



CITIZEN ENGAGEMENT STANDARDS



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GLOSSARY OF TERMS

Citizen	An individual or a member of the public that is served or
	underserved by a Water Service Provider (WSP). Since
	water is a basic need, a citizen has a right to access safe
	and clean water.
	An individual provided with formalized Water and
Consumer	Sanitation Services (WSS) i.e., has a customer contract
	with a WSP or receive services through formal public
	stand posts or yard taps. This also refers to underserved
	citizens who are not receiving formalized water and
	sanitation services. Consumers are viewed in 3 contexts:
	domestic, commercial and institutional. Consumers are
	not a homogeneous group but are made up of men and
	women of different ages and socio-economic status. A channel through which a water service provider uses to
Citizen Engagement	reach consumers and members of the public. It also
Mechanism	refers to rules, instruments and processes that define the
	involvement of citizens in matters relating to provision of
	water and sanitation services.
	A process through which a WSP seeks advice or opinions
Consultation	from consumers or citizens regarding a specific matter.
	This process can be undertaken through a multiplicity of
	channels.
	Is a recipient of a water and sanitation service from a water
Customer	service provider.
Dulalia Dautiainatian	A process that directly engages the members of the public
Public Participation	in making pertinent decisions regarding a specific matter
	in water service provision. Participation considers and makes sense of public input.
	Information coming directly from customers about the
Feedback	satisfaction or dissatisfaction they feel with a service from a
	specific utility. This information is provided on a form.
	Is the provision of water and sanitation service to customers
Customer Service	before, during and after a water connection has been
	undertaken. Customers hold a water supply contract

	Is a description of the business that a WSP provides to its
Customer Service Charter	customers, how it's delivered to those customers, and what are
	the expected timelines and outcomes.
	This entails service ethics and operating procedures laid down
Customer Service Policy	by a utility towards its customers.
	Refers to situations where employees of a given utility
Customer Visits	schedule to visit customers at their businesses/premises so
	as to attend to their various needs.
	Refers to an expression of dissatisfaction by a consumer
Complaint	about the water product or quality of service.
	These are different communication channels a WSP or the
Customer Interactions	regulator uses to interact with its customers and stakeholders.
Modes	includes emails, phone calls, social media, customer visits,
	SMS, websites and walk-in customers.
	Steps taken by a party (s) when service levels do not meet
Escalation Procedure	contractual requirements or when contractual obligations are
	violated and not addressed.
	The process of providing public needs in the water sector in a
Service Delivery	planned and organized way.
	A set of step-by-step instructions meant to achieve predictable,
Standard Operating	standardized and desired results.
Procedures	
Walk-in Customers	Members of the public who visit a water utility or the
	regulator in order to get assistance on various water-related
	issues
Whistleblowing	Means making a disclosure of improper conduct under
vvindabiowing	"Whistleblower" Protection Act, 2023.

TABLE OF CONTENT

Glossary of Terms	iv
List of Figures	viii
List of Tables	ix
Abbreviations and Acronyms	x
Executive Summary	xi
CHAPTER ONE:BACKGROUND	1
1.1 Contextual Background	1
1.2 Consumer Complaints	2
1.3 Consultancy Tasks	3
1.4 Methodology	4
CHAPTER TWO:CONSUMER ENGAGEMENT POLICY	5
2.1 Objectives of the Policy	5
2.2 Scope of the Policy	5
2.3 Modes of Customer Communication	5
2.3.1 Telephone Calls	5
2.3.2 E-mails	6
2.3.3 Customer Visits to WSP Offices	6
2.3.4 Social Media	6
2.3.5 WSP Visits to Customers	6
2.3.6 Short Message Service (SMS)	7
2.3.7 Website	7
2.4 Complaints Escalation Procedure	7
2.5 Complaints Handling Procedure	7
2.5.1 Complaints at the Point of Service Delivery	7
2.5.2 Complaints within other WSP Department(s)	8
2.5.3 Handling Complaints about a Utility Staff	8
2.5.4 Complaints Involving More than One Department	8
2.6 Monitoring Customer Complaints	9
2.7 Corporate Communications	9

2.8 Remedies for Customer Complaints	9
2.9 Customer Feedback	10
2.10 Awareness and Sensitization on the Policy	10
2.11 Public Consultation	11
2.12 Best Practices to Engage Citizens	12
2.13 Whistleblower Framework	13
CHAPTER THREE:SERVICE STANDARDS	14
3.1 Customer Service Categories	14
3.2 Service Standards	14
3.3 Complaints Handling at Utility Level	15
3.4 Complaints Escalation	17
3.4 The Appeal Process	17
3.5 The Complaints Service Charter	18
3.6 The Service Guarantee	19
3.7 Civil Society in Citizen Engagement	19
3.8 Monitoring and Enforcement of Standards	20
CHAPTER FOUR: INDICATORS FOR CONSUMER ENGAGEMENT	21
4.1 Indicator Framework	21
CHARTER FIVE, CITIZEN ENGACEMENT TOOL	0.4

LIST OF FIGURES

Figure 1: Methodology	4
Figure 2: Instruments for Policy Sensitization	11
Figure 3: Complaints Management at Utility Level	16
Figure 4: Complaints Handling Ecosystem	16
Figure 5: Complaint Escalation Criteria	17
Figure 6: Complaint Appeal Framework	18
Figure 7: Enforcement Actions	20

LIST OF TABLES

Table 1: Service Categories	14
Table 2: Sub-Indicators for Citizen Engagement	15
Table 3: Indicator Weighting	21
Table 4: Sub-Indicators for Customer Engagement	21

ABBREVIATIONS AND ACRONYMS

BOD: Board of Directors

CA: Communications Authority

CAJ: Commission of Administrative Justice CEC: County Executive Committee Member

CEM: Citizen Engagement Mechanism
CES: Citizen Engagement Standards

CRM: Customer Relationship Management

CSO: Civil Society Organization

DME: Director-Monitoring & Enforcement

EPRA: Energy & Petroleum Regulatory Authority

ERP: Enterprise Resource Planning

EWURA: Energy & Water Utilities Regulatory Authority

FOM: Focus Group Discussion
FOM: Front-Office Manager
GoK: Government of Kenya

KEWASNET: Kenya Water & Sanitation Network

KII: Key Informant Interview
KPI: Key Performance Indicator

MIS: Management Information System

MOWSI: Ministry of Water, Sanitation and Irrigation
NEMA: National Environment Management Authority

NRW: Non-Revenue Water

NWASCO: National Water Supply & Sanitation Council

O&M: Operation & Maintenance
SMS: Short Messaging Service
SPA: Service Provision Agreement

USSD: Unstructured Supplementary Service Data

WAGs: Water Action Groups

WARIS: Water Regulation Information System WASREB: Water Services Regulatory Board

WATSAN: Water and Sanitation

WIMIS: WASREB Integrated Management Information System

WRUA: Water Resource Users Association

WSP: Water Service Provider
WSR: Water Service Regulations
WSS: Water and Sanitation Service

WWDA: Water Works Development Agency

EXECUTIVE SUMMARY

The Water Service Regulatory Board (WASREB) expressed it desire to develop Citizen Engagement Standards (CES) for the utility sector by commissioning a consultancy in December 2023. The task was completed in April 2024 and provided the sector with robust Consumer Engagement Standards and a roadmap for complaints management, an overview of complaints reporting, framework for complaints handling including a service charter, a consumer sensitization plan, avenues for utilities to engage citizens and indicators for measuring consumer engagement. A tool for quantifying and ranking consumer engagement based on the indicators identified was developed as well.

In the context of WASREB, consumer engagement is a channel through which utilities can deploy to reach their consumers and members of the public. It also refers to rules, instruments and processes that define the involvement of citizens in matters relating to the provision of water and sanitation services. This is a holistic concept that entails the framework for complaints management, public consultation in tariff adjustment, public participation, consumer engagement activities and fora, customer satisfaction surveys, whistleblowers and general public consultations.

In order to develop suitable standards, concrete data was obtained from key informants in the utility sector through workshops with stakeholders across the sanitation network and introspection with Government officials in the sector. Case studies were deployed and used to review the elevated citizen engagement practices in the utility sector both locally and internationally. Local case studies were held at Communications Authority (CA), Energy and Petroleum Regulatory Authority (EPRA) and National Environment Management Authority (NEMA). International case studies were held in Bagamoyo and Kibaha districts in Tanzania and in Lusaka, Zambia. Consultations with key reference groups including the Kenya Water and Sanitation Network (KEWASNET) and a select cohort of County Executive Committee (CEC) members were held as well.

After rigorous deep-dives and informant interviews, crucial services provided by utilities were proposed for standardization. These services were clustered in four broad areas namely: policy and structure, planning and financing, service standards (performance and delivery on WSS services) and user consultation (participation of local community in the decision-making process). The standards shall augment key service categories in the sector such as; billing, water quality, interruption of water supply, sewer overflow, unjustified disconnections, response time on demand for meter and meter testing, new connection and reconnection. These standards were developed based on a model adopted by WASREB in assessing governance in utilities.

The four service areas can be quantified if further divided into sub-indicators. These sub-indicators were developed as follows:

1	Availability of an approved citizen engagement policy,
2	A written and a published complaint system
3	An established citizen engagement function
4	Availability of a work plan for consumer engagement activities
5	Work plan aligned to the approved annual budget,
6	Utility adheres to approved work plan
7	Availability of a published service charter publicly displayed,
8	Utility carries out customer satisfaction surveys at least every two years
9	Utility has a score from the customer satisfaction surveys done in the last two years
10	Complaints are resolved within the turn-around times
11	Utility publishes information to the public on its website about its operations
12	Utility has a budget for consumer engagement
13	Utility implements community outreach and public awareness activities

The total aggregate score for indicators for citizen engagement will be 20, meaning the gross total score under impact reporting shall increase from the current score of 200 points to 220 points. The maximum value of indicators to measure citizen engagement is 60, points tabulated as follows: policy and structure (10), planning and financing (10), service standards (20) and user consultation (20).

These indicators shall be useful in quantifying the performance of WSPs hence assist them in meeting their objectives in service delivery and improving consumer/citizen orientation. The standards shall reaffirm provisions of the license and Service Provision Agreements (SPA) in respect to consumer information, consultation and participation as well as recourse. The standards shall establish new requirements on the regulator to institutionalize citizen participation beyond lukewarm and often ad-hoc involvement to formalized engagement and accountability.

In order to measure and continually improve service delivery in the water and sanitation sector, a multifaceted tool comprising Thirteen (13) sub-indicators shall be deployed and operationalized. The tool shall be used to quantify citizen engagement in the water sector by ranking utilities. In view of the requirements under the Water Act (2016), Water Service Regulations (2021) and empirical evidence from interviews with actors in the water and sanitation ecosystem, these indicators shall sufficiently address the citizen engagement needs. Compliance will be monitored through inspections. Non-compliance will result in enforcement actions in line with WASREB's enforcement strategy that includes; issuing penalties, publishing of the default, placing a licensee under a special regulatory regime and eventual non-approval of tariffs.

BACKGROUND

1.1 Contextual Background

Water Services Regulatory Board is mandated to regulate the water services sector in Kenya as enshrined in the Water Act (2016) and the Water Service Regulations (2021). The regulator ensures provision of efficient, affordable and sustainable water services. Consumer protection is a function bestowed upon the regulator and is an integral part of service provision that anchors citizen engagement and operates within a framework of human rights as articulated in the Constitution of Kenya (2010). Whereas Water Act (2016) mandates WASREB to "establish mechanism for handling consumer complaints regarding the quality/nature of water services", it also sets a legal framework for appeal in case a citizen or a party is aggrieved by decision rendered at any service provision level.

Moreover, the board is charged with the responsibility of licensing the Water Service Providers (WSPs), setting standards and enforcing rules that guide the water sector in ensuring that consumers in particular and citizens in general are protected and have access to efficient, affordable and sustainable water and sanitation services. Part of WASREB's mandate entails setting standards, licensing conditions, performance of WSPs and enforcing license conditions. Based on the Sustainable Development Goals (SDG's), equitable and universal access to safe and affordable drinking water and sanitation for all by 2030 is envisaged. As a result, WASREB seeks to ensure this goal is achieved, by putting in place the requisite infrastructure and instruments to accentuate realization of this goal.

With the recognition of the right to water and sanitation in the Bill of Rights as enshrined in Article 43 of the Constitution Kenya, it is the constitutional duty for the state actors-as duty bearers-to act and report on the respect, fulfilment and protection of this right. For this reason, WASREB seeks to reinforce efforts in promoting and monitoring progressive realization of this fundamental right by institutionalizing citizen engagement and operationalizing the complaints management ecosystem so as to reorient service delivery. Awareness creation on the nature and quality of the services provided at required standards play a lead role in pacifying the impacts of poor service. Involving citizens in decision making through feedback loops ultimately improves performance.

Whereas WASREB acknowledges need for strengthening participation of consumers in the water and sanitation service in realizing their rights, participation guarantees the rights of all citizens by enabling them to effectively engage in the services provided. This involves information provision by water sector institutions to citizens in general and consumers in particular, formalized consultation and participation of citizens in service provision as well as effective documentation and handling of consumer complaints. It is noteworthy that Section 72 of the Water Act (2016), mandates WASREB to establish a mechanism for handling complaints from consumers regarding the quality or nature of water services. Whereas the right to quality water is sovereign, there is no mechanism in place to guarantee its realization. For this reason, service standards need to be operationalized to aid realization of this goal. While WASREB recognizes that citizen participation does not only refer to customers served by a formal WSP but also to the underserved ones, mainly in low-income urban areas, this means the mechanisms to engage citizens needs to broadened beyond contractual consumers. This, is not only in line with the human rights principle of non-discrimination but also enhances inclusivity. Engaging citizens in the execution of program plans, when developing tariff adjustments or in running the affairs of utilities is therefore paramount.

1.2 Consumer Complaints

Kenya is a rapidly developing country and its utilities are straining to keep pace with population growth and economic development. In view of rapid growth and the ever-increasing demand for safe and affordable water, utilities are struggling to ensure quality services due to frequent complaints. Dealing with these complaints efficiently is vital, not only to maintain the customer satisfaction, but also to resolve issues such as leaks, water quality and billing that directly impact service delivery and revenue consolidation. While water sector has a well-defined accountability framework with a strong regulator and performance targets, it lacks an effective framework to handle complaints and engage citizens appropriately.

As a result, not only are recorded complaints relatively few, but complaint processing by utilities is largely inefficient. Moreover, the regulator has not fully institutionalized the complaints appeal process and lacks requisite standards for consumer handling. Besides, their lacks a strategy to rank the performance of utilities on citizen engagement. Again, performance of WSPs in citizen engagement hasn't been mandatory thereby placing the lives of consumers and citizens at risk. While the Water Act, (2016) recognizes consumer protection as a pillar of regulation, it places responsibility on WASREB to develop mechanisms for citizen engagement. A decision premised on the fact that an informed citizenry and a vibrant civil society are central in ensuring utilities fulfil their obligations in guaranteeing quality and safety.

Whereas, it is factual that utilities are struggling to cope with complaints from consumers and the general citizenry, standards prescribing the utility behavior in consumer handling and a tool to rank utility performance in the context of citizen engagement would push WSPs to improve service delivery and enhance competitiveness. In their absence, challenges continue to hamper WASREB's desire for progressive realization of the right

to water for millions of people in Kenya. As a result, poor quality of services is rendered at a high cost, making WSPs less economically viable and operationally unsustainable. Lack of standards on customer orientation therefore negatively impacts service delivery.

A recent consultancy on approaches in citizen engagement and technological trends within the water and sanitation service shows significant strides in citizen engagement landscape in the sector have been realized, with multiplicity of solutions in use, the study¹ found that 47.2% of utilities have deployed Enterprise Resource Planning (ERP), while 16.3% of utilities use the Customer Relationship Management (CRM) module and billing software. The study also found that conventional approaches such as the use of FM radios and public forums and public barazas accounted for 3.6%. The report further shows 13.4% of complaints made in the water sector are filed manually. These findings show a technological transformation has gained significant traction in the water sector.

1.3 Consultancy Tasks

This consultancy was designed to develop citizen engagement standards for the utility sector in Kenya. In particular, the study was shaped by the following objectives:

- (i) Develop the consumer engagement standards,
- (ii) Develop performance indicators for quantifying and ranking consumer engagement across the water and sanitation service chain.
- (iii) Develop a tool to assess performance of utilities based on the indicators identified.

Specifically, the standards to be developed were to entail:

- a) A consumer engagement policy with a roadmap for grievance management,
- b) Showcase a multiplicity of channels for reporting grievances such as (USSD, SMS, websites, office visits, telephones, toll-free lines, customer care desks etc.)
- c) A framework for complaints handling,
- d) Grievances service charter with fixed timelines for action,
- e) Consumer sensitization plan at utility level
- f) Robust indicators for consumer engagement.

Additionally, the consultancy was to include best practices on how Customer Relationship Officers (CROs) at WSPs can engage citizens, incorporate the recommendations of the Water Regulations 2021 in citizen engagement ecosystem and recommend a framework for handling whistleblowers. The consultancy was held between 20th December, 2023 and 30th April, 2024.

¹ Needs Identification & Proposal for a Working Solution for Citizen Engagement Mechanism-WASREB, 2022

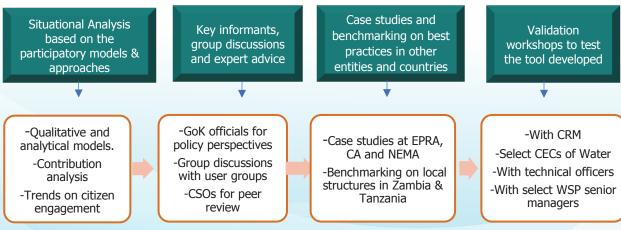
1.4 Methodology

In developing citizen engagement standards, participatory approach grounded on multistakeholder analysis was utilized. Specific methodology deployed were as follows:

- i) Situational Analysis: qualitative, quantitative and analytical approaches were used to document the current citizen engagement mechanisms and a status review.
- ii) Workshops: used to gather critical data (both qualitative and quantitative) on the approaches on citizen engagement and obtain proposals by users on the content and veracity of standards desired. Workshops provided an opportunity for peer-review and to distill the standards proposed.
- iii) Informant interviews: were used to refine the proposed standards by leveraging on specialized input from Ministry of Water officials (especially on policy) and a host of civil society action groups such as KEWASNET and Water Resource Institute.
- iv) Group Discussions: with grassroot groups, Water Resource User Associations (WRUAs) and Water Action Groups (WAGs).
- v) Case Studies: deployed to document elevated standards in the utility sector were at the Energy and Petroleum Regulatory Authority (EPRA), National Environment Management Authority (NEMA) and Communication Authority (CA). International benchmarking with consumer groups and user organizations were held in Lusaka (Zambia) and Bagamoyo/Kibaha districts of the coastal Tanzania.
- vi) Validation Forums: will mainly comprise senior-level managers and practitioners to review the standards formulated and test compliance.

The methodology adopted for this study is summarized in Figure 1.

Figure 1: Methodology



The sampled population for interviews and validation workshops comprised 25% of the target population i.e. 21 Customer Relationship Officers from utilities and 12 County Executives Committee members in charge of Water.

2 CONSUMER ENGAGEMENT POLICY

A consumer engagement policy prescribed for water sector is described as follows:

2.1 Objectives of the Policy

In developing this policy, WASREB seeks to meet the following objectives:

- i) To ensure service provided to customers/consumers exceed their expectations and enhances customer experience,
- ii) To ensure the WSP staff are satisfied and well-motivated,
- iii) To provide clear guidelines to WSP staff on how to deal with customers,
- iv) To constantly improve service delivery,
- v) To maintain and improve customer retention.

2.2 Scope of the Policy

This policy shall apply to all the service requests, complaints and compliments made by customers, citizens and consumers in regard to the provision of water and sanitation services in Kenya. The policy shall apply to all the WSP staff as well.

2.3 Modes of Customer Communication

Customer queries and complaints shall be received at the WSP contact center through the following channels; telephone calls, emails, USSD's, chat, walk-in customers and social media. Below are general standards required for each of the stated modes of communication. However, the standard operating procedures and the customer service delivery charter in place in all the utilities shall be re-engineered to augment these basic guidelines:

2.3.1 Telephone Calls

- All telephone calls will be picked on or before the third ring,
- A standard telephone call shall take an average of three minutes to greet, hear and solve the problem and close the issue,
- All queued calls to utility call centers shall be answered within three (3)minutes, staff will identify themselves with name and work area upon answering a telephone call,
- Telephone surveys will be done periodically to ensure customers rate the services provided by WSP's for purposes of continuous improvement,
- WSP staff will address customers in either English or Kiswahili subject to what a customer is comfortable with,
- All customer queries through telephone calls will be resolved within 24 hours, telephone calls will be handled according to the standard operating procedures,
- Staff shall ensure to return all missed customer calls,
- All telephone calls received shall be recorded for quality control purposes.

2.3.2 E-mails

All customer queries received via email will be responded to within (8hours). Response to emails will be based on the standard operating procedure and in strict compliance to the E-mail etiquette. Email surveys will be done periodically to ensure customers rate the WSP's services for purposes of continuous improvement. All email queries from customers will be resolved within 24hrs.

2.3.3 Customer Visits to WSP Offices

The following rules shall guide WSP staff in the handling of customers visiting their offices:

- Customers will be attended to within 5 minutes of arriving at the WSP office.
- Customers will be received in a respectful manner and their details recorded in case further follow-up will be required in future,
- Staff will be required to wear an identification badge to make it easier for customers to identify them.
- Staff attending to customers will have working knowledge of WSP's services to enable them to serve the customers effectively.
- Staff serving customers will listen prudently to the customers' concerns and login customer issues as appropriate.
- Staff attending to customers will be pleasant and empathetic while attending to the customer,
- Staff attending to customers will ensure that their queries are resolved and if they cannot be resolved immediately the staff will follow up to ensure immediate resolution,
- At the end of every customer visit, the staff will thank the customer and let them know they are appreciated,
- Customer feedback forms will be availed at the end of the visit to allow the customer to rate the WSP services for purposes of continuous improvement,
- All walk-in customer queries shall be resolved within 24hrs.

2.3.4 Social Media

- Citizen and gueries received via social media will be responded to within 10minutes,
- The staff handling the customer will ensure to log the customer query,
- Queries and complaints via social media shall be resolved within 24 hours.

2.3.5 WSP Visits to Customers

Customer visits are vital to the success of any utility. To enhance efficient service delivery, customer visits shall be arranged prior and timelines adhered to. The following guidelines will apply regarding customer visits:

- i) Staff will schedule customer visits through phone and confirm 24 hours prior to the visit,
- ii) Staff visiting customers will be punctual for customer visits.
- iii) After customer visits, staff will log the details of the customer and nature of their queries or complaints,
- iv) Staff will resolve customers queries arising from the customer visits within 24hours.
- v) WSP's shall visit customers at least twice per week.

2.3.6 Short Message Service (SMS)

SMS to a utility can be in the form of USSD or short code. The contact center shall use the SMS service as guided by the following rules;

- i) All SMSs to customers will originate from a known agency telephone number of code,
- ii) All messages sent to customers will be approved by the manager in charge of customer service before dispatch,
- iii) Customers will be notified of the status of the documents they have lodged via the SMS,
- iv) Bulk SMS shall be used when conveying similar messages to different groups of the stakeholders or customers.

2.3.7 Website

The website is an interaction tool for customers. The following rules will guide the interaction and enhancement of the communication with customers via the web:

- Frequently Asked Questions (FAQs) will be continuously availed in the website,
- The website will be updated regularly with relevant information for the customers,
- Staff will utilize the chat option on the website to solve customer queries,
- Queries/complaints on the website shall be responded to within 24 hours.

2.4 Complaints Escalation Procedure

The following guidelines will govern the handling of customers by the WSP staff:

- WSP staff shall make every effort to resolve customer's queries within 24hrs.
- In case staff is unable to resolve a customer query within the stipulated timeframe, he/she will escalate it to the support team within 2 hours.
- In the case the support team is unable to resolve the customer query within 24 hours; the issue will be escalated to the manager for customer service.
- The customer service manager will ensure that all issues escalated are resolved within 5 working days.
- The customer will be kept informed at all times the status of their query.
- Complaints that are not handled, or whose timelines have elapsed or aggrieved party(s)
 dissatisfied with the WSP decision shall be escalated to the regulator.

2.5 Complaints Handling Procedure

The following procedure will be applied in handling registered customer complaints:

2.5.1 Complaints at the Point of Service Delivery

- Staff receiving a customer complaint will record it in CRM or a customer complaints book.
- Staff dealing with customer complaints will attempt to resolve the customers concern to the best of their ability and to the satisfaction of the customer.
- Frontline staff will pass issues raised persistently to respective team leads for a permanent resolution,
- The customer service manager will compile complaints on a quarterly basis for onward

submission to the Commission of Administrative Justice (CAJ)-the Ombudsman as required by law.

2.5.2 Complaints within other WSP Department(s)

- Departments shall aim to settle customer complaints quickly and amicably.
- Customers who are not satisfied are encouraged to write, email, and telephone or to visit the
 officers handling their matter to ask for it to be investigated further.
- The complaint will then be investigated fully and objectively by relevant manager or an appropriate person.
- The customer will be put in contact with the officer dealing with their complaint, kept informed about progress and action being taken if the review of the complaint is likely to take more than a few days.
- It may be necessary for the complaint to be investigated by an officer from another department in certain circumstances.
- Final accountability for the conduct of investigation lies with the supervisor/manager.
- A written reply must be sent to the customer within 7 days of reporting the complaint the written reply can be in the form of SMS, email or letter.
- In complex cases, the complaint may take longer than 7 days to deal with i.e. a technical issue or connectivity issues between departments, but the customer must still be notified in writing of progress to date, the reason for the delay and the revised timelines.

2.5.3 Handling Complaints about a Utility Staff

- Where a customer complains about a WSP staff, the complaints procedure enables this to be investigated fairly, openly and thoroughly.
- In the case a staff is found liable, the approved disciplinary procedures of the WSP will apply.
- Anonymous complaints and whistleblowing can be made directly to relevant agencies i.e. the directorate of criminal investigations, Ombudsman or Ethics and Anti-Corruption Commission.

2.5.4 Complaints Involving More than One Department

- In cases involving more than one department, the "lead department" will be the one receiving the complaint,
- In this situation, the lead department will take responsibility for coordinating the response to the customer and ensure that the procedure and timelines are observed.
- In other cases, departments will co-ordinate their relative responsibilities and agree how to respond.
- In all cases, the prescribed procedures and timescales must be adhered to.
- It is the collective and individual responsibility of the departments concerned to ensure that this happens.
- The customer will be put in contact with the officer dealing with the matter and how to contact them.

2.6 Monitoring Customer Complaints

- All verbal, electronic or written complaints and their outcomes will be recorded in an appropriate manner so that records can be subsequently analyzed,
- The information will be recorded following the corporate procedure so that comparable statistics can be collated centrally and reported as required.

Records will enable the following information to be produced:

- The number and nature of complaints relating to each service,
- The dates of receipt and dates of responses,
- The number of complaints dealt with at stages,
- The timelines set out for each procedure,
- Time spent on dealing with complaints,
- Outcome of complaints at each stage, i.e. upheld, not upheld, unresolved,
- Level of customer satisfaction with the way the Council has handledtheir complaint,
- Details of the complainant to enable monitoring.

2.7 Corporate Communications

- Corporate communications department at WASREB will use complaint statistics obtained from WSPs to publish regular public reports on complaints and how they were handled.
- Records of complaints provide a measure of customer satisfaction and a basis from which to improve services.
- All complaints and their outcomes shall be fed back to staff involved, who will be encouraged to use the information positively.

Complaints information will be used to achieve the following objectives:

- As an opportunity to find out about customers' problems and dissatisfaction.
- As a means of measuring the quality of the services provided by WSPs,
- To improve the services provided.
- To identify gaps in the provision of water and sanitation services,
- To improve relationships with customers and citizens

2.8 Remedies for Customer Complaints

When a complaint has been found to be justified, the WSP contact center and customer service department will, as fast as possible:

- Apologize to the customer and explain what went wrong,
- Provide the service the customer wanted.
- Train, coach and mentor staff to avoid repetition of such mistakes,
- In some circumstances, a personal visit or other gesture, to mend damaged relationship with a customer may be appropriate.

2.9 Customer Feedback

The ultimate goal of each utility is to meet and surpass customer expectations. Feedback regarding how well customer expectations were met will be used to improve service delivery. Feedback regarding the way WSP provides services to citizens will be on regular basis through the following channels;

- Email
- Telephone calls
- Social media handles
- Chat platform
- Customer feedback forms
- Stakeholder forums.

Additionally, other mechanisms for customer feedback shall entail:

- Customer satisfaction survey through a questionnaire will be carried out once in every 2
 years to determine the level of satisfaction by citizens and consumers on the services
 provided by utilities.
- Mystery calls by the customer service manager to keep the levels of quality of answering calls high at all times.
- All feedback will be directed to customer service manager & customers feedback expected within 5 working days.
- Complaints will be addressed according to complaint categories already established.

2.10 Awareness and Sensitization on the Policy

It is the responsibility of individual WSPs to sensitize citizens on the content and implementation of this policy. This shall comprise of:

- Sensitization of all WSP staff on the policy and customer service charter.
- Awareness creation to citizens on the content of the service charter
- Availing the policy document and service charter conveniently on the utility and WASREB websites,
- Availing hard copies of the policy document and customer service charter in offices and convenient spaces

At utility level, the sensitization of the plan shall entail public participation encompassing the following public consultations on tariff hearing and other approaches. In order to strengthen consultation and participation of consumers, utilities shall ensure citizens provide feedback to inform planning, provision and monitoring of their services. Consumer consultation shall ensure the development of the sector is demand-responsive. Instruments for sensitizing this policy are listed in Figure 2:

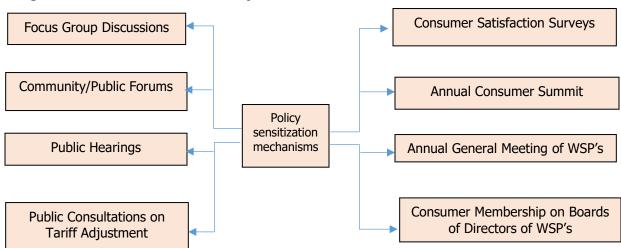


Figure 2: Instruments for Policy Sensitization

2.11 Public Consultation

Public consultation is a legal requirement for all public entities in Kenya. Participation can be viewed as the process of interaction between utility and the public with an aim of making an acceptable and better decisions in the development of the water and sanitation sector. The process involves informing and listening, dialogue, debate and analysis, and implementation of agreed solutions. In line with the requirements of the law for consumer protection in the licensing of WSPs and in adjustment of tariffs, consultation is mandatory so as to get consumer concerns on services provided, and those proposed to be provided by respective WSPs.

Under section 72(1)(b) of the Water Act (2016), WASREB is mandated to evaluate and recommend water and sewerage tariffs to County WSPs and approve the imposition of such tariffs in line with consumer protection standards. This requires engagements with the public to ensure financial sustainability and foster access to safe water as a human right. Tariff review process focuses on balancing commercial and social interests in water service provision and considers justified costs. This process is open to the public, either individually or as organized groups.

The public finance management framework requires that public participation be integrated in considering financial matters. This is expounded in the Public Finance Management (PFM) Act, 2012. Tools for public consultation includes; petitions where the public can directly petition a WSP or the regulator, can submit memoranda and make submissions on any subject matter or public forums for face-to-face engagement. Steps in organizing public consultation are; identify the key stakeholders or interested groups, contacting the public, communicating to stakeholders and inviting them, hold meetings and field visits to get views and obtaining feedback by drafting and tabling of the resultant report.

2.12 Best Practices to Engage Citizens

Best practices on how CRM officers can engage citizens in the sector are as follows:

1) Develop a Citizen Engagement Strategy

Creating an effective customer relationship strategy involves setting well-defined goals. A fundamental goal of every CR officer is to boost customer satisfaction by using data to deliver a well-planned customer experience. The top goal for every organization is to drive sales by tracking essential sales metrics, improving customer service and sales team efficiency, automation, customer segmentation and retention, accurate sales forecasts and boosting customer lifetime value.

2) Gather Input

It is important to gather input from stakeholders, citizens and customers to get their honest feedback and have frank discussions about weaknesses and bottlenecks associated with the utilities. It will be prudent for every officer to regularly take a look at utility performance metrics to identify areas for improvement, and then consider which goals are necessary to shore up shortcomings.

3) Deploy Software

It will be crucial for CRM officers to leverage on technology and deploy software to engage various levels of citizens. If the software is correctly configured and the team knows how to get the most out of it, then positive outcomes will be realized.

4) Organizational Habits

It will be imperative for every utility to establish a CRM budget, regularly verify the required integrations, evaluate utility service providers, build the staff capacity through training and performance monitoring.

5) Automate Wisely

There is need for every CRM officer to develop smart automations by tapping into team's efficiencies to harness full power. Knowing what to automate can save time, reduce sales costs and ensure that important tasks do not fall through the cracks.

6) Customer Focus

Strong officials will create exceptional customer journeys, thus paving the way for you to deliver a superior experience at every stage along the way. A terrific customer experience leads to higher customer satisfaction and, in turn, higher sales.

7) Regular Audits

It may sound obvious that keeping up to date is a best practice, yet this is where many organizations flat out fail. Systems will work well over time if proper auditing and regular updates are done.

2.13 Whistleblower Framework

"Whistleblowing" means making a disclosure of improper conduct under "Whistleblower" Protection Act, 2023. Improper conduct by utility/WASREB staff is subject to the Act.

The "Whistleblower" Protection Act, 2023 has the following objects:

- a) Facilitate the disclosure and investigation of significant and serious matters in or relating to bodies, which an employee or any other person believes may be unlawful, dangerous to the public or prejudicial to the public interest,
- b) Enhance ethics and integrity in public and private bodies and among state officers and public officers in the case of public bodies,
- c) Protect all persons who make disclosures under the Act,
- d) Provide a framework for the management and investigation of disclosures of improper conduct made under the Act,
- e) Promote transparency and accountability in the administration of public and private bodies,
- f) Provide a framework for public participation in preventing and combating improper conduct and corruption.

Where a person reasonably believes that an act which constitutes improper conduct has occurred, is occurring, or is likely to occur, such person may disclose information relating to such conduct to:

- a) His/her supervisor
- b) The Chief Executive Officer of the utility concerned, or
- c) To a person who may be designated by an entity to receive such information.

Where a disclosure relates to a matter involving the supervisor, CEO or the head of the utility, such disclosure may be made to Ethics and Anti-Corruption Commission (EACC) or to a designated person where the improper conduct falls.

A person may make a disclosure of improper conduct directly to EACC only where such person:

- (a) Has previously made a disclosure and an investigation in respect of the disclosure has not been undertaken in accordance with its internal procedures,
- (b) Made a disclosure and the matter has not been resolved within timelines specified,
- (c) Is dissatisfied with the investigations undertaken or final decision issued,
- (d) Reasonably believes that the matter presents an imminent risk of a substantial danger to the life, health or safety of a person, or a danger to the environment and that there is insufficient time to make a disclosure to another body or person,
- (e) Reasonably believes that a reprisal is likely to be taken or directed against them if the disclosure is made to any other person or body.

3 SERVICE STANDARDS

3.1 Customer Service Categories

Key areas have been examined for standardization across the water service sector. Standardization is dependent on a range of factors, circumstances and the complexity of service. Whilst it is impractical to standardize all the services provided by utilities due to organizational and structural differences, it is possible to standardize basic service categories across the utility service provision spectrum. The following broad categories are therefore proposed for standardization.

Table 1: Service Categories

S/No	Service	Turn Around Time
1	Billing	Minimum of one bill per month for all Customers, with minimum of meter read once in 2 months. Billing complaint responded within two (2) working days
2	Water Quality	One hour from the time reported
3	Interruption of Water Supply, % of connected customers subjected to an unannounced supply interruption	< 6 hours 6-12 hours from the time the interruption is reported = <15% 12-24 hours = <10% >24hours = <5%
4	Sewer Overflow	One hour from the time reported Maximum of 0.5% of total connections per year
5	Unjustified Disconnections	Two (2) hours from the time reported Maximum of 0.2% of total connections in a year
6	Response time on demand for meter and meter testing	Five (5) working days
7	New Connection	Five (5) working days
8	Reconnection	Two (2 working days

3.2 Service Standards

Indicators developed to quantify consumer engagement are therefore clustered in Four (4) broad areas, namely:

- 1. Policy and structure
- 2. Planning and financing
- 3. Service standards (performance and delivery on WSS services)
- 4. User consultation (participation of local community in the decision-making process) Sub-indicators to quantify citizen engagement are as follows:

Table 2: Sub-Indicators for Citizen Engagement Policy and Structure

1.1	Utility has an approved Citizen engagement policy
1.2	There exists a written and a published complaint system
1.3	Utility has an established Citizen engagement function/role

Planning and Financing

2.1	The utility has a work plan for consumer engagement activities
2.2	The work plan is aligned to the approved annual budget
2.3	The utility adheres to the approved work plan

Service Standards

3.1	There is a published service charter publicly displayed to the public
3.1	The utility carries out customer satisfaction surveys at least every two years
3.3	The utility has a score from the customer satisfaction surveys done in the last 2years
3.4	Complaints are resolved within the Turn Around Times (TAT)

User Consultation

4.1	The utility publishes information to the public on its website about its operations
4.2	The Utility's budget includes items for consumer engagement (These includes:
	consumer clinics, barazas, forums, radio and road, door-to-door sensitizations)
4.3	The utility implements community outreach and public awareness activities

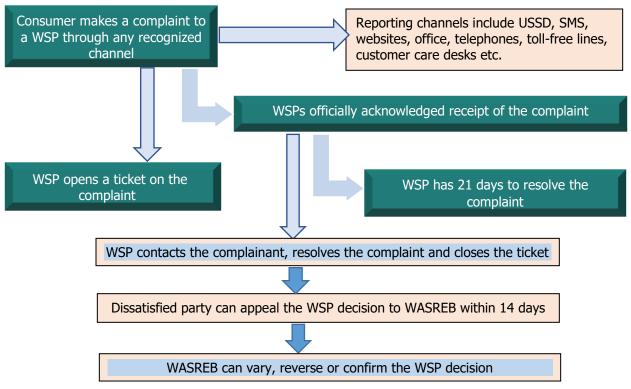
3.3 Complaints Handling at Utility Level

Complaints will largely be reported at utility level. However, there are complaints that can be filed to county and national government entities. The process for making complaints is elaborated as follows:

- i) Consumer formally makes a complaint to WSP through any of the available channels,
- ii) WSP acknowledges receipt of the complaint and or initiates the ticket,
- iii) WSP formally makes initial contact with the complainant,
- iv) WSP resolves the complaint and gives feedback to the complaint officially in writing or through a recognized channel,
- v) WSP closes the complaint ticket,
- vi) If the complainant/party is dissatisfied with the decision of the WSP can appeal to the regulator in 14 days.

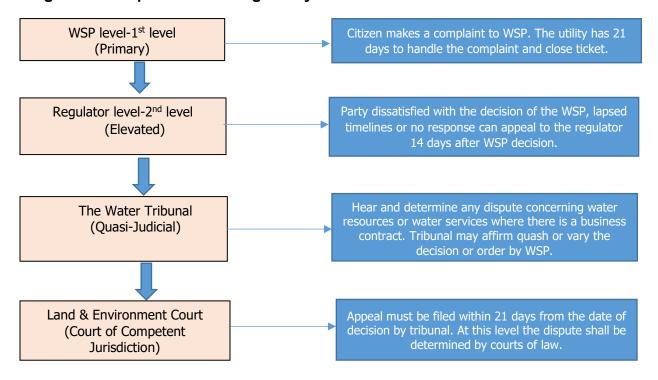
This procedure is illustrated in a framework in Figure 3

Figure 3: Complaints Management at Utility Level



Overall, the complaints management framework is as follows;

Figure 4: Complaints Handling Ecosystem



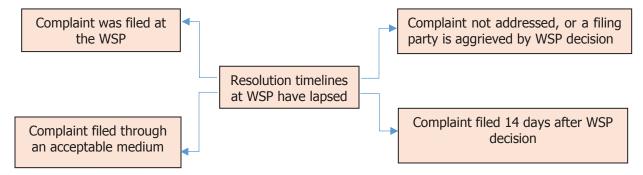
3.4 Complaints Escalation

Section 82 (1) of the Water Act (2016) provides grounds for appealing the WSP decision by stating "a party aggrieved by the decision of a WSP may appeal against the decision to the regulator in a prescribed manner". The format and manner prescribed for escalating the grievances to WASREB is a described as follows:

- i) The complaint was filed at the WSP,
- ii) The complaint was not addressed, or the party filing the grievance is aggrieved by the decision rendered by the WSP
- iii) The resolution timelines at WSP have lapsed i.e., 21 days,
- iv) The complaint filed to the regulator within 14 days after the WSP decision is rendered,
- v) Complaint was submitted through a medium acceptable to the regulator i.e., WARIS portal, USSD code, email, letters and toll-free lines.

Any complaint/grievance that violates any of the above procedures does not qualify for escalation and therefore shall not be considered by WASREB. This criterion is contextualized as shown in Figure 5:

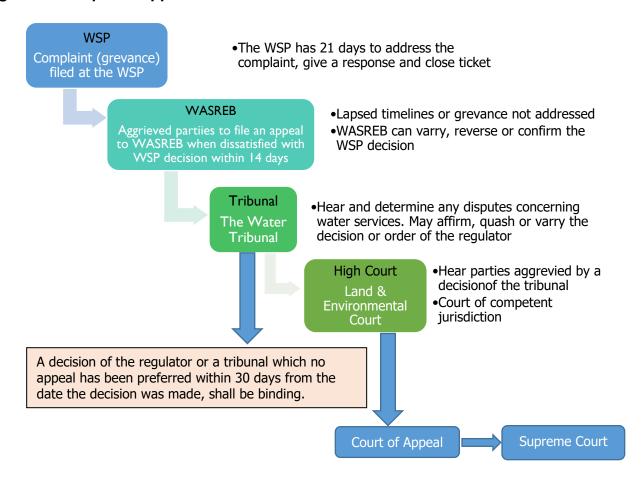
Figure 5: Complaint Escalation Criteria



3.5 The Appeal Process

At any level, parties are allowed to appeal decisions rendered. Section 82 (1) of the Water Act accords an aggrieved party an opportunity to appeal a WSP decision to the regulator. On the other hand, section 119 of the Act establishes the Water Tribunal and mandates it to hear and determine disputes concerning water resources or water services where there exists a contract. Moreover, section 124 gives an opportunity for parties aggrieved by a decision by the Water Tribunal to appeal that decision to the Land and Environmental Court. The appeal process is summarized in Figure 6:

Figure 6: Complaint Appeal Framework



3.6 The Complaints Service Charter

Each WSP shall have a complaint handling service charter that is cognizant to the rights and obligations of customers and committed to respecting their fundamental rights that includes:

- The right to review and appeal;
- the right to lodge a complaint;
- The right to privacy and confidentiality;
- The right to see information (i.e. Freedom of Information Act);
- The right to access services, facilities and information in a manner which meets customer needs.
- The right to be treated with dignity and respect by the WSP board, management and staff according to national values & principles of governance,
- The right to equality in opportunities provided by the WSP,
- The right to equity as provided by Article10 of the Constitution of Kenya
- The right to inclusiveness in the WSP's mandate,
- The right not to be discriminated in anyway by the WSP's board, management and staff,

 The right of protection of marginalized communities and group in society e.g. People Living with Disability, the Youth, Women and marginalized communities as provided by the laws of Kenya.

3.7 The Service Guarantee

In order to fulfil the service guarantee, each WSP shall have well trained and supportive staff and work to develop and maintain an open and accountable culture that is fair and reasonable in dealing with customers and citizens in general. Each WSP shall seek to provide quality service by:

- i) Identifying themselves whenever they speak to citizens
- ii) seeking to understand citizen's requirements and to identifying what is important to them.
- iii) Listening actively and act responsively to customer's needs.
- iv) Recognizing that customers have different needs and personalizing WSP services in ways that fit those needs.
- v) Treating customers with respect and courtesy, maintaining confidentiality where required,
- vi) Giving customers clear, accurate, timely and relevant information.
- vii) Being clear and helpful in all dealings with customers, giving reasons for our decisions.
- viii)Respecting the confidentiality of personal information and using it only inaccordance with the law.
- ix) Acting with care and diligence they prepare a response, conducting business honestly and with integrity in accordance with a strict code of conduct.
- x) Referring inquiries than cannot be answered to appropriate areas.
- xi) Presenting responses to inquiries or letters clearly and concisely, using plain English, understandable graphics, or other means relevant to customer needs.
- xii) Respond to customer queries within 7 days. If this is not foreseeable, the WSP will explain why this cannot be done.
- xiii)Ensuring that recorded telephone and internet services are kept current with the latest information, programs, services and products,
- xiv)Ensuring that recorded telephone and internet services use concise wording and compact graphics.
- xv) Ensuring that websites and system are user-friendly and easy to navigate.
- xvi)Ensuring that all services meet a well-defined customer need.

3.8 Civil Society in Citizen Engagement

The civil society is recognized as an essential 'third' sector, most importantly for its advocacy role as regards good governance tenets like transparency, responsiveness and accountability in service delivery and for its ability to bring to public attention the environmental, social and community concerns.

Whereas WASREB acknowledges the potential for enhancing consumer engagement through systematic collaboration with civil society organizations (CSO's), the role of civil society in consumer engagement that includes mediating, supporting, complementing

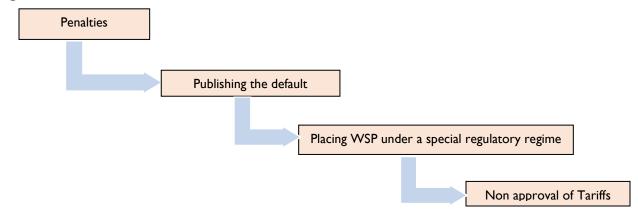
and formalizing institutional approaches in the water and sanitation sector cannot be overemphasized. In the context of citizen engagement, CSO's shall:

- i) Directly engage in awareness creation/sensitisation activities at grassroots level,
- ii) Mobilize citizens and communities within their participatory structures and make use of their convening power,
- iii) Articulate consumer interests in the engagement process on local and national levels,
- iv) Encourage citizens to make use of available redress/recourse mechanisms,
- v) Promote social accountability in utilities,
- vi) Conduct independent surveys on consumer views/perceptions
- vii) Assist in monitoring compliance of WSP's with provisions on information disclosure and corporate governance.

3.9 Monitoring and Enforcement of Standards

compliance to the consumer engagement standards will be monitored through Water Regulation Information System (WARIS) and routine inspections where applicable. The regulator will monitor the performance of WSPs in resolving consumer complaints under the impact reporting framework and annually to the public. Non-compliance with these standards will result in enforcement actions by in line with WASREB's compliance and enforcement strategy, that include:

Figure 7: Enforcement Actions



4

INDICATORS FOR CONSUMER ENGAGEMENT

4.1 Indicator Framework

Indicators to measure citizen engagement were developed based on a model adopted by WASREB in assessing governance in utilities in Kenya. The indicators proposed shall be tracked alongside the KPI's tracked alongside quality of service, economic efficiency and operational sustainability. Indicators developed to quantify consumer engagement are therefore clustered in Four (4) broad areas, namely:

- 5. Policy and structure
- 6. Planning and financing
- 7. Service standards (performance and delivery on WSS services)
- 8. User consultation (participation of local community in decision-making process)

Total aggregate score for these indicators will be 20, meaning the gross total score under impact reporting shall increase from the current score of 200 to 220.

The maximum total value of citizen engagement indicators is 60 points. The weighting for the four indicators is shown in Table 3.

Table 3: Indicator Weighting

	Indicator	Indicator's Weight
1	Policy and Structure	10
2	Planning and Financing	10
3	Service Standards	20
4	User Consultation	20
	Totals	60

The sub-indicators to citizen engagement in utilities are described as follows:

Table 4: Sub-Indicators for Customer Engagement

Policy and Structure

	Sub-indicator	Verification Document	Scoring
1.1	Utility has an approved Citizen engagement policy	Latest annual report indicating all current members or copies of appointment letters for BoD members	Score 4 where the approved policy exists, 3 where the policy exists but not yet approved, 2 where policy is in the process of approval, 1 where the policy development is in the pipeline and 0 where there is no policy.
1.2	There exists a written and a published complaint system	Evidence of the system used	Score 4 where there is a written and published system, 3 where the system is written but no yet published, 2 where the process of

			publication has started, 1 where there is no plan for publishing the system and 0 where no system exists.
1.3	Utility has an established Citizen engagement function/role	Function/role clearly shown in the organogram	Score 4 where the utility has a fully established citizen engagement function, 3 where the function is established but no clear structure, 2 where the function is not fully established, 1 where the function is being established and 0 where there is no citizen engagement function.

Planning and Financing

2.1	The utility has a work plan for consumer engagement activities	Utility budget	Score 4 where there exists an operational workplan, 3 where there is a workplan but it is not operational, 2 where the workplan is being operationalized, 1 where the workplan is being developed and o where there is no workplan.
2.2	The work plan is aligned to the approved annual budget	WASREB will request utilities for their annual budgets and indicate the activities on citizen engagement	Score 4 where workplan is aligned to the approved budget, 3 where there exists a workplan but not aligned to approved budget, 2 where the workplan is in process of being developed, 1 where there is no workplan but the budget exists and o where there is no workplan and budget.
2.3	The utility adheres to the approved work plan	Show proof through either or all of the following: Forum minutes, Annual report, Invoices of expenses incurred due to forum, (provided document must be dated)	Score 4 for full adherence, 3 for high level adherence, 2 for partial adherence, 1 for low adherence and 0 for non-adherence.

Service Standards

3.1	There is a published service charter publicly displayed to the public	Provide the service charter document and photographic evidence of the charter clearly displayed	Score 4 where there exists a published and publicly displayed service charter, 3 where there is a service charter but not publicly displayed, 2 where there is a non-published service charter, 1 where the charter is being developed and o where there is no service charter.
3.1	The utility carries out customer satisfaction surveys at least every two years	Provide the latest and previous customer satisfaction survey reports	Score 4 where the utility carries out customer satisfaction surveys once every 2 years and o where the utility has not carried out any satisfaction survey in the last 2 years.

3.3	The utility has a score from the customer satisfaction surveys done in the last two years	Evidence of the system used	Score 4 where the score is above 70%, 3 where the score is between 51 and 69% and score 0 for a score below 50%
3.4	Complaints are resolved within the Turn Around Times (TAT)	Complaints register	Score 4 where resolution rate is 100%, Score 3 where resolution rate is above 75%, Score 2 where the resolution rate is above 50-75%, Score 1 where the resolution rate is below 50%

User Consultation

4.1	The utility publishes information to the public on its website about its operations	Cross check quality of website against WASREB requirements	Score 4, 2 or 0 depending on the quantity and quality of information uploaded
4.2	The Utility's budget includes items for consumer engagement (These includes: consumer clinics, barazas, forums, radio and road, door-to-door sensitizations)	Approved budget and expenditure report for the period	Score 4, 2 or 0 depending on the number of items such as consumer clinics, barazas, forums, radio and road, door-to-door sensitizations budgeted for.
4.3	Utility implements community outreach and public awareness activities	Show invoices of expenditure items on consumer engagement. These should include: consumer clinics, barazas, forums, radio shows, road shows, door-to-door sensitizations	Score 4, 2 or 0 depending on the number of community outreach and public awareness activities such as consumer clinics, barazas, forums, radio and road, door-to-door sensitizations held.

5 CITIZEN ENGAGEMENT TOOL

The tool for measuring citizen engagement by ranking utilities has been developed as follows;

Policy and Structure

No.	Sub-Indicator	4	3	2	1	0	Verification Document Required	Source	Additional Instructions
1.1	The Utility has an approved Citizen engagement policy						Latest annual report indicating all current members or copies of appointment letters for BoD members	WASREB Citizen Engagement Standards	Score 4 where the approved policy exists, 3 where the policy exists but not yet approved, 2 where policy is in the process of approval, 1 where the policy is in the pipeline and 0 where there is no policy.
1.2	There exists a written and published complaint system						Evidence of the system used	WASREB Citizen Engagement Standards	Score 4 where there is a written and published system, 3 where the system is written but not published, 2 where the process of publication has started, 1 where there is no plan for publishing the system, 0 where no system exists.
1.3	The Utility has an established Citizen egagement function/role						shown in the organogram	WASREB Citizen Engagement Standards	Score 4 where the utility has a fully established citizen engagement function, 3 where the function is established but no clear structure, 2 where the function is not fully established, 1 where the function is being established and 0 where there is no citizen engagement function.
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							Score) X 100 **** Final Score = % from	Ideal Score X	
							Indicator's weight		

Planning and Financing

No.	Sub-Indicator	4	3	2	1	0	verification Document Required	Source	Additional Instructions
	The utility has a work plan for consumer engagement activities						Utility budget	Guidelines	Score 4 where there is an operational workplan, 3 where there is a workplan but not operational, 2 where the workplan is being operationalized, 1 where the workplan is being developed and o where there is no workplan.
	The work plan is aligned to the approved annual budget						WASREB will request utilities for their annual budgets and indicate the activities on citizen engagement	Citizen Engagement Guidelines	Score 4 where the workplan is aligned to approved budget, 3 where there is a workplan but not aligned to approved budget, 2 where the workplan is being developed, 1 where there is no workplan but the budget exists and o where there is no workplan and budget.
2.3	The utility adheres to the approved work plan						Show proof through either or all of the following documents: Forum minutes, Annual report, Invoices of expenses incurred due to forum, (provided document must be dated)	Citizen Engagement Guidelines	Score 4 for full adherence, 3 for high level adherence, 2 to for partial adherence, 1 for low adherence and 0 for non-adherence.
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Service Standards: Performance on Delivery of WSS Services

No	Sub-Indicator	4	3	2 1		U	Verification Documents Required	Source	Additional Instructions
3.1	There is a published service charter publicly displayed					1	Provide the service charter document and photographic evidence of the charter clearly displayed	Citizen Engagement Guideline	Score 4 where there is a published and publicly displayed service charter, 3 where there is a service charter but not publicly displayed, 2 where there is a non-published service charter, 1 where the service charter is being developed and o where there is no service charter.
3.2	The utility carries out customer satisfaction surveys at least every two years						Provide the latest and previous customer satisfaction survey report	Guideline	Score 4 where the utility carries out customer satisfaction surveys once every 2 years and o where the utility has not carried out any satisfaction survey in the last 2 years.
3.3	The utility has a score from the customer satisfaction surveys done in the last two years						Evidence of the system used		Score 4 where the score is above 70%, 3 where the score is between 51 and 69% and score 0 for a score below 50%
3.4	Complaints are resolved within the Turn Around Times (TAT)						Complaints register	Citizen Engagement Guideline	Score 4 where resolution rate is 100%, Score 3 where resolution rate is above 75%, Score 2 where resolution rate is above 50-75%, Score 1 where resolution rate is below 50%
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· ·							*** % from Ideal Score = Score) X 100	(Score ÷ Ideal	
							**** Final Score = % from Indicator's weight	Ideal Score X	

User Consultation: Participation of the Local Community in the Decision-Making Process

No. Sub-Indicator 4 3 2		1	0	Verification Document Required	Source	Additional Instructions			
							Requirea		
	The utility publishes information to the public on its website about its operations						Cross check quality of website against WASREB requirements	Website	Score 4, 2 or 0 depending on quantity and quality of information uploaded
4.2	The Utility's budget includes items for consumer engagement (These should include: consumer clinics, barazas, forums, radio and road, door-to-door sensitizations)						expenditure report for the		Score 4, 2 or 0 depending on the number of items such as consumer clinics, barazas, forums, radio and road, door-to-door sensitizations budgeted.
	The utility implements community outreach and public awareness activities						expenditure items on consumer engagement. These should include: consumer clinics, barazas, forums, radio shows, road shows, door-to-door sensitizations	Report on activities	Score 4, 2 or 0 depending on the number of community outreach and public awareness activities such as consumer clinics, barazas, forums, radio and road, door-to-door sensitizations held.
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