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The Status of National Values and Principles of Governance, 2015

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The Status of National Values and Principles of Governance in Kenya, 2015

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Abbreviations and Acronyms

AG	Auditor General
AU	African Union
BVR	Biometric Voter Registration
CAJ	Commission on Administrative Justice
CBOs	Community Based Organizations
CC	Constitutional Commissions
CIC	Commission for the Implementation of the Constitution
CID	Criminal Investigation Department
CPSB	County Public Service Boards
CRA	Commission for Revenue Allocation
CSOs	Civil Society Organizations
EPSEM	Equal Probability Selection Method
EVID	Electronic Voter Identification
FBOs	Faith Based Organizations
FGDs	Focus Group Discussions
IEBC	Independent Electoral and Boundaries Commission
IO	Independent Offices
IPOA	Independent Policing Oversight Authority
KACC	Kenya Anti-Corruption Authority
KNBS	Kenya National Bureau of Statistics
KNHREC	Kenya National Human Rights and Equality Commission
MDAs	Ministries, Departments and Agencies
NASSEP	National Sample Survey and Evaluation Programme
NGEC	National Gender and Equality Commission
NGOs	Non-Governmental Organizations
NPS	National Police Service
NPSC	National Police Service Commission

NV	National Values
NV&PG	National Values and Principles of Governance
NVI	National Value Index
OCOB	Office of the Controller of Budget
PAC	Public Accounts Committee
PG	Principles of Governance
PIC	Public Investments Committee
PPOA	Public Procurement Oversight Authority
PSA	Public Service and Administration
PSC	Public Service Commission
PWDs	Persons with Disabilities
RPP	Registrar of Political Parties
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme

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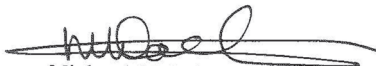
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Finally, while every effort has been made to verify the contents of this Report at the time of writing, the authors take responsibility for the accuracy of the views expressed and the evidence presented.



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SECRETARY, NATIONAL COHESION AND VALUES

Executive summary

The Constitution of Kenya (2010) recognizes that the realization of National Values and Principles of Governance (NV&PG) articulated in Article 10 is essential for national development. Once grounded in all facets of Kenya's society, the NV&PG should transform Kenya's socio-economic and political landscape towards the attainment of both the Kenya Vision 2030 and the global Sustainable Development Goals (SDGs).

To enhance the promotion of NV&PG, the Government developed Sessional Paper No. 8 of 2013 on *National Values and Principles of Governance*, which was operationalized in late 2015. The policy pillars that guide the operationalization of NV&PG are: (i) Creation of a strong national identity; (ii) Effective representation and leadership; (iii) Equitable allocation of resources and opportunities; (iv) Good governance; and (v) Promotion of sustainable development. Among the President's functions listed in Article 132 is reporting on all measures taken and progress achieved in the realization of the NV&PG. The President has so far delivered 2014, 2015 and 2016 reports. For effective and efficient realization of the NV&PG, the Government committed in the 2013 *President's Report on Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance*, released on 27th March 2014, to conduct a baseline survey. Consequently, in the 2014/15 performance contracting year, the Cabinet Secretary of Ministry of Interior and Coordination of National Government, through the Directorate of National Values and National Cohesion, committed to conduct a baseline survey on NV&PG.

The State Department commissioned the Kenya Institute for Public Policy Research and Analysis (KIPPRA) to undertake this baseline study. Specifically, the baseline survey focused on the following key aspects of the NV&PGs:

- i) Measurability of values and principles;
- ii) Level of awareness of national values;
- iii) Aspect of compliance with legal provisions;
- iv) Enforcement mechanisms;
- v) Prioritization of values; and
- vi) Impacts of the 2013 report on *Measures Taken and Progress*

*Achieved in the Realization of National Values and Principles of Governance.*¹

The baseline survey used various methods of data collection, starting with a review of secondary data to enable the development of the study approach, and the instruments of data collection. A nation-wide survey covered 4,290 households, about 800 multi-level educational institutions, and about 500 national and county level institutions in the public and private sectors. The Kenya National Bureau of Statistics (KNBS) provided the samples for respective surveys. Additionally, the study obtained information through focus groups discussions (FGDs), key informant interviews (KII), and regional consultations.

Key findings

The findings of the baseline survey are:

i) Awareness, compliance and enforcement of national values and principles of governance

The study findings indicate that awareness of NV&PG stands at 59 per cent, compared to awareness of values in general at 75 per cent. This was attributed to ineffective civic education, compliance and enforcement mechanisms. Of the respondents, 37 per cent indicated that the mechanisms for checks and balances were effective, while 46 per cent indicated there was adherence to the rule of law. Awareness of the President's Report and measures to realize NV&PG stood at 48 per cent. However, the respondents who were aware of NV&PG reported relatively high achievements on the measures taken towards the realization of the same. To date, however, the President's report has focused on the achievements of the Government rather than the intended State of the Nation.

For NV&PG to be properly entrenched in the country, there is need for effective communication of the value and principles, awareness creation, and subsequent enforcement. Conformity to values depends on the kind of enforcement mechanisms and sanctions imposed for violations. Unless behaviour is monitored and sanctions are imposed for failure to conform, the desired compliance is unlikely.

1 At the onset of this baseline survey, only the 2013 report, published in 2014, was available. However, the study also covered the 2014 report released in 2015.

The Constitution obliges all individuals and public and private institutions to observe the NV&PG and related public service ethics in Kenya. Among the key institutions responsible for enforcement are: Parliament, the Executive, National Police Service (NPS), Independent Police Oversight Authority (IPOA), Ethics and Anti-Corruption Commission (EACC), Efficiency Monitoring Unit, Auditor General (AG), Controller of Budget, the Ombudsman, and the Judiciary. The survey identified the following key challenges in enforcement of NV&PG: low awareness of the values and principles; ineffective institutions; corruption in the public sector; inadequate citizen participation in county decision making; and inadequate provision for diversity.

Impact of the president's reports on national values and principles of governance

Much has been done to deliver on the recommendations of the 2013 and 2014 President's reports on NV&PG. Moreover, civic education has continued to raise the level of awareness of the issues surrounding NV&PG among the public in general, more so targeting public servants. The integration of NV&PG into national education curricula and their mainstreaming in institutional frameworks are ongoing, and NV&PG are listed in public sector performance contracting. Further, the government has launched initiatives to integrate the marginalized communities, fight corruption and improve national security.

The Constitution mandates the Public Service Commission (PSC) to evaluate and report on compliance with values and governance principles in the public service. Among the PSC's review themes was improvement in **Good Governance, Transparency and Accountability**. The PSC has reported that board of directors have been instituted where none had existed in 2013. Staff declaration of assets improved, although induction on NV&PG focused on board members rather than the general staff. The age structure of staffing was such that a mere 1 per cent was between 18 and 24. While initiatives targeting **Professionalism and Ethics in the Public Service** had earlier focused on senior staff, there was a re-alignment in policy and budgets towards other staff. Only 4 Ministries, Departments and Agencies (MDAs) transgressed on Human Rights, but maladministration cases more than doubled, making the launch of the Fair Administrative Act (2015) welcome.

Additional to PSC guidelines on **Diversity**, 55 per cent of the

MDAs reviewed had developed policies towards the achievements of NV&PG, but employment of persons with disabilities (PWDs) lagged far behind the constitutional threshold of 5 per cent, and minorities and marginalized groups made up a mere 2 per cent. Women remained in low level jobs, except in the Constitutional Commissions (CC) and Independent Offices (IO). Ethnic inequities (unjust inequalities) have persisted in public employment, with only 29 per cent of Kenyan communities being fairly represented. On **Fair Competition and Merit in Staffing Matters**, 70 per cent of the MDAs had appropriate frameworks. While opportunities were advertised in the media, exclusive internal adverts persisted. Men dominated promotions, except in the CC and IO where women prevailed.

Various problems persist over **Efficiency, Effectiveness and Economic Use of Resources**, such as the bias towards recurrent spending (with 60% of MDAs in violation) and personnel spending (with 73% of MDAs in violation). In general, the 2014/15 review found underperformance with respect to ISO certification (59%), performance contracting (32% fall), and budget management. The survey found that operationalization of the systems was not adequate, **Service Delivery** should improve with 85 per cent of MDAs adopting ICT-based systems, service charters and service desks. **People Participation in Policy Making** had been institutionalized by only 14 per cent of MDAs, while 44 per cent had held stakeholder forums. Performance towards **Sustainable Development** was below expectations, with the budget deficit doubling; a record high since 2009/10. The National Environment Management Authority (NEMA) rejected 51 per cent of applications for clearance, mainly because they fell below legislated standards.

ii) National values and principles of governance indices

The National Values Index (NVI) estimated at 57 per cent has 5 sub-indices which include: patriotism and national unity (73%), sharing and devolution (38%), protection of the bill of rights (71%), governance (57%), and sustainable development (42%). The relatively low scores for the sharing and devolution sub-index and the sustainable development sub-index suggest that individuals perceive inequities over public resources to be high.

The study estimated a four-component NV&PG in public service indices for the National and County governments. The National

Government's NV&PG in the public service index score is estimated at 42 per cent, meaning that the components have relatively low scores (ethical-39%, democratic-37%, professional component-55%, and people- 38%).

The County governments' scores on all the four components of the NV&PG in the public service indices are also relatively low; ethical (37%), while democratic component averaged 30 per cent. The professional and people components averaged 43 per cent and 38 per cent, respectively.

Policy suggestions and proposals

Enhance awareness and prioritization of National Values and Principles of Governance

- i) Focus on value formation at family and school levels by deepening inclusion and delivery of NV&PG in the school curricula, starting from the pre-primary to the tertiary levels, and nurture NV&PG by integrating them in the mandate of tertiary education institutions and universities.
- ii) Create more awareness about the role of families, households, communities and their elders, religious institutions, learning institutions, sports organizations, and the media in the formation of personal values that subsequently feed into NV&PG. This can be achieved by institutionalizing the roles of change agents in formation and prioritization of personal values, targeting role models, community elders and mentors.
- iii) Design and implement comprehensive and targeted civic education programmes on NV&PG across all counties through *barazas*, radio, social media, information communication and technology (ICT), flyers, community-based organizations (CBOs), non-government organizations (NGOs), faith-based organizations (FBOs), amongst other feasible approaches. Also, pay special attention to the formal private sector, the informal sector, and self-provisioning agriculture, which dominate Kenyan employment. These initiatives should also target trade unions, youth and women groups, cooperative societies, and councils of elders, amongst other groupings.

- iv) Identify champions for NV&PG at all levels, such as: parliamentarians, county executives and legislatures, cabinet secretaries, principal secretaries, and chiefs, to enhance NV&PG awareness through public *barazas* and other forums. Also identify champions in the non-government sectors and facilitate their NV&PG initiatives.
- v) Develop and brand an NV&PG awareness programme. The annual State of the Nation Address by the President should be a culmination of campaign activities across all counties and sectors promoting NV&PG. Disseminate a people-friendly (popular) version of the President's speech.
- vi) Promote the role of political leadership in enhancing NV&PG by, *inter alia*, emphasizing the need for continued development in spite of electoral outcomes. The capabilities of all leadership at various levels should be enhanced to improve its adherence to NV&PG.
- vii) Enforce adherence to constitutional and legislated provisions on public employment and deployment at the national and county levels, as this will uplift compliance with, and respect for, NV&PG.
- viii) Develop and mainstream standards for national values in all formal and informal private and public sector institutional frameworks, including legislation, policies, strategic plans, budgets, and establish monitoring and evaluation frameworks.

Ensure compliance of actors to legal provisions

- i) Champion stronger commitment to integrity, ethical values and the rule of law among all citizens, both in formal and private sectors. Elected and appointed officers of the National and County governments should enhance this objective by setting a good example in relation to these issues.
- ii) Ensure openness and comprehensive stakeholder engagement towards the common goal of attaining the set standards on NV&PG.
- iii) Create awareness of policies and legislation on NV&PG standards, such as: Sessional Paper No. 8 of 2013 on *National Values and Principles of Governance, and the Leadership and Integrity Act*. Such awareness should enhance compliance.

- iv) Strengthen the capacity of the actors to comply through training, while encouraging compliance through merit-based recognition of attainments. Compliance with NV&PG should be integrated into the State commendations awards.

Strengthen enforcement mechanisms

- i) Familiarize and encourage institutions to take up and implement their constitutional and legislated roles with respect to NV&PG.
- ii) Encourage whistle blowing by members of the public on violations, especially by Public Officers, NV&PG issues; and ensure the protection of such whistleblowers.
- iii) Introduce rewards for those with exemplary NV&PG conduct, and sanctions for those who violate them.
- iv) To curb corruption, the National and County governments should continue putting in place measures to strengthen public financial management. There is also need to manage the governance risks and public sector performance through robust internal controls and ensure effective service delivery.

Develop and institutionalize monitoring and impact evaluation mechanisms

- i) Invest in regular research on NV&PG to monitor and evaluate progress across the country.
- ii) Ensure adequate funding for training, enforcement, monitoring of NV&PG and evaluation of the effectiveness of various interventions.
- iii) Develop and implement positive practices in transparency and reporting on NV&PG in order to ensure effective accountability among the leadership and citizenry at National and County governments, and across the public, private and informal sectors.

Introduction and context

Introduction

The Constitution of Kenya (2010) recognizes that the realization of National Values and Principles of Governance (NV&PG) is essential for overall national transformation.² Once grounded in all facets of Kenya's society, NV&PG should transform Kenya into a prosperous and stable nation. It is thus important that the value systems exhibited by Kenyans be aligned with the social and political conditions required to support timely attainment of Kenya Vision 2030 development blueprint³ and the delivery of the global Sustainable Development Goals (SDGs).⁴

'Values' are an abstract set of personal and social qualities about life to which individuals and societies may subscribe. They help to shape conduct, defining that which is; first, desirable or undesirable to the individual or society, and feasible in a particular context, as opposed to another context, and over time. From the very large set of considerations labeled as values, individuals may determine their respective hierarchies of values, adjudging some to be more important than others. However, values can also be imposed by circumstances such as the dictates of social obligations; for example, religion. Thus, some values reflect ideals, while others reflect expediency.

Article 10 of the Constitution distinguishes a set of everyday values as National Values (NV), and relates them to globally acknowledged approaches to governance, hence Principles of Governance (PG). The only significance of NV&PG in comparison to the larger set of general values and governance approaches is that the set in Article 10 has been adjudged to have the greatest relevance to delivering national development in Kenya. The decades long constitution review process in

2 For avoidance of doubt, the Constitution's National Values and Principles of Governance in Article 10 are rendered with capital letters as highlighted, and adopt the acronym NV&PG. This will not be the case for other values and principles, unless the word opens a sentence.

3 Available at <http://www.vision2030.go.ke>. An easy-to-read version of the document titled The Popular Version is available at http://www.vision2030.go.ke/wp-content/uploads/2015/12/Vision2030_Abridged%20%28Popular%20Version%29.pdf. Both sites accessed on 10/02/2016.

4 The SDGs number 17 with 169 targets. They succeed the Millennium Development Goals (MDGs), which are eight. Consequently, there have been debates on whether countries might more effectively focus on a manageable number of the goals and targets.

Kenya was designed to, among other things, address the impediments to national development in Kenya since independence.⁵ The perception during the review process was that many of the scourges holding the country back arose from lack of national values and governance principles set to guide and inspire nation building. What in effect Article 10 does is to fortify the place of particular values as a means of delivering national development in the spirit of Kenya Vision 2030 and the global SDGs.

To enhance the promotion of NV&PG, the Government of Kenya developed Sessional Paper No. 8 of 2013 on *National Values and Principles of Governance* sub-titled *INUKA*, literally meaning *ARISE*, which was operationalized in 2015. The policy pillars that guide the operationalization of NV&PG are: (i) creation of a strong national identity, (ii) effective representation and leadership, (iii) equitable allocation of resources and opportunities, (iv) good governance, and (v) promotion of sustainable development. The Sessional Paper gives responsibility for the delivery of NV&PG to an all-inclusive group of value carriers, value drivers and change agents, including individuals, their families and communities, educational institutions, religious and faith-based organizations, State organs and their officers, and the public service and its officers. Others include: the private sector, professional associations, media (including art, music and entertainment), civil society, political parties, and sports associations.

Separately, the first pillar of the Jubilee Manifesto, *Umoja* (Unity), has reiterated the need to enhance the promotion of National Values.⁶ Consequently, the Government has committed to uniting Kenyans, creating equal opportunities for all, eliminating all forms of discrimination, and promoting policies that will make Kenya more cohesive.

To supplement the above policies, the Strategic Plan 2013-2017 of the Directorate of National Cohesion and National Values has highlighted the promotion of NV&PG as a strategic objective towards the realization

5 For a discussion of the long-drawn constitution review process, see Mutua, M. (2008), *Kenya's Quest for Democracy: Taming the Leviathan*. Boulder: Lynne Rienner Publishers. Also see various chapters in Murunga, G.R., Okello D. and Sjorgen A. (2014), *Kenya: The Struggle for a New Constitutional Order*, Zed Books.

6 The official title of the manifesto is '**Shared Manifesto of the Coalition between The National Alliance (TNA) The United Republican Party (URP), The National Rainbow Coalition (NARC) and The Republican Congress Party (RC)**'.

of its current mandate.⁷ The plan identifies low appreciation of NVs in society as a major strategic issue which warrants immediate attention. In this regard, the Directorate had undertaken to design and execute programmes and activities that seek to promote NV&PG within the next five (5) years.

Among the President's functions listed by Article 132 of the Constitution is reporting on all measures taken and progress achieved in the realization of the NV&PG of Article 10, with reports to date having been submitted in 2014, 2015 and 2016. In order to facilitate the effective and efficient realization of NV&PG, the Government committed in the 2013 *President's Report on Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance* released on the 27th March 2014, to conduct a baseline survey on the status of NV&PG. The proposed baseline survey would cover the three arms of government (Executive, Legislature and Judiciary), the two levels of government, and the non-government sectors. Besides showing the status of the realm, the survey would provide data with which to design strategies for the implementation of interventions that enhance NV&PG. Consequently, the 2014/15 performance contracting year saw the Cabinet Secretary, State Department of Interior and Coordination of National Government, through the Directorate, commit to conduct a baseline survey whose findings are the subject of this report.

1.1 Rationale of the baseline study

Before carrying out any major programme/project, good practice requires a baseline study to provide benchmarks as reference points for identifying suitable interventions. Also, this report responds to Sessional Paper No. 8 of 2013's demand for a baseline survey, and will enable the Government to coordinate the implementation of NV&PG into the future. Further, the study confirms priority areas for NV&PG interventions as provided for in the Directorate's Strategic Plan. The findings of the survey highlight the relative needs for attention of aspects of programme/projects relating to NV&PG.

The survey findings provide the Government with the means to monitor the impact of its NV&PG programmes. Lastly, the report contributes towards the realization of the commitment in the 2013/14

⁷ The Strategic Plan 2013-2017 is available at http://www.cohesionandvalues.go.ke/?page_id=45, Accessed on 10/04/2016.

President's Report to undertake a baseline survey on the status of NV&PG in the country.

1.3 Terms of reference

The terms of reference for the consultant, the Kenya Institute for Public Policy Research and Analysis (KIPPRA), were as follows:

- i) Provide input into the draft Concept Paper generated by the Directorate;
- ii) Provide a clear roadmap for the entire baseline survey process;
- iii) Propose a methodology for conducting the baseline study;
- iv) Generate a database of stakeholders relevant to the study;
- v) Develop a comprehensive work plan complete with itemized budget for the entire baseline survey process;
- vi) In liaison with the Directorate, develop the data collection instruments for use in the baseline survey;
- vii) Develop a standard presentation guide for use during stakeholder engagements;
- viii) Compile and submit a comprehensive draft report on the findings of the baseline survey to the Directorate for perusal and input;
- ix) Prepare the final report;
- x) Make a presentation on the report findings during the launch of the report; and
- xi) Ensure that the overall baseline procedures and processes are guided by National Values espoused in Article 10 (2) of the Constitution.

1.4 Study objectives

Specifically, the baseline survey focused on the following key aspects of NV&PG:

- i) The measurability of values;
- ii) The level of awareness of national values;

- iii) The aspect of compliance with legal provisions;
- iv) The enforcement mechanism;
- v) The prioritization of values; and
- vi) The impact of the 2013 report on *Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance*.

1.5 Country context

Governments provide a stable social, political and economic environment in which private and public enterprises thrive. Globally, government policies aim to promote fiscal responsibility, remove barriers to enterprise, ensure a sound legal framework for property rights and regulatory oversight, and ensure transparency of laws and policies. The sustainability of such aspirations links closely to the values and governance principles that a country espouses in relation to its policies and plans.

Since Kenya's independence in 1963, the country has faced challenges in focusing adequate attention to the idea of a set of official values and principles with which to govern the country. This challenge has been manifest in the persistence of undesirable governance practices evident in internal evaluations, such as successive reports of the Auditor General (AG) and anti-corruption commissions. This indictment has also been evident in external evaluations, such as: the corruption and governance indices under Transparency International,⁸ Ibrahim Index of Governance⁹ and Global Gender Gap Report.¹⁰ However, the violence that followed in the wake of Kenya's disputed 2007 presidential elections focused on contested and neglected governance issues. The internationally mediated Kenya National Dialogue and Reconciliation Forum that ended the violence in February 2008, included an 'Agenda Four' which identified long-term reform issues necessary for improved governance, including the need for specific governance values and

8 For example, see <http://www.tikenya.org/index.php/press-releases/330-kenya-s-performance-in-corruption-perception-index-casts-doubt-on-reforms>, Accessed on 20-08-2015.

9 See <http://www.moibrahimfoundation.org/iiag/>, Accessed on 20-08-2015.

10 See <http://reports.weforum.org/global-gender-gap-report-2014/>, Accessed on 20-08-2015.

principles.¹¹ The realization of the national dialogue ideals is critical for the country's long-term development, notably the realization of Kenya Vision 2030 and the global SDGs.

1.6 The constitutional provisions

A country's constitution provides the backdrop against which to develop policies, laws and strategies. In Kenya's case, the Constitution's preamble recognizes the aspirations of all citizens for a government based on the fundamental values of human rights, equality, freedom, democracy, social justice and the rule of law. Further, Article 4 (2) emphasizes the importance of national values and provides that: "the Republic of Kenya shall be a multi-party democratic state founded on the national values and principles of governance."

'Democracy' is about the freedom – or obligation, some might argue – to participate in choosing leadership. At an ideal level, 'multi-partism' implies a diversity of strategies for realizing the democratic development state, so that citizens not only have options on the individuals to lead, but also on the strategies for delivering desired development. The foregoing are important concerns: independent Kenya has had little success in transforming its 42 ethnic groups into a cohesive nation state, and party politics invariably reduce to the politics of ethnic and other parochial identities. This reality underscores the need for governance values and principles that raise the bar in politics and governance, to weld Kenyans into a nation-state in the spirit of republicanism.

Article 10 of the Constitution outlines seventeen (17) NV&PG, which bind all State organs, State officers, Public officers *and all persons* whenever any of them:

- i) Applies or interprets the Constitution;
- ii) Enacts, applies or interprets any law; or
- iii) Makes or implements public policy decisions.

The NV&PG are:

- i) Patriotism

11 For background information on Agenda Four, see on <http://reliefweb.int/report/kenya/kenya-national-dialogue-and-reconciliation-building-progressive-kenya-background-note>, Accessed on 20-08-2015. Briefly, Agenda 1 focused on stopping the violence; Agenda 2 addressed the humanitarian crisis arising from the violence; and Agenda 3 focused on resolving the political crisis.

- ii) National unity
- iii) Sharing and devolution of power
- iv) Rule of law
- v) Democracy and participation of the people
- vi) Human dignity
- vii) Equity
- viii) Social justice
- ix) Inclusiveness
- x) Equality
- xi) Human rights
- xii) Non-discrimination
- xiii) Protection of the marginalized
- xiv) Good governance
- xv) Integrity
- xvi) Transparency and accountability
- xvii) Sustainable development

Article 132 (1)(c)(i) requires the President to report annually on progress over NV&PG, with the details being published in the Kenya Gazette. Additionally, Article 234(h) requires the Public Service Commission (PSC) to evaluate and report to the President and Parliament on the extent of public service compliance with the values and principles referred to in Articles 10 and 232. Further, Article 249 (1) (b) requires all Constitutional Commissions (CC) and Independent Offices (IO) to ensure the observance of democratic values and principles by all State organs. Therefore, all public institutions and officers are required to play a primary role in the operationalization of NV&PG.

The NV&PG *bind all persons* when negotiating the Constitution, legislation or public policies. This clause provides the cross-over into the non-government sector, the private sector (both formal and informal) whose conduct with the Government does not directly mandate in the same way as public sector. This focus of NV&PG on the private and non-government sectors is apt. In employment terms, for example, they are the home of a large majority of Kenyan households. While the people

are sovereign (Article 1), every person is obliged to respect, uphold and defend the Constitution and its provisions, notably the democratic basis of the State (Article 3). While the old Constitution had provided for political and civic rights, these were often violated.¹² Thus, adherence to NV&PG strengthens the imperatives over implementation of the Basic Rights of Chapter Four, relating to: life (Article 26); discrimination (Article 27); human dignity (Article 28); personal security (Article 29); slavery, servitude and forced labour (Article 30); and privacy (Article 31). Others relate to conscience, religion, belief and opinion (Article 32), free expression (Article 33), media (information) (Article 34), (government) information (Article 35), assembly (Article 37), politics (Article 38), movement (Article 39), property (Article 40), environment (Article 42), economic and social rights (Article 43), and language and culture (Article 44). Others still relate to family (Article 45), consumer rights (Article 46), fair administration (Article 47), justice (Articles 48 to 51), and disadvantaged groups (Articles 53 to 57). NV&PG are critical for adherence to these rights by individuals, communities and the State, who can also champion compliance with governance values and principles. In other words, the State, and private and corporate citizens, are synergistic change agents, value drivers and value carriers, as defined in *INUKA*.

The myriad governance challenges Kenya is currently grappling with are a reflection of the status of its value system. Some of the challenges include: negative ethnicity, impunity and corruption, which define social relations and the conduct of politics, governance systems and business. The context has generated a laager or siege mentality in which ‘everybody else is guilty except my/our own’. The resulting impunity undermines institutions’ capacities to fulfill their mandate towards realizing the Kenya Vision 2030, because of political interference, intimidation and/or coercion. A critical role of any set of values and principles is to bind those sharing them; and that of NV&PG is no different for State institutions in exercising – or restraining – their powers towards achieving shared national goals and aspirations.

To enhance the promotion of governance values and principles, the Government facilitated the participatory development of *INUKA*,

12 For example, while the old Constitution provided for multi-partyism, Kenya remained a de facto single party state between 1969 and 1982. Many of such violations are the subject of ‘The Final Report of the Truth Justice and Reconciliation Commission of Kenya (2013),’ Available at <http://www.acordinternational.org/silo/files/kenya-tjrc-summary-report-aug-2013.pdf>, Accessed on 10/04/2016.

Sessional Paper No. 8 of 2013 on *National Values and Principles of Governance*. Among INUKA's strategies for operationalizing NV&PG is the latter's mainstreaming in all facets of life, including activities of private and corporate citizens, and the State. To supplement the above initiatives, the Directorate's Strategic Plan 2013-2017 identified various impediments to NV&PG uptake, and has incorporated various ameliorative strategies.

1.7 Directorate of national cohesion and national values

Administratively, oversight of NV&PG issues falls under the Directorate in the Ministry of Interior and Coordination of National Government. The Directorate's mandate is to spearhead and coordinate mainstreaming of national cohesion, national values, national reconciliation and healing. The mission of the Directorate is to spearhead the building of a harmonious, cohesive and integrated society with shared values through national cohesion and integration programmes. Annex Box A-1 presents a summary of the core functions of the Directorate.

The Directorate's Strategic Plan has highlighted the promotion of NV&PG as a strategic objective towards the realization of its current mandate. In anticipation of low appreciation of NV&PG in society, the Government has undertaken to design and execute various sequenced promotional programmes and activities in all segments of society. Specifically, the Plan's Strategic Theme No. 3, under the sub-strategy on Research and Documentation, identifies the need to "undertake national and county baseline survey on national values and principles of governance." This report is the product of that intent, and it will inform initiatives towards the promotion of NV&PG.

1.8 Initiatives relating to national values and principles of governance

The President had by the year 2016 released three reports to the nation in response to the obligation at Article 132 (1)(c)(i) on measures taken to realize NV&PG. All the reports identified challenges to the implementation of the imperatives of Articles 10 and 232, and identified potential remedial actions (see Chapter 6). However, the three reports focused broadly on development initiatives undertaken by the Government, regardless of whether they have a proximate impact on the attainment of the 17 NV&PG.

The reports paid little attention to the implications of Article 10's provision that the NV&PG (also) apply to all persons whenever they apply or interpret the Constitution, enact, apply or interpret any law, make or implement public policy decisions. These provisions also oblige the private sector and the non-government sector to espouse the said values and principles, since the sectors also interpret the Constitution and legislation, and implement Government policies. Consequently, the President's reports did not evaluate these sectors, yet these sectors have more households than the public sector, making them a better locus for disseminating NV&PG. The outputs of these reports justified the need for the NV&PG baseline survey to guide on the substantive issues to be monitored in delivering the values and principles.

The Government has also invested in various other initiatives with potential for promoting NV&PG, most notably, their mainstreaming across Ministries, Departments and Agencies (MDAs). Indeed, the values and principles of public service of Article 232 (1) interpret the NV&PG in an operational way: for example, while NV&PG merely mentions sustainable development, Article 232 (1) transforms that into "efficient, effective and economic use of resources". This is why Article 234 (2)(h) mandates the PSC to undertake an annual evaluation of the progress of such value carrying MDAs in related areas.¹³ However, the statutory mandates of a number of MDAs also define them as change agents, which gives them responsibility for driving the NV&PG agenda. Indeed, as noted above, the various elements of the NV&PG exist in everyday life in all societies, and existed in various MDAs' mandates even before the Constitution of Kenya (2010) designated certain values and principles as NV&PG. For example, the Kenya National Commission on Human Rights (KNCHR) was legislated into existence in 2003, with its statutory functions including: human rights, equality, and non-discrimination, which in 2010 became elements of the Constitution's NV&PG. Consequently, the appropriate implementation of the KNCHR Act will deliver several NV&PG.

More broadly, however, the Sixth Schedule of the Constitution established the Commission for the Implementation of the Constitution (CIC), whose five-year mandate ending in 2016 was to monitor, facilitate and oversee the development of legislation and administrative procedures required for the Constitution's full implementation. Thus,

¹³ For the 2013/14 report, see Government of Kenya (2014), Available at <http://www.shitemi.com/wp-content/uploads/2015/01/Public-Service-Evaluation-Report-2014.pdf> Accessed 10/04/2016.

CIC interrogated all policies, laws and strategies for compliance with the Constitution, and oversaw the establishment of various agencies necessary for implementation of the imperatives of the document. The fulfillment of the CIC's mandate effectively encapsulates all recent initiatives on the Constitution, including NV&PG.¹⁴

1.9 Outline of the report

In the rest of this report, Chapter 2 provides the methodology of the study, which is based on qualitative and quantitative approaches, as well as primary and secondary data sources. The measurability section also presents a method for developing NV&PG indices at the national and county levels. Chapter 3 focuses on the formation, awareness and prioritization of values in general, and national values. Chapter 4 discusses compliance by change agents, value drivers and value carriers with NV&PG, while Chapter 5 covers enforcement of NV&PG. Chapter 6 addresses the President's Report on NV&PG, focusing on content, and responses to the recommendations in those reports. The study develops NV&PG indices at the national and county levels, which Chapter 7 reports on. Chapter 8 discusses the performance of the public service, looking at issues surrounding the National and County governments. The foregoing issues are summarized in the final chapter (9), which also presents the basic policy suggestions emanating from the study.

14 For CIC's attainments, see Commission for the Implementation of the Constitution (2015), Available at <http://www.docfoc.com/download/documents/cic-end-term-report-28th-dec-2015>, Accessed on 20/07/2015.

Methodology of the study

To address the six objectives stated in section 1.3, this study implemented a national representative survey, amongst other sources of data. The details of the survey design and other data sources are discussed in the subsequent sub-sections.

2.1 Sample design and survey coverage

This section discusses the target population, the sampling frames, sample sizes, data collection tools, data collection procedure, data analysis and the report writing process. The survey targeted households, education institutions, and both public and private sector national and county level institutions.

2.1.1 Sampling frame for households

The *National Values and Principles of Governance Household Survey* used the fifth National Sample Survey and Evaluation Programme (NASSEP V) frame, which is a household-based sampling frame developed and maintained by the Kenya National Bureau of Statistics (KNBS). The frame was implemented using a multi-tiered structure, in which a set of 4 sub-samples (C1, C2, C3, C4) each containing 1,340 clusters were developed. It was based on the list of enumeration areas (EAs) from the 2009 Kenya Population and Housing Census. The frame is stratified by county as the first level stratification and further into rural and urban components.

During the 2009 Population and Housing Census, each sub-location was sub-divided into census EAs; small geographic units with clearly defined boundaries. The primary sampling unit for NASSEP V master sampling frame, adopted by the NV&PG survey, is a cluster that constitutes one or more EAs, with an average of 100 households per cluster.

The survey used two-stage stratified cluster sampling design, where the first stage selected the 328 clusters from NASSEP V. The second stage randomly selected a uniform sample of 15 households in each cluster from a roster of households in the cluster using systematic random sampling method.

2.1.2 Sample size and allocation

A sample of 4,920 households was estimated for the survey. This sample was distributed across the counties in their rural and urban strata and in accordance with their population sizes. Table 1 shows the distribution of the sample to the counties.

Table 1: distribution of the national values survey sample

County	Clusters			Households		
	Rural	Urban	Total	Rural	Urban	Total
Nairobi	0	13	13	0	195	195
Nyandarua	4	2	6	60	30	90
Nyeri	5	3	8	75	45	120
Kirinyaga	5	2	7	75	30	105
Murang'a	6	3	9	90	45	135
Kiambu	5	7	12	75	105	180
Kisii	6	3	9	90	45	135
Nyamira	4	2	6	60	30	90
Siaya	5	2	7	75	30	105
Kisumu	4	5	9	60	75	135
Homa Bay	5	2	7	75	30	105
Migori	4	3	7	60	45	105
Turkana	4	2	6	60	30	90
West Pokot	4	1	5	60	15	75
Baringo	4	2	6	60	30	90
Elgeyo Marakwet	3	1	4	45	15	60
Trans Nzoia	5	3	8	75	45	120
Uashin Gishu	4	4	8	60	60	120
Nandi	5	2	7	75	30	105
Samburu	3	1	4	45	15	60
Kericho	4	3	7	60	45	105
Bomet	5	2	7	75	30	105
Laikipia	4	2	6	60	30	90
Nakuru	6	6	12	90	90	180
Narok	5	2	7	75	30	105
Kajiado	4	4	8	60	60	120
Marsabit	3	1	4	45	15	60
Isiolo	2	2	4	30	30	60

County	Clusters			Households		
	Rural	Urban	Total	Rural	Urban	Total
Tharaka Nithi	3	2	5	45	30	75
Embu	4	2	6	60	30	90
Kitui	5	2	7	75	30	105
Machakos	4	5	9	60	75	135
Makueni	5	2	7	75	30	105
Kakamega	7	3	10	105	45	150
Vihiga	4	3	7	60	45	105
Bungoma	6	3	9	90	45	135
Busia	5	2	7	75	30	105
Garissa	3	2	5	45	30	75
Wajir	3	2	5	45	30	75
Mandera	4	2	6	60	30	90
Tana River	3	1	4	45	15	60
Lamu	2	1	3	30	15	45
Mombasa	0	7	7	0	105	105
Kwale	4	2	6	60	30	90
Kilifi	5	3	8	75	45	120
Taita Taveta	3	2	5	45	30	75
Total	195	133	328	2,925	1,995	4,920

Source: KNBS, 2009

2.1.3 Selection of clusters

The clusters were selected using the Equal Probability Selection Method (EPSEM). The clusters were selected systematically from NASSEP V frame with equal probability independently, within the counties and urban-rural strata. The EPSEM method was adopted because during the creation of the frame, clusters were standardized so that each could have one measure of size defined as having an average of 100 households.

2.1.4 Household selection

From each selected cluster, a uniform sample of 15 households was selected systematically, with a random start. The systematic sampling method was adopted as it enables the distribution of the sample

across the cluster evenly and yields good estimates for the population parameters. During data collection, there was allowance for replacement of non-responsive households.

2.1.5 Education institutions sampling frame, sample size and allocation

The sampling frame for the educational institutions was the list of all education institutions as at 2014, obtained from the Ministry of Education, Science and Technology. The sampling frame was categorized by type of institution (primary, secondary, tertiary college or university) which was further stratified by ownership (private or public).

An estimated sample size of 822 learning institutions was sufficient to provide reliable estimates for the desired indicators. This sample was drawn using the systematic random sampling method and was distributed as shown in Table 2.

Table 2: distribution of the institutions sample

S/No	Category of learning institutions	Private	Public	Total
1	Primary	96	418	514
2	Secondary	46	141	187
3	Tertiary College	42	28	70
4	University	20	31	51
Total		204	618	822

2.1.6 Institutions sampling frame

Data collection for the baseline survey engaged the National and County governments, and involved the public and private sector institutions (covering about 500 respondents) as well as the citizenry. The following institutions/organizations were engaged:

- i) National and County governments;
- ii) Constitutional Commissions (CCs), Independent Offices (IOs), and other Statutory Commissions;
- iii) County Public Service Boards (CPSB);
- iv) Directorate of National Cohesion and National Values;

- v) Performance Contracting Secretariat;
- vi) State corporations;
- vii) Value systems implementation, enforcement and anti-corruption agencies;
- viii) Educational institutions, academia and curriculum developers;
- ix) Professional associations;
- x) Private sector and media;
- xi) Faith based organizations (FBOs);
- xii) Civil society organizations (CSOs);
- xiii) Non-governmental organizations (NGOs);
- xiv) Community based organizations (CBOs);
- xv) Political parties;
- xvi) Sports associations
- xvii) Youth, women and persons with disabilities (PWDs) groups; and
- xviii) Art, music and entertainment sector.

2.2 data collection tools

Quantitative research used structured questionnaires administered to the public through a household-based approach, while an interview guide was used among key informants in the selected institutions and regions within the country. The data collection survey was conducted between September and October 2015.

It is also important to note that public participation is a constitutional requirement as provided for in various parts of the Constitution and legislation, such as Article 10 of the Constitution, in which it is a NV&PG. Information was also gathered through focus

group discussions (FGDs), whose issues were based on the information generated from the literature review. Finally, the Directorate organized nine regional consultation workshops in January 2016 attended by various stakeholders, which interrogated the preliminary findings of the survey. Table 3 summarizes information captured through the various tools.

Table 3: Summary of data collected by instrument type

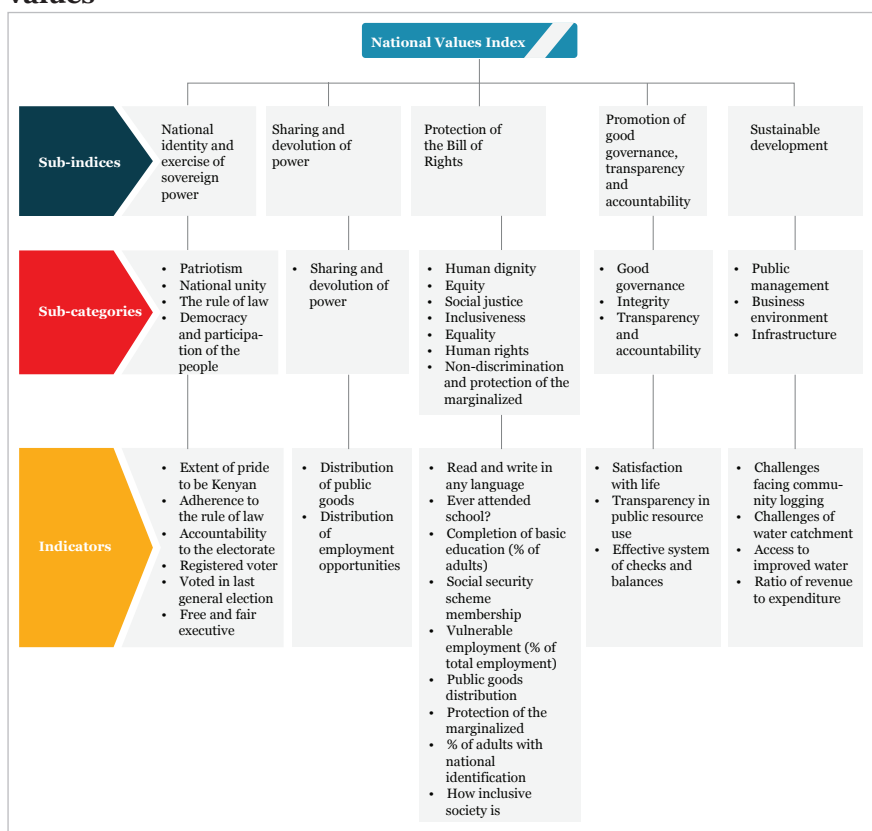
Instrument	Type of data collected
1. Individual questionnaire	<ul style="list-style-type: none"> (i) Individuals' socio-economic characteristics, including education and labour; (ii) Knowledge and understanding of national values and principles of governance; (iii) Attitudes and perceptions; and (iv) Practices.
2. Institutional (implementers and enforcers) questionnaire	<ul style="list-style-type: none"> (i) Perceptions on priority national values and principles of governance; (ii) Awareness of the annual President's report on measures taken and progress towards the achievement of national values; (iii) Accountability, transparency and integrity; (iv) Adherence to the rule of law; (v) Existence and effectiveness of system of checks and balances; (vi) Performance of public sector in terms of national values and principles of governance; and (vii) Sustainable development indicators.
3. Education questionnaire	<ul style="list-style-type: none"> (i) Perceptions on priority national values and principles of governance; (ii) Acquisition and nurturing of values; (iii) Role of curriculum and co-curriculum activities in value formation; (iv) Experiences on national value challenges in learning institutions; (v) Contribution of internal and external factors on value formation; (vi) Corrective measures in dealing with negative factors that affect institutions' values; (vii) Guidance and counseling initiatives; (viii) Role of stakeholders in value formation and their effectiveness; and (ix) Role of media in value.

Instrument	Type of data collected
4. FGDs and key informant interviews (KII)	(i) Understanding and prioritization of national values and principles of governance; (ii) Level of awareness of national values and principles of governance; (iii) Legal framework issues including guidelines, levels of implementation, monitoring and evaluation; (iv) Measures taken towards realization of national values and principles of governance; and (v) Existence and impact of various interventions and measures towards promoting national values and principles of governance.

2.3 Data processing

Data obtained from the fieldwork was processed shortly thereafter. Duly completed data instruments were edited and then data captured

Figure 1: Synthesis of framework of measuring national values



using *SPSS* software. All entered data was checked for consistency and verified before the analysis. Most of the analysis was performed in *Stata* software.

2.4 Constructing national values index

Figure 1 illustrates the framework of generating the NV&PG index (discussed in Chapter 7). The framework provides a summary of the five sub-indices, sub-categories and indicators used in generating the National Value Index (NVI). The measurement process proceeds from the identification of categories or sub-indices (or key thematic areas), to sub-categories and subsequently indicators of national values. The sub-categories encompass the national values contained in the Constitution. The indicator list was generated from a review of pertinent literature and intuition.

The information presented in the above framework yields one broad measure of NV&PG and five sub-index measures corresponding to the key thematic areas. In addition, measures of dozens of indicators were generated. The data used in the measurements were from:

- i) Knowledge, attitude, practices and perceptions public opinion survey (through an individual questionnaire); and
- ii) Secondary data for some indicators (such as data on sustainable development indicators).

2.5 Measuring public service values using an index

The process of measuring public service values using an index began by identifying and categorizing variables or indicators of public service performance. Over seventeen (17) indicators were identified, largely encompassing the public service values and principles outlined in the Constitution. The public service values indicators were categorized into four groups deemed most appropriate for this study.¹⁵ The four overarching value categories were: ethical, democratic, professional, and people. The public service values categories and indicators are summarized in Table 4.

15 See Kernaghan, K. (2003), "Integrating Values into Public Service: The Values Statement as Centerpiece," *Public Administration Review*, 63: 711–719.

Table 4: public service values, categories and indicators

Categories			
Ethical	Democratic	Professional	People
Indicators			
Accountability	Accountability	Effectiveness	Decency
Honesty	Rule of law	Efficiency	Fairness
Integrity	Transparency	Service	Opportunity
Respect (dignity)	Openness		
Trust	Representativeness		
	Participation		

Data Sources

Data used for this part of the study was generated from both primary and secondary sources. Primary data was generated from a national survey. The survey was conducted within the two (2) levels of government, i.e. the National and County governments, public and private sectors, as well as the citizenry. Further, the value carriers and change agents provided for in the Sessional Paper No. 8 of 2013 were engaged; individuals, family, educational institutions, religious and FBOs, government, private sector, professional associations, media, civil society, political parties, arts, music, entertainment and sports.

Secondary sources of data included the Constitution of Kenya, National Cohesion and Integration Act 2008, Kenya Vision 2030, National Cohesion and Integration Policy (2012), and Sessional Paper (Policy) No. 8 of 2013, amongst others. The work involved continuous consultations with the staff of the Directorate and other relevant stakeholders.

Awareness and prioritization of national values

3.1 Formation of values

The formation of general values begins in childhood, whereby character, beliefs, principles and personality are moulded through the attitudes and behaviour of parents, siblings, peers and community members interacting with children. Additionally, social factors, such as culture and personality traits, have a bearing on the values that an individual acquires. The consistency and coherence of the behaviour of parents are some of the key determinants of values that people acquire. More generally, those who have leadership positions in society play a powerful role in imparting values to communities and their members. In the most general sense, leaders include parents, siblings, relatives, teachers, peers, supervisors, among others. However, children can behave and express themselves in ways that can affect values of adults.

Individuals can acquire positive or negative attitudes as they grow up in society, and these determine the values and principles they cherish most, with interventions to change later in life having little or no effect. Values are neither equally important to an individual, nor between or among individuals. While the espousal of a value by an individual, such as a role model, might influence other people's acquisition of that value, it is also possible, and indeed commonplace, to market values that one does not necessarily espouse, such as through the media.

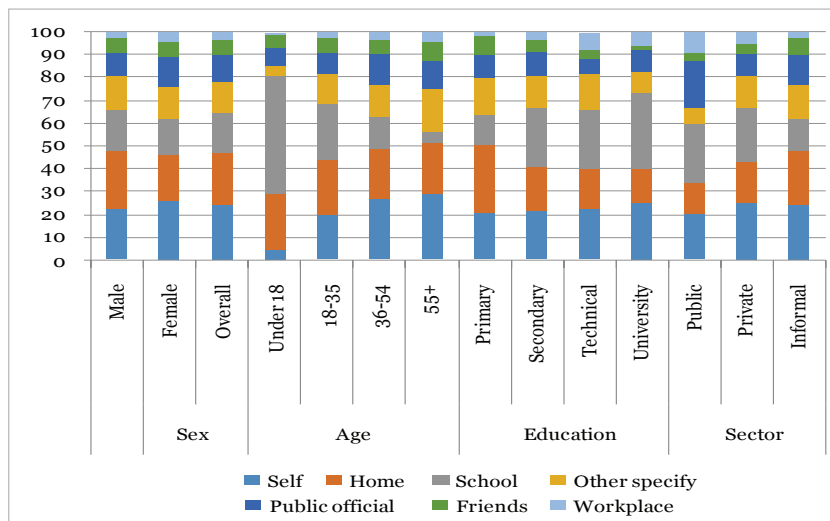
3.2 Evidence on Formation and Transmission of Values

3.2.1 Sources and transmission of values

Data presented in Figure 2 shows that 23 per cent of respondents acquire their values in the home environment. The other main sources of values include self-teaching (23%) and the school environment (18%).¹⁶ For respondents aged below 18 years, value formation and acquisition mainly takes place in schools. Figure 2 shows how individuals learnt about the values they uphold.

¹⁶ Section 3.2.2 summarizes the content of the values framework for different levels of the education system.

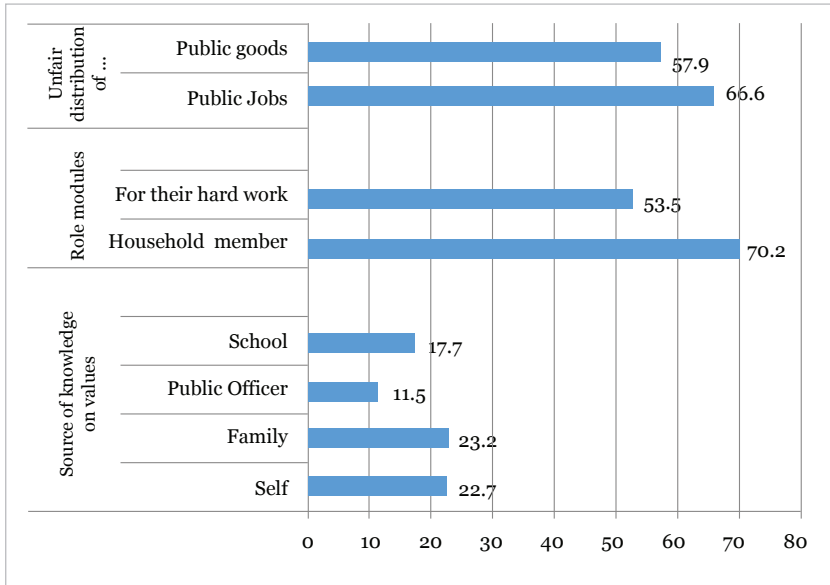
Figure 2: Sources of values upheld by individuals, 2015 (n=3,511)



The trend remains similar even among those who have attained primary, secondary, technical and university education. This is a pointer that education institutions are important avenues for value acquisition. A notable pattern is that the public sector is also an important source of value acquisition, with the highest impact being associated with the public sector itself, with spillover effects across all the various groups, including the informal sector. As individuals grow older, they tend to teach themselves the importance of upholding the values they possess. The least impact for this category is among those aged below 18 years, who mainly acquire their values from home and school.

As observed, values are shaped through associations in life, and the contexts in which people live, study and work. The survey established that 73 per cent of respondents had a role model in their lives. Role models include anyone interacted with in real life, or in publications, the media, among others. Interestingly, as Figure 3 shows, 23 per cent of the respondents were either self-taught on values, or acquired them from the family. Despite the heavy emphasis on integrating values in the education curricula, only 18 per cent of respondents acquired their values through school. A most significant finding is that only 12 per cent of the respondents acquired their values through interaction with public officers. This might be due to the perceived unfairness in the distribution of public goods (58%) and public employment (67%).

Figure 3: Selected influences on personal values, 2015



Asked whether disciplined upbringing fosters integrity, Table 5 shows that a greater share of males (58%) than females (51%) strongly agreed. The overall level of disagreement was narrower at 9 per cent and 10 per cent, respectively. Overall, agreement was 90 per cent across all the age groups, while it grew marginally with education status from 93 per cent at the primary level to 94 per cent at the university level.

Table 5: Disciplined upbringing fosters development of integrity, 2015

	Sex		Age				Education			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Strongly agree	58.0	51.4	51.0	54.0	54.6	55.8	54.4	56.5	58.6	59.1
Agree	33.5	38.7	38.0	37.7	35.2	34.8	38.1	36.1	34.6	34.9
Disagree	6.0	6.4	10.0	5.5	7.1	6.02	5.5	5.3	5.1	3.8
Strongly disagree	2.5	3.5	1.0	2.8	3.1	3.5	2.04	2.1	1.7	1.5

NB: n=3,331

In the survey, the family and its immediate environs provided 70 per cent of role models in value formation (Figure 3), with details appearing in Table 6. Parents accounted for 34 per cent of role models, while friends accounted for 19 per cent. Siblings and neighbours accounted for 8 and 9 per cent, respectively. The importance of parents as role models declined with the age of respondent, but rose with the level of education attained. While neighbours and teachers performed poorly overall (9% and 5%), they were most important among primary and university level respondents (13% and 10%, respectively). The most admired trait of role models was hard work (54%) followed by responsibility (9%).

Table 6: Respondents' Relationships to Role Models, 2015

Relationship of Role Model	Percentage Share
Parents	34.0
Friends	19.2
Sibling	8.3
Neighbour	8.8
Workmate	3.8
Schoolmate	1.0
Teacher	5.1
Other	10.6
None	9.2

Asked about role models, males were marginally more likely to have one (Table 7). Possession of a role model declined sharply with age, the level being 93 per cent among the under 18s, compared to a modest 57 per cent for the 55+ age group. The association with education attainment was, however, remarkably different: rising education attainment was associated with possession of a role model, with a level of 69 per cent for the primary level compared to 94 per cent for the university level.

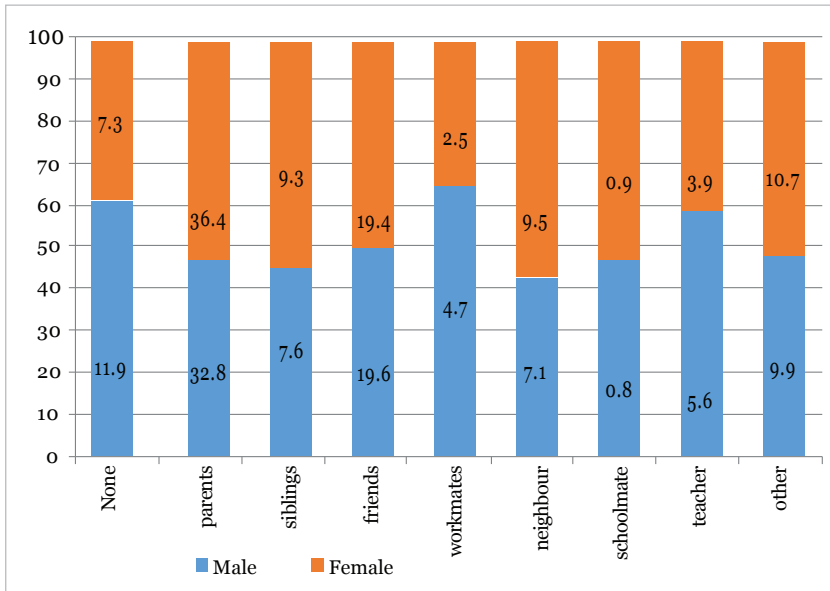
Table 7: Whether respondent had a role model, 2015

	Sex		Age				Education Attainments			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Yes	74.1	71.1	93.1	78.5	74.2	56.5	68.9	82.4	84.5	93.5
No	25.9	28.9	6.9	21.5	25.8	43.5	31	17.6	15.5	6.5

NB: n=3,327

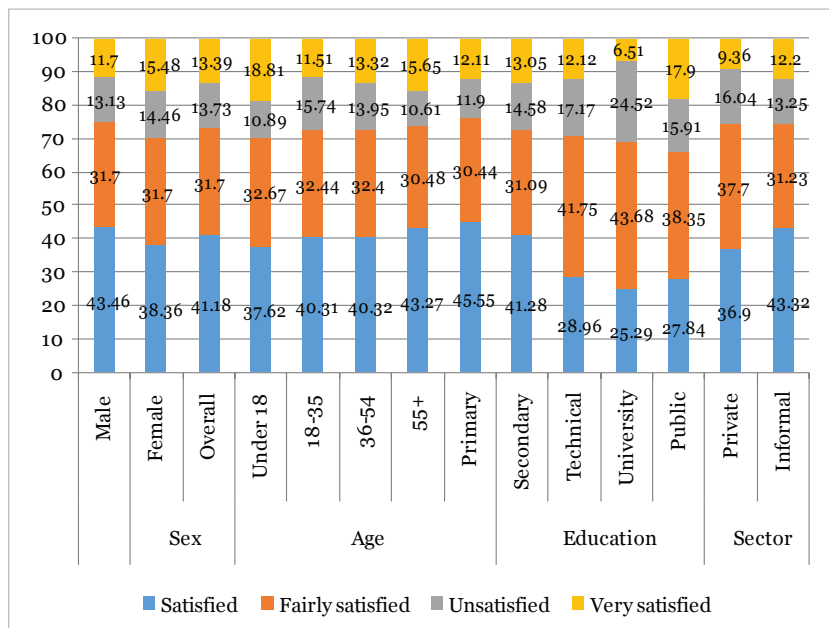
Figure 5 shows the share of males compared to females in the various categories of role models. Greater share of females than males had parents, siblings, neighbours and schoolmates as role models. However, a greater share of males had no role model, and drew proportionately more from friends, workmates and teachers.

Figure 5: Male compared to female shares across role model categories, 2015



According to Figure 6, only 40 per cent of individuals interviewed said they were satisfied with how people embrace the values they come across in the society they live in. About 32 per cent were fairly satisfied, whereas 14 per cent were dissatisfied. The share of satisfied males was marginally greater than of satisfied females, and satisfaction rose marginally with age. The greatest dissatisfaction was among those with higher education. The public and private sector employees were equally unhappy with society’s value system, but the level was marginally lower for the informal sector.

Figure 6: How satisfied are you with the way people embrace values in your society? 2015



3.3.2 Values frameworks in education system

Kenya has a long history of inculcating moral values through the education system. For example, the national goals of education in Kenya provide curriculum developers with the general intended outcomes of education, with 5 out of 8 goals providing opportunities for developing national values. These include:

- i) Fostering nationalism, patriotism, and promoting national unity (Goal 1);
- ii) Promoting social, economic, technological and industrial needs for national development (Goal 2);
- iii) Promoting sound moral and religious values (Goal 4);
- iv) Promoting social equality and responsibility (Goal 5); and
- v) Promoting respect for and development of Kenya's rich and varied cultures (Goal 6).

Seven secondary level objectives provide for opportunities and mechanisms for developing and fostering national values, including:

- i) Acquiring necessary knowledge, skills and attitudes for the development of self and the nation (Objective 1);
- ii) Promoting love for and loyalty to the nation (Objective 2);
- iii) Promoting harmonious co-existence among the people of Kenya (Objective 3);
- iv) Developing mentally, socially, morally, physically and spiritually (Objective 4);
- v) Enhancing understanding and respect for own and other people's cultures and their place in contemporary society (Objective 5);
- vi) Developing into responsible and socially well-adjusted persons (Objective 10); and
- vii) Promoting acceptance of and respect for all persons (Objective 11) (MEST, 2002b).

Kenya's education curricula also provides opportunities through the following values passed over to young learners:

- i) Moral values,
- ii) Integrity,
- iii) Social responsibility,
- iv) Child and human rights,
- v) Gender responsiveness, and
- vi) Rights and responsibilities of citizens.

About 79 per cent of the learning institutions interviewed admitted that rules and regulations observed in their institutions contributed greatly in the acquisition and nurturing of values among the pupils and students. Other important factors include: the behaviour and attitudes of teachers (76%), religion (68%) and the Constitution (65%).

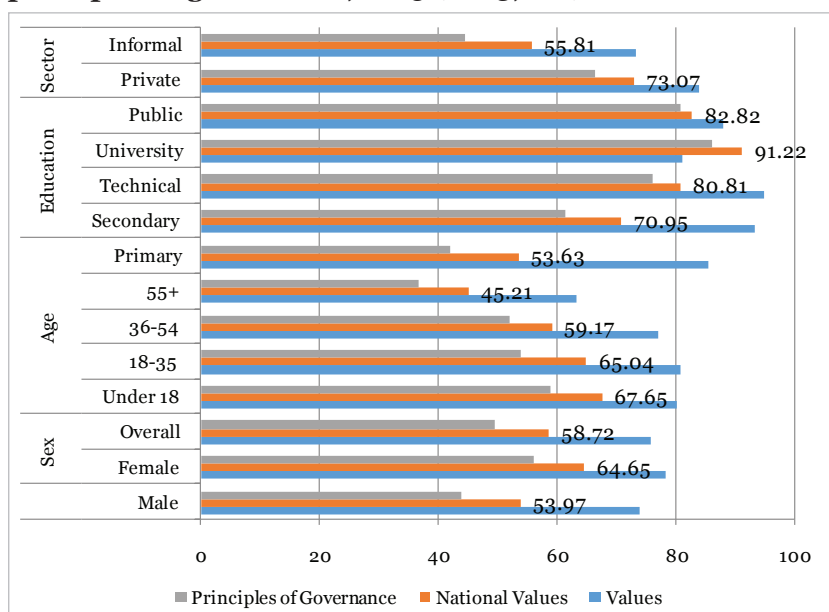
3.3 Awareness and promotion of national values and principles of governance

Awareness of constructs such as values is a pre-condition for compliance. To gauge the levels of public awareness on matters of NV&PG, several questions were posed to respondents, ranging from: awareness of

values; the values that are most important to them; and the values they would like to experience.

As shown in Figure 7, about 76 per cent of the respondents had heard of the concept ‘values’ (*maadili*), but only 59 per cent and about 50 per cent had heard of the NV&PG of Article 10 of the Constitution, respectively. Female respondents were more likely to be familiar with the three concepts than the males. Across all the age-groups, the knowledge of NV&PG was less than 70 per cent. A smaller share of those with primary level of education knew of NV (54%) and PG (41%), compared to those with more education, with respective awareness peaking among those with university education (91% and about 82%). A similar trend was noted across the employment sectors, with informal sectors accounting for 56 per cent for NVs, while the levels in the public and private sectors are 83 per cent and 73 per cent, respectively. Their respective PG awareness is proportionately lower.

Figure 7: Knowledge of ‘values’, ‘national values’ and principles of governance, 2015 (n = 3,666)

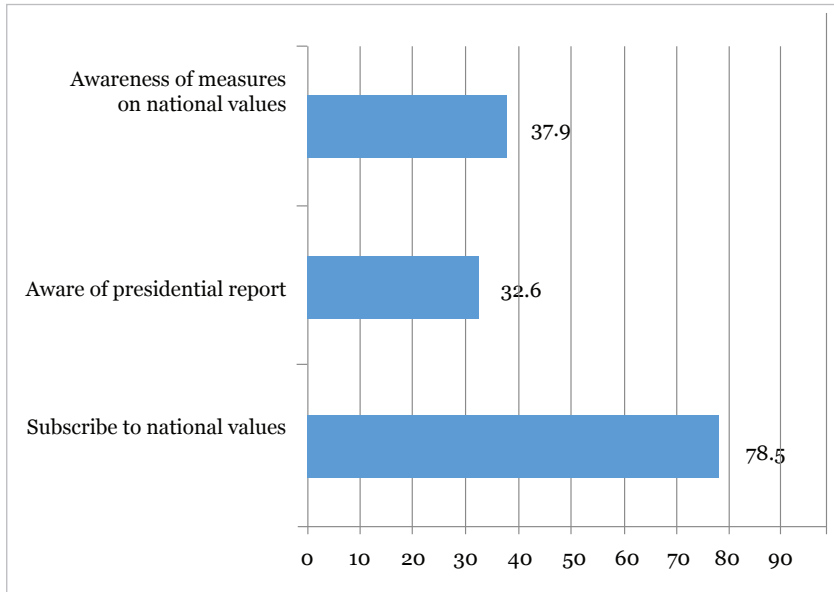


The effective enforcement of values and governance principles requires that State officers and the public, whom they serve, are familiar with the concepts and their meaning. Consequently, the survey investigated respondents’ familiarity with the idea of values – *maadili*, and found that 76 per cent of them had heard of it, with a similar

proportion understanding its meaning. However, only 50 per cent of the respondents had heard about governance, among which 63 per cent understood its meaning. The first challenge facing adherence to NV&PG is, therefore, lack of understanding of these concepts surrounding them. Citizens must first understand the principles of good governance in order to act and speak in ways that them.

The finding reported in Figure 8 that only 38 per cent of the respondents were aware of the measures taken to promote NV probably reflects the poor quality of civic education undertaken on the Constitution, and on the values specifically. However, 79 per cent of those aware of the NVs subscribed to them.

Figure 8: Awareness of national values and their promotional initiatives (%)

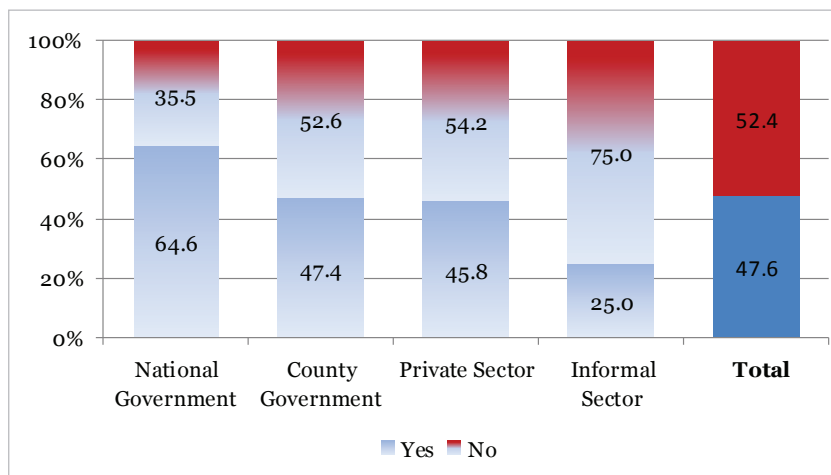


One of the channels that has been influential in creating awareness on matters of NV&PG is the mass media. The question of how children or young adults are affected by movies, television and radio programmes, newspapers, magazines and books is important. There are fears as to the content of media—violence, lawlessness, breakdown in moral values, just to mention a few. However, there are also positive values in mass media that are equally significant. For instance, mass media brings information, inspiration and enrichment that potentially improves the quality of lives. The survey found that 83 per cent of respondents agree on the significance of the media in nurturing of values. Of those

in agreement, about 38 per cent felt the influence was large, while the rest (63%) felt it was limited.

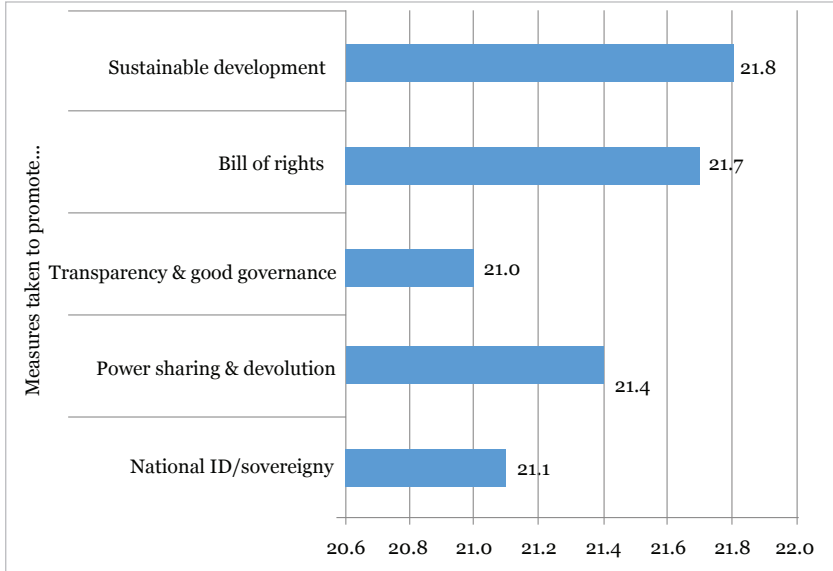
The Constitution leaves the dissemination of NV&PG to policies, legislation and strategies, but it specifies the roles in this respect for the President (Article 132) and the PSC (Article 234) and, in any case, makes them binding on all State organs and officers, public officers and all persons. Consequently, the survey examined the extent of awareness of the annual report the President makes on NV&PG. The survey found that a mere 33 per cent of respondents were aware of the report (Figure 9), which once again highlights the challenges facing civic educators.

Figure 9: Awareness of the president’s report on the promotion of NV&PG, 2015 (%)



The study reviewed perceptions on the various measures taken to promote NV&PG, with Figure 10 reporting the findings. The approval ratings with the measures taken to promote NV&PG were low, with approval for transparency and good governance, and patriotism and national unity and sovereignty all scoring a modest 20 per cent. Measures to promote sustainable development and the bill of rights scored highest, about 22 per cent each. While the average range of the scores is 20 per cent each, cross-tabulating these returns with other aspects of the study suggests challenge areas and opportunities.

Figure 10: Promoting national values and principles of governance, 2015 (%)



Sessional Paper No. 8 of 2013 mandated awareness roles among public officers. Consequently, the study assessed such officers’ awareness of the President’s reports, as well as awareness of the same among other employed persons, with the findings reported in Figure 3.7. The figure shows that, among working people, awareness of the report stood at 48 per cent. Awareness was highest in the National Government (65%), but this rate was surprising given that most MDAs contribute directly to the development of the Report. Awareness levels in County governments and the private sector were almost equal (47% and 46%, respectively), while the informal sector performed quite modestly at 25 per cent.

The study assessed the levels of awareness with respect to the various NV&PG in the Constitution. On a scale of 1 (lowest) to 5 (highest), only patriotism, and democracy and participation scored 3 (Table 8).

Table 8: Levels of awareness of national values and principles of governance, 2015

	Level of awareness 1 (poor awareness) to 5 (high awareness)
Patriotism	3
National unity	1
Sharing and devolution of power	1

	Level of awareness 1 (poor awareness) to 5 (high awareness)
Democracy and participation of people	3
Human dignity	1
Discrimination of marginalized	2
Transparency and accountability	2
Sustainable development	1
Good governance	2

The factors associated with low levels of NV&PG awareness include: low access to information; weak enforcement mechanisms; and discrimination in prioritization of the NV&PG. Some values have greater exposure than others: for example, for patriotism, the national anthem was sung regularly in schools. Other challenges include: confusion on whose role it is to prepare the organization's report on national values, misinterpretation of the reporting tool, and repetition of the same measures and progress in almost all the values.

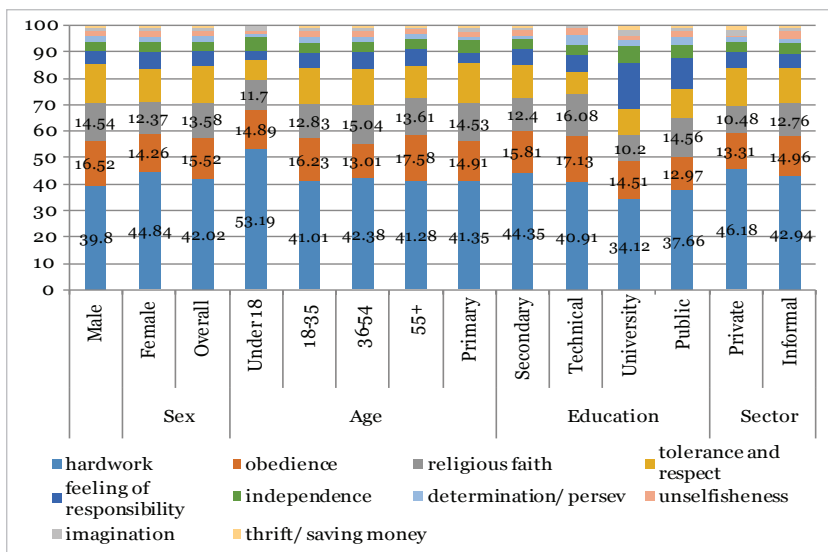
Among the schools interviewed, several challenges were identified as moderate issues, while the rest were not a problem. Among the prominent challenges were: student pregnancies (60%), drug and substance abuse (49%), fighting among students (62.7%), bullying among students (49%), and stealing from each other (56%). Findings also show that most teachers involved students in different leadership roles in the school, and that there was limited space in the school timetable to teach issues of values. However, the perception was that teachers were properly trained to teach about values and governance principles.

3.4 Prioritization of values and national values

Respondents were asked to list the values they were aware of, and came up with about 10 priority values. To some extent, this point concerns the discretion invoked by the drafters of the Constitution (2010) in arriving at a mere 17 NV&PG to include in Article 10. When respondents were asked which of the many values identified they considered most important for children to acquire at home, an average 42 per cent picked hard work, compared to 16 per cent who picked obedience, and 14 per cent religion and tolerance. As Figure 11 shows, more females chose hard work, while more males opted for obedience, religion and

tolerance. A dominant half of the under 18 also opted for hard work, but placed comparatively little premium on tolerance. Hard work dominated in all other age groups, which distributed their preferences equally over the other three dominant qualities. The same pattern of priorities applies with respect to varied levels of education attainment, even if there is a wide spread in aggregate terms. The most favoured four qualities account for 86 per cent of primary level respondents compared to 68 per cent for university graduates.

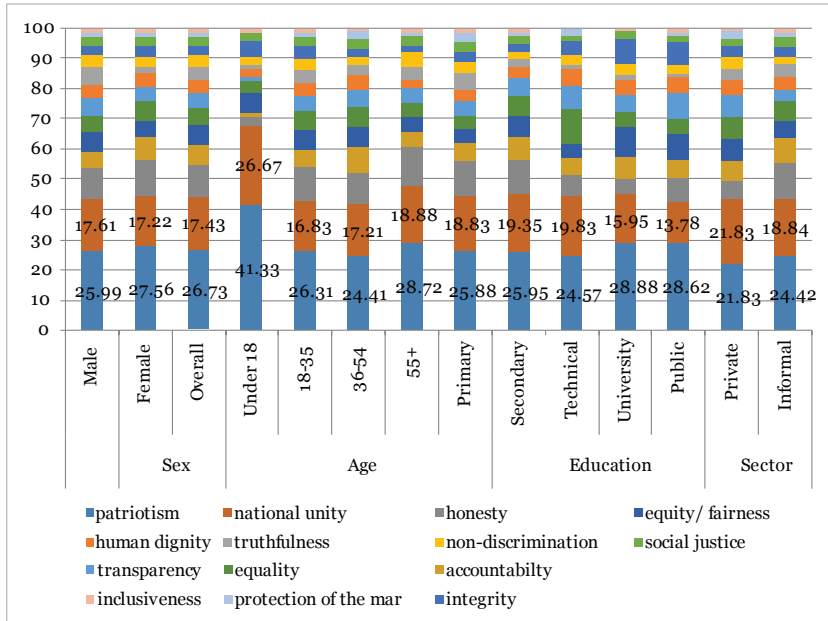
Figure 11: Qualities most important for children to acquire at home (%), 2015



Although the meaning of the concepts of values and national values may not be clear to nearly one quarter of Kenyans, most of them easily relate to specific value concepts, such as honesty or patriotism. Overall, patriotism was identified as the foremost value for 27 per cent of the respondents (Figure 12). National unity accounted for 17 per cent, while honesty had 11 per cent. There was parity in the prioritization of main values across most of the respondent categories surveyed (Figure 3.10). The two outlying respondent groups included the under 18, whose cumulative subscription to the top two values was 68 per cent, which could be a reflection of the emphasis put on the two values in the education system. The other outlier is the 55+ category with 47 per cent for the two categories. Patriotism is an emotional attachment to a nation, which an individual recognizes as their homeland, and can be viewed in terms of different features relating to one's own nation,

including ethnical, cultural, political or historical aspects. People who identify themselves with their country view national values as personally meaningful, and translate these beliefs and values into daily practices.

Figure 12: Which do you think are the most important values/principles of governance (%)



According to the survey, equality has a low prioritization. Kenyans reported to be patriotic. However, the low level of patriotism at lower education levels could be construed in many different ways, including lack of education, which creates a barrier in skills acquisition, employment and better social economic status. Therefore, those with lower educational status have a negative attitude towards becoming patriotic citizens because of the low prospect of living a better life.

During the regional forums organized by the Directorate, the perception was that the 17 NV&PG provided an adequate framework for transforming the wide array of personal values and principles into instruments of national development. They were adjudged inclusive because they touched on all aspects of Kenyan lives, despite not having adequate frameworks for their operationalization.

Further, participants debated various aspects of the values; for example whether NV&PG should be hierarchical, or if they undermined local values and cultures such as female circumcision. Further, some

speakers noted the failure to mention inequality involving specific groups such as women and PWDs. The NVs ranked most important included: patriotism, sharing and devolution of power, rule of law, and democracy and participation. However, the resolution of the plenary was that creating hierarchies would allow selective implementation of the NV&PG, based on localized considerations, and yet the values and principles required compromise for nationwide development. Further, the resolution was that the mention of specific groups of people for example, was not necessary, as all the NV&PG require the broadest conceptualization that incorporates all aspects of society. The need was emphasized for cooperation between the National and County governments, and among County governments, in implementing the values and principles.

The survey found an equal large majority of respondents of both sexes (94%) to be proud of being Kenyans, with the rate being greatest among those aged less than 18 years, and lowest among the 18-35 age group. Pride of being Kenyan diminished with higher education attainments (Table 9).

Table 9: Proud of being kenyan, 2015 (%)

	Sex		Age				Highest Educational Attainment			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Proud of being Kenyan	93.5	93.6	98.3	92.6	93.6	94.5	94.2	94.4	92.6	89.8

When asked to gauge their level of pride, males were more likely to be ‘extremely proud’ (56%) than females (53%), but the two groups averaged 96 per cent when all the positive perceptions are aggregated, meaning only an average 4 per cent were not proud. Across the age groups, 97 per cent of those aged under 18 were extremely proud or just proud, compared to 82 per cent for the 18-35 age group. While pride among respondents without education and those with university education were a high 94 per cent, it was lower for the other education attainment categories.

Table 10: Extent of pride at being kenyan, 2015 (%)

	Sex		Age				Highest Educational Attainment				
	Male	Female	Under 18	18-35	36-54	55+	None	Primary	Secondary	Technical	University
Extremely proud	56.3	52.5	64.7	51.6	53.2	58.3	47.1	68.2	51.6	53.2	58.3
Proud	26.9	32.6	32.4	30.7	31.6	26.4	47.1	29.4	30.7	31.6	26.4
Moderately proud	12.8	11.6	1.9	13.5	11.9	11.8	5.9	1.2	13.5	11.9	11.8
Not proud at all	3.9	3.3	0.9	4.2	3.3	3.6	0	1.2	4.2	3.3	3.6

The level of disagreement with respect to human dignity was negligible; consistently below 1 per cent (Table 11), meaning that 99 per cent of respondents either agreed or strongly agreed. However, females were more likely to strongly agree than males, as were individuals aged under 18, compared to the other age groups. Across the education attainment categories, strong agreement increased noticeably with education attainment: strong agreement stood some 20 percentage points higher for university compared to primary level education, while mere agreement was the exact opposite.

Table 11: Respect for human dignity, 2015 (%)

	Sex		Age				Highest Educational Attainment			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Strongly agree	66.8	71.9	78.6	69.4	67.4	70.7	65.4	68.7	75.7	84.1
Agree	32.4	27.2	20.4	29.9	31.4	28.6	33.8	30.4	23.2	15.9
Disagree	0.6	0.7	1.0	0.5	1.0	0.4	0.7	0.6	0.7	0
Strongly disagree	0.2	0.2	0	0.2	0.2	0.3	0.1	0.3	0.3	0

NB: n=3,337

NV&PG focusses on uplifting confidence in the government of the day; confidence drawn from perceptions, or where data is available, realities, of fairness to all citizens. A major gauge of a government’s fairness is its scorecard in the distribution of public goods, which are funded by national revenues drawn from the taxes paid by citizens. Table 12 shows that consistently across the citizen categories analyzed, there is disagreement that public goods are distributed fairly. For example, 57 per cent of the males compared to 60 per cent of females felt distribution was unfair. Across the age groups, grievance was greatest among the 18-35 age group (62%), and lowest among the under 18s (50%). Dissatisfaction grew with education attainment, standing at 56 per cent for the primary level respondents compared to 71 per cent among university graduates.

Table 12: The distribution of public goods is fair, 2015 (%)

	Sex		Age				Highest Education Attainments			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Strongly agree	17.7	13.7	27.5	12.9	15.8	17.1	15.2	14.1	11.5	8.7
Agree	24.8	27.6	22.6	25.6	28.1	26.4	29.3	24.8	25.4	20.5
Disagree	36.7	36.1	37.3	38.4	35.3	31.9	34.1	39.2	39.7	48.9
Strongly disagree	20.7	23.5	12.8	23.1	20.9	24.5	21.4	22.0	23.4	21.9

NB: n=3,322

Public goods category, which is public employment perceptions, is even worse than public goods in general (Table 13). For example, 66 per cent of males and females felt that employment opportunities are not fairly distributed, compared to an average of 58 per cent for public goods. The 18-35 age group felt most aggrieved about employment opportunities (71%), while the 55+ age group was least aggrieved (61%). Dissatisfaction rose with education, with a 64 per cent level among primary school respondents compared to 79 per cent for university level respondents.

Table 13: Distribution of public employment opportunities is fair (%), 2015

	Sex		Age				Highest Education Attainments			
	Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Strongly agree	13.4	10.3	13.9	8.9	12.8	14.2	11.8	9.2	8.1	8.3
Agree	20.4	23.4	22.8	20.4	22.5	24.9	24.6	18.9	17.2	12.9
Disagree	36.7	37.0	42.6	38.9	37.8	30.7	36.9	41.5	40.9	49.2
Strongly disagree	29.5	29.3	20.8	31.8	26.9	30.2	26.8	30.5	33.8	29.6

NB: n=3,645

Compliance with national values and principles of governance

4.1 Introduction

One of the objectives of this report was to examine compliance of actors with legal provisions on NV&PG, which the Constitution refers to at various points other than Article 10. For example, Article 4(2) emphasizes their importance and provides that “the Republic of Kenya shall be a multi-party democratic state founded on the national values and principles of governance.” Article 132 (1) requires that the President reports annually on progress over their espousal, with details being published in the Kenya Gazette. Additionally, Article 234 (h) mandates the PSC to evaluate and report to the President and Parliament on the contents of Articles 10 and 232.

Both the President and the PSC have complied with their respective sections of the law. To date, the President has presented three reports, while PSC has produced two (to be assessed in Chapter 6). The development of Sessional Paper No. 8 of 2013 was a further aspect of compliance, alongside the focus of the Directorate’s Strategic Plan (2013-2017). Furthermore, many policies, laws and regulations pre-dating the Constitution and Article 10 already championed elements of NV&PG. For example, as noted in Section 1.7, the 2003 legislation founding the KNCHR listed among its functions, attention to human rights, equality, and non-discrimination. Yet, underlying all these initiatives are the foundations of the Kenya Vision 2030 which are, for example, anchored in macroeconomic stability (which addresses NV&PG’s sustainable development), governance reforms (all NV&PG), and equity and wealth creation for poverty reduction, among others.

The following sub-sections assess the extent of compliance with NV&PG. Compliance depends on the extent to which individuals and institutions are aware of the frameworks they are required to comply with. Therefore, the extent of compliance indicates awareness level. To that end, Sessional Paper No. 8 requires that State organs: “establish continuous training, awareness and dissemination programmes on the national values and principles of governance;” and public officers are charged with the responsibility of committing “to continuous learning in order to advance knowledge and proper application of the national values and principles of governance.” Yet, 39 per cent of respondents

in public institutions reported that their organizations do not conduct regular sensitization and training on constitutional provisions on NV&PG (Table 14). Among private sector institutions, more than half of the respondents (55%) reported that their employers do not conduct regular sensitization among their staff. On average, 47 per cent reported lack of sensitization, and therefore low compliance with the imperative that NV&PG should underlie all activities involving public policy. The study's finding that only 47 per cent of respondents were aware of the President's report on measures to promote NV&PG is evidence of weak compliance with exhortation of Session Paper No. 8 on continuous training, awareness, dissemination and learning.

Table 14: Staff Sensitized and Trained on National Values and Principles of Governance (On a Regular Basis), 2015 (%)

	Total	Public	Private*
Yes	47.4	59.1	43.6
No	50.9	39.4	54.6
Don't Know	1.6	1.5	1.6

**Includes both formal and informal organizations*

4.2 Patriotism and Human Dignity

Patriotism is love, loyalty and devotion to one's country. It can be inculcated in individuals, such as through good governance that promotes human rights and non-discrimination. When these principles are lacking, patriotism tends to wane. Based on the results of the *NV&PG Survey 2015*, about 81 per cent of Kenyans consider themselves patriotic.

Nevertheless, the country continues to face challenges relating to patriotism, partly emanating from weaknesses in compliance with proximate principles and/or values. Examples of such challenges include: the observable low levels of human dignity (as measured by the high poverty levels), and the weak attention to equity in managing public resources, given the high levels of inequality. There are also widespread feelings of exclusion and marginalization among various groups, including the youth, women, and some regions (such as the coastal region) and ethnic groups.

These governance challenges exert negative impacts on patriotism, observable through increasing drug and substance abuse, and

radicalization and crime, especially among the youth. To enhance patriotism, the value carriers, including the National and County governments, need to enhance compliance with values that promote human dignity and, at the same time, dampen feelings of marginalization and exclusion.

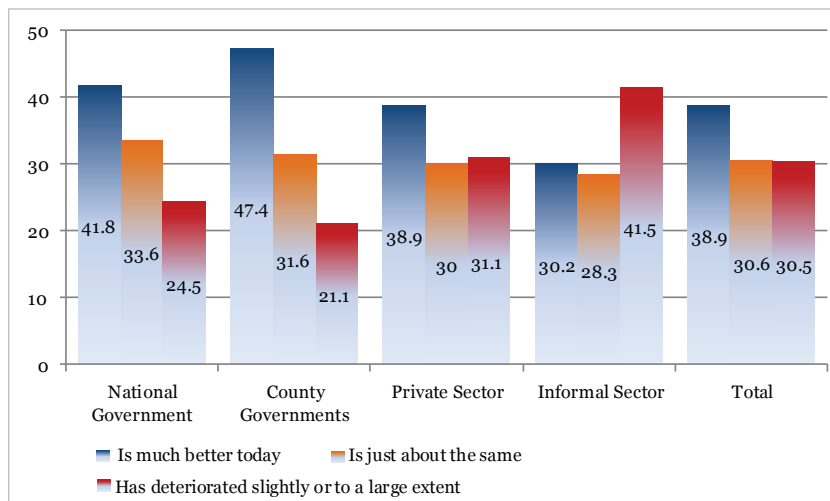
4.3 National Unity, Sharing and Devolution of Power and Equity

Unity is the deliberate decision to work with others in pursuit of common goals. National unity abounds when citizens are not adversely divided by their diversity (age, sex, religion, region, ethnic group, or race). National unity results from complying with, and practicing several of the other NV&PG, including: equity, social justice, inclusiveness, equality, and non-discrimination and protection of the marginalized. Unmistakably, national unity is an outcome of good governance. Sustained peaceful relations across diversity are a good indicator of national unity.

With respect to peace, Kenya has experienced intermittent conflicts related to governance issues. Recent examples include the ongoing war on terrorism and the related youth radicalization, as well as the frequent ethnic clashes (especially in the run up to national elections). These conflicts are usually soon brought under control, resulting in an overriding perception that the country is peaceful and/or united. Nevertheless, sectarian politics remains one of the most significant threats to national unity. Poverty and inequality, and perception of high inequities across regions, also pose a threat to national unity.

Compliance with the equity principle usually fosters national unity. The *NV&PG Survey 2015* gauged the level of compliance with equity principles by asking respondents to compare equity in public resource use by the National government in 2013 versus 2015. On aggregate, about 39 per cent thought equity in public resource use was much better (Figure 13). About 31 per cent thought it was just about the same, while 30 per cent thought it had deteriorated slightly or largely. The ratings are generally comparable across employees in the various sectors, but a notable divergence is on improved equity between County government employees and informal sector employees. County government employees see an improvement as unsurprising, since devolved funds go directly to them, but the informal sector's greater dissatisfaction might be evidence that County governments do not adequately disseminate information on their receipts from national revenues.

Figure 13: Employee perceptions on equity of public resource use, 2015 (%)



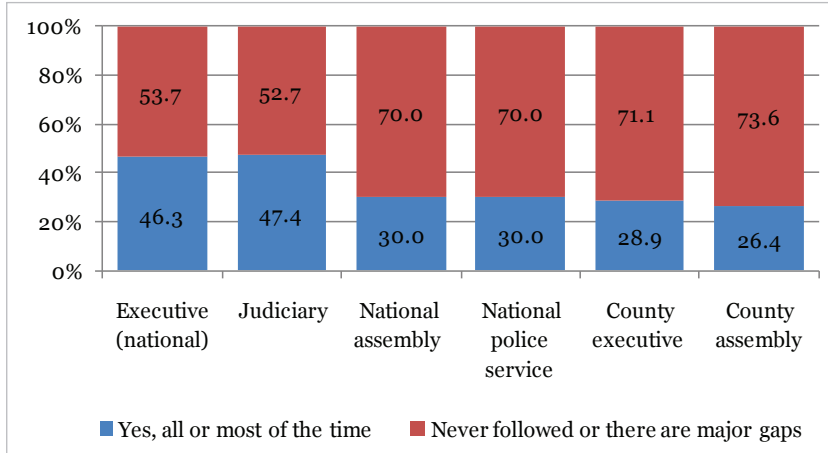
4.4 Democracy, rule of law, participation of the people, transparency and accountability

Democracy is a system of governance in which power and civic responsibility are exercised by all adult citizens. It is characterized by principles, such as: human rights, freedom of speech, transparency, accountability, tolerance, equality before the law, inclusiveness, and participation of the people. Rule of law is a characteristic of democracies, providing that states should be governed by laws rather than arbitrary decisions of individual government officials. On the other hand, participation of the people is the practice of involving all persons in making decisions, which ensures mutual respect for, and ownership of such decisions.

This survey on NV&PG asked respondents to assess the performance of several institutions in relation to democratic practices and adherence to the rule of law. The overall findings are that the rule of law is generally followed, but there are major gaps. These perceptions indicate the need for improvement on the rule of law across public sector institutions (Figure 14). Among the four national level institutions listed, the Judiciary had the highest score of about 47 per cent, while the National Executive scored about 46 per cent. Both Parliament (including the Senate and National Assembly) and NPS had scores of 30 per cent. The County Executives and County Assemblies rank lower than their

corresponding national level institutions. An overall score for rule of law of 39 per cent was generated by averaging the individual measures, a score which shows that most respondents perceive that there is either no adherence to the rule of law, or there are major gaps in such adherence.

Figure 14: Actors’ assessment of adherence to the “rule of law” by public sector institutions (%)



Adherence to the rule of law, and the extents to which democratic principles (such as accountability) are adhered to, can be partially gauged by the levels of integrity and accountability, i.e. the status of corruption, exhibited by public institutions. On average, 79 per cent of respondents perceived corruption as a pervasive problem. The results tabulated in Table 15 indicate that less than one-third of the individuals surveyed perceive corruption not to be a major problem, with the NPS reflecting the least integrity. The County government institutions were also perceived to be more corrupt than the corresponding national level institutions. This is an indicator of low levels of compliance on integrity, accountability and transparency.

Table 15: Actors’* perceptions on corruption across public institutions (%), 2015

	Corruption is a Significant Problem or Corruption is Pervasive (%)	Corruption is Not a Major Problem (%)	Number of Observations
National Executive	73.5	26.5	457
Judiciary	76.0	24.0	455
National Assembly	77.2	22.8	443
National Police Service	81.5	18.5	448
Education sector in general	73.4	26.6	448
National registration (of persons)	71.0	29.0	448
County Executives	80.2	19.8	576
County Assemblies	81.4	18.7	579

**The actors included respondents from the public sector, formal and informal private sector as well as NGOs*

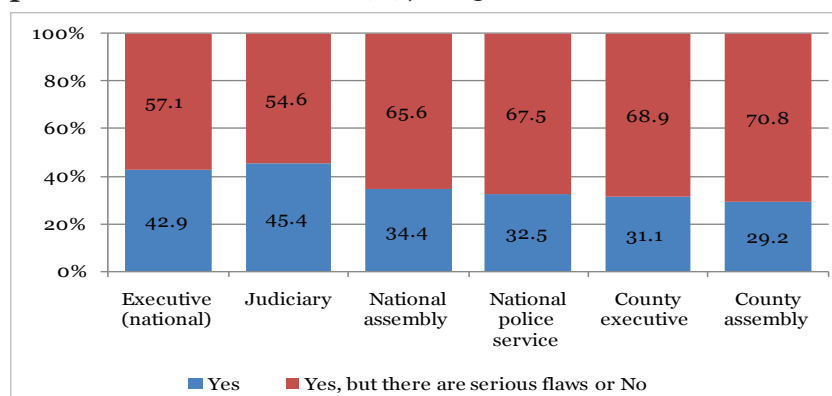
About 58 per cent of the respondents feel that dignity in handling members of the public who visit government institutions had not improved from the previous year. On the issue of respect for human rights, about 28 per cent perceive it as a serious problem, while another 40 per cent perceive it as a moderate problem. The overall score on dignity (or respect) was about 47 per cent.

Although about 31 per cent of respondents indicated that transparency by the National government is much better today, 69 per cent perceive a deterioration in the level of transparency (Table 16). Public perception on the level of transparency by the County governments was lower than that of the National government at 22 per cent. Nearly 42 per cent of respondents perceive that the level of public trust (a measure of openness) in public sector institutions is much better today. Overall, on a scale of 0 per cent (worst) to 100 per cent (best), the democratic category or component (which includes accountability, transparency, rule of law and openness) had a national score of 37 per cent. This suggests relatively weak scores for values related to accountability, transparency, rule of law, and openness.

Table 16: Assessment of transparency and openness national government (%), 2015

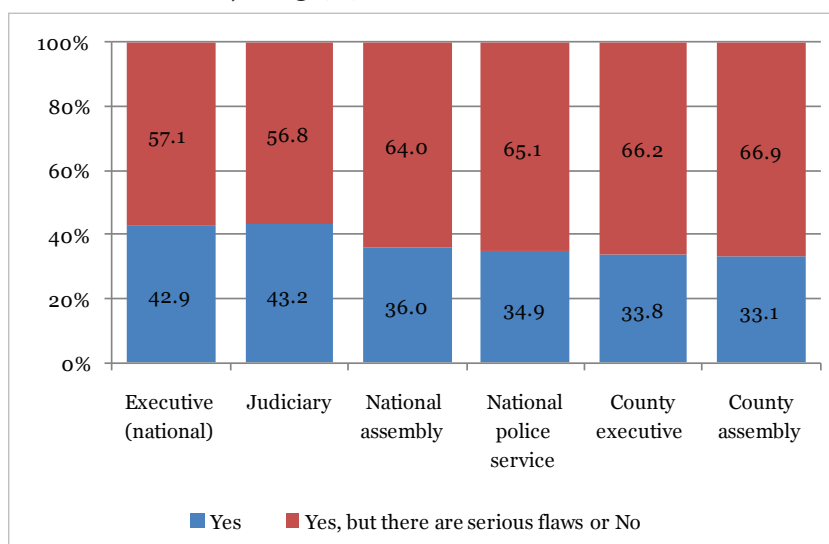
Indicator		Is Much Better Today (%)	Has Deteriorated (Slightly or To a Large Extent) (%)	Number of Observations
Transparency (National government)	Transparency of public resource use by the National government	31.1	68.9	456
Openness (trust)	Public trust in public sector institutions	41.8	58.2	457
Transparency (County government)	Transparency of public resource use by the National government	22.3	77.7	449

As a means of gauging accountability, respondents were asked to express their opinion on the effectiveness of the systems of checks and balances on the exercise of authority within selected public sector institutions. For the selected national level institutions, the average score was 39 per cent, suggesting relatively low perceptions on accountability over administrative acts. As illustrated in Figures 15, perceptions of lower levels of accountability were greater for the County Executives and Assemblies relative to their corresponding national institutions. The Judiciary was perceived to have the most effective checks and balances.

Figure 15: Effectiveness of checks and balances in selected public sector institutions (%), 2015

The survey also inquired into perceptions on the mechanisms for ensuring accountability to the electorate in between elections, with the findings reported in Figure 16. The returns are quite comparable to those on checks and balances, with National government institutions perceived to perform better than related County government institutions. On checks and balances, the Judiciary was perceived to best account to the electorate in between elections.

Figure 16: Are there mechanisms for ensuring accountability to the electorate, 2015 (%)



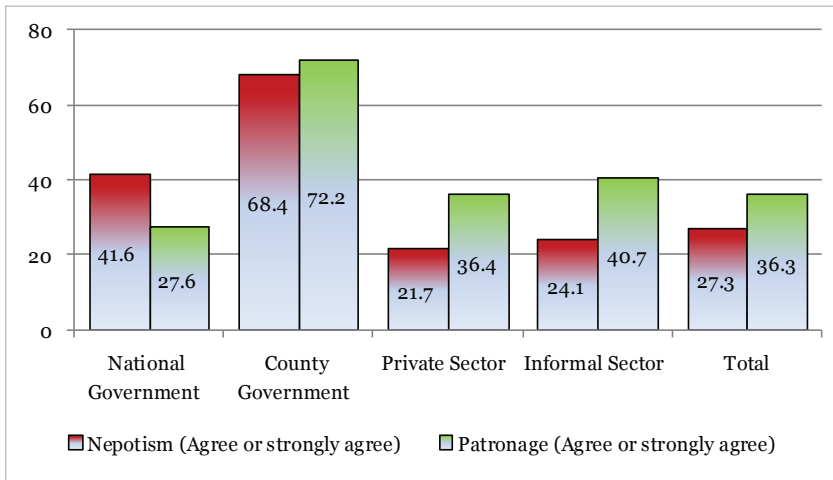
4.5 Inclusiveness, non-discrimination and protection of the marginalized

Inclusiveness, non-discrimination and protection of the marginalized require that diversity is embraced, while shunning nepotism and patronage in public and private sector organizations. Article 27(4) stipulates that a person shall not be discriminated against on the basis of their ethnic, social, religion, culture, conscience dress or language. Article 27(6) calls on the Legislature and other governance structures to deliberately put in place affirmative action policies and programmes that will redress any disadvantaged individuals, communities or regions from past discrimination. Thus, the Constitution prohibits both direct and indirect discrimination, with Article 56 envisaging the application of affirmative action programmes targeting minorities and marginalized groups. These programmes are supposed to ensure

that the marginalized and minorities have access to opportunities in education, employment, economic production, health, among others.

In this respect, the survey assessed employees' agreement with the statement that nepotism was rampant within their organizations. Nearly 42 per cent of those in the National government and 68 per cent in County governments either agreed or strongly agreed that nepotism is rampant within their organizations (Figure 17). This contrasts quite starkly with the formal private sector organizations and the informal sector, where the perceived levels of nepotism were less than 25 per cent.

Figure 17: Agreement that “nepotism is rampant in your organization” and “there is excessive patronage” (%)

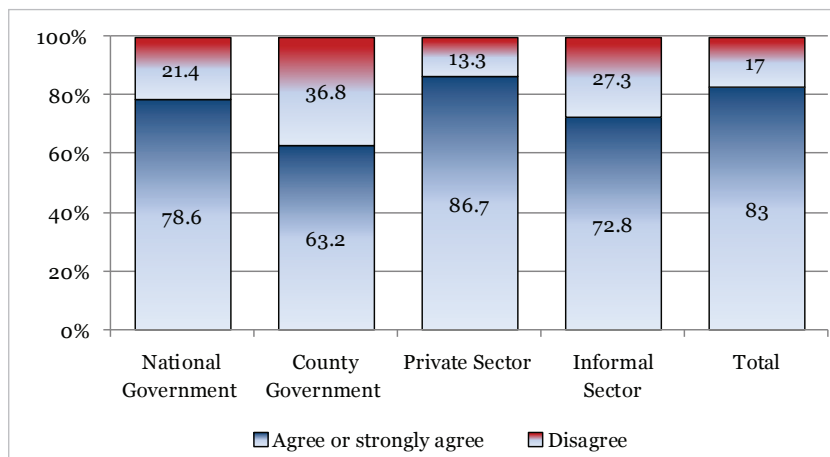


Employees were also asked to evaluate their employers on patronage. Twenty seven (27) per cent of National government employees agreed or strongly agreed that patronage was excessive in their organization, compared to 72 per cent of County government employees. Perceived excess patronage in the private sector stood at 36 per cent, compared to 41 per cent for the informal sector. Overall, the share of respondents perceiving excessive patronage was greater (36%) than the share perceiving nepotism (27%).

The relatively large percentages of respondents agreeing that there is nepotism or excessive patronage within the public sector indicate poor compliance with the national values on integrity, inclusiveness, and non-discrimination and protection of the marginalized. Although there is a large share of employees in the National and County governments who perceive nepotism to be large and patronage excessive, Figure 18 shows

that a significant proportion agree that great efforts are put in place to embrace an ethnically diverse workforce within their organizations.

Figure 18: There are great efforts to embrace an ethnically diverse workforce within organization (%)



4.6 Integrity

Integrity refers to honesty and truthfulness in one’s conduct, and results from a strong will that abhors or detests morally questionable and corrupt behaviour. Transparency and accountability generally refer to openness and availability of full information required, as well as the assumption of responsibility for outcomes.

The *NV&PG Survey* explored respondent perceptions on the honesty of public sector employees, as a good indicator of integrity. Most respondents (55%) are of the opinion that honesty and dishonesty evened out (Table 17). About 23 per cent perceive that most public sector employees are honest, while 22 per cent perceive dishonesty.

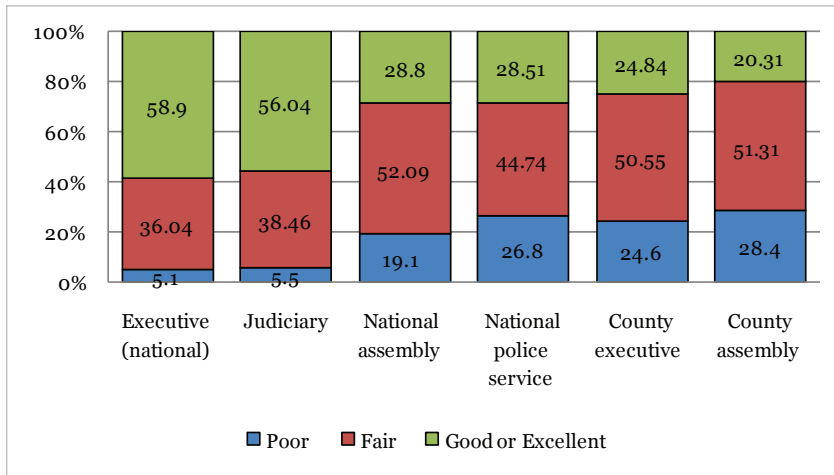
Table 17: Levels of Honesty among Employees in Public Sector Organizations

Indicator	%
Honest	22.4
Average	55.1
Dishonest	22.5
Total	100.0

The survey established that managers and supervisors are highly accountable for their actions. Ninety three (93) per cent of the respondents felt that managers are highly accountable for their actions, whereas 6 per cent felt they were not accountable. This indicates compliance with related values and principles of governance.

The overall score for services rendered by a cluster of selected national level institutions was 55 per cent, which amounts to a ‘fair’ rating on professionalism in the national public service. As Figure 19 shows, the National Executive had the highest share of respondents adjudging it good or excellent (59%), compared to the County Executive (25%). The data shows parity of perceptions for the National Executive and Judiciary.

Figure 19: Rating of services rendered by various national institutions (%), 2015



4.7 Challenges impacting on compliance

Some of the challenges relating to compliance were identified during the FGDs.

i) Weak institutions

There was a perception among respondents that the country has weak institutions, hence compromising establishment and compliance with NV&PG. A commonly cited example is that of the National and County governments, whose officers have been cited in corruption cases despite the introduction of various measures to ensure accountability.

ii) Some laws are weak (or not enforced)

Although the Constitution provides an adequate framework for establishing good institutions and laws, there are loopholes in the creation and application of laws. As an example, FGD respondents pointed out that the Leadership and Integrity Bill in its current form is weak and prone to manipulation.

iii) Inadequate participation of the people

The Government has failed to effect the participation of the people that is deeply entrenched in the Constitution, hence compliance failure. However, the failure to effect participation also undermines the citizens' knowledge of how the National and County governments should, and actually, operate, which would enhance their opportunities for complying with governance provisions.

iv) Weak management of diversity

While the goal of affirmative action is to increase the participation of marginalized groups in decision making, gaps between policy and practice still exist. In many counties in Kenya, women and persons with disabilities (PWDs) are yet to be adequately represented in governance structures, as is stipulated in the Constitution. In other counties, particular ethnic groups disproportionate shares of prime County government positions to the detriment of others. This usually breeds conflict.

Other challenges affecting compliance with NV&PG include:

- Impunity, which has fueled corruption, nepotism, tribalism and patronage;
- Inadequate civic education and the related problem of ignorance by various actors;
- Poverty and illiteracy; and
- Inequitable distribution of resources and historical injustices

There are also instances where the conduct of National and County governments impedes awareness, hence compliance with NV, including lack of political goodwill, insufficient budgetary allocation for awareness campaigns, and lack of cooperation/harmony across the governments.

This chapter has demonstrated weak compliance with NV&PG, despite the existence of relevant institutional frameworks – including laws, which are poorly operationalized.

Enforcement mechanisms, challenges and emerging issues

The NV&PG bind all State organs and institutions in the exercise of the powers conferred on their offices towards the achievement of national development goals. The same NV&PG must also be espoused by the citizenry that interact with such State officers. For example, people participation requires that State officers go to the people to seek their input into proposed activities, but the people must also be willing and be adequately informed to attend forums in which State officers seek their opinions, and be proactive in demanding that State officers offer such forums.

In most traditional African communities, violators of laid down norms and value systems were subjected to sanctions, such as: loss of prestige and ostracization by other community members, such as: ridicule and fines. In contrast, those who conformed to laid down norms and values enjoyed co-operation from other community members, maintained prestige in the group, and received positive rewards, such as praise from within the community.

Conformity to prescribed or accepted values depends initially on individual willingness to do so, failure to which it becomes necessary to institute enforcement mechanisms with attendant sanctions. Conformity by leaders sets an example for others to follow. Unless behaviour is monitored and sanctions are imposed for failure to conform, some members will not comply with such values. For example, supervision of examinations enables disqualification of cheating candidates, which is necessary for stamping out the scourge.

5.1 A case study of existing legal provisions for the enforcement of national values and principles of governance

As already noted, the Kenyan Constitution makers simply selected some among the many values and principles in society, and packaged them as NV&PG. Since the selected values and principles are commonplace ideals of social conduct, some if not all of them, were evident in Kenya's independence Constitution, and various national policies, laws and strategies – including administrative and institutional frameworks – before the current Constitution. For example, corruption – thereby, integrity – has been in the statutes – the Penal Code – since colonial Kenya, and the 1999 legislation of the Kenya Anti-Corruption Authority

(KACC) merely raised its profile. In addition, the specific attention to human rights dates back to the 2001 legislation establishing the KNHCR.

However, the Constitution (2010) provided a five-year period within which to align all existing policies, laws and strategies to its provisions, or create new frameworks as necessary for the realization of its imperatives. This alignment was a key role of the CIC, whose tenure expired in December 2015. In its end term report, CIC notes that, “...much still remains to be done in (the) journey (towards the full implementation of the Constitution).”¹⁷

The frameworks for the full implementation of the Constitution, whose development CIC has been overseeing, (should) provide the means by which to enforce its provisions, including adherence to NV&PG. The rest of this section reviews the frameworks of a random sample of laws and institutions to illustrate that the realization of their mandates will effectively amount to the enforcement of NV&PG.

5.1.1 Ethics and anti-corruption commission act of 2011

This Act creates the Ethics and Anti-corruption Commission (EACC) pursuant to Article 79 of the Constitution. Some of the functions of EACC include:

In relation to State officers:

- i) Develop and promote standards and best practices in integrity and anti-corruption; and
- ii) Develop a code of ethics.
- iii) Investigate and recommend to the Director of Public Prosecutions (DPP), the prosecution of individuals who engage or abet any acts of corruption, economic crimes or violation of codes of ethics or other matters prescribed under the Act or any other law enacted pursuant to Chapter six of the Constitution (on Leadership and Integrity);¹⁸

17 Commission on Implementation of the Constitution-CIC (2015:177). The report for example, notes that at least 65 pieces of legislation still require alignment to the Constitution.

18 The chapter addresses the responsibilities of, and legislation for leadership, and the conduct, financial probity and restricted activities of State officers, among other issues.

- iv) Enforce codes of ethics prescribed for State officers;
- v) Receive complaints on breach of the code of ethics by public officers; and
- vi) Create public awareness on the negative effects of corruption and other forms of economic crimes, among other functions.

These functions relate directly to enforcement of several NV&PG, such as: integrity, openness and transparency. However, EACC has not had adequate political support to enable its implementation of Chapter six, as stipulated under Article 79. EACC does not have prosecutorial powers, and is instead obliged to forward all corruption cases it has investigated to the DPP. Further, the National Assembly denied EACC the powers to conduct lifestyle audits for all public and State officers – a fundamental approach to monitoring unjust earnings. Additionally, EACC's mandate would benefit from an improved devolution of its services to the counties.

Although EACC is often publicly criticized for lack of progress on prosecutions, its mandate actually gives it the responsibility for investigating corruption and economic crimes. Prosecution falls under the DPP's office. Therefore, an assessment of EACC's performance should fairly focus on how well it conducts investigations and the evidence it forwards to the ODPP. The public education function of EACC has also been under criticism. Given the intractability of progress on investigations and prosecutions, the temptation to focus on the easier option of engaging in a multiplicity of outreach activities of unclear impact under the guise of educating the public is high.

There also have been a number of highly publicized attempts to recover proceeds of economic crimes, mainly targeting locally-held assets, including land. There have also been efforts to address the repatriation of assets held in foreign countries. The EACC claims that it has filed several civil suits for the recovery of proceeds of corruption, valued at more than Ksh 15 billion. The Commission declares a large measure of success in the recovery of illegally/irregularly-acquired public land in several parts of the country, including land that belonged to local authorities and other public institutions that had been grabbed or irregularly allocated to private individuals. However, the recovered land is a small proportion of the total of land identified by the Ndung'u Commission.

The anti-corruption legal mandate is also shared across several

pieces of legislation in significant quantities save for the EACC Act. This state of affairs makes the anti-corruption legal environment too complex not only for the public, but also for enforcement agencies and Judiciary. The Anti-Corruption and Economic Crimes Act ought to be amended so as to consolidate the laws relating to anti-corruption agenda. Currently, anti-corruption measures and legal laws are spread in a number of legal statutes creating a conflict of interests during enforcement, and leading to possible conflict of laws.

The EACC simply sets up the institutional framework, and leaves the legal framework to be determined by separate pieces of legislations such as the Leadership and Integrity Act, the Anti-Corruption and Economic Crimes Act as well as the Public Officer Ethics Act among other legislations. The consolidation here may mean the enactment of a new comprehensive and coordinated legal framework.

5.1.2 Public procurement and asset disposal Act of 2015

The Constitution outlines the principles for Public Procurement and Asset Disposal to be: fairness, equity, transparency, competitiveness and cost-effectiveness. Public procurement management frameworks have improved since the enactment of the Public Procurement and Disposal Act in 2015, and subsequent operationalization through the Public Procurement and Disposal Regulations in 2006. The Public Procurement Asset Disposal Act 2015 provides for use of ICT in communicating matters relating to procurement. This is a clear shift from the previous requirement to have procurement communication run through newspapers of national circulation.

These frameworks champion various aspects of integrity, including prudent public finance management and, thereby, sustainable development. However, successive AG's reports document blatant violations of the constitutional principles, such as in the theft and embezzlement of tax payers' funds through public procurement. Such violations occur in the Ministries, Departments and Agencies (MDAs), as well as in the newly launched County governments. As with EACC, the AG has no prosecutorial powers, and merely forwards findings, in this instance, to the Clerk of the National Assembly.

5.1.3 Judges and magistrates vetting act of 2011

The Vetting of Judges and Magistrates Act (2011) which was operationalized on 22nd March 2011 established the autonomous Judges and Magistrates Vetting Board. Section 23(1) of the Sixth Schedule to the Constitution mandated Parliament to enact law establishing mechanisms and procedures for vetting judicial officers who were in office at the promulgation of the Constitution, to determine their suitability to remain in office. In vetting judicial officers, a major yardstick of the board has been integrity and professionalism of official – and indeed, private conduct. While the Board has found some Judges and Magistrates to be unfit for Judiciary service, and have consequently left the service, others appealed against the Board’s decisions and have been reinstated. Section 23(2) of the Sixth Schedule to the Constitution states: “[a] removal, or a process leading to the removal of a Judge from office by virtue of the operation of legislation contemplated under subsection 1 shall not be subject to question in, or review by, any Court.”

The role of the Judiciary in safeguarding and entrenching the rule of law cannot be underestimated. In countries where the Judiciary is not independent or competent, human rights are violated with impunity. Some Judges were declared unfit to hold public office on grounds of bias or perceived bias, and in some cases, undue influence and interference in court processes. The lessons learnt is that no judicial officers, be they Judges or Magistrates, should influence or attempt to influence the judicial process of court nor undertake actions which can be favourable for any of the parties participating in the court process. From the rulings given by the Judges and Magistrates Vetting Board against some Judges found unfit to continue serving, the Government, through the OAG should set up a fund that addresses the historic injustices on Kenyans by rogue members of the Judiciary. Many Kenyans have suffered at the hands of the Judges as well as their judgments. The vetting of Judges and Magistrates played a critical role in ending judicial impunity and misrule. The vetting process inaugurated and put in place Kenya’s national value systems to the Judiciary as espoused in the Constitution.

Judicial accountability is still a big challenge because Kenyans had little knowledge of how the court system works. Public participation in the judicial reform process during the vetting of Judges and Magistrates has been a vital ingredient in restoring public confidence in the Judiciary.

Article 10(2) of the Constitution states that the national values and principles of governance include: participation of the public, integrity, transparency and accountability. Article 35 requires that the State publishes any information it has affecting the nation and that all Kenyans shall have access to this information. Article 159 reaffirms the position that judicial authority is derived from the Kenyan people. The Judiciary thus ought to visibly satisfy Kenyans that it is independent in order to win their support and protection. The Legislature and the Executive must support judicial reforms, failure to which they may jeopardize the gains made.

5.1.4 Leadership and integrity act of 2012

This Act addresses Article 80 of the Constitution in establishing mechanisms for enforcing Chapter Six of the same Constitution. The mechanisms should ensure that State Officers uphold and respect NV&PG and other requirements of the Constitution, while discharging public duty. These include:

- i) National Values and Principles of Governance;
- ii) Rights and fundamental freedoms;
- iii) Responsibilities of leadership and principles governing the conduct of State Officers;
- iv) Educational, moral and ethical requirements for persons seeking elective office;
- v) Objectives of devolution; and
- vi) Values and principles of public service.

The Act is enforced by the EACC and other State agencies, such as: the NPS and National Assembly. Chapter six lists ethical standards and requires State officers to be objective and impartial in ensuring that decisions are not influenced by nepotism, favouritism, other improper motives or corrupt practices. Officers should be selfless while rendering service solely in the interest of the public, and always act in public interest through honesty in the execution of public duties. The Act also provides that “every person has the responsibility of implementing this Act.” However, the Act does not define integrity comprehensively, apart from the legal backing in Chapter six of the Constitution and other bills enacted by Parliament.

The Leadership and Integrity Act failed to capture the aspirations and dreams of Kenyans as expressed in Chapter six of the Constitution. The Commission for the Implementation of the Constitution (CIC) even challenged the constitutionality of the Act as anticipated by Article 80 regarding legislation on leadership and lost the case in court. It argued that the law eventually enacted was not only ineffective in implementing Chapter six of the Constitution, but also contains clauses that are unconstitutional. The law failed to establish a vetting process for persons seeking elective public office, while ensuring that they conform to the requirements of Chapter six and the ethical and moral requirements necessary under Article 99. The Commission was also of the opinion that the law watered down key provisions of the Constitution, in particular Article 77, which deals with gainful employment and Article 73 on responsibilities of leadership. More so, the Act did not provide for a mechanism that would allow the EACC to prosecute cases of breach of Chapter six, where the DPP refuses to prosecute. Thus, the leadership and integrity law should be amended to improve on enforcement mechanisms for Chapter six of the Constitution, especially the vetting and clearance of public officers, stiffer penalties for those who violate Chapter six, and removal or suspension of elected officials from office found to have contravened provisions of Chapter six of the Constitution.

5.1.5 Commission on administrative justice (CAJ)

The Commission on Administrative Justice (CAJ) – the Ombudsman– was established in September 2011 through the enactment of the CAJ Act of 2011, as part of the restructuring of the Kenya National Human Rights and Equality Commission (KNHREC) under Article 59(4) of the Constitution. CAJ handles grievances over misuse of office, corruption, unethical behaviour, breach of integrity, maladministration, delay in provision of necessary services, any form of injustice, discourtesy, incompetence and ineptitude on the part of state officials. The core values of the Ombudsman include: fairness, accountability and diversity. The main functions of the Ombudsman are, but not limited to:

- i) Report on complaints investigated and take remedial action [A.59(2)(j)];
- ii) Inquire into allegations of maladministration, delay, administrative injustice, discourtesy, incompetence,

- misbehaviour, inefficiency or ineptitude within the public service;
- iii) Facilitate the setting up of, and build complaint handling capacity in, the sector of public service, public offices and State organs;
 - iv) Work with different public institutions to promote alternative dispute resolution methods in the resolution of complaints relating to public administration;
 - v) Recommend compensation or other appropriate remedies against persons or bodies to which the Act applies;
 - vi) Provide advisory opinions or proposals on improvement of public administration, including review of legislation, codes of conduct, processes and procedures;
 - vii) Publish periodic reports on the state of administrative justice in Kenya;
 - viii) Promote public awareness of policies and administrative procedures on matters relating to administrative justice;
 - ix) Take appropriate steps, in conjunction with other State organs and Commissions responsible for the protection and promotion of human rights, to facilitate promotion and protection of the fundamental rights and freedoms of the individual in public administration; and
 - x) Work with the KNHCR to ensure efficiency, effectiveness and complementarity in respective activities, and to establish mechanisms for referrals and collaboration.

The CAJ needs capacity building to ensure that it offers its services in all the 47 counties across the country. Its main limitation is that it only deals with cases involving public officers, and not those involving the private sector.

The efficiency in complaint resolution by the CAJ is yet to be tested, but there is great need for the Commission to let Kenyans know not only of its existence, but also its achievements and failures. For example, the Medical Practitioners and Dentists Board is overwhelmed by complaints of unprofessionalism in its ranks and prosecutions for malpractices and even criminal negligence are unheard of. The CAJ needs to look into how it can address this gap and enable citizens get reprieve whenever

cases for professional misconduct are raised. Citizens should learn to forcefully complain and to whom with diligence and persistence. This might make Kenya a better country.

5.1.6 Parliamentary committees

There is a link between the committees of Parliament and public participation is Article 94 of the Constitution, which states that: “legislative authority of the Republic is derived from the people.” Two prominent committees in Kenya’s Parliament are: Public Accounts Committee (PAC) and the Public Investments Committee (PIC). The two committees review the reports on the public audit of government spending, thereby promoting openness, transparency and accountability, and by extension, sustainable development. Parliament has a number of sectoral committees with a broader mandate than PAC and PIC, in that they review policy, legislative and spending proposals, and thereby promote openness, transparency and accountability. County Assemblies too have similar committees to regulate and check on the conduct of the County Executive.

The sector committees in the Legislature at the national and county level have a greater capacity to realize adherence to NV&PG than PAC and PIC. This is because the sector committees intervene at the development stage of policy, legislation and budgets, and can block proposals violating NV&PG entirely, or have them revised to conform to the NV&PG. The PAC and PIC highlight violations of NV&PG based on AG’s reports, summon Accounting Officers to explain such violations, and recommend remedial actions which, however, they have no capacity to enforce. Indeed, PAC members have been accused of accepting bribes and engaging in other unethical conduct, contrary to their mandate.

5.1.7 Political parties act of 2011

Section 7(2)(e) of the Political Parties Act (2011) compels the Registrar of Political Parties to only give full registration to a political party whose governing body has met the requirements of Chapter six of the Constitution. At Article 1, the Political Parties obligates all registered political parties to subscribe to, and observe the code of conduct in pursuant of Articles 91 and 92 of the Constitution, and section 8 of the Act. Political parties are required to recruit no fewer than 1,000

members who are registered voters in more than half of the 47 counties. They are also required to promote the participation of women, youth, and PWDs in their structures and political processes.

Some of the key highlights of the Political Parties Act now amended include the following:

- **Registration of political parties**

The Act provides that parties submit applications for registration to the Registrar of Political Parties (RPP) in writing. To qualify for registration, a party ought to have not less than 1,000 members whose membership should be drawn from at least 24 counties in the country.

- **Membership and composition of governing body**

The Act requires political parties to be sensitive to gender, representation of special interest groups and national diversity. Hence, the governing body of any political party should not consist of more than two thirds of persons of same gender.

- **Conduct of governing bodies**

The Political Parties Act requires political party leadership to conduct themselves in line with Chapter six of the Constitution of Kenya. Officials of political parties ought to exemplify high integrity.

- **Activities of political parties**

Political parties are allowed to acquire and dispose property, sue or be sued and perform acts as corporate bodies would under the law. Freedom of Assembly is guaranteed for political parties to publicize their manifestos across the country and recruit new members. State security is also guaranteed for all parties in order for them to carry out their activities across the country.

- **Financial disclosure and reporting**

This Act provides a mechanism for holding parties to account for their finances. The law requires that within 60 days of receiving registration certificate, political parties ought to submit to the Registrar of Political Parties a declaration of their sources of funds and assets owned.

These measures would promote various NV&PG, such as: the rule of law, democratic participation, social justice, inclusion and non-

discrimination, among others. However, these frameworks have yet to instill discipline in political parties, which continue to violate the law with impunity, especially with regard to the constitutional requirements on representation designed to redress historical marginalization of women and other minority groups. Also the Office of the Registrar of Political Parties lacks the capacity to investigate beyond who political parties have declared as their members, and what has been declared as assets and sources of funds.

5.1.8 Office of registrar of political parties

The Political Parties Act establishes the office of the Registrar of Political Parties (RPP), the Principal Officer in charge of regulating political parties. The Registrar is empowered by law to deregister any party that violates the Constitution and the Code of Conduct for political parties. Meanwhile, most political parties' nominations are marred by electoral fraud and violence, which disproportionately targets women. However, RPP is yet to sanction any political party or individuals who engage in criminal activities during party elections and nominations, which undermines participation, democracy and inclusion. When the RPP puts in place mechanisms for the public to verify their membership status in political parties, many people discovered they had been included as party members without their knowledge or consent. The RPP never took any action against the offending political parties. This shows that the office is unwilling to enforce the Political Parties Act.

The current office holder has been acting for since the enactment of the Political Parties Act in 2011. The Political Parties Act provided for a transition to the new legal requirement, but the post of the Registrar was to be filled in accordance with the law without further delay.

Political parties have continued to behave and operate and have rapidly become instruments for polarization. They have continued to draw membership on an ethnic basis and widen existing divisions. The promise to promote national unity and cohesion made during the campaigns for 2013 election has remained an empty slogan, with little to show on the ground. Political parties have also failed to promote a culture of internal democracy, accountability and good governance. Although the law requires them to foster internal democracy through fair and credible elections, there has been an increase in internal party conflicts within the political parties. The office of RPP has been reluctant to enforce the political part act 2011

5.1.9 Independent electoral and boundaries commission (IEBC)

Article 88 of the Constitution establishes IEBC as the independent body responsible for conducting and supervising referenda and elections of any elective body or office established by the Constitution, and any other elections as prescribed by law. The IEBC's handling of the procurement of biometric voter registration (BVR) kits and its unwillingness to enforce rules on political parties during their registration, and the two-thirds gender rule on political nomination lists before an election, somehow erodes its reputation as an enforcer of NV&PG.

The power to hear and determine complaints relating to nominations is donated to IEBC by Article 88(4) (e) of the Constitution. During the political parties nomination exercise in 2013, IEBC handled over 600 cases involving nomination disputes among members of different political parties.

IEBC has not proven to be a robust and effective electoral institution capable of promoting credible elections on a continuous and sustainable basis. After presiding over the 2013 General Elections and the evidence of irregularities that ensued, it is difficult to find IEBC as effective, efficient and credible. In fact, all Commissioners who were in office during the 2013 elections have been removed from office after street protests because of their perceived incompetence and allegations of bribery within their rank.

IEBC embraced ICT in the 2013 electoral process. This entailed use of BVR kits in registration, Electronic Voter Identification (EVID) and Results Transmission Service (RTS). The system failed on elections day and the manual system was resorted to. IEBC has since been faulted for flouting the procurement process in tendering and acquiring BVR kits for conducting the 2013 General Elections.

IEBC has already launched the 2017 elections operational timelines. However, it is worrying that the Commission is preparing the country for another competitive election with a limping integrity question. Although, the "chicken gate scandal" has already secured convictions in the United Kingdom; in Kenya, cases linked to the scandal, especially with former IEBC officials, have gone mute. Public perception makes or breaks their belief in democracy, and this is key to the institutional integrity of the Commission.

5.1.10 Kenya national commission on human rights (KNCHR)

Established under Article 59 of the Constitution, KNCHR is an autonomous national institution, with the core mandate of furthering the promotion and protection of human rights in Kenya. The core values of KNCHR are: **independence**, integrity, **accessibility**, **inclusiveness** and impartiality. However, KNCHR has not adequately championed the promotion of NV&PG, since in many instances, it has remained silent when public officers violate the rights of citizens and abuse their offices.

Finally, the Constitution, and policies and legislation arising have established various public agencies whose mandates are critical for enforcing NV&PG, the Independent Policing Oversight Authority (IPOA), National Committee on the Administration of Justice, National Police Service Commission (NPSC), and National Gender and Equality Commission (NGEC), among others. The establishment of these institutions is evidence of a significant forward leap in strengthening the institutional structures for accountability and in entrenching good governance in the country at all levels of government. It was not meant to give citizens the freedom to violate the law or dis-empower police officers. KNCHR has also not reacted appropriately in defense of legal authority, such as when citizens have attacked police officers. KNCHR ought to be at the forefront in championing NV&PG. Article 27(4) stipulates that a person shall not be discriminated against on the basis of their ethnic, social, religion, culture, conscience dress or language.

5.2 Effective checks and balances on the exercise of authority

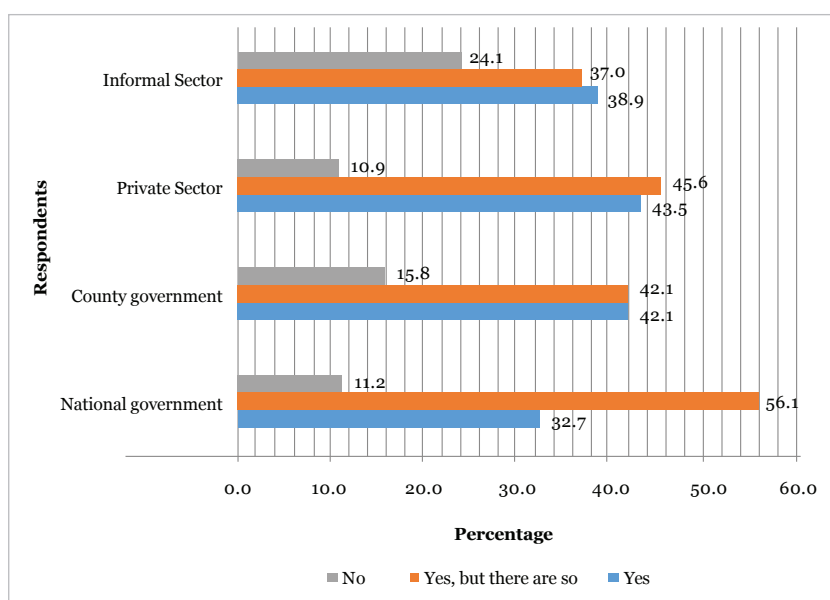
Sanctions are either positive or negative, and can be useful companions in the endeavour to enforce NV&PG. Positive sanctions are essentially pleasant or rewarding, such as: praise, promotions at work, honorary State awards and naming public facilities after virtuous individuals, among others. Negative sanctions are unpleasant: they inflict pain and/or cause suffering. Negative sanctions range from disapproval of one's conduct to fines, banishments or jail terms.

Sanctions may also be formal or informal. Informal sanctions are illustrated by the influence that customs, morals and public opinion bear on the conduct of individual or groups. Formal sanctions are carried out by legally established agencies, such as: the courts, police and correctional centres (jails), among others. In order to enhance

compliance of actors, be they individuals or institutions, with given conditionality, such as NV&PG, it is important that proper sanctions be instituted and enforced without fear or favour.

The survey for this report inquired into respondents' perceptions on the effectiveness of checks and balances imposed on the authority of the National Executive. As Figure 20 shows, even though the perceptions varied widely across employment sectors, checks and balances are flawed. Of the respondents in the National Executive, 33 per cent found the checks and balances to be effective, while the rest either did not find them effective (11%), or said they had loopholes (56%). Interestingly, a greater share of private sector respondents found the checks and balances to be effective (44%), compared to National Executive respondents (33%). The informal sector had the greatest share declaring the checks and balances ineffective (24%).

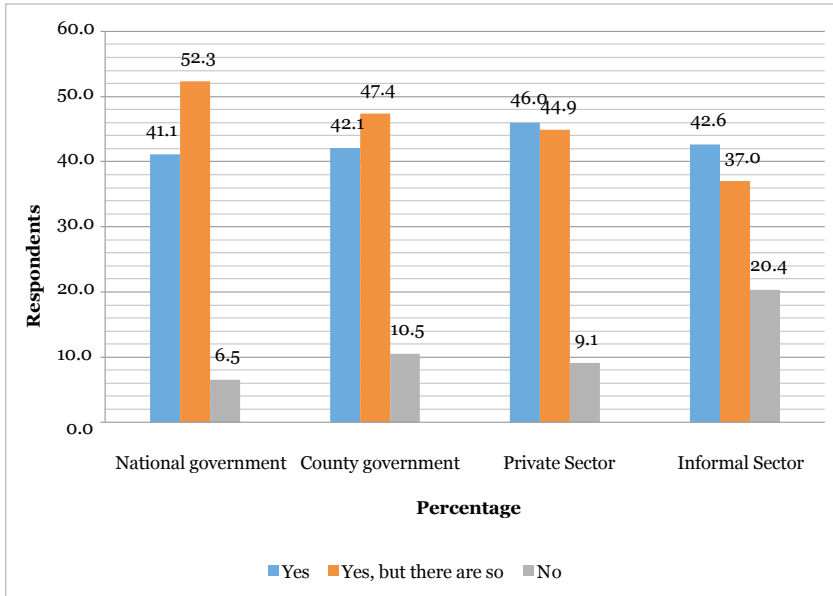
Figure 20: Effectiveness of checks and balances on the national executive authority (%)



The Judiciary is one of the institutions that is critical in enhancing enforcement through the use of negative sanctions. The perception across institutional respondents is that checks and balances against judicial authority are more effective than against the National Executive (Figure 21). For example, at least 40 per cent of the respondents across all the employment sectors reported effectiveness. Additionally, only in

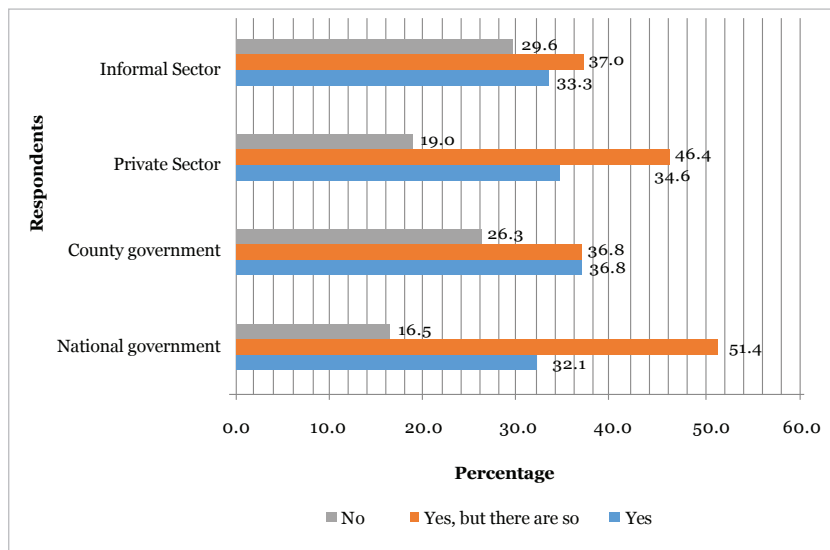
the informal sector did outright ineffectiveness stand above 10 per cent. As with the National Executive, many respondents declared that serious flaws undermined the effectiveness of Judiciary’s checks and balances. Respondents from the National government accounted for the highest share declaring flaws (52%), closely followed by County government respondents (47%), private sector (45%) and informal sector (37%).

Figure 21: Effectiveness of checks and balances in the exercise of judicial authority



When institutional respondents were asked whether Parliament had an effective system of checks and balances in the exercise of authority, 32 per cent of respondents at National Government level said yes, compared to 37 per cent at County government level, 35 per cent from the private sector and 33 per cent of the respondents from the informal sector (Figure 22). As seen in the Figure, 51 per cent of the respondents at National government level said that parliamentary checks and balances were effective but with serious flaws, compared to 37 per cent of County government respondents, 46 per cent of private sector respondents and 37 per cent of informal sector respondents. The respondents declaring outright ineffectiveness ranged between the National Government’s 17 per cent and the informal sector’s 30 per cent.

Figure 22: Effectiveness of checks and balances on the exercise of authority by parliament (%)



5.3 Accountability

The concept of accountability entails answerability and responsibility over one’s actions. Under answerability, government and public officers are mandated by the Constitution to be answerable to citizens in public affairs. Under enforcement, the institutions responsible for ensuring that there is accountability in public finances and conduct include: OCOB, Commission for Revenue Allocation (CRA), Public Procurement Oversight Authority (PPOA), Criminal Investigation Department (CID), and PAC and PIC. These institutions have the mandate to work closely with the Judiciary and other government agencies to sanction any offending individuals or groups. The Judiciary also plays a critical role in making sure that those officers involved in corruption, both at national and county level, account for their actions.

As far as accountability in organizations is concerned (institutional questionnaire), the survey established that managers and supervisors in organizations are highly accountable for their actions (93%), while at work (Table 18). This means that enforcement of NV&PG is bearing fruits as those with responsibilities are held accountable for their actions at work.

Table 18: Managers held accountable for their actions at work (%)

	Percentage
Yes	93.3
No	6.4
Total	99.7

Other institutions such as Parliament, County Assemblies, NPS, OCOB, and AG, among others, were created by the Constitution to ensure that there is accountability at all levels of government. When respondents at various institutions were asked if they believe there were sufficient mechanisms and institutions in place for ensuring accountability to the electorate in between elections, the responses varied as reflected in Table 19. Those at the County government had the highest rate of confidence (47%) in the mechanisms and institutions in place for assuring the National Executive is accountable to the electorate in between elections, compared to 40 per cent at the National government, 43 per cent for the private sector, and 44 per cent for the informal sector. The informal sector had the highest share of respondents (22%) believing the mechanisms were inadequate.

Table 19: Belief in mechanisms to ensure accountability by the national executive to the electorate (%)

	National Government	County Government	Private Sector	Informal Sector	Total
Yes	39.8	47.4	42.6	44.4	42.4
Yes, but...	40.7	36.8	41.3	33.3	40.3
No	19.4	15.8	16.0	22.2	17.3
Total (n)	108	19	387	54	568

Article 135 of the Constitution compels the Presidency to ensure that all the President's decisions are in writing and bear the seal and signature of the President as one mechanism for ensuring that the Executive is accountable to the citizenry. This provision protects against executive impunity that has condoned violation of human rights and economic crimes.

When institutional respondents were asked about the sufficiency of mechanisms and institutions for ensuring Judiciary accountability to the electorate in between elections, the responses were as seen in Table 20. About 46 per cent of respondents from the National government

agreed on the sufficiency of mechanisms and institutions, compared to 42 per cent for County governments, 44 per cent for the Private sector and 39 per cent for the informal sector.

Table 20: Belief in mechanisms to ensure accountability by the judiciary to the electorate (%)

	National Government	County Government	Private Sector	Informal Sector	Total
Yes	45.5	42.1	44.1	38.9	43.8
Yes, but...	39.1	26.3	40.2	37.0	39.2
No	15.5	31.6	15.8	24.1	17.0
Total (n)	110	19	381	54	564

The private sector had the highest share of respondents (40%) who agreed on the sufficiency of mechanisms and institutions regarding the Judiciary, but found them with some serious flaws, which was the case with 39 per cent of National government respondents, informal sector (37%), and 26 per cent of County government respondents. The County government had the highest share of respondents at 32 per cent who found insufficient mechanisms and institutions regarding the Judiciary, while the National government had the least share (16%).

5.4 Non-Discrimination

The Constitution compels all public office holders to be objective and impartial in their decision making so as to bring honour and dignity to those offices. Article 233(1) establishes the PSC among whose aim is the instillation of professionalism, work ethic and accountability in government operations. PSC is also mandated to provide the public with accurate information in a transparent and accountable way, thereby entrenching good governance. Article 28 states that each citizen has an inherent dignity that should be respected and protected at all times. Article 27 bars discrimination along gender lines when it states that women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres. Further, Article 41 outlaws discrimination at work place, with every citizen having a right to fair labour practices, including the right to fair remuneration and reasonable working conditions.

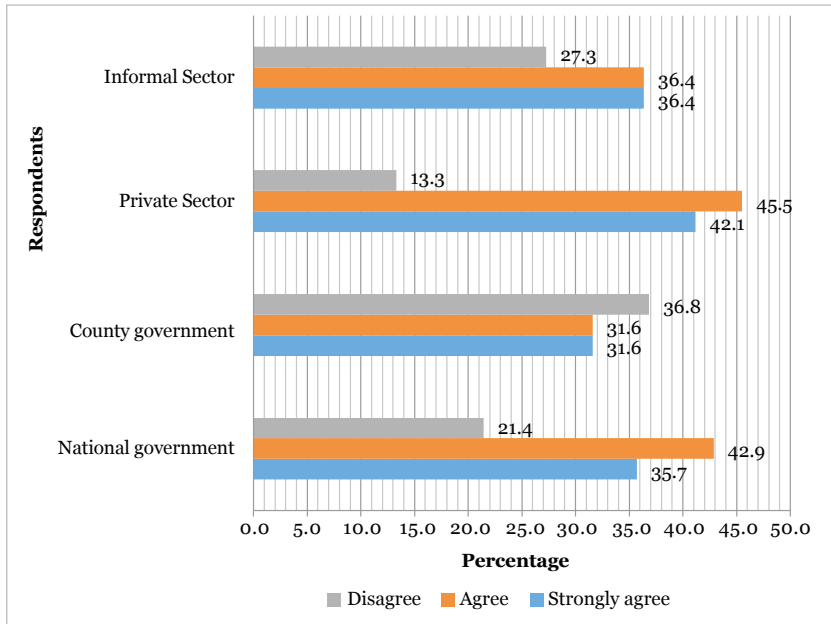
Article 27(4) stipulates that a person shall not be discriminated against on the basis of their ethnic, social, religion, culture, conscience

dress or language. Article 27(6) calls on the Legislature and other governance structures to put in place affirmative action policies and programmes that will redress any disadvantaged individuals, communities or regions from past discrimination. Thus, both direct and indirect discrimination are prohibited by the Constitution. Article 56 of the Constitution also envisages the application of affirmative action programmes targeting minorities and marginalized groups. These programmes are supposed to ensure that the marginalized and minority have access to opportunities in education, employment, economic production, and health care, among other aspects of society. However, while the goal of affirmative action is to increase the participation of marginalized groups in decision making, gaps still exist between policy and practice.

Respondents were asked if nepotism is rampant within their organizations at the various levels, and their responses varied (Figure 23). They were also asked whether patronage was prevalent within their institutions, and their responses are as shown in Figure 23. From the figure, it is evident that enforcement mechanisms in County governments need to be stepped up given that they reported the highest rates of patronage and nepotism.

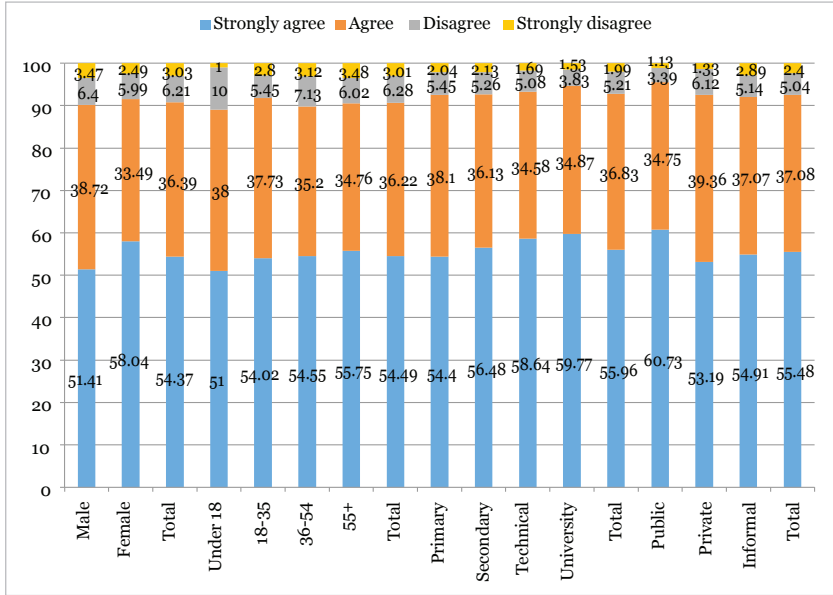
The Government has put in place various mechanisms to ensure that there is zero discrimination. When respondents were asked if great efforts have been put in place to embrace cultural/ethnic diversity within their organizations, 36 per cent of National government respondents strongly agreed compared to 32 per cent of those from County governments (Figure 23). The scores were 41 per cent for the private sector and 36 per cent for the informal sector. Disagreement on efforts for cultural diversity stood at 37 per cent for County governments (the highest across the groups), while the lowest disagreement rate was 13 per cent for the private sector.

Figure 23: Efforts in place to embrace cultural diversity within organizations (%)



The effective enforcement of NV&PG requires that State officers and the public that they serve are familiar with the concepts and their meaning. The survey established that 51 per cent of male respondents strongly agreed that disciplined upbringing fosters integrity development, compared to 58 per cent of the female respondents (Figure 24). An additional 39 per cent of the male respondents simply agreed with disciplined upbringing fostering integrity, compared to 33.5 per cent of the female respondents. These findings suggest that female respondents view the family unit as a base for integrity development slightly more than males do.

Figure 24: Disciplined upbringing fosters integrity development



Among the important institutions in upholding NV&PG is the Judiciary, which interprets the Constitution and the laws arising to ensure that the legality and legitimacy of the conduct of citizens, State officers, and the non-government sector.

Focus Group Discussions (FGDs) respondents across the country shared illuminative views on enforcement mechanisms. One overriding view was that enforcement mechanisms that promote NV&PG are not effective. Corruption and impunity were cited as significantly undermining justice as well as accountability. Consequently, the rich and influential members of society benefitted from the system by perverting justice. Participants also cited lack of penalties for violations as a major factor undermining enforcement.

5.5 Key findings on enforcement mechanisms of national values and principles of governance in counties

This survey highlights the following as key findings:

5.5.1 Weak institutions

The country still has weak institutions, hence making it hard for NV&PG

to be established. For example, despite the National and County governments introducing various measures to ensure accountability, respondents felt that some Public officers still mismanage public resources through misplaced priorities and the general lack of transparency and accountability in the public finance management system.

5.5.2 Corruption in public sector

Majority of respondents across the counties expressed concern over rampant corruption, which was manifest in the award of tenders, nepotism, tribalism and misplaced expenditures. It emerged that the Leadership and Integrity Bill is perceived as weak in its current form. The weaknesses included: its failure to directly address vetting of political candidates and declaration of wealth to minimize the risks of embezzlement of public funds.

5.5.3 Weak citizen participation in county decision making

The Constitution mandates both the National and County governments to ensure that there is public participation in Government, particularly within the devolved structure. As an example, citizens are supposed to participate in budget making process for the County and National governments. Most participants during the FGDs felt that the governments have not involved citizens effectively.

5.5.4 Exclusion within counties

Devolution was partly meant to address problems of historical marginalization and promote inclusion in Kenya. Despite the reference of the County Governments Act (No. 17) of 2012 on the need for County Assembly and Executive representation to reflect the cultural diversity within the county and protect minorities, numerous FGD sessions decried the widespread evidence of discrimination and outright hostility against those perceived to be 'outsiders' within some Counties. Ethnic tension created by the competition for resources and opportunities was a major issue within counties.

Key informants pointed at cases of tribalism and nepotism, resulting in inclusion of only one community in governance structures. Yet, in

other cases, special interest groups such as the youth and women were excluded in key positions.

5.6 Recommendation

There is a need for Parliament to enact a law that provides a clear framework for enforcing Chapter six of the Constitution. This can include: vetting and removal of errant elected leaders.

Presidential reports impact: measures taken and progress achieved in the realization of national values and principles of governance

Article 132 (1)(c)(i) requires the President to: “report, in an address to the nation, on all the measures taken and the progress achieved in the realization of the national values, referred to in Article 10.” To that effect, Article 234 (2) (h) mandates the PSC to: “evaluate and report to the President and Parliament on the extent to which the values and principles mentioned in Articles 10 and 232 are complied with in the public service.” In fulfillment of these constitutional imperatives, the President has to date issued four such reports (2013, 2014, 2015 and 2016) as noted in section 2.3 of this report. Item 5 of the TOR for this report required attention to: “the impact of the 2013 Report on Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance.”

While the TOR asks specifically about actions arising from the *2013 President’s Report*, it is also useful in 2016 to review the impact of at least the 2014 one. As Table 21 shows, some of the issues arising from the two reports were specific to each year, while others were common for the two years. Various government (and non-government) agencies have reviewed issues related to NV&PG, and it would be useful to compile a compendium of findings, especially because they often vary depending on the methodology used in evaluation.¹⁹ However, the current analysis focuses primarily on PSC’s reports, since the agency has a constitutional mandate on the matter.

19 For example, NCIC has developed national and county level cohesion indices, while OCOB has studied the management of county revenues. The AG regularly reviews integrity in public finance management, while the Transition Authority (TA) and CRA have studied the transition to devolution.

Table 21: Recommendations from the president’s reports on national values and principles of governance

2013	2014
<ul style="list-style-type: none"> • Fully implement the Constitution • Undertake a forensic audit of all policies and legislation for compliance with national values and principles of governance • Conduct a baseline survey on national values and principles of governance • Integrate national values and principles of governance in education curricula • Entrench the imperatives of national values and principles of governance in (public sector) performance contracting 	<ul style="list-style-type: none"> • Heighten public awareness on devolution • Adopt a coordinated approach to values and principles that foster strong institutional capacity in the realm • Generate trust on values and governance so that people are confident to report abuse • Adopt a multi-sectoral approach to values and principles, which has greater potential for social transformation • Ensure inclusion of the marginalized • Fight corruption • Develop a national security strategy
Both 2013 and 2014 reports	
<ul style="list-style-type: none"> • Undertake civic education on the Constitution, specifically on national values and principles of governance, in government institutions and among the public • Fast-track the integration of values and principles into other governance frameworks 	

Before moving to PSC’s evaluation framework, a few remarks are appropriate on the issues identified in Table 21. For the 2013, various aspects of the Constitution are yet to be implemented as evident; for example, in outstanding legislation mandated by the Constitution’s Fifth Schedule (Article 261 (6)),²⁰ and outstanding functions of the defunct TA, superseded by the Intergovernmental Relations Technical Committee. Indeed, debates in late 2015 on a two-year extension of the life of the CIC was evidence of outstanding work to align all policies, laws and strategies with the Constitution, with Commission noting that the AG had in instances ignored its inputs into aligning legislation to the Constitution.²¹ On a baseline survey on NV&PG, this report is the product of that very exercise. Extensive reforms have occurred to

20 See CIC (2015), End Term Report, Dec., Nairobi.

21 See CIC (2015: 168-9), In the event, CIC’s term ended as scheduled in December 2015. Its outstanding work is redirected to the Kenya Law Reform Commission.

align education curricula to the Constitution,²² and guidelines issued for the integration of NV&PG into performance contracting,²³ hitherto monitored by CIC.

For the 2014 President's report, despite the extensive work on civic education on the Constitution and its implications, the evaluation by CIC and PSC highlights the need for enhanced civic education for improved public participation in governance.²⁴ CIC and PSC encourage the standardization of instruments for civic education for improved people participation and the continuing institutionalization of NV&PG. On security strategies, much has been done, such as integrating the public security agencies at the National and County levels under a central command, but persisting insecurity events suggest lapses and/or inadequacies arising from weak coordination of resources, corruption and a weak understanding of threats and their implications.²⁵

In March 2015, the government took the unprecedented step of publicly announcing the names of State officers implicated in corrupt dealings, consequently requiring them to step aside, paving way for investigations.²⁶ However, the initiative promptly faced challenges due to the suspension of three top officials of the EACC, who resigned rather than face a tribunal. Since then, the President has instituted far-reaching

22 See Kaimenyi, J. (2015), *Reforms in the Education Sector in Kenya*, Public Lecture Delivered by the Cabinet Secretary, Ministry of Education, Science and Technology, Kenya, Feb. 24, Available at http://www.education.go.ke/home/images/cs_speeches/Education%20Reforms%20in%20Kenya.pdf, Accessed on 20-11-2015.

23 See The Presidency/Ministry of Devolution and Planning (2015), *Guidelines for Implementing the 12th cycle (FY 2015/16) Performance Contracts*, June 5, Available at <http://www.devolutionplanning.go.ke/wp-content/uploads/2015/04/200001.pdf>, Accessed on 20-11-2015.

24 See for example, The Institute of Social Accountability's Draft Public Participation Bill 2014, at http://www.tisa.or.ke/images/uploads/county_public_participation_bill_%281%29_%281%29.pdf, The Kenya Law Reform Commission has also developed the Draft County Model Law on Public Participation.

25 For example, see Kabongah, J. (2014), *Security Sector Reform in Kenya: The Association for Security Sector Reform Education and Training*, Available at http://www.asset-ssr.org/blog_details.php?recNo=26, Accessed on 10-11-2015; See KNHCR (2014), "Are we Under Siege? The State OF Security in Kenya," Occasional Paper (2010-2014), Available at <http://www.undp.org/content/dam/kenya/docs/Democratic%20Governance/State%20of%20Security%20in%20Kenya%20Occasional%20Report.pdf>; See McGregor, A. (2015), "After Garissa: Kenya Revises its Security Strategy to Counter al-Shabaab's Shifting Tactics," *Terrorism Monitor*, Vol. 13, Iss. 8.

26 See Business Daily (2015), Senate Reveals the Secrets of EACC 'List of Shame Report, March 31, Available at BDAfrica.com

measures to fight the vice, partially based on the recommendations of the *Task Force on the Review of the Legal, Policy and Institutional Framework for Fighting Corruption in Kenya*,²⁷ as well as inputs from leading players in the private sector.²⁸ Additionally, January 2016 saw new EACC commissioners sworn in, which should enhance capacity to expedite anti-corruption measures, especially if suggestions materialize to give prosecutorial powers to the agency.²⁹

6.1 PSC 2013 report on national values and principles of governance

Turning to PSC's 2013 report on implementation of NV&PG,³⁰ the approach adopted was to review performance across ten themes. The institutional coverage extended to 168 Ministries, Departments and Agencies (MDAs); including 9 Ministries, 5 Independent Commissions, 16 Departments, and 138 Commercial and Non-Commercial State Corporations.

- i) ***Good governance, transparency and accountability:*** Concern focused on MDAs had: organization structures and succession management; management policies; governance of State Corporations; procurement practices; accountability; anti-corruption measures; and transparency. Overall, the PSC found MDAs compliance to be “fairly good”, the exceptional area being accountability, in contrast to the AG’s finding that public finance management is “far from ideal”. A major problem for State Corporations was that several of them had no statutory management boards. The report lamented the non-viability of prosecution as an anti-corruption strategy, given the acquittal of 77 per cent of corruption cases. The evaluation

27 See GoK (2015a), *National Call to Action Against Corruption*, Statement by His Excellency Hon. Uhuru Kenyatta, C.G.H., President and Commander in Chief of the Defense Forces of the Republic of Kenya,, Nairobi, Nov. 23. Available at <http://www.president.go.ke/2015/11/23/statement-by-his-excellency-hon-uhuru-kenyatta-c-g-h-president-and-commander-in-chief-of-the-defence-forces-of-the-republic-of-kenya-on-a-national-call-to-action-against-corruption-state-house>, Accessed on 02-12-2015.

28 See GoK (2015b), *We Have Opened a New Chapter in War against Graft*, President Kenyatta Says. Available at <http://www.president.go.ke/2015/11/23/we-have-opened-a-new-chapter-in-war-against-graft-president-kenyatta-says>, Accessed on 02-12-2015.

29 The persisting argument by the various mutations of Kenya’s anti-corruption agency has been that the lack of prosecutorial powers hampers effectiveness.

30 Republic of Kenya (2014).

recommended universal staff appraisal alongside civic education on staff roles and obligations, which could improve attitudes to public finance management accountability.

- ii) **Professionalism and ethics in the Public Service:** The assessment indicators included: code of conduct and ethics for officers in the public service; training for professionalism; membership to professional bodies; and declaration of income, assets and liabilities. For all the indicators, the lowest compliance rate was 75 per cent, and the peak score was 95 per cent for declaration of incomes, assets and liabilities. However, the report laments the focus of training is only on the more senior officers, and recommends greater membership of international and peer organizations. It also recommends training for all levels of personnel, and the integration of ethics in education curricula.
- iii) **Provisioning for diversity in recruitment, promotions, training and opportunities for persons from marginalized communities and people with disabilities (PWDs):** The four indicators used included: the existence of gender representation and diversity management policies, and the actual representation of ethnicities and PWDs in the public service. Nearly half of the MDAs augmented PSC guidelines on these issues with their own frameworks, yet 5 ethnic groups were over-represented in public employment compared to their share of the population, while another 5 were severely under-represented. However, the 2013/14 data reflected an improvement in representation, and the significance of qualifications for employment means that some ethnic groups might have no candidates. However, the report also noted the need to improve databases on diversity, especially relating to gender and PWDs, which is the focus of an on-going nation-wide study commissioned by the NGEC.
- iv) Under the related criterion of **fair competition and merit in appointments and promotions**, the evaluation found that the human resources policies of 84 per cent of the MDAs were aligned to the Constitution, and vacancies were duly advertised in the media.
- v) **Efficiency, effectiveness and economic use of resources:** Over 4 out of 5 MDAs' budgets were aligned to

their strategic plans and performance contracts. While the evaluation resisted a blanket assessment of budget absorption rates because of disparate databases, absorption of the development budget was a mere 52 per cent compared to 87 per cent for the recurrent budget, which undermines project implementation, including Vision 2030 flagship projects.

On allocative efficiency, two-thirds of Ministries and State Departments had complied with the development/recurrent 30/70 structure of their budgets, but 60 per cent of State Corporations fell short. While 91 per cent of Ministries and State Departments complied with 40:60 personnel emoluments to the rest of the budget ration, only 59 per cent of State Corporations met the criteria. An audit of self-reported compliance with performance contracts found attainments to be over-estimated. The report recommends the establishment of a common framework across MDAs for assessing resource management.

- vi) **Sustainable development:** The deficit as a percentage of GDP grew marginally in the economic dimension, and the report noted the need for a better understanding of the likely impacts of growth in the national debt. Analysis of the social dimension reflected a fair distribution of investments across sectors, while there was also adherence to sound environmental management standards.
- vii) **Responsive, prompt, impartial and equitable services:** Five indicators were used and reflected a “positive progression towards compliance” with ICT-based service delivery, most notably the highly innovative *Huduma* Centres. The conduct of service satisfaction surveys was entrenched. Public participation in policy guidelines and in stakeholder forums were the indicators gauging **participation in policy making and implementation**. On participation, the Kenya Law Reform Commission had developed a draft model law for use by County governments. Several Ministries, Departments and Corporations had developed their own participation policies, while some held public forums for policy formulation and implementation. Further, investment in IT use in government is recommended, alongside the conduct of more standardized customer surveys.

- viii) Data from the KNHCR enabled assessment of the **upholding of human rights in the public service**, with violations found to be low, while redress is “fairly good”. Curiously, the reports did not take into account critical data from other statutory bodies such as the CAJ and the NGEK.
- xi) **Devolution and sharing of power:** This was based on the extent of transfer of devolved functions, resources, capacity building and technical support for county public service. The review found significant progress has been made in operationalizing the principle. However, other studies seem to better rationalize the status of devolution, such as: the periodic reports of OCOB, AG and CIC.

6.2 PSC 2014/15 report on public service compliance with NV&PG³¹

The 2014/15 report was better covering 256 MDAs compared to the 168 of the previous year, but the thematic areas of evaluation remained the same. The exercise involved 4 internal evaluators and 7 external ones led by a public servant, a composition that could raise concerns over objectivity. The study found that unlike the previous year, various instruments had been established with which to improve compliance of NV&PG. Among these were the Public Service Values Act, Fair Administrative Action Act, Leadership and Integrity Act, and the Public Service Code of Ethics and Conduct.

- i) **Diversity management:** The evaluation found that 55 per cent of MDAs had promulgated relevant policies, compared to 45 per cent during the previous exercise. However, employment of PWDs had declined from 1 per cent of the service to 0.8 per cent; well below the Constitutional threshold of 5 per cent. This called for an enforcement mechanism. Minorities and marginalized groups constituted a mere 2 per cent of the workforce, while the women’s share remained a constant 36 per cent. Women primarily occupied the lower and middle employment cadres, but they dominated Job Group U and above (56%) in the Constitutional Commission and Independent Offices (CC/IO). Inequity persisted in the ethnic distribution of public jobs compared to ethnic shares of the national populations: 11 out of 49 ethnic groups (22%)

31 Republic of Kenya (2015),

were over-represented, 24 (49%) were under-represented, meaning that only 14 (29%) were fairly represented. PSC recommended “deliberate corrective hiring policies” along the lines recommended by the *Human Resource Policy and Procedures Manual*, which might also address gender imbalances.

- ii) ***Efficiency and effectiveness:*** This examined strategic planning, ISO certification, performance contracting, and observance of budget ceilings, which were overall found to be “average or below average”. Performance contracting had dropped 32 percentage points to 57 per cent, while ISO certification stood at 59 per cent. As for Commercial State Corporations, only 53 per cent made profits, 50 per cent of the Non-Commercial Corporations ran a budget deficit, while only 5 per cent balanced their budgets. Six out of every 10 MDAs violated the 30:70 development/recurrent budget ratio; and 73 per cent violated the personnel emolument share of recurrent spending ratio. PSC recommended attention to the compliance obstacles, since these various measures are instrumental in other areas, such as performance contracting with regard to procurement favouring the youth, women and PWDs.
- iii) ***Governance, transparency and accountability:*** Sixty seven (67) per cent of MDAs had duly reviewed their organizational structures, and e-procurement adoption rose 15-fold to 75 per cent. While statutory boards remained at 87 per cent, only two-thirds of the chief executives held substantive posts, but with less than one-third of the corporations having succession management plans in contexts where one-third of employees are over 50 years of age, while a mere 1 per cent is between 18 and 24. Board members’ induction was high (88%), and that of staff was dismal (8%). Asset declaration was good among both MDAs (91%) and individual officers (84%), and various performance appraisals also reflected improvements, including declining surcharges (20%), queried procurement (3%), and queries from the PAC and PIC (18%).
- iv) The evaluation found “good progress” over ***fair competition and merit in staffing matters***, with 70 per cent of MDAs appropriately aligning their human resource policies, and

49 per cent with reviewed schemes of service. While 64 per cent of MDAs advertised in the media, internal adverts (23%) limited competition. Men enjoyed greater promotions (58%), but CC/IOs favoured women for training (54%).

- v) **Service delivery:** This witnessed great improvements through the use of IT-based platforms, with 85 per cent of MDAs instituting IT policies, and 77 per cent automating core functions, and using ICT for service delivery. Customer satisfaction and grievance reporting improved 14 and 36 percentage points respectively, to stand at 74 and 78 per cent for the review year. Most MDAs had client service charters (87%) and customer service desks (84%), but operationalization was weak.
- vi) **People participation in policy-making:** Only 14 per cent of the 336 reporting MDAs had institutionalized the PSC-developed framework, with only 44 per cent involving them in stakeholder forums.
- vii) About 8 out of 10 MDAs had staff capacity policies towards **professionalism and ethics in public service**, while 90 per cent allocated budgets for the same. However, only 2.3 per cent of the recurrent budget was committed to the same. Performance for leadership training (60%), management courses (68%) and registration with relevant professional bodies (49%) fared averagely, with 84 per cent developing institutional codes of ethics and conduct.
- viii) Performance relating **human rights** improved, with only 4 MDAs reportedly transgressing, but maladministration cases increased by 240 per cent to 64,492, with a rate of 387 per cent among State Corporations. The survey suggested improvements were based on the operationalization of the Fair Administrative Act (2015).
- ix) **Sustainable development:** This was gauged by various macroeconomic parameters over three financial years, with the budget deficit doubling to 10 per cent, reflecting low sustainability. The budget deficit grew 14 percentage points to 49 per cent in 2014/15, the highest change since 2009/10.

- x) On environment management, National Environment Management Authority (NEMA) rejected 51 per cent of applications for falling below legislated standards.

6.2.1 Recommendations in PSC 2014/2015 report

Among the recommendations contained in the 2014/15 report was the need for a rewards and sanctions framework to enable compliance and enforcing, and the establishment of a Senior Officer in charge of compliance in MDAs. Under good governance and transparency, PSC recommended that institutions have measures to manage succession.

6.2.1 Awareness of the president's reports on national values and principles of governance

The baseline survey, which partially fed into the current report, inquired into various aspects of respondent interaction with the President's reports on NV&PG. Overall, as shown in Table 22, 32 per cent of respondents were aware of the report, the rate being much higher among females (39%) than males (26%). Awareness diminished with age, standing at 41 per cent for the under 18s, compared to that of 55+ (24%). It was lowest among primary level respondents (26%) and highest among graduates (49%). Awareness of measures taken towards realizing NV&PG stood at 37 per cent, with females again outdoing the males by 14 percentage points. Awareness of interventions grew with age, but increased sharply with education attainments, with 30 per cent for the primary education level compared to university education level (63%).

Table 22: Awareness of the President's Report and NV&PG Initiatives by Category (%)

	Overall	Sex		Age				Education			
		Male	Female	Under 18	18-35	36-54	55+	Primary	Secondary	Technical	University
Awareness of...											
... President's Reports	31.7	26	38.9	41.1	32.8	33.5	24.4	26.3	41.8	37.5	48.8
... measures taken towards realization of NV&PG	36.9	30.7	44.7	42.3	40.1	39.6	25.5	30	47	46.8	63.4
Measures taken towards the realization of NV&PG led to the....											
... creation of national identity and exercise of sovereign power	76.7	75.7	77.7	92.1	77.5	77.4	71.6	74	83.2	81	84.9
... sharing of devolution and power	73.3	71.5	75.2	83.3	74.1	73.9	68.6	72.1	79.9	74.8	77.2
... promotion of good governance, transparency and accountability	68.4	67.5	69.4	75.6	69.2	70.2	61.9	68.6	74.8	68.9	72.3
... promotion of Bill of Rights	73.7	72.6	74.8	87	75.4	75.1	65.4	73	80.4	74.8	78.8
... achievement of Sustainable Development	75.5	74.7	76.5	88.5	76.5	76.6	68.8	68.6	74.8	68.9	72.3

The study sought respondent perceptions on the impacts of the various measures taken on various aspects of the nation-statehood. The measures were most effective in creating a national identity and promoting sovereignty (77%), compared to enhancement of devolution and power sharing (73%), or promotion of good governance, transparency and accountability (68%). For all the three intended outcomes, a greater share of females than males perceived success, which declined with age. However, rising education status increased the share of respondents perceiving success. Similar trends were evident on the impacts of the measures on the promotion of the Bill of Rights, and the achievement of sustainable development.

Kenya national values index

The previous sections have alluded to the importance of developing a method of measuring NV&PG, partly to establish a baseline or reference level with which to monitor Article 10 over time and across jurisdictions. The process of estimating an overarching NV&PG index (referred hereinafter as the National Values Index-NVI) is briefly outlined in the sub-section that follows, after which estimates are presented. This fulfills the first objective of this assignment, as listed in Section 1.3 of this report.

7.1 Measuring national values and principles of governance

The measurement approach used to generate a NVI is identical to the methods used by well-established indices, such as the Ibrahim Index of African Governance³² and the Worldwide Governance Indicators of the World Bank.³³ This section should be read in conjunction with Section 2.4, which presents a synthesis of a measurement framework. The estimation process proceeded as follows:

The first step in the measurement process identified the “categories” of the numerous concepts used to define values. The concepts were conveniently clustered into the five key thematic areas already contained in the annual report on *Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance* (2015).³⁴ They are: patriotism and national unity; sharing and devolution of power; protection of the Bill of Rights; promotion of good governance, transparency and accountability; and sustainable development. In the sub-sequent discussions, these five conceptual categories are referred to as sub-indices. One of the advantages of retaining these sub-indices (or thematic areas) is to ensure comparability over time.

32 See <http://www.moibrahimfoundation.org/iag>, Accessed on 20-08-2015.

33 See <http://data.worldbank.org/data-catalog/worldwide-governance-indicators>.

34 The five categories are the same ones used by the 2013 and 2014 progress reports, and have been retained for comparison over time. Values that reinforce the mission of an organization have a direct and positive effect on the performance of that organization. Having a list of values does not mean they exist in an organization. Advocating value sets but not acting on them is counter-productive. Senior managers are a key cohort in the realization of a value-based organization, as their activities send out fundamental signals concerning the relevance of values within the organization. See MacCarthaigh, M. (2008), “Public Service Values,” *CPMR Discussion Paper 39*, Dublin: Institute for Public Administration.

Since the five sub-indices represent broad concepts, the next logical step was to identify sub-categories under each of the five sub-indices. The primary source of the sub-categories of each of the five sub-indices was the concepts constituting NV&PG listed in Article 10 of the Constitution. As an example, among the sub-categories identified under the Protection of the Bill of Rights were: equality, human dignity and social justice (Table 7.1).

Since a majority of the concepts identified within the sub-categories were not directly measurable, e.g. human dignity or good governance, proxies or indicators that are measurable were identified. For some of these sub-category concepts, more than one indicator was identified. Examples of identified indicators for human dignity include: literacy rate (whether an individual can read and write in any language) and percentage of adults completing basic education. Good governance was measured by “satisfaction with life” among other indicators. The indicators were mainly generated from responses of household members on a national survey conducted in 2015. Other secondary data, such as: child mortality and poverty rates was also used.

The units of measure for the indicators varied, necessitating their transformation into comparable scales before their inclusion in computing the sub-indices. In particular, the data for each indicator was put in a standardized range of 0 to 100 per cent (or 0 to 1), where 100 per cent was consistently the best possible score and 0 the worst score.

Each sub-category score was a simple average of all the respective normalized or standardized indicator scores. In turn, each sub-index was the average of its sub-category scores. The overall NVI is the average of the five category scores.

In total, there were a number of indicators grouped into the five clustered sub-categories, which in turn were mapped into the five sub-indices. The process of identifying indicators followed a number of guidelines, most importantly, the need to use indicators that are widely used in similar tasks, and data availability. A complete definition of the sub-indices, sub-categories and selected indicators is in Table 23.

Table 23: Kenya national values index, sub-indices, sub-categories and indicators

Sub-indices	Sub-Categories	Indicators
Patriotism and national unity and exercise of sovereign power	Patriotism and national unity	<ul style="list-style-type: none"> • Proud to be Kenyan • Extent of pride to be Kenyan • Extent to which one trusts people of other ethnicity
	Rule of law	<ul style="list-style-type: none"> • Adherence to rule of law • Accountability to the electorate
	Democracy and participation of the people	<ul style="list-style-type: none"> • Registered voter • Voted in last general election • Free and fair executive elections
Sharing and devolution of power	Sharing and devolution of power	<ul style="list-style-type: none"> • Public goods distribution • Employment opportunities distribution
Protection of the Bill of Rights	Human dignity	<ul style="list-style-type: none"> • Extent to which society protects human dignity, including such rights listed below • Read and write in any language • Ever attended school • Completion of basic education (% of adults) • Life expectancy • Youth access to employment • Literacy rate • Maternal mortality • Child mortality • Access to sanitation • Social security scheme membership • Vulnerable employment (as % of total employment)
	Equity	<ul style="list-style-type: none"> • Public goods distribution • Access to portable water • Access to sanitation • Income share held by lowest 20% income quintile
	Social justice	<ul style="list-style-type: none"> • Extent to which society exercises fairness and social justice. • Protection of marginalized • Proportion with patriotism and national unity cards (as % of total number of adults)
	Inclusiveness	<ul style="list-style-type: none"> • How inclusive is society you live in

Sub-indices	Sub-Categories	Indicators
	Equality	<ul style="list-style-type: none"> • Protection of marginalized • Gender parity index (education) • Gender equality • 2/3 gender rule (elective and appointive posts)
	Human rights	<ul style="list-style-type: none"> • Freedom of expression • Press freedom • International human rights conventions
	Non-discrimination and protection of human dignity	<ul style="list-style-type: none"> • Protection of marginalized
Good Governance, Transparency and Accountability	Good governance	<ul style="list-style-type: none"> • Satisfaction with life • Access to information
	Integrity, transparency and accountability	<ul style="list-style-type: none"> • Extent to which society upholds values of integrity, transparency, honesty, truthfulness and accountability • Transparency in public resource use • Effective system of checks and balances
Sustainable Development	Public management Business environment Infrastructure Environmental protection	<ul style="list-style-type: none"> • Challenges facing community logging • Challenges facing water catchment • Access to improved water • Gross Domestic Product (GDP) per capita • Human Development Index (HDI) • Proportion of paved roads • Proportion of the non-poor • Access to electricity (% of population)

Once identified and measured, the indicators enable the implementation of three broad interrelated activities. These are:

An objective assessment of current values within the Kenyan context. Feasible outcomes include: development of a values scorecard or a set of sub-indices for various conceptual categories of values and/or sub-indices for the key thematic areas of NV&PG;

These outcomes (values scorecard or indices) can provide initial ideas of improvement areas; and

Once improvement areas are isolated, it is feasible to analyze the gaps and develop action plans to close the “value” gaps.

The next sub-section focuses on the estimated measures of NV&PG in Kenya. First, we discuss the NV&PG sub-indices before presenting the overall index.

7.1.1 Patriotism and national unity sub-index

Patriotism entails taking pride in, and protecting and having special affection for one’s country. It involves a unified approach in confronting external national threats, while demonstrating commitment to national ideas expressed through a sense of shared belonging and positive management of a country’s diversities. National unity enhances political stability and contributes towards the development of common attitudes, and a positive philosophy that is beneficial to the country in stimulating national interests. Further, national unity enhances the sense of belonging that is engendered in feelings of patriotism.

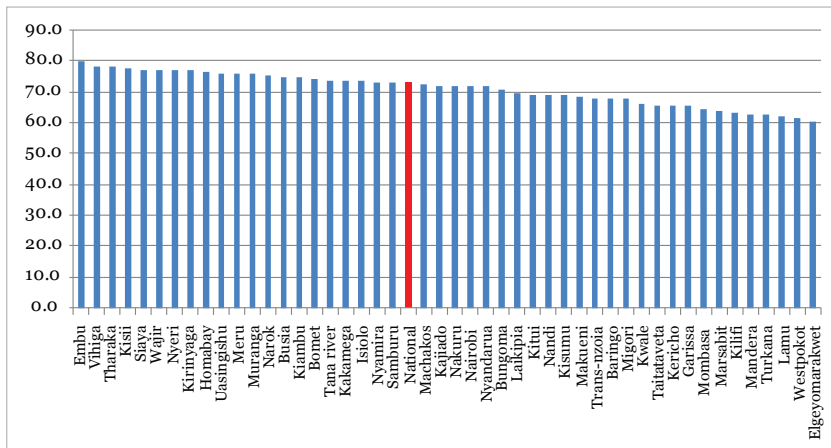
The patriotism and national unity sub-index included four sub-categories; patriotism, national unity, rule of law, democracy and participation of people. The sub-categories are consistent with the respective four NV&PG. The indicators that were considered likely to influence the degree to which citizenry uphold national unity include: complete (generalized) trust in people of other ethnic groups, the incidence of pride at being Kenyan, and extent of being proud to be Kenyan (Table 7.1). The rule of law was captured through the question on level of adherence to the rule of law, and accountability to the electorate. Democracy and participation of the people was captured through indicators of voter registration, voting, and perceptions on the extent of free and fair elections.

The measures of this sub-index were constructed based on the individual responses during a household survey. National unity was measured based on responses to the questions: “How much do you trust people of other ethnicity?” We combined those who ‘trust somewhat’ and those who ‘do not trust at all’ (a score of 0) against those who ‘trust completely’ (a score of 100). The incidence of pride in being Kenyan is constructed based on the responses to the binary question: “Would you say you are proud to be Kenyan?” while the extent was constructed by combining the responses to the question: “To what extent would you say you are proud to be Kenyan?” Democracy and participation of the

people was captured through responses to the questions: “Are you a registered voter?” and “Did you vote in the previous elections?”

The patriotism and national unity sub-index was the highest among the sub-indices with a score of 73 per cent. The index ranged from a high of 80 per cent for Embu County and a low of 60 per cent for Elgeyo Marakwet County (Figure 25). The shortfall from the ideal score of 100 per cent suggests that there are Kenyans who do not trust people of other ethnicities, and/or are not (adequately) proud of being Kenyans, and/or are adults but are not registered voters, and/or are registered voters who do not exploit the opportunity. The complex mix of such individuals averaged about 27 per cent of the population (Figure 25).

Figure 25: Patriotism and national unity sub-index by county, 2015 (%)



7.1.2 Sharing and devolution of power sub-index

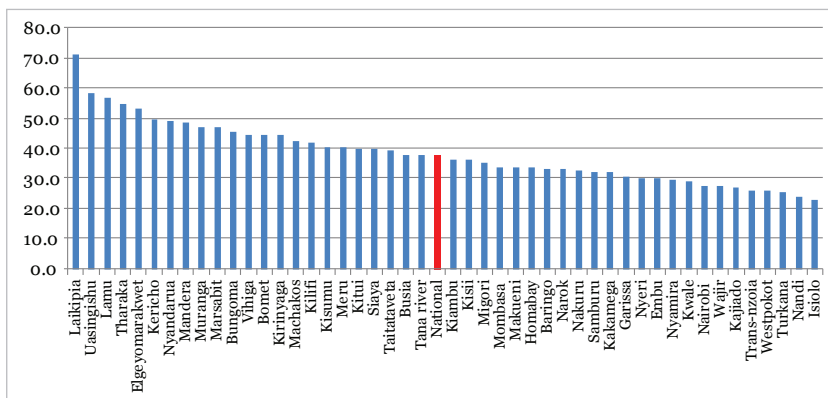
The Constitution provides for a two-level system of government, the national and the county levels. It also provides for a system of governance in which all segments of society are provided a share of power in terms of representation, opportunities, and right to participate in decision making on issues of importance. The political, social and economic benefits of sharing and devolution of power include: citizenry assurance through local accountability, which inculcates a sense of ownership and belonging. As an example, through stakeholder participation, devolution provides minorities with a voice, while strengthening communities. Further, the sharing and devolution of power provides a stimulus for citizens to commit and invest in their locality, while bringing a sense

of identity and self-empowerment, which is critical for nation building.

Sharing and devolution of power indicators/elements included: perceptions on the extent to which public goods and services were equitably distributed, and fairness in the distribution of public employment. Examples of such public goods include: public schools and health facilities. The measures of the index were constructed based on individuals’ responses during the household survey. Fairness in public goods distribution was based on responses to the questions: “Public goods are distributed fairly across all counties in Kenya” and “Employment opportunities are fairly distributed in the public sector”. Individuals who ‘strongly agreed’ and those who ‘agreed’ were assigned a value of one (100%). On the other hand, those who either ‘disagreed’ or ‘strongly disagreed’ were assigned a value of zero.

The national and county level sharing and devolution of power sub-indices are presented in Figure 26. This sub-index had the lowest relative national average measure of about 38 per cent. The sub-index also had a very wide range, from a low of 23 per cent for Isiolo County to a high of 71 per cent for Laikipia County. Clearly, although the National and County governments have allocated substantial resources and implemented various programmes aimed at ensuring equity across counties, it would be critical to focus on actual service delivery within and across counties. The relatively low score suggests strong perceptions of inequity.

Figure 26: Sharing and devolution of power sub-index by county, 2015 (%)



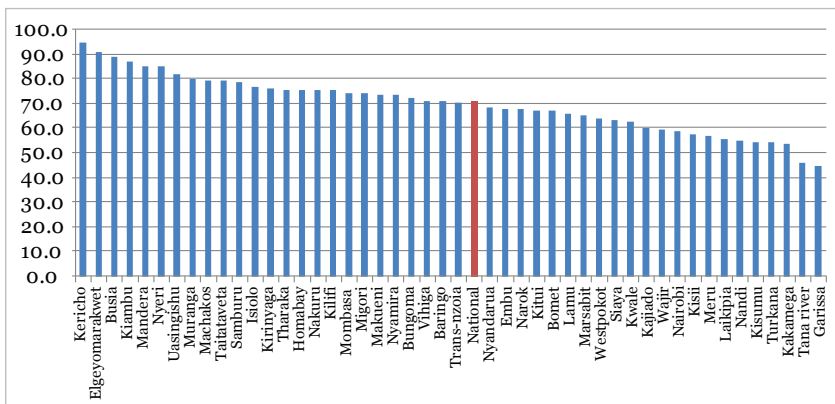
7.1.3 Protection of the bill of rights sub-index

The Constitution has a wide-ranging Bill of Rights whose realization would greatly transform the quality of lives of Kenyans. According to the Constitution, human rights are essential freedoms and inherent entitlements that should reflect the dignity and worth of every individual. Kenya is also a signatory of various international conventions on fundamental rights, which the Constitution makes part of the country's laws. Human rights are also important because they enable citizens to maximize their potential in all aspects of life. It also entails ensuring that every individual has access to resources and right to participate in decision making, while at the same time benefiting from reduced poverty, inclusion, and efficient and effective utilization of basic social service resources.

The sub-index also entails values such as: equality, equity, social justice, non-discrimination and protection of the marginalized. From the survey, the human dignity sub-category was captured through responses to the question on protection of the marginalized, society's level of inclusiveness, non-discrimination in the society one lives in, and the extent to which individuals experienced fairness and social justice in the society they lived in.

The protection of the bill of rights sub-index was the second highest of the sub-indices, estimated at 71 per cent (Figure 27). The sub-index had a wide range, from a high of 95 per cent for Kericho County to a low of 46 per cent for Garissa County. The relatively high score implies that the country's performance with respect to protecting the Bill of Rights is good.

Figure 27: Protection of the bill of rights index by county, 2015 (%)



7.1.4 Governance and integrity sub-index

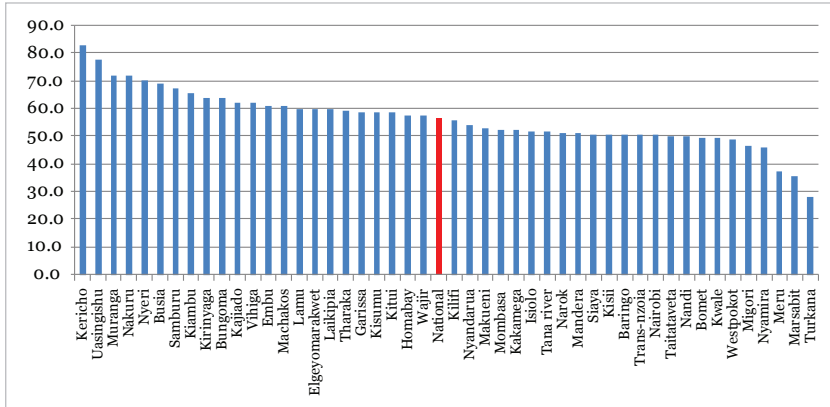
Good governance is a process through which societies and organizations make their social, economic and political decisions. Good governance involves transparent and accountable management of resources for purposes of equitable and sustainable development. In Kenya, the institutions charged with promoting good governance include: the Executive, Legislature, Judiciary, and both the National and County governments. Integrity, on the other hand, entails: consistency between values and actions, adherence to moral and ethical principles, sound character, and fidelity and honesty. Good governance helps promote community confidence and citizens believe that government decisions and actions are made in their interest, such as in improved service delivery.

In this survey, the sub-index captures the NV&PG on good governance, integrity, transparency and accountability. Transparency and accountability entail: openness, honesty, frankness and sincerity. Accountability, on the other hand, entails acknowledgement and responsibility for individual decisions and actions. In governance, public accountability entails the obligations to report on the outcomes of management and to be answerable to these outcomes, including effective service delivery. Consequently, where transparency and accountability exist, trust is assured and built between government and citizenry. This culminates in a State where citizens increase their public participation in decision making, identify a sense of ownership of programmes, and enhance cohesion and harmony, which leads to political stability and democracy.

To measure good governance, indicators such as the extent to which individuals were satisfied with life, and the extent to which communities and individuals upheld values of integrity were used.

The governance and integrity sub-index was estimated at 57 per cent, with a high of 83 per cent for Kericho County and a low of 28 per cent for Turkana County (Figure 28). This sub-index was measured using such indicators as: satisfaction with life, access to information, integrity, transparency and accountability. The modest score for the sub-index is indicative of the need to enhance the country's interventions towards improving good governance.

Figure 28: Governance and integrity sub-index by county, 2015 (%)



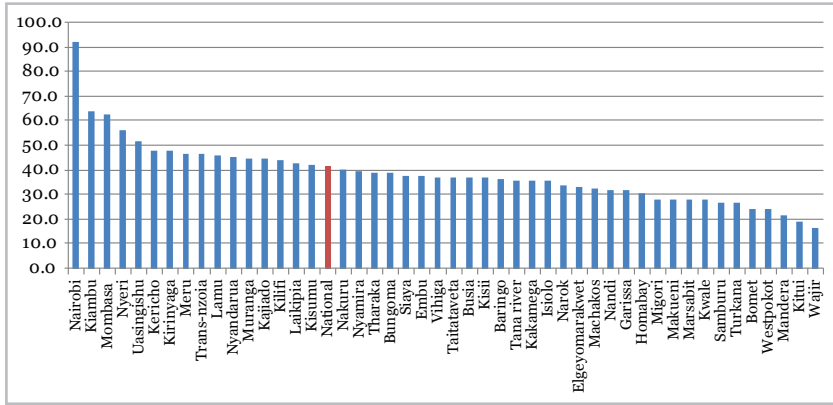
7.1.5 Sustainable development sub-index

Sustainable development is critical as an imperative for long-term growth. It is important because it enables people to realize their potential and improve their lives, while sustaining the environment. Further, sustainable development depends on situations such as: climate, human capital development, security, and traditions and beliefs.

In this baseline survey, sustained development was measured through: GDP per capita, human development measure, proportion of non-poor, access to clean water, access to electricity, and extent or length of paved roads in counties. The data was obtained from secondary sources.

The overall score for the sustainable development sub-index was 42 per cent (Figure 29). There were also wide variations across the counties. Nairobi County recorded the highest score at 93 per cent, while Wajir had the lowest score of 16 per cent. Thus, Wajir County had the lowest GDP per capita and HDI. The proportion of its non-poor population was also large and its education index low. It had also the lowest access to such amenities as clean water and electricity. Given the indicators constituting this sub-index, it reflects the levels of inequality across the country, and it is not surprising that the bottom 10 counties are in arid and semi-arid areas of Kenya. The level of inequality is further illustrated by the fact that two-thirds of the counties fall below the national mean index. This depicts not only low levels of sustained development, but also wide inequalities in sustained development across the country.

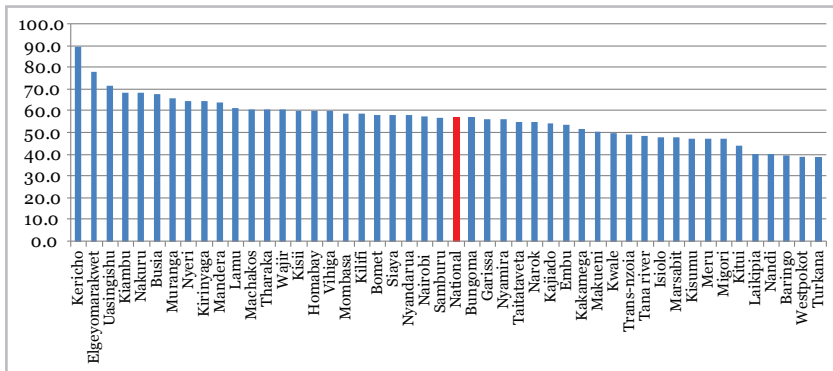
Figure 29: Sustainable development sub-Index by county, 2015 (%)



7.2 National values index

The overall NV&PG index for each county was a simple arithmetic mean of the five sub-indices. Thus, the county NV&PG indices assumed an equal weight for the sub-indices/components. The national and county level NV&PG indices are illustrated in Figure 30. The aggregate NV&PG Index was estimated at 57 per cent, while the county indices vary widely around the national mean, from a high of 90 per cent for Kericho County to a low of 39 per cent for Turkana County. When the county indices are arranged in descending order, the national mean is close to the median, with 23 counties below it and 24 counties above it.

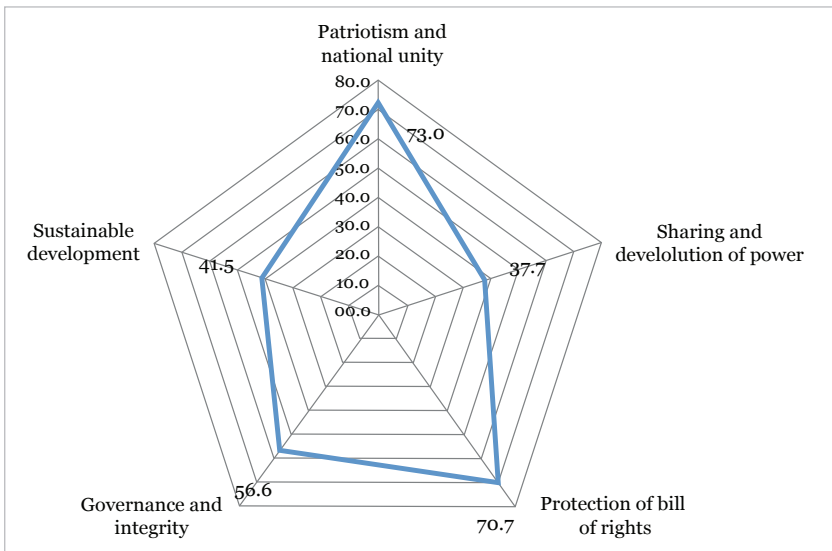
Figure 30: The National and county level NV&PG indices, 2015



The sub-indices already reported (sections 7.1.1 to 7.1.5) are now aggregated in Figure 31 to graphically illustrate them and the meaning

of the aggregate NV&PG of 57 per cent.³⁵ About 23 counties recorded a mean index of less than 57 per cent, while 24 counties were above the national average. The lowest sub-index was the sharing and devolution of power (38%) whose indicators were: perceptions on the extent to which public goods and services (specifically, public schools and employment) were equitably distributed. The scores suggest that improvement in equity across the country with respect to distribution of public goods has a high potential of improving the NV&PG score. Further, there is a high return to cohesion from investments that promote equity.

Figure 31: Component Scores of National Values, 2015 (%)



The sharing and devolution of power sub-index score is intuitively expected to be correlated to that of sustainable development sub-index, which amalgamates indicators of developmental outcomes. Even so, the measure of association indicates that the two sub-indices do not have a statistically significant correlation. The sustainable development sub-index (encompassing indicators such as the GDP per capita, proportion of non-poor, and access to infrastructure) is the second lowest, which can be interpreted as reiterating the need to embark on enhanced investment programmes that promote equity. Indeed, the only statistically significant correlations were governance and integrity sub-index, with sharing and devolution of power ($r = 0.374^{**}$), and protection of the bill of rights sub-index ($r = 0.533^{**}$). Table 24 lists

³⁵ In effect, the area under the blue pentagon is 57 per cent of the greater pentagon, representing a hypothetical 100 per cent score for each sub-index, which leads to a 100 per cent score for the aggregated NV&PG index.

the respective overall county values index and the measures of its sub-indices, and the NVI and its sub-indices.

Table 24: The national and county values index and related sub-indices, 2015 (%)

	National and County Values Indices	Patriotism and National Unity Sub-Index	Sharing and Devolution of Power Sub-index	The Bill of Rights Sub-Index	Governance and Integrity Sub-Index	Sustainable Development Sub-index
Nairobi	57.8	72.0	27.8	58.8	50.5	92.6
Nyandarua	58.0	72.0	49.3	68.8	54.3	45.6
Nyeri	64.7	77.5	30.4	85.1	70.1	56.7
Kirinyaga	64.5	77.1	44.5	76.4	64.0	47.9
Muranga	65.7	75.9	47.4	80.2	72.3	45.1
Kiambu	68.4	74.8	36.6	87.2	65.7	64.2
Mombasa	59.0	64.5	34.0	74.5	52.6	62.6
Kwale	49.8	66.6	29.2	62.8	49.4	27.9
Kilifi	58.9	63.2	42.1	75.6	56.0	44.0
Tana River	48.6	74.1	37.7	46.5	51.9	36.2
Lamu	61.3	62.0	56.8	65.7	60.2	46.3
Taita Taveta	55.4	65.9	39.5	79.3	50.0	37.3
Marsabit	47.9	63.8	47.1	65.5	36.0	28.0
Isiolo	47.9	73.6	23.2	76.9	52.0	35.6
Meru	47.3	76.2	10.5	57.1	37.5	47.0
Tharaka	60.9	78.3	54.8	75.9	59.3	39.4
Embu	53.6	80.1	30.3	68.2	61.0	37.5
Kitui	44.2	69.4	10.2	67.3	59.0	19.4
Machakos	61.0	72.7	42.6	79.5	60.9	33.0
Makueni	50.4	68.4	33.9	74.0	53.2	28.5
Garissa	86.4	65.7	30.8	46.0	59.1	31.8
Wajir	60.6	77.5	57.5	59.4	57.4	16.4
Mandera	64.4	63.1	48.5	85.5	51.1	22.0
Siaya	58.1	77.5	40.0	63.7	50.9	37.9
Kisumu	47.7	69.2	40.6	54.8	59.1	42.1
Migori	47.2	68.0	35.2	74.1	46.8	28.5
Homa Bay	60.4	76.8	33.7	75.9	57.8	30.6
Kisii	60.5	77.8	36.4	57.9	50.8	37.1

	National and County Values Indices	Patriotism and National Unity Sub-Index	Sharing and Devolution of Power Sub-index	The Bill of Rights Sub-Index	Governance and Integrity Sub-Index	Sustainable Development Sub-index
Nyamira	56.3	73.4	29.9	73.5	46.3	39.7
Turkana	38.9	63.0	25.5	54.6	28.3	26.7
West Pokot	39.2	61.8	26.3	64.0	49.0	24.6
Samburu	57.3	73.0	32.3	78.6	67.6	26.7
Trans-Nzoia	49.4	68.2	26.4	70.8	50.6	46.5
Baringo	39.9	68.2	33.3	70.9	50.7	36.6
Uasin Gishu	72.0	76.3	58.5	82.3	77.6	52.0
Elgeyo Marakwet	78.4	60.6	53.4	90.7	60.0	33.6
Nandi	40.5	69.2	24.0	55.0	50.0	32.3
Laikipia	40.5	69.7	71.4	56.0	60.0	43.0
Nakuru	68.4	72.0	32.9	75.8	72.2	40.1
Narok	54.9	75.6	33.3	67.9	51.6	34.2
Kajiado	54.2	72.1	27.1	60.1	62.5	45.0
Kericho	89.6	65.7	50.0	95.0	83.3	48.0
Bomet	58.5	74.2	44.6	67.2	49.4	24.6
Kakamega	51.8	73.8	32.1	53.8	52.5	35.7
Vihiga	60.4	78.5	44.8	71.4	62.1	37.4
Bungoma	56.9	70.7	45.5	72.7	64.0	39.0
Busia	67.9	75.1	38.1	88.9	69.0	37.1
National	57.0	73.0	37.7	70.7	56.6	41.5

National values and principles and governance in the public service

8.1 Introduction

Besides computing a NV&PG index for the general population, it is important to also track and measure the performance of NV&PG in the public service, which Article 232(2) of the Constitution defines as: “(a) all State Organs in both levels of government, and (b) all State Corporations.” Article 232 (1) of the Constitution does provide values for the functionality of the public service, which merely operationalize NV&PG in the work place.³⁶ However, public servants are primarily Kenyans, and must subscribe to NV&PG; and this chapter develops measures for this.

In the international context, the United Nations Development Programme (UNDP) champions the promotion of ethics and values in the public service through the economic, legal and behavioural entry points.³⁷ However, UNDP emphasizes the behavioural approach for providing common features of embedding transformational civil service changes, containing combined elements of compliance and integrity adapted for the cultural, political and administrative traditions of the country context. Additionally, the approach focuses on the roles of well-publicized codes of conduct, citizen charters, education, training and mentoring in enhancing ethical conduct.

At the regional level, Kenya is a signatory to the African Union’s (AU) *African Charter on Values and Principles of Public Service and Administration*.³⁸ Its principles governing the Public Service and Administration (PSA) and its interactions with users include the following (*italics added*):

36 Thus, for example, ‘participation’ of Article 10 is operationalized through Article 232 (1) as: “involvement of the people in the process of policy making”.

37 See Capacity Development Group-UNDP (n.d.)

38 See African Union (2011), *African Charter on Values and Principles of Public Service*, Available at http://www.right2info.org/resources/publications/instruments-and-standards/africa_charter_on_values_principles_of_public_service_en, Accessed on 01-12-2015

- i) *Equality* of all users of PSA
- ii) The *prohibition of all forms of discrimination* on any basis, including place of origin, race, gender, disability, religion, ethnicity, political opinion, membership in a trade union or any other lawful organization
- iii) *Impartiality, fairness and due process* in the delivery of public services
- iv) *Continuity of public services* under all circumstances
- v) *Adaptability of public services* to the needs of users
- vi) *Professionalism and ethics* in PSA
- vii) *Promotion and protection of rights* of users and Public Service Agents
- viii) *Institutionalizing a culture of accountability and integrity and transparency* in PSA
- xi) *Effective, efficient and responsible* use of resources

These international principles mirror those in the Kenyan Constitution's Article 232 (1), as well as those espoused in various publications or guidelines, including the Service Charters and Codes of Conduct of public service institutions. As noted above, Part 1 of Chapter 13 of the Constitution identifies *values and principles of public service*. It is also expedient to note that the values, as stated in the Constitution, are what would typically be found (or should be included) in a service charter of any public service Ministry, Department, and Agency. Given the provisions of the Constitution, which bind *all persons*, these values should also be evident in the private sector and other non-government sector institutions. The values include:

- i) High standards of professional ethics
- ii) Efficient, effective and economic use of resources, prompt, effective, impartial and equitable provision of services
- iii) Involvement of the people in the process of policy making
- iv) Accountability for administrative acts
- v) Transparency and provision to the public of timely, accurate information
- vi) Fair competition and merit as the basis of appointments and promotions

- vii) Representation for Kenya's diverse communities
- viii) Affording adequate and equal opportunities for appointment, training and advancement, at all levels of the public service of: men and women; members of all ethnic groups; and PWDs.

The Constitution's definition of the public service encompasses numerous MDAs, as reflected in the PSC reports evaluating compliance with NV&PG. This report only computes two distinct indices of NV&PG in the public service; one for the National Government, and an aggregate one for the County governments. The intention was to venture into an approach that can enrich the work already done by the PSC. Given the emphasis that public sector reforms place on instruments such as the Customer Satisfaction Survey, the method used in this chapter could enable the development of an index for individual or clustered MDAs, and indeed for individual County governments. Consequently, such indices would enable comparison of performance across MDAs and County governments, and over time.

Following the basic methodology of the previous chapter, the index is based on four components, namely: ethical, democratic, people and professional.³⁹ In addition to the independent assessments by various stakeholders of the performances of the National and County governments, discussions are also provided on a self-assessment made by a representative sample of public service employees. These latter comparisons provide public servants with a reality check on their work.

8.2 NV&PG in the public service – national government

This sub-section focuses on National Government institutions. Each of the four components of the NV&PG in the public service indices is discussed.

8.2.1 Ethical component

The public sector is required to have high standards of professional ethics. In our measurement approach, the ethical component had four indicators; accountability, honesty, integrity and respect.

³⁹ The components were a result of extensive literature review. The components could increase or decrease depending on one's interpretation of the AU principles and PSV of the Kenyan Constitution, as well as the core functions of targeted institutions.

To measure accountability, non-public sector employees were asked to assess public sector employees. Accountability was defined as being “responsible for one’s actions.” The accountability scores ranged from zero (0) if a respondent thought most public sector employees are not accountable, to 100 per cent if a respondent thought ‘most public sector employees are accountable.’ A 50 per cent score was given if the respondent thought ‘the honest and dishonest persons are about the same.’ The average national score was about 44 per cent, suggesting that less than half of all public sector employees were perceived to be accountable.

Honesty – ‘free of deceit’ – was measured on a similar scale, with respondents indicating whether ‘most public sector employees are dishonest’ (a score of 0) or if ‘most employees are honest’ (a score of 100). The national average was 45 per cent, suggesting that on aggregate respondents perceive that honest public sector employees are slightly outnumbered by the dishonest ones.

The third ethical component indicator was integrity, which was measured by asking respondents the extent to which they perceive corruption to be a problem across four broad institutions; National Executive, Judiciary, Parliament (the National Assembly and Senate), and NPS. The overall score was an average covering several indicators on corruption in these broad institutions. The lowest possible score was zero for those who perceive corruption to be ‘pervasive’ or ‘a significant problem’, while 100 per cent was given to those who perceived corruption not to be a major problem.

Respect (or dignity) was measured by two questions. The first, respondents were asked about public sector institutions’ “dignity in handling the public.” Responses could be ‘Much better today compared to 2013’ scoring 100 per cent, or ‘No change, or has deteriorated’, scoring zero. In the second question, respondents evaluated “protection of rights of local communities”, whether it was a ‘serious problem’ (0) or ‘not a problem’ (100%).

When all the four indicators are given equal weight, the overall score was about 39 per cent. This suggests that with respect to ethics, as measured by accountability, honesty, integrity and respect (or dignity), the National Government’s performance is generally weak.

8.2.2 Democratic category

The democratic component encompassed a number of PSVs contained in the Constitution, including: accountability, transparency, representativeness, rule of law, and participation. Some of the suggested values were not easy to measure, such as involvement of people in policy-making, and were consequently excluded. A measure of openness was included.

Accountability was measured by asking respondents to assess if there was an “effective system of checks and balances”, and if there was “accountability to the electorate in between elections.” The scores ranged from 100 per cent if the response was ‘yes’ and zero if ‘no.’ For the selected national level institutions (the National Executive, Judiciary, National Assembly, and NPS), the average score was 39 per cent for both questions, suggesting relatively low perceptions for National Government accountability for administrative acts.

In adherence to the rule of law, respondents were asked to assess National Executive, Judiciary, National Assembly, and NPS. Possible scores were 100 per cent if the institutions were perceived to ‘follow the rule of law all the time’ or ‘most of the time’, and zero if the ‘rule of law was never followed’ or ‘major gaps were perceived.’ The rule of law indicator score was an average of the scores of each institution.

To measure transparency, respondents were asked to assess whether public resource use by the National Government “is much better today compared to 2013”, or otherwise. Openness, on the other hand, was measured by the level of public trust in public sector institutions in general (without specifying particular institutions).

8.2.3 Professional category

An attempt was made to measure professionalism within the public service. Respondents were asked to “rate the services rendered by” a number of broad institutions (National Executive, Judiciary, Parliament, and NPS). The scores ranged from ‘poor’ (assigned a score of 0) to ‘fair’, ‘good’ and ‘excellent’ (assigned scores of 50, 75 and 100 per cent, respectively). The overall score was 55 per cent. The ratings for National Executive and Judiciary were 64 per cent, while for Parliament and NPS were 47 and 45 per cent, respectively.

To measure professionalism, the rating of services can be

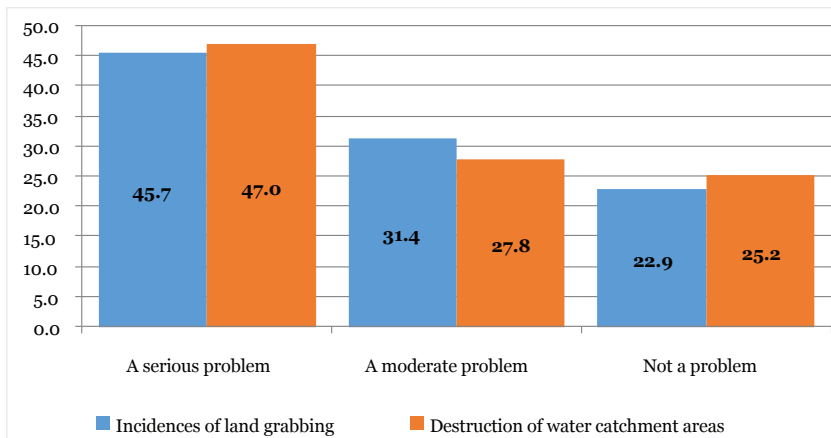
complemented by other indicators such as efficiency and effectiveness, though they may be difficult to measure.

8.2.4 People category

The public service “people values” reinforce the other public service values included herein, indicators that measure decency and fairness. Other indicators that could be used are those that gauge: involvement of the people in the process of policy making, equality of opportunity and respect for diversity. Besides decency and fairness, the other indicators would be sourced from secondary data.

Decency was measured by asking respondents to “evaluate or rank challenges facing their communities.” Two of the challenges used were the incidences of land grabbing, and destruction of water catchment areas. Possible scores ranged from zero if land grabbing or destruction of water catchment areas were perceived to be ‘a serious problem,’ to 100 per cent if ‘not a problem.’ The findings indicate that about 46 per cent of respondents thought land grabbing is a serious problem, and 47 per cent destruction of water catchment areas. Overall, the decency score was about 39 per cent.

Figure 32: Ranking of challenges facing community (%)



The second indicator, fairness, was measured by “equity of public resource use” by the National government. Scores ranged from zero for those who thought equity of public resource use by the National Government ‘has deteriorated’ relative to 2013 to 100 per cent for those who thought ‘it is much better today.’ The aggregate score was about 38 per cent, on a scale of zero (worst) to 100 per cent (best).

The two variables, decency and fairness, were combined using a simple arithmetic mean to obtain a single indicator value for people index. The overall people index was about 38 per cent, suggesting weak scores for decency within the public service.

Table 25 summarizes the results of the scores of the various components, indicators and variables of the NV&PG in the public service. The scale is adjusted to run from zero (worst possible score) to 100 per cent (the best possible score). The deviation of a score from 100 can be interpreted as a measure of the degree or scope of improvement required to achieve ideal levels of performance.

Table 25: NV&PG in the public service components, indicators, variables and their scores - national government

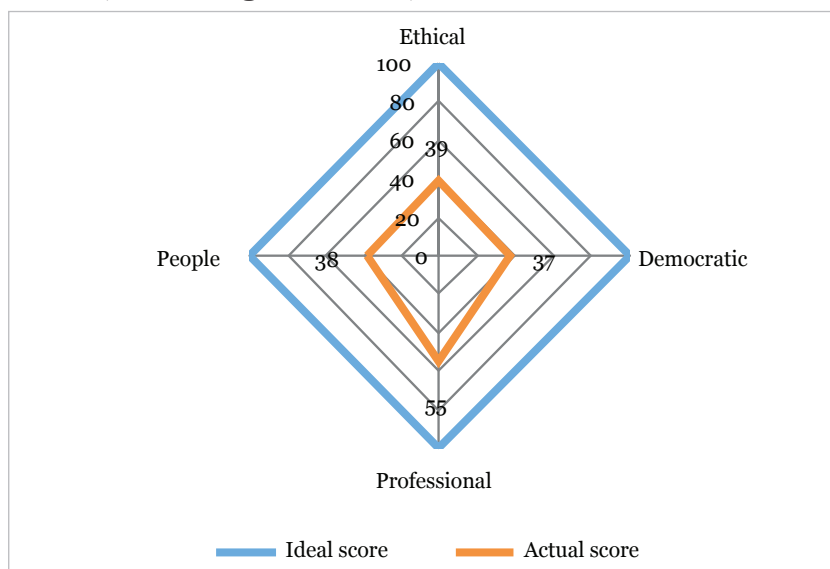
Components or sub-indices	Indicators	Variables, Questions or Sub-Indicators (Scored: zero (poorest) to 100% (best).	Score (%)
Ethical			39
	Accountability	Most public sector employees (0 = not accountable to 100% = are accountable)	44
	Honesty	Most public sector employees (0 = are dishonest to 100% = are honest)	45
	Integrity	To what extent is corruption perceived to be a problem (0 = pervasive or significant problem to 100% = not a major problem) National Executive – 26% Judiciary – 24% Parliament (National Assembly and Senate) – 23% NPS – 19% Education sector in general – 27% National registration – 29%	24
	Respect (dignity)	Dignity in handling the public (0 = has deteriorated to 100% = is much better today – relative to 2013) Protection of rights of local communities (0 = a serious problem to 100 = not a problem)	42 52

Components or sub-indices	Indicators	Variables, Questions or Sub-Indicators (Scored: zero (poorest) to 100% (best)).	Score (%)
Democratic			37
	Accountability		39
		Is there an effective system of checks and balances (0 = No to 100% = Yes) National Executive – 43% Judiciary – 45% Parliament (National Assembly and Senate) – 34% NPS – 33%	39
		Accountability between elections (0 = No to 100% = Yes) National Executive – 43% Judiciary – 43% Parliament (National Assembly and Senate) – 36% NPS – 35%	39
	Rule of law	How would you assess adherence to rule of law (0 = never followed to 100% = followed) National Executive – 43% Judiciary – 43% Parliament (National Assembly and Senate) – 36% NPS – 35%	39
	Transparency	Transparency of public resource use	31
	Openness (trust)	Public trust in institutions (0 = has deteriorated to 100% = is much better)	42
Professional			55
	Effectiveness	Absorption in the public sector (%) -	-
	Efficiency	Variance of development to recurrent expenditure to guideline (0 = not achieved 30:70 rule to 100% = achieved 30:70 rule)	-
	Service	Rating of services rendered (0 = poor to 100% = excellent) National executive – 64% Judiciary – 64% Parliament (National Assembly and Senate) – 47% NPS – 45%	55

Components or sub-indices	Indicators	Variables, Questions or Sub-Indicators (Scored: zero (poorest) to 100% (best)).	Score (%)
People			38
	Decency	Land grabbing incidences (0 = a serious problem to 100% = not a problem) Destruction of water catchments (0 = a serious problem to 100% = not a problem)	39
	Fairness	Equity of public resource use (0 = deteriorated to 100% = much better)	38

The overall NV&PG in the public service index for the National Government was computed as a simple arithmetic mean of its four components, assuming equal weighting for the components. The respective component scores were 39 per cent for the ethical, 37 per cent for democratic, and 55 per cent and 38 per cent for the professional and people components, respectively. This resulted in an NV&PG in the public service index for the National Government of 42 per cent. The score implies relatively modest but low achievement in the four broad components.

Figure 33: Component scores of NV&PG in the public service, national government, 2015 (%)



8.3 NV&PG in the public service – county governments

The components and indicators of NV&PG in the public service index that relates to County governments are summarized in Table 8.2. The slight difference from the development of the NV&PG in the public service index of the National Government is that the institutions referred to are specifically, the County Executive and the County Assembly. However, the respondents were the same for both levels of government.

The broad highlights are that the perceptions on all the four components of the NV&PG in the public service for the County government index are relatively low (ranging between 30 and 43%). The ethical component has an average score of 37 per cent, while the democratic one has 30 per cent. The relatively low scores suggest that the overriding perception of the respondents is that corruption is a problem and most public sector employees are perceived as dishonest and not accountable (low score for ethical component). In addition, the system of checks and balances is perceived to be weak and adherence to the rule of law poor (low democratic component score).

The other two components, professional and people, had average scores of 43 per cent and 38 per cent, respectively. This resulted to an overall County government PSV index of 37 per cent. Besides the fact that these scores arise from comparative perceptions on the National and County governments, they are not comparable since the institutions referred to at the two levels of government are dissimilar. The component scores for the county government public service values are summarized in Table 26 and illustrated in Figure 34.

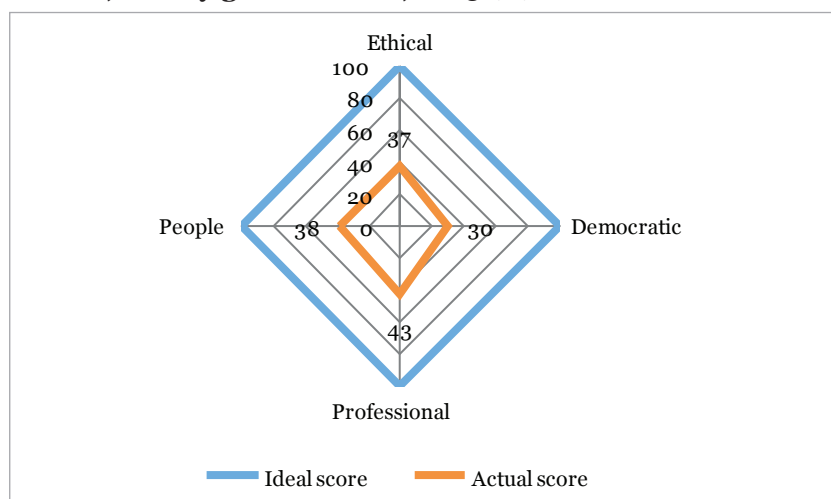
Table 26: NV&PG in the public service indices - county governments, 2015(%)

Components	Indicators	Question	Score (%)
Ethical			37
	Accountability	Most public sector employees (not accountable = 0 to are accountable = 100%)	44
	Honesty	Most public sector employees (are dishonest = 0, to are honest = 100%)	45

Components	Indicators	Question	Score (%)
	Integrity	To what extent is corruption perceived to be a problem (100% = not a major problem, ..., 0 = pervasive) County executive – 21% County assembly – 21 %	21
	Respect (dignity)	Dignity in handling the public (100% = is much better, ..., 0 = has deteriorated) Protection of rights of local communities (100% = not a problem, ..., 0 = a serious problem)	30 52
Democratic			30
	Accountability	Is there an effective system of checks and balances (100% = Yes, ..., 0 = No) County executive – 31% County assembly – 29%	30
		Accountability between elections (100% = Yes, ..., 0 = No) County executive – 34% County assembly – 33%	33
	Rule of Law	How would you assess adherence to rule of law (100% = followed, ..., 0 = never followed) County executive – 29% County assembly – 26%	27
	Transparency	Transparency of public resource use by county government	22
	Openness	Public trust in institutions (100% = is much better, ..., 0 = has deteriorated – relative to 2013)	42
	Representativeness	Public sector employment by diversity - ethnicity [PSC Report public service compliances...]	
	Participation		-
Professional			43
	Effectiveness	Absorption in the public sector (%) -	

Components	Indicators	Question	Score (%)
	Efficiency	Variance of development to recurrent expenditure to guideline (1=achieved 30:70 or 0=not achieved) – data source OCOB, PSC	
	Service	Rating of services rendered (100% = excellent, to 0 = poor) County executive – 45% County assembly – 42%	43
People			38
	Decency	Land grabbing incidences (0 = a serious problem, ..., 100% = not a problem) Destruction of water catchments	39 39
	Fairness	Equity of public resource use (100% = is much better, ..., 0 = has deteriorated – relative to 2013)	38
	Opportunity		-
	Respect	Dignity of handling the public	39

Figure 34: Component scores of the NV&PG in the public service, county governments, 2015 (%)



Beyond the foregoing assessment of the public service by outsiders, this study also undertook a self-assessment by public service staff.

Table 27 summarizes the results which bring out the diverse views from the exercise.

The self-assessment scores are generally higher, for example, whereas about 75 per cent of public sector workers perceive that ‘most of their employees’ are accountable, only 44 per cent of recipients of public services think so. Despite the relatively higher scores, there are a few weak areas that need to be flagged out.

Although 83 per cent of public officers agree there is fairness in decision making, a large proportion (44%) suggests nepotism is rampant. This may undermine the values and principles of fair competition and merit, representativeness, and adequate and equal opportunities for appointment, training and advancement. It may also demotivate development, an area that definitely requires improvement.

In addition, only 46 per cent of public officers knew of any scheme to award officers for outstanding performance in relation to NV&PG. This would suggest that the pursuit of excellence in relation to PSV does not seem to be extensively rooted in the Kenyan context.

Another relatively low score for self-assessment results was on accountability. Public officers were asked to respond to whether “corruption is a significant problem” or otherwise. A large proportion (53%) thought corruption is indeed a significant problem or a pervasive problem.

Table 27: NV&PG in the public service - self assessment indicators and related questions and/or data sources, 2015

Indicators	Question	Score (%)
Ethical		
Accountability	Most of our employees (100%=are accountable, ..., not accountable)	75
	Exploit offices for private gain without consequences (100%=disagree, ..., 0 = agree)	76
	Exploit offices for private gain without consequences (100%=disagree, ..., 0 = agree)	80
	Effective system of checks and balances (100% = Yes; 0 = No)	97
	Accountability between elections (100% = Yes; 0 = No)	88
Honesty	Most of our employees (100%=are honest, ..., are dishonest)	76

Indicators	Question	Score (%)
Integrity	Integrity in your organization (is much better, ..., has deteriorated)	66
	Not using office for private gain	88
	Payment of bribes (agree, disagree)	75
	Corruption exists	75
	Corruption a problem (1=not a problem, ..., 0=pervasive)	47
Respect (dignity)	Value of respect (strongly agree, ... , disagree)	90
Commitment	Your institutions commitment	96
Democratic		
Accountability	Managers held accountable (Yes, ..., No)	93
Rule of law	Bound by National Values in decisions (agree, ..., disagree)	95
	Complies with relevant legislations	80
	Your organization (follows the rule of law, ..., never follows)	79
Participation	Supports participation of the people (agree... disagree)	97
	Adequate participation by the people (agree... disagree)	87
Openness	Trustworthiness (strongly agree, ... , disagree)	92
	Open portal and website (yes, ..., No)	80
	Open access to data and information (agree, ..., disagree)	90
Professional		
Service	Diligent (strongly agree, ... , disagree)	91
	Your organization's service rating (excellent, ..., poor)	76
Excellence	Awards on National Values (Yes/No)	46
Leadership	Sensitization and training	62
	Initiatives on awareness	73
People		
Fairness	Fairness (strongly agree, ... , disagree)	83
	Nepotism is rampant (disagree=100%, ..., strongly agree=0)	56
	There is excessive patronage	64
Courage	There is moral courage and assertiveness (strongly agree, ... , disagree)	87

Key Findings, Conclusions and Policy Suggestions

This baseline study has assessed the status of Constitutional National Values and Principles of Governance (NV&PG) in Kenya. The analysis covered the following objectives: assessment of the levels of awareness of NV&PG and prioritization; compliance of actors with legal provisions; enforcement mechanism(s); evaluation of the impact(s) of the 2013 *Report on Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance*; and measurement of NV&PG. Besides developing an index for NV in the general population, the report also measured the performance of NV&PG in the public service.

9.1 Key findings and conclusions

9.1.1 Value formation, awareness and prioritization

Value formation begins in the family and is built upon by environmental factors in the home, at school and work place. The role models in the society have massive influence on values an individual acquires in life. Individuals aged below 18 years mainly acquire their values from home and school. Only 12 per cent of the respondents acquired their values through interaction with Public officers. One of the channels that has been influential in creating awareness on values and NV is the mass media. Although respondents expressed fears on media content, such as violence and lawlessness, they highlighted positive values in mass media, which are equally significant.

On awareness, only 38 per cent of the respondents were aware of the NV&PG. About 79 per cent of those aware subscribed to the NV, which is unsurprising since they are a subset of the larger set of values an individual can subscribe to. In a related vein, knowledge of NV was generally low at 59 per cent. There were wide variations across groups where some of those that exhibited less knowledge were: the less educated, and those working within the informal sector. There is need to establish more effective methods of imparting knowledge on NV.

Only 40 per cent of individuals interviewed said they were ‘satisfied with how people embrace the values they come across in the society they live in.’ The greatest dissatisfaction is noted among those who have attained higher education. Both the public and private sector

employees were equally unhappy with the value system in the society compared to the informal sector. The overall implication is that there is room for putting in place mechanisms to instill proper value systems in the society. It emerged that NV are not just important for the public sector, but also the homes and learning institutions.

Although the concepts of “values” and “national values” may not be clear to nearly one quarter of Kenyans, nearly all could be related to specific value concepts as honesty or patriotism. At individual level, patriotism was isolated as the foremost priority value and was identified by nearly 26 per cent of the respondents. It was followed by national unity (17.0%) and honesty (10.5%). The focus should therefore be on ensuring that citizens align their national values based on Chapter six of the Constitution and Article 10(2).

The factors associated with low levels of awareness of NV&PG include: low access to information, weak enforcement mechanisms, and unclear linkage of NV to individual MDAs’ core mandates.

9.1.2 Compliance with NV&PG

Compliance with NV&PG seems to be stifled by a combination of factors. Fundamentally, lack of awareness of NV stifles compliance. In addition, enforcement of existing regulations and laws is weak, and there is hardly any penalty for transgressing the laws. This, combined with no ongoing system of incentives to reward NV champions, has compromised compliance.

The role of some institutions can be harnessed to revamp compliance including the elders and the faith-based institutions. Awards, including the national awards and private sector awards, can be used more effectively to motivate compliance with NV&PG. One of the possible strategies is to link some of the awards to NV. Penalties should be introduced for individuals who do not live up to the tenets espoused by the NV&PG.

9.1.3 Enforcement mechanisms

For NV&PG to be properly entrenched in the country, they have to be enforced. Conformity to values depends on the kind of enforcement mechanisms and sanctions imposed to those who violate the said values. Unless behaviour is monitored and sanctions are imposed

for failure to conform to laid down values that promote the collective good of a community, the desired behaviour is unlikely to occur. In most traditional African communities, violators of laid down norms and value systems suffered loss of prestige and were shunned by other community members. Others were subjected to ridicule, fines, among other sanctions.

In contrast, those who did conform to laid down norms and values did enjoy the expected co-operation from other community members, maintained good prestige in the group and received positive rewards such as praise from within the community. There are numerous institutions charged with the responsibilities of controlling public service ethics in Kenya, including: Executive, Parliament, NPS, IPOA, EACC, Efficiency Monitoring Unit, AG, COB, Ombudsman and Judiciary. These institutions need to ensure effective enforcement of values and PG in the country.

9.1.4 President's reports

Overall, there was very low awareness of the President's reports on NV&PG progress estimated at 33 per cent. Awareness was also low on the measures taken to champion NV&PG. This situation was, however, the product of multiple problems, such as weak targeting of civic education on the Constitution and related legislation in general. Interestingly, awareness of the impacts of measures to instill NV&PG was greater for all categories of respondents interviewed.

The 2013 and 2014/15 President's report on *Measures Taken and Progress Achieved in the Realization of National Values and Principles of Governance* lacked an adequate focus on issues that relate directly to NV&PG, the coverage being more on all the interventions of all MDAs. Additionally, the presentation of the reports does not make them accessible to the common citizen, who rarely, if ever, reads the Kenya Gazette. There has been hitherto little initiative to publicize the report.

9.1.5 National Values Index (NVI) and NV&PG in the public service indices

With respect to measurement of NV&PG, this report developed a NVI for the national population, as well as a separate index measuring NV&PG in the public service.

The NVI was estimated at 57 per cent relative to an ideal score of 100

per cent. Its five components scores were: national identity sub-index (73%); devolution and sharing of power (38%); protection of the bill of rights (71%); governance (57%) and sustainable development sub-index at 42 per cent.

The devolution and sharing of power sub-index had the lowest score among the five components. One of its indicators was the perception on the extent to which public goods (such as public schools and public health facilities) and services were equitably distributed. The relatively low score is indicative of widespread perceptions of inequity in the distribution of national resources across the populace.

The NV&PG in the public service indices were estimated for the National and County governments. The National Government's NV&PG in the public service index score was estimated at 42 per cent relative to a possible score of 100 per cent. Its four components had scores of: ethical (39%), democratic (37%), professional (55%) and people component (38%). In a similar vein, the County governments' scores on all the four components of the NV&PG in the public service index were also relatively low. The County governments' ethical and democratic components had scores of 37 per cent and 30 per cent, respectively. The professional and people components had average scores of 43 per cent and 38 per cent, respectively. The relatively low scores for both tiers of government indicate that the governments are way off the ideal scores of 100 per cent for each of the identified indicators and components of public service values.

9.2 Policy suggestions

Enhance awareness and prioritization of National Values and Principles of Governance

- i) Deepen mainstreaming, inculcation and internalization of national values in school curriculum starting from pre-primary to tertiary level. Nurturing and internalizing NV&PG should be included as part of universities mandates.
- ii) Create more awareness about the roles of family, individual households, community elders, religious institutions, learning institutions and media in formation of national values. Institutionalize the role of change agents for national values, including role models, community elders, and passage of rites.

- iii) Design and implement a comprehensive and targeted civic education programme across all counties through public meetings or *barazas*, radio, social media, information communication and technology, flyers, CBOs and NGOs.
- iv) Strengthen wide stakeholder networks for implementing civic education. Networks may include institutions such as: civil societies, church and schools.
- v) Identify and award champions for NV&PG at all administrative levels such as Cabinet Secretaries, Directors and Chiefs to enhance awareness.
- vi) Brand the NV&PG awareness programme and ensure that the annual President's speech on State of the Nation is a process preceded by a one week campaign across all counties and sectors towards promoting NV&PG.
- vii) Develop, institutionalize, inculcate and mainstream NV standards for Kenya in all formal, informal, private and public sector institutions' frameworks, including legislation, policies, strategic plans, budgets and accompanying M&E frameworks.
- viii) Deepen use of media (social, print, audio, television, etc) in promoting national values in the country.

Ensure compliance of actors to legal provisions

- i) Legislate NV&PV standards and punish those who violate national values and ensure appropriate feedback mechanisms
- ii) Strictly enforce the rule of law such as the two thirds (2/3) gender rule
- iii) Strengthen the capacity of the actors through training
- iv) Harness the role of institutions such as elders and the FBOs
- v) Introduce and or use awards and penalties more effectively, including the national awards and private sector awards, to motivate compliance with NV&PG

Strengthen enforcement mechanism(s)

- i) Introduce rewards and sanctions for those who violate the NV&PG
- ii) Curb corruption by strengthening public financial management

Develop and institutionalize monitoring and impact evaluation mechanisms

- i) Ensure adequate funding for training, enforcement, monitoring of NV&PG and evaluation of effectiveness of various interventions
- ii) Continuous monitoring and evaluation of programmes that promote NV at national, county and sub-county levels

President's reports

- i) Strengthen targeting mechanism of civic education to raise awareness of the report, the Constitution and related legislation
- ii) Focus subsequent reports on issues that relate directly to NV&PG rather than on all the interventions of all MDAs
- iii) Besides the Kenya Gazette, there should be an attempt to produce and circulate widely a popular version of the report
- iv) Publicize the report prior to its reading by the President before Parliament

National Values Index and NV&PG in the public service indices

- i) Monitor progress on NV&PG by continually computing the NVI and the NV&PG in the public service indices
- ii) Identify and address indicators/components of the indices with particularly low scores. The relatively lower score on the Devolution and Sharing of Power sub-index in the 2015 NVI needs to be addressed in order to deal with equity issues.
- iii) Public service values indices suggest the need to promote all the four components of public service; that is ethical, democratic, professional, and people components.

Annex

Annex Box A1: Core Functions of the Directorate of National Cohesion and National Values

Core functions

1. Providing strategic leadership and policy direction on matters of national cohesion and National Values;
2. Formulating and developing short term and long term policies, strategies and plans for the achievement of national cohesion and reconciliation;
3. Preparing and compiling annual report on all measures taken and progress achieved in the realization of National Values stated in Article 10 of the Constitution of Kenya, 2010;
4. Developing short term and long term policies, strategies and plans for the promotion of National Values in liaison with stakeholders;
5. Coordinating the implementation of policies, strategies and plans for the promotion of National Values;
6. Formulating, coordinating and implementing programmes for the promotion of national cohesion and reconciliation in liaison with other stakeholders ;
7. Coordinating and implementing policies, strategies and plans for the achievement of national cohesion and reconciliation;
8. Liaising with other Ministries, Departments and Agencies (MDAs) in mainstreaming national cohesion and reconciliation within the public service;
9. Promoting national unity, social justice and national interests;
10. Creating networks and a database of national cohesion stakeholders and actors;
11. Advocacy, public education and sensitization on national cohesion, reconciliation and National Values;
12. Conducting research on national cohesion, reconciliation and National Values;
13. Conducting periodic baseline surveys on the status of national cohesion and National Values in the country;
14. Establishing the necessary legal, institutional and policy frameworks for the promotion of national cohesion, reconciliation and National Values;
15. Undertaking monitoring and evaluation of national cohesion, reconciliation and National Values programmes and their impact in the country and taking corrective measures;
16. Preserving and institutionalizing cohesion and National Values memory through establishment of research and memorialization centres;
17. Developing guidelines for training in cohesion, reconciliation and National Values to ensure technical competence and knowledge among stakeholders;
18. Spearheading the identification and recognition of cohesion champions;
19. Sourcing and mobilizing resources for the promotion of national cohesion, national unity and National Values; and
20. Lobbying for media support in the promotion of national cohesion and National Values.

Annex Table 1: A Review of National Values and Principles of Governance Analysis

Kenya, Akech M. (2011), Abuse of Power and Corruption in Kenya: Will the New Constitution Enhance Government Accountability?	
Values issue addressed	Abuse of Power and Corruption
Values component	Government accountability, abuse of power, democracy, governmental power, principles on leadership and integrity
Indicators	<ul style="list-style-type: none"> • Existence of effective regulatory principles and mechanisms. • Programmes for promoting principles of good governance • Level of implementation of regulatory principles and mechanisms in institutions • Implementation of laws on corruption • Level of accountability in government institutions • Level of citizen participation in government projects • Level of abuse of power by administrative officers • Transparency and procedural fairness • Implementation of principles on leadership and integrity
Methodology	Secondary literature reviews and desktop research
Value Measures	Corruption, integrity, accountability, democracy, justice
Key findings	Poor implementation of laws on corruption; abuse of power by the Executive, Legislature and Judiciary; inadequate citizen participation; poor implementation of principles on leadership and integrity; poor government accountability.
Bangladesh: Anowar S. M. (2010), Impact of Good Governance on Development in Bangladesh	
Values issue addressed	The impact of good governance on development. Accountability, transparent decision-making process, corruption
Values component	Good governance framework, public sector management, rule of law, transparency and information, accountability and financial management, citizen participation, rule of law, and consensus orientation
	<ul style="list-style-type: none"> • Political accountability, cultural values, effective administration, gender equality • Promoting policy process that fosters participation • Substantial funding and technical assistance for governance reforms and capacity building

Indicators	<ul style="list-style-type: none"> • Present situation of good governance • Transparency in decision making, voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, control of corruption.
Methodology	Factor analysis and descriptive statistics
Value measures	Transparency, policy formulation, accountability, human rights
Key findings	The indicators showed lowest ranking of Bangladesh. There is poor institutional governance coupled with low transparency, poor access to and control of information, weak policy formulation and implementation, inadequate capacity and skills, unclear lines of accountability, centralized power and discriminative culture against women.
China. Joseph C. and Elaine C. (2006), "Charting the State of Social Cohesion in Hong Kong". The China Quarterly, No. 187 (Sept., 2006), pp. 635-658	
Social-economic Issue addressed	Social solidarity
Social component	Social solidarity and networks. Social solidarity encompasses both individual attitudes and structural arrangements; it includes the sense of belonging to a community, equality of opportunity in a market society, recognition of pluralistic values, and the existence of public and private intermediary organizations that bridge different social sectors Networks chiefly concern social interaction and involvement
Indicators	Survey data is used on: General trust, willingness to help, sense of belonging to and political institutions
Methodology	Two-stage, door-to-door survey based on a stratified random sample of the entire territory
Social solidarity measures	Ranking is done at the country level
Key findings	Findings suggest that Hong Kong presents a mixed picture with regard to social cohesion. While the people of Hong Kong feel quite positive about fellow members of society and usually have a respectable sense of belonging to society, such positive sentiments are, to some degree, offset by the inertia in social engagement. The opposite seems to be true of vertical cohesion. The lack of confidence in the government is accompanied by a relatively high degree of conventional political participation. What holds the society of Hong Kong together is an elusive sense of belonging and identity.

Nicola D. (2007), Are Good-quality Environments Socially Cohesive? Measuring Quality and Cohesion in Urban Neighborhoods	
Values issue addressed	How the urban form and features of the built environment influence social cohesion in local neighborhoods
Values components	High residential density, mixed land uses, accessibility, connectedness and permeability, legibility, attractiveness, inclusiveness, maintenance, natural surveillance, character, and perceived quality of the neighborhood
Indicators	A combination of objective and subjective indicators were used where subjectivity was required to (for example) define the character of a neighbourhood, the opinions of the residents were sought rather than the researcher making an assessment of a place about which she may have very little knowledge
Methodology	Probabilistic approach was required to allow for the possibility of a range of factors (not simply the built environment) having an influence on social cohesion. A large-scale cross sectional investigation was conducted, employing quantitative and qualitative research methods.
SCI (Value)	Six neighbourhoods were selected in two English cities; Oxford and Sheffield.
Key findings	The findings show a number of significant relationships between features of quality and dimensions of social cohesion, particularly those that are reliant on residents' perceptions of where they live. This suggests a real need for neighbourhood renewal, urban planning, and design policy and practice to focus on increasing residents' satisfaction with, and perceptions of, their neighbourhood, alongside improvements to the physical environment.
Kenya, W. N. M. (2014), Determinants of Quality Corporate Governance in Sub-Saharan Africa: Evidence from Kenya and South Africa	
Values issue addressed	Quality of corporate governance
Values component	Good corporate governance practices, role of good corporate governance in corporate performance, firm size, leverage, investment opportunities and audit quality
Indicators	Performance of the firm, firm size, leverage, investment opportunities and quality of audit
Methodology	Content analysis and multiple regression analysis

Value measures	Improvements in corporate governance practices, minimization of corporate failure, and protect the well-being of the minority shareholders Furthermore, the study contributes to the understanding of the variables affecting the quality of corporate governance in developing economies of Africa
Key findings	Audit quality and firm performance as the main factors influencing the quality of corporate governance in Kenya and South Africa. There are also differences in the quality of corporate governance between the two countries.
United States. Arjoon S. (2006), Striking a Balance between Rules and Principles-Based Approaches for Effective Governance: A Risks-Based Approach	
Values issue addressed	Rules and principles-based approaches for effective governance
Values component	Effective corporate governance, culture of trust, intellectual honesty, abuse of high corporate offices, insider trading, ethics and corporate governance
Indicators	Elements of good corporate governance, compliance to rules, obstruction of justice, challenges to effective corporate governance, challenges to maintaining intellectual honesty, existence of transparency strategies and their implementation, existence and implementation of laws and regulations, management responsibilities in maintaining ethical governance, existence of effective compliance and programmes
Methodology	Review of secondary literature and content analysis
Value measures	Ethics, integrity, justice, law and order, criminal activity, perjury
Key findings	Trust-based principles such as: solidarity, subsidiarity and covenantal relationships can help in addressing risk factors to effective corporate governance Rules and regulations are necessary for fair conduct of business in a society Ethical failures are responsible for major business scandals There are insufficient rules and regulations for effective corporate governance Principle based approaches provide sufficient conditions to have effective corporate governance programme to install compliance and ethical behaviour
Canada. Shipley G. R. and Kovacs J. F. (2008), Good Governance Principles for the Cultural Heritage Sector: Lessons from International Experience	
Values issue addressed	Principles of good governance

Values component	Cultural heritage, corporate ethics, good citizenship, importance of cultural heritage in economic development, political and social culture, heritage conservation practice openness in fund raising, good financial accountability and fairness in its employee performance evaluation, conflict of interest
Indicators	Legitimacy, voice, direction, performance, citizen participation, accountability and fairness, conflict of interest
Methodology	Secondary literature review and content analysis
Value Measures	Accountability and fairness, performance
Key findings	A set of good governance criteria and principles including legitimacy and voice, direction, performance, accountability, and fairness, is developed The set of principles of good governance is recommended for use in creating new cultural heritage organizations or setting up the administration, in monitoring the activities of existing bodies and the management of current cultural sites, and in evaluating the performance of all cultural heritage Within the interplay of governance issues, the various principles need to be carefully balanced Information and new knowledge derived from the study of heritage matters needs to be shared and that the traditions of all people in any given area should be respected
Nigeria. Okechukwu N. D. and Ogochukwu I. J. (2014), Good Governance and National Values: Where Does Nigeria Stand At 53?	
Values issue addressed	Good governance and national values, cultural, social, political and individual patriotism, loyalty, honesty, lack of dedication to duty
Values component	Epileptic social service, exam malpractice, ethno religious conflict, hostage taking and unequal allocation of funds, self-reliance and respect for national symbols
Indicators	Equitable and inclusive, participatory, rule of law, effective and efficient, accountable loyalty, honesty, political instability
Methodology	Review of secondary data and content analysis and Path-Goal-Theory Leadership
Key findings	Government should revive national values and build on Nigerian concept to have a united plural society Good governance depends on the socio-economic, political and culture of individuals and collective national value system; this has virtually affected all spheres of Nigerian society negatively

Demmke C. and Moilanen S. T. (2011), Effectiveness of Good Governance and Ethics in Central Administration: Evaluating Reform Outcomes in the Context of the Financial Crisis	
Values issue addressed	Good governance and ethics
Values component	Ethics codes, ethical standards, rule of law
Indicators	Gift taking, political patronage, transparency and accountability Ethics policies, rules and standards, codes of ethics, accountability mechanisms, ethics bureaucracy
Methodology	Case studies, comparative and empirical approach
Key findings	<p>More rules are needed in a given political, economic, legal and institutional context characterized by low levels of public trust</p> <p>Deregulation of ethics rules seems to be politically impossible and also to be lacking support of the general public</p> <p>Ethics policies are mostly scandal-driven. They emerge, flourish, are reformed and expanded as a result of scandals and media attention; hence, some issues such as corruption and fraud attract a lot of media and political interest, whereas others are not discussed publicly to the same extent (e.g., mobbing and disrespect for core values)</p> <p>Leadership and openness are deemed the most effective instruments, followed closely by ethics legislation and training in promoting good governance</p>
USA, Kaplan et al. (2013), Human Resource Governance: What Does Governance Mean for the Health Workforce in Low and Middle-Income Countries	
Values issue addressed	Health workforce and governance, governance principles ethics policies and ethics instruments
Values component	Strategic vision, accountability, transparency, information generation, efficiency, equity/fairness, responsiveness and citizen voice and participation
Indicators	Participation, transparency, accountability, equity Responsiveness, Information generation, challenges to governance Employment policies
Methodology	Qualitative analysis, secondary literature reviews and rapid indicator-based methodology

Key Findings	<p>Challenges facing the health workforce requires strengthening health governance as well as human resource systems in order to effect change in the health system</p> <p>Challenges in strategic plan implementation in health workforce governance are due to limited financial and human capacity; weak endorsement of the vision at the leadership level; and poor coordination between the public and private sectors and donors</p>
Any other issues	<p>Further research into the effectiveness of specific interventions that enhance the link between the health workforce and governance are warranted to determine approaches to strengthen the health system</p>

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