and petty trade. The higher number of people seeking businesses licenses could provide higher opportunities for bribery.

Across the 2017- 2025 period, the average bribe to access Huduma Centre services and Health and Medical services fell by 16% and 19% respectively.

	Institution/ Service	2025	2019	2017	Variance with base year 2017
1	Judiciary	18,800	24,381	14,083	33.5%
2	Land services	12,610	10,165	8,956	40%
3	Motor vehicle licensing	10,466	7,580	-	-
4	Business Licensing	7,563	2,464	3,601	141.5%
5	Police	6,862	3,036	3,485	97%
6	Tax Services	6,805	2,486	12,360	44.9%
7	Education Services	4,510	6,562	4,059	11.1%
8	Medical and health services	2,058	2,572	2,542	-19%
9	Civil Registration	1,270	1,361	1,207	5.2%
10	Huduma Center	1,055	2,031	1,269	-16%

Table 3.6: Amount of bribes per sector

Indicator 4: Share of National Bribe

This is the proportion of bribes an institution account for relative to the total amount of bribes recorded by the survey across all sectors. It reflects the proportional culpability of a sector as measured by the number of bribes received.

Almost 40% of the total bribes reported in the survey were paid to the police. This corresponds with the ranking of police at the topmost adverse institution on both likelihood and prevalence elsewhere in this report.

Though the average bribe reported per interaction with the police is much lower than other institutions, the frequency of bribery demands and the probability that it will get paid implies resultant higher share of national bribe.

Land services and civil registration also take a huge chunk of the bribes paid at 17.4% and 15.6% respectively. The top three institutions on this indicator account for about 73% of the total bribes reported.

The police and civil registration reported the worst negative change between 2017 and 2025 with the share of bribes paid as a proportion of all bribes paid rising by 10% in this period. Conversely, the education sector and the judiciary registered the sharpest fall in share of bribes received with 13.1% and 8% reduction respectively.

	Institution/ Service	Share	2019	2017	Variance with base year 2017
1	Police	39.8%	18.7%	29.5%	10.3
2	Land Services	17.4%	17.7%	10.5%	6.9
3	Civil Registration	15.6%	6.4%	5.0%	10.6
4	Judiciary	7.1%	24.1%	15.1%	-8.0
5	Business Licensing	4.7%	5.2%	4.4%	.3
6	Education	3.5%	2.2%	16.6%	-13.1
7	Tax Services	3.5%	0.9%	2.0%	1.5
8	Motor vehicle licensing	3.4%	3.0%	-	-
9	Huduma Center	2.9%	1.9%	0.6%	2.3
10	Medical and Health Services	2.2%	10.8%	9.6%	-7.4

Table 3.7: share of bribe across the sectors

Indicator 5: Impact of Bribery

This indicator is derived from the respondent's perception on whether they would have received the services they were seeking if they had not paid the bribe. It highlights the value that the respondents have on the bribes paid as the only means to access a service.

Among those who paid bribes to the police, more than 50% believed they would not have got the services sought were it not for the bribes paid. Three other institutions, namely motor vehicle licensing, the judiciary and the land services, also performed poorly on this indicator with a score of over 40%. When compared to performance in 2017, it was observed that all sampled institutions except one, scored worse than the 2017 survey. Judiciary has the impact of bribery rise the highest by more than 20 percentage points. Adverse results were also reported on tax services and land services with a deterioration of 15.7 and 14.7 percentage points respectively.

	Institution/ Service	2025	2019	2017	Variance with base year 2017
1	Police	52.5%	49.5%	42.6%	9.9
2	Motor vehicle licensing	47.8%	9.2%	-	-
3	Judiciary	43.5%	20.6%	23.3%	20.2
4	Land services	40.8%	33.3%	26.1%	14.7
5	Civil Registration	31.4%	22.6%	20.4%	11
6	Medical and health services	28.3%	9.9%	10.5%	13.3
7	Tax service	23.8%	4.3%	8.1%	15.7
8	Business Licensing	18.3%	12.6%	16.2%	2.1
9	Huduma center	10.6%	3.1%	3.4%	7.2
10	Education	8.2%	3.5%	9.4%	-1.2

Table 3:8: Impact of bribe in accessing services.

3.5 Reasons for paying bribes

It was reported that 34% of the respondents paid a bribe because they believed it was the only way they would have received the services sought. This was the same proportion that reported the same reason in the 2019 survey. The proportion mentioning the same reason in 2017 was however much higher at 42%.

There was a notable proportion of 27.7% who paid a bribe to hasten the service. This could imply the bureaucracy was long and the respondents sought to facilitate the public officials to encourage them to provide faster service. This could also imply situations where there is high demand for services and the bribe payers wanted to receive faster services.

The proportion reporting this reason fell slightly from 29% in 2017. The third highest reason for bribery payment was to avoid problems with the authorities. This proportion stood at 18.6%. This could most likely occur while in contact with law enforcement officers. The bribe could be an enticement to the public officers to overlook instances of transgressions or violations of the law.

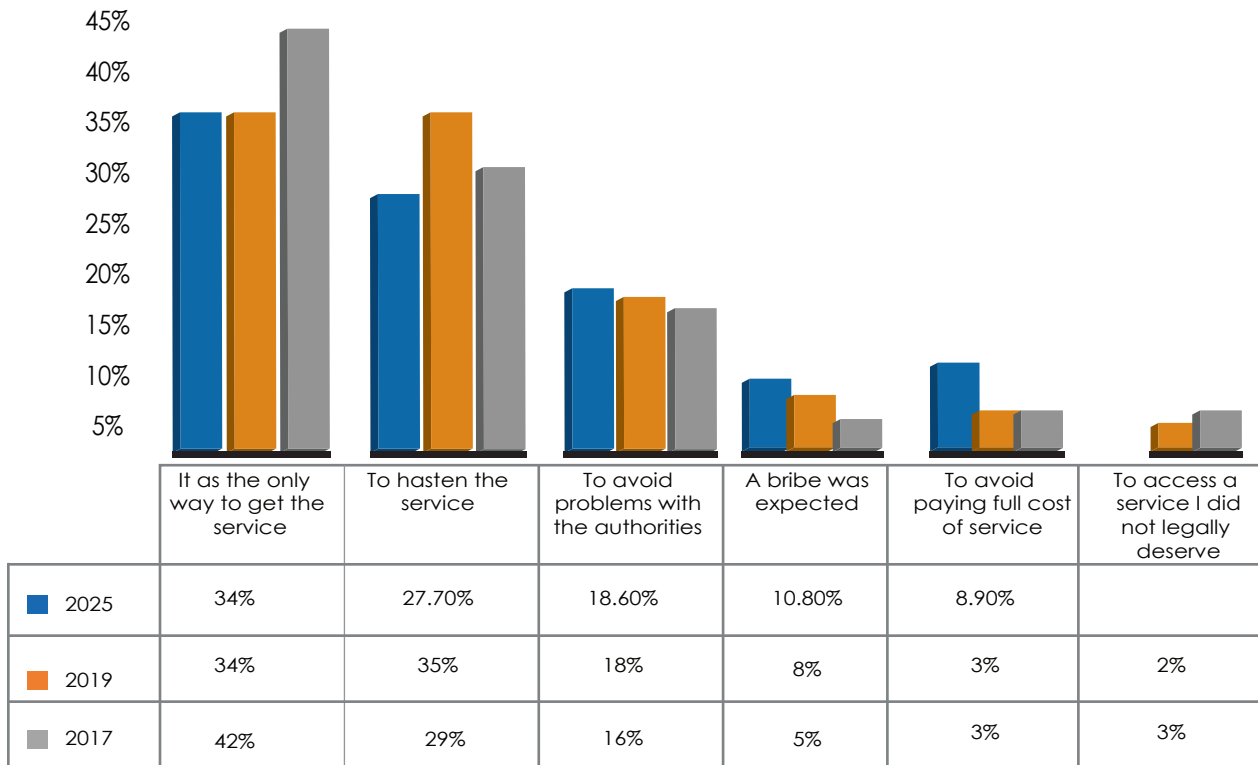


Figure 3.9: Reasons for paying bribes

3.6 Bribery Reporting

The proportion of Kenyans reporting incidents of bribery remain marginally low. In this survey only 17% of those who found themselves in a bribery situation made a formal report. This was however an improvement from the previous survey in 2019 when only 13% reported. This positive trend can be traced back to 2017 when only 6% reported.

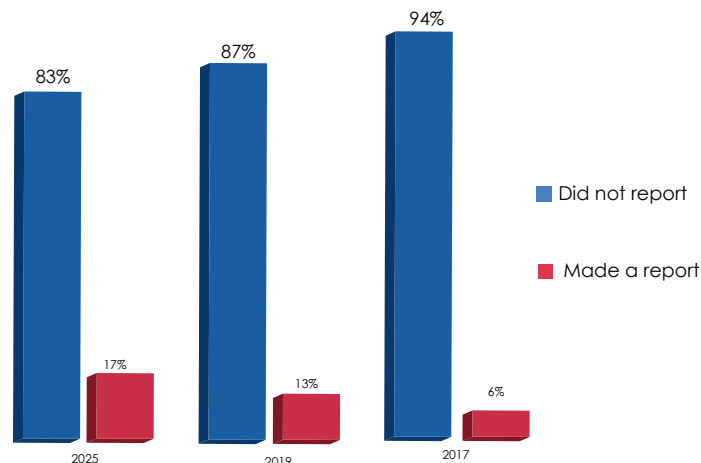
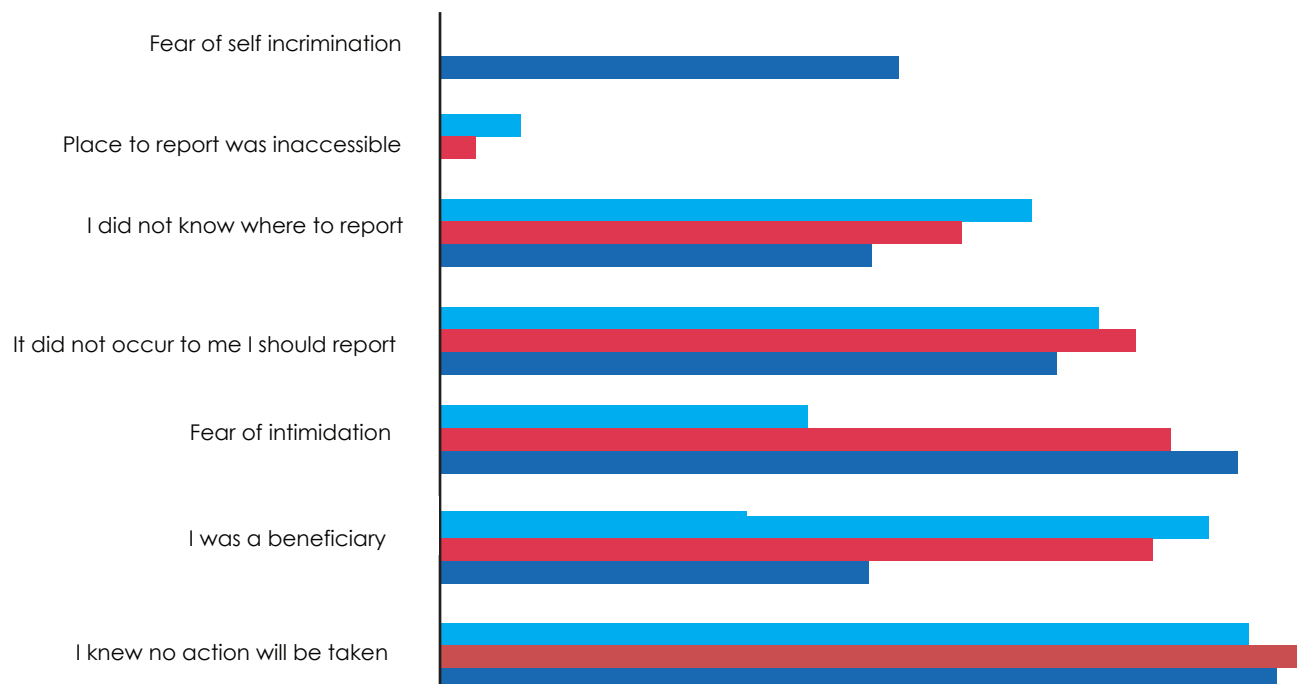


Figure 3.10 Reporting of bribe

3.6.1 Reasons for not reporting bribery

When asked why they did not report the incidents of bribery encountered, the respondents gave a wide array of reasons as presented below.



	I knew no action will be taken	I was a beneficiary	Fear of intimidation	It did not occur to me I should report	I did not know where to report	Place to report was inaccessible	Fear of self incrimination
2017	24%	22%	9%	18%	16%	2%	9%
2019	26%	20%	20%	19%	14%	1%	
2025	25%	12%	23%	17%	11%		12%

Figure 3.11: Reasons why bribery is not reported.



CHAPTER

4



PERCEPTIONS ON CORRUPTION



4.1 Perceived current Corruption levels

The proportion of citizens who believe the level of corruption in Kenya rose compared to the past year was about 71%. Additionally, there were 12% who observed the levels of corruption remained at the same level. This means over 80% of the respondents believe the situation either remained the same or got worse.

When compared to the previous surveys, the proportion of those who believed the corruption levels got worse rose by six percentage points as compared to 2017. The key issue to note is that in the three surveys, about two thirds of the respondents perceive corruption levels as getting worse. The proportion that believes the situation is getting better remains less than a fifth of the respondents across the three surveys.

4.2 Projected Corruption levels

Across time, there is consistently a high level of pessimism on the future of corruption levels. In 2017, 47% thought the situation would get worse. This proportion rose to 55% in 2019 before settling again at 47% in the current survey. Additionally, the proportion that thinks corruption levels will fall in the subsequent year remains roughly a quarter of the respondents with a measure of 25% in 2017 to 21% in 2019 and eventually settling at 25% in the current survey.

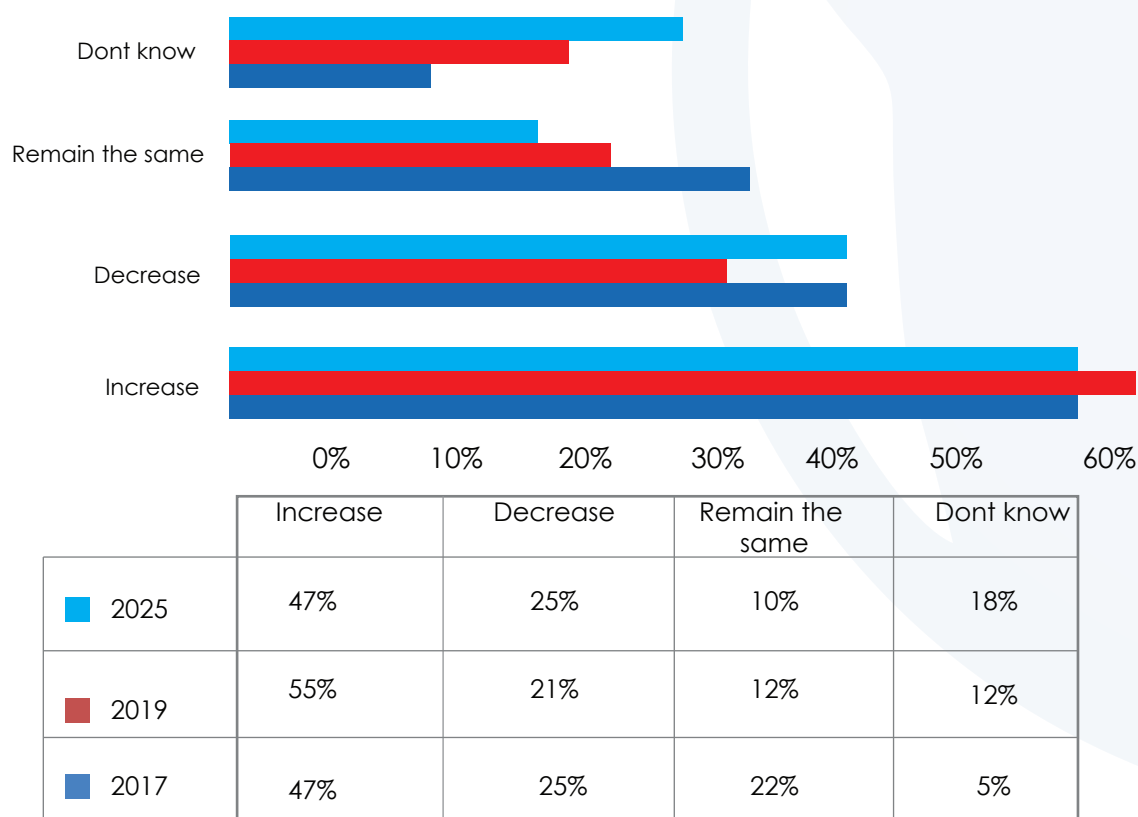


Figure 4.1: Projected corruption levels

4.3 Levels of confidence on public anti-corruption institutions

When respondents were asked to rank their level of confidence on the various anti-corruption institutions, the office of the Auditor General was ranked highest. The score of 2.9 was just slightly higher than the halfway score of 2.5 on a scale of 1- 5. The scale ranged between 1 to 5 with 5 being the highest.

While the role of the Auditor General is very critical in flagging areas of public financial management concerns, the judiciary and the Ethics and Anti-Corruption Commission (EACC) remain central cogs in the affront against corruption, with EACC being responsible for corruption prevention efforts. Lower public confidence in these two institutions may serve to dilute the efforts against vice.

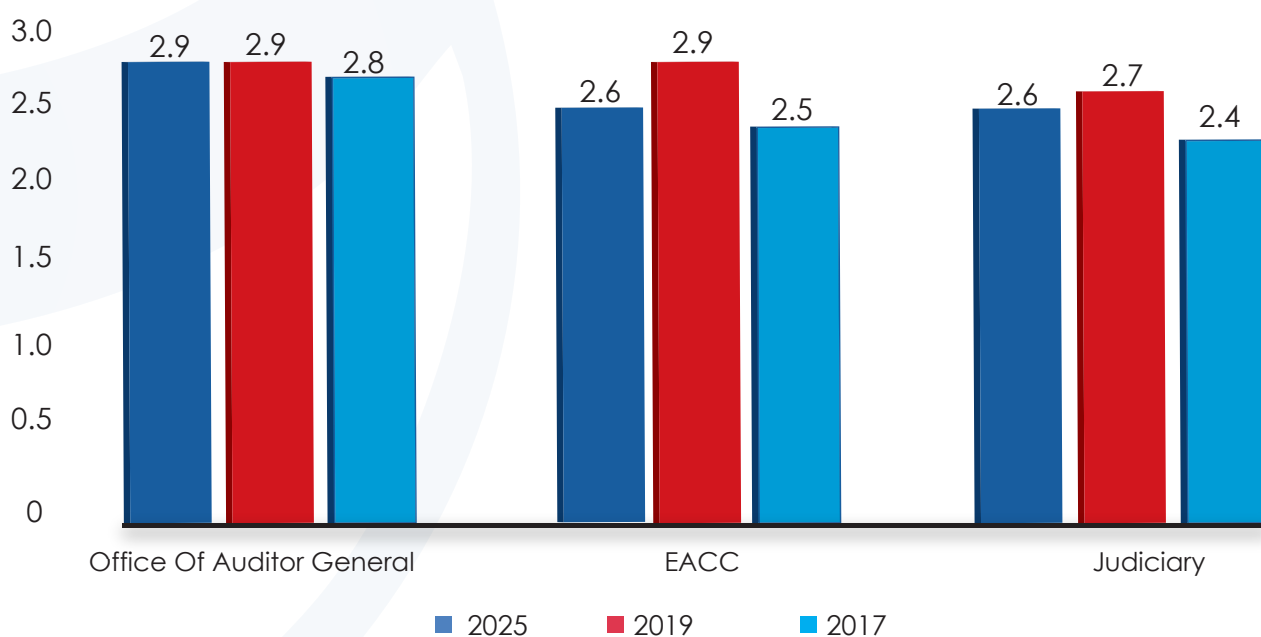


Figure 4.2: Confidence levels on public anti-corruption institutions

4.4 Level of confidence on Non state actors

The citizens seem to trust their own individual effort and contribution against corruption higher than either the media, civil society or religious institutions. Among the institutions, the media seem to enjoy the highest level of trust at 2.8. However, this is a drop from 3.8 recorded in the 2017 and 2019 surveys.

The self-trust among citizens could be a result of stagnated progress in the affront against corruption. This positive self-outlook should however be viewed against low instances of corruption reporting by citizens as captured elsewhere in the report. The citizenry even with the expressed high sense of self trust, do not seem to be utilizing the opportunities available to report bribery.

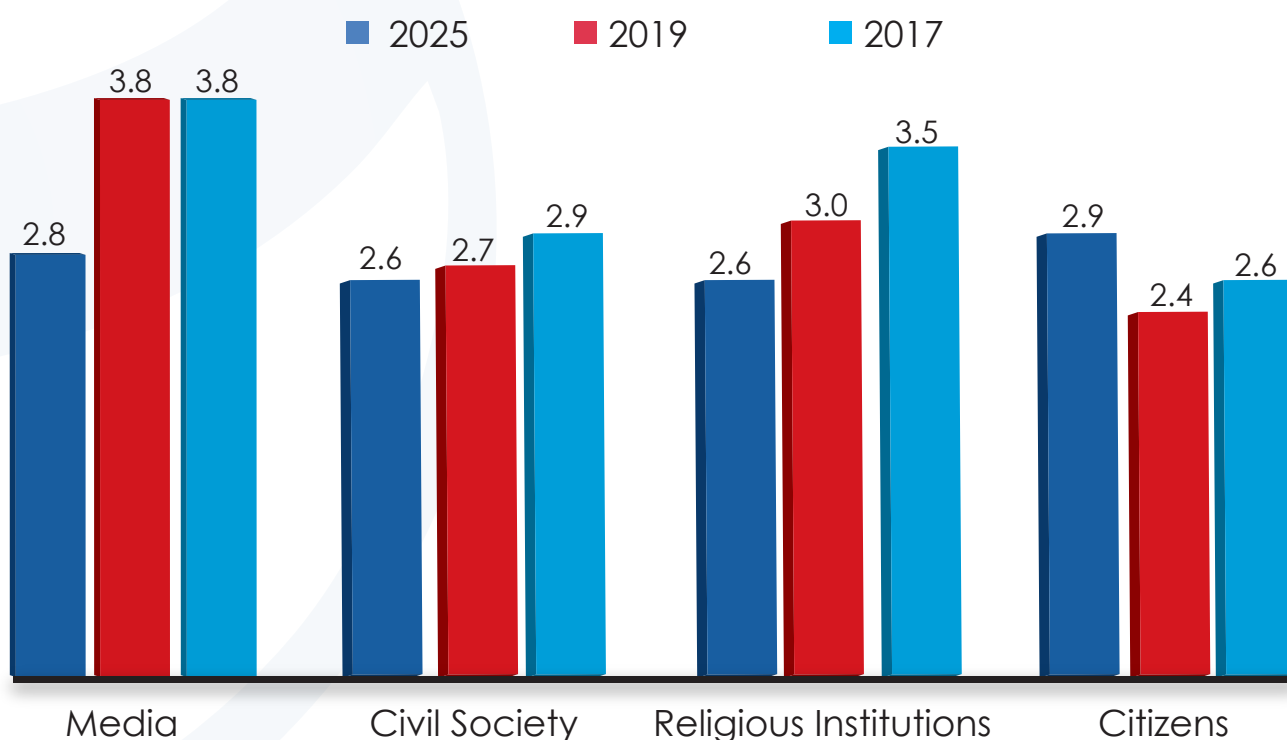


Figure 4.3: Confidence levels on non-state actors

4.5 Perceived self-responsibility against corruption

When asked to state their most-preferred contribution to fight against corruption, 42% mentioned they would vote for good leadership. About a quarter of the sample mentioned they would choose to educate others on corruption.

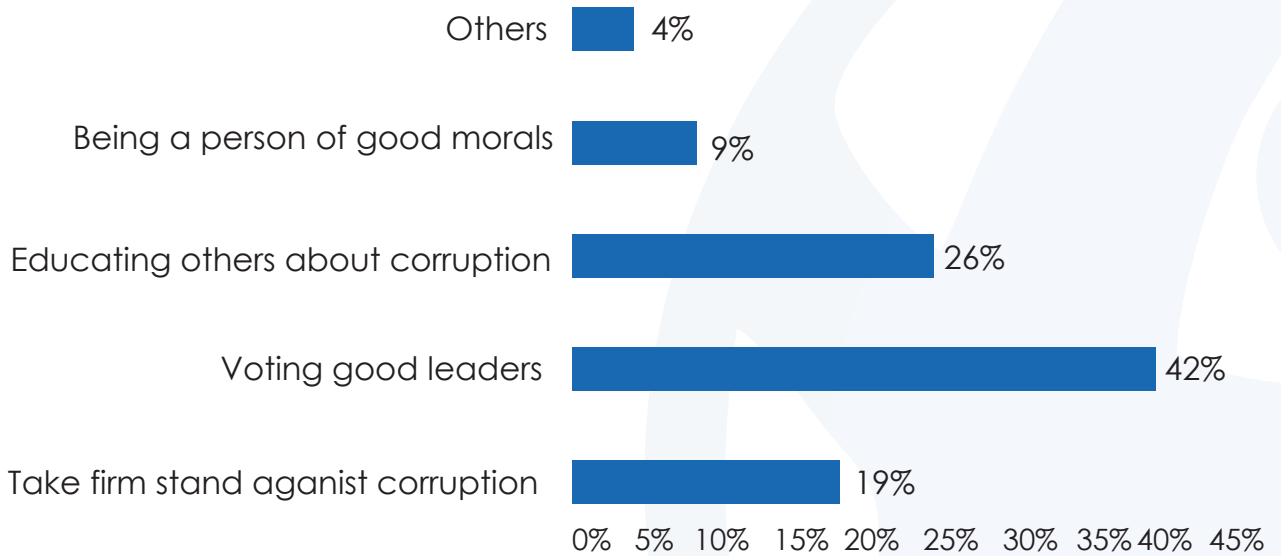


Figure 4.4: Perceived self-responsibility against corruption .

CHAPTER

5



CONCLUSION AND RECOMMENDATIONS



5.1 CONCLUSION

Bribery continues to be a barrier to effective and affordable public service delivery. Bribery introduces unofficial and illegal payments as a precondition to access services. The survey uncovers continued bribery challenges in such critical services as policing, judiciary and lands. This goes counter to expressed government commitment to improving the quality of life of average Kenyans and poverty alleviation.

It can be noted that the most bribery-prone institutions remain the same across the last three surveys. These are the police, judiciary and the land services. The police however replace the judiciary at the top in the aggregate index as listed in the 2019 survey. According to the individual indicators the police topped in all the indicators except the average size of bribe. This is expected given that bribes to the police would normally be much smaller as compared to bribery to influence judicial outcomes or land disputes.

Out of all the respondents who found themselves in a bribery situation, 68% actually paid the bribe. This is a 5-percentage point deterioration from the 2019 score though it is a slight improvement from the 2017 score of 71%. These high payment rates is an indicator of the potency of the demands of bribery. It is also an implication on the constrained space for service seekers to resist the bribe demands.

The reporting of bribery incidents remains critically low. There is however an encouraging trend with reporting rising from 6% in 2017 to 13% in 2019 and 17% in 2025. However, the outlook is still gloomy with less than 20% of the persons encountering bribery coming forward to lodge a complaint. There does not seem to be much optimism in the direction the anti-corruption agenda is taking. Perceptions point to a citizenry that do not see much future prospects on this agenda. The survey revealed 7 out of every 10 respondents believe corruption levels got worse 12 months. This is a much higher proportion as compared to the two previous surveys.

In terms of future prospects, 59% of the respondents believe the corruption levels will worsen in the coming year. This in addition to 22% of the respondents that believe the current levels will remain the same make about 80% who remain skeptical of any policy or political pronouncements by the government on anti-corruption measures.



RECOMMENDATIONS



5.2 RECOMMENDATIONS

THE EXECUTIVE

1. Implement police reforms targeted at ending bribery within the Police Service - The consistent ranking of the police as the most bribery-prone institution is an indicator of deep-seated structural weaknesses. The National Police Service should urgently implement recommendations from the reports of the National Police Taskforce of 2009 and the Police Reform Taskforce of 2022 aimed at rebuilding public trust in the police by demonstrating accountability, professionalism, and a commitment to serving the community. Among the most urgent reform processes to address bribery within the police service include automation of police services and payment systems including online reporting of crimes, traffic fines, and licensing to reduce direct contact with officers; and use of body-worn cameras and CCTV in police stations and vehicles to increase transparency during public interactions.

2. Prioritize digitization and automation of government services most prone to bribery – The government should fast-track digitization processes for provision of public service such as land services through enhanced efforts to operationalize the digital national land information management system (NLIMS) known as Ardhi Sasa, countrywide; ensuring accessible, accountable, timely and verifiable use of the e-citizen platform for motor vehicle licensing, civil registration and ensure sustained quality assurance and customer service satisfaction and feedback systems at Huduma Centres.

3. County Governments should ensure adherence to the highest standards of public service delivery with adequate, safe and responsive feedback mechanisms. This should include conducting comprehensive corruption risk assessments of services being offered by county governments, including in the provision of health services to identify gaps in policy and administrative policies susceptible to corruption.

THE JUDICIARY

1. Re-evaluate and establish safe and efficient whistle-blower, complaints, compliments and feedback systems for all judicial services – The Judiciary having ranked as among the high bribery prone institutions should urgently review its communication systems with users of judicial services. The Judiciary should also ensure adequate support if offered to the recently established Court Integrity Committees as inclusive platforms for judicial officers, advocates and stakeholders to raise concerns, share observations, and collaborate in addressing unethical behaviour in provision of services by Judicial officers and other public sector actors in enabling access to justice.

The Judiciary should also sustain efforts towards digital transformation including e-filing, virtual courts and transcription services with sustained innovation and continuous improvement.

2. Fair, expeditious and judicious determination of corruption cases – The Judiciary should lead a criminal justice sector reform agenda for eradicating corruption and unethical behaviour among all the criminal justice actors including the investigators, prosecutors, lawyers, and judicial officers. This should also be complemented by expeditious and judicious determination of corruption cases to deter corrupt practices including expeditious administrative and judicial actions against any criminal justice actors engaged in corrupt practices in the discharge of their duties.

PARLIAMENT

1. Enactment of pending legislations on Whistleblower Protection, Conflict of Interest and addressing legislative gaps in anti-corruption legislations – The whistleblower and conflict of interest legislations remain critical legislations in ensuring that gaps in protection of people reporting corruption and ensuring that public officials do not use their influence to perpetuate corruption practices.

2. Enforcement of ethical and anti-bribery measures for parliamentarians - being the legislative and oversight institution for the justice sector, parliament should lead by example in putting in place measures to safeguard against unethical behaviour by parliamentarians and take decisive action against all reported cases of bribery in parliamentary engagements.

3. Legislative Impact Assessment for the Anti-Bribery Act – Parliament should undertake a legislative impact assessment for the Anti-Bribery Act 2016 as it marks 10 years since its enactment next year to address any gaps in its implementation and enforcement.

INDEPENDENT OFFICES AND CONSTITUTIONAL COMMISSIONS

1. The Commission on Administrative Justice whose mandate is to address maladministration in the public sector should outline guidelines for all public offices on the minimum requirements for whistleblower, complaints, compliments and feedback systems and monitor compliance and enforcement of the guidelines. This would Establish safe and efficient whistleblower, complaints, compliments and feedback systems for all government services including reduce the incentives for bribery and increase reporting of bribery incidences.

2. **The Ethics and Anti-Corruption Commission** should monitor, report and implement enforcement measures for compliance within the public and private sectors to provisions of the Anti-Bribery Act 2016 by public and private sector institutions. The Act is the key legislation for the prevention, investigation and punishment of bribery within both public and private sectors. It outlines specific offences related to giving and receiving bribes, and places obligations on entities to implement anti-bribery procedures. Part II of the Regulations operationalizes Section 9 of the Act which requires all entities to have procedures appropriate to their size, scale and nature of their operation, for the prevention of bribery and corruption. Both public and private entities need to re-evaluate their anti-bribery and anti-corruption policies and procedures, together with their whistleblowing mechanisms to ensure that they comply with the provisions of the Anti-Bribery Act, 2016 and the Bribery Act Regulations, 2021. It is worth noting that under Regulation 13, the deadline for compliance with the Bribery Act Regulations 2021 is six months from 26th November 2021.

3. **The Office of the Director of Public Prosecutions** should restore public trust in the exercise of prosecutorial powers by ensuring adherence to the Guidelines on the Decision to Charge, 2019. This should include insulating prosecutorial decisions from political interference leading to unwarranted and unexplainable withdrawal of corruption cases.

NON-STATE ACTORS

1. **The media** should sustain public awareness on the provisions of the anti-bribery and anti-corruption legislations and efforts to curb corruption in Kenya. Invest in in-depth investigative and follow-up reporting on corruption more so highlighting lived experiences by citizens while seeking public services.

2. **Civil society and the religious sector** should sustain efforts for the promotion of integrity within society and holding leaders to account in ensuring that Kenya's National Values and Principles of Governance and other Constitutional provisions on integrity are upheld.

3. **Private sector** should promote ethical business practices and compliance to legal requirements for anti-bribery efforts.



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