



RURAL ELECTRIFICATION AGENCY

ENERGY • EMPOWERMENT • EFFICIENCY

NIGERIA ELECTRIFICATION PROJECT

GRIEVANCE REDRESS MECHANISM (GRM) FRAMEWORK FOR THE AfDB-NIGERIA ELECTRIFICATION PROJECT (NEP)

(A Revised Version of the World Bank-NEP GRM Report)

TABLE OF CONTENTS

TABLE OF CONTENTS	i
ABBREVIATIONS	iii
EXECUTIVE SUMMARY	iv
CHAPTER 1.....	1
BACKGROUND	1
1.1 Introduction	1
1.2 Project Description	2
1.3 Study Area	3
1.4 Methodology.....	3
1.5 Key Stakeholder Identification	4
CHAPTER 2.....	5
POTENTIAL GRIEVANCES AND INTEREST GROUPS.....	5
2.1 Potential Grievances	5
2.2 Interest Groups.....	6
2.3 Vulnerable Groups	6
CHAPTER 3.....	7
CONTEXT AND LEGAL/ POLICY BACKGROUND TO GRM.....	7
3.1 Context.....	7
3.2 Legal and Policy Background to GRM in Nigeria	7
CHAPTER 4.....	9
EVALUATION OF EXISTING COMPLAINT AND REDRESS CHANNELS AND TOOL(S) AVAILABLE TO CITIZENS IN THE RURAL ELECTRIFICATION AGENCY (REA)	9
4.1 Rural Electrification Agency (REA)	9
4.2 Nigeria Electricity Regulation Commission (NERC).....	10
4.3 National Environmental Standards and Regulations Enforcement Agency (NESREA) ...	11
4.4 Alternative Systems of Grievance Redress Available and Utilised by the Public in Nigeria	11
4.5 Evaluation of Some of the Existing Dispute Resolution Systems Available to the NEP in Project Communities.....	12
CHAPTER 5.....	15
THE NIGERIA ELECTRIFICATION PROJECT (NEP) GRIEVANCE REDRESS MECHANISM	15
5.1 GRM Framework.....	15
5.2 The REA NEP GRM Structure.....	18
5.3 Stages of Complaints and Appeal Levels	23
5.4 Conflict of Interest	25
5.5 Voluntary Resignation of GRC Member.....	25
5.6 Grievance Redress Procedure	25
5.7 Component 2 GRM Structure	28

5.8	Component 3 GRM Structure	30
	CHAPTER 6.....	34
	IMPLEMENTATION OF THE NEP GRIEVANCE REDRESS MECHANISM.....	34
6.1	Communicate to Build Awareness	34
6.2	Training and Support to Participants.....	35
6.3	Monitor, Report and Learn	36
6.4	Basic tips to aid implementation	37
	CHAPTER 7.....	39
	SUMMARY ACTION PLAN, SOP AND BUDGET FOR IMPLEMENTATION.....	39
7.1	Project Management Unit and Mini Grid Developers:	39
7.2	Community-based Grievance Redress Committees	39
7.3	Training and Capacity Building	39
7.4	Monitor, Evaluate and Refine	40
7.5	Summary Budget Estimate for GRM.....	40
	ANNEXE 1	42
	SAMPLE GRIEVANCE REGISTERING AND MONITORING FORM	42
	ANNEX 2	46
	FORMAT FOR RECORDING THE PROCEEDINGS OF GRIEVANCE REDRESS COMMITTEES (GRC).....	46
	ANNEX 3	47
	PMU MONITORING FRAMEWORK FOR GRM.....	47

ABBREVIATIONS

ADR:	Alternative Dispute Resolution
AfDB:	Africa Development Bank
CBO:	Community-based Organisation
CCU:	Customer Care Unit
CSO:	Civil Society Organisation
DISCO:	Distribution Company
PDO:	Project Development Objective (PDO)
EEP:	Energizing Education Programme
E&S:	Environmental and Social
ERGP:	Economic Recovery and Growth Plan
ESS:	Environmental and Social Safeguards
EUCS:	Electricity Users Cooperative Society
FGD:	Focus Group Discussions
FGN:	Federal Government of Nigeria
FMEEnv:	Federal Ministry of Environment
GRM:	Grievance Redress Mechanism
GRC:	Grievance Redress Committee
KII:	Key Informant Interviews
MD:	Managing Director
NERC:	Nigerian Electricity Regulatory Commission
NESREA:	National Environmental Standards and Regulations Enforcement Agency
NEP:	Nigeria Electrification Project
NEPA:	National Electric Power Authority
PCC:	Public Complaint Commission
PMU:	Project Management Unit
REA:	Rural Electrification Agency
SE:	Stakeholder Engagement
ToR:	Terms of Reference

EXECUTIVE SUMMARY

ES 1: INTRODUCTION AND BACKGROUND

The Grievance Redress Mechanism Framework for the AfDB Nigeria Electrification Project (NEP), adopted from the World Bank NEP “Design and establishment of a Grievance Redress Mechanism for the NEP Report”.

There are three distinct investment components to the project:

Component 1 - Solar Hybrid Mini Grids for Rural Economic Development will provide minimum subsidy tender to private mini grid developers to build solar hybrid mini grids in unserved rural areas.

Component 2 - Productive Appliances and Equipment for Off-Grid Communities through the provision of result-based finance to both mini-grid and stand-alone solar installation companies that increase the number of productive appliances in their operations.

Component 3 - Power Systems for Public Universities will support the construction and operations of solar mini-grid for beneficiary universities. This component will be implemented by REA in collaboration with universities under the Energizing Education Programme (EEP). Contractor(s) will be engaged directly by REA to construct the power systems under this component, which will then be operated by the universities.

The NEP Grievance Redress Mechanism (GRM) shall provide community members and Project Affected Persons directly affected by its development activities with access to mechanisms to present their grievances and find solutions through avenues that are legitimate, reliable, transparent, cost-effective and easily accessible at the lowest level, without allowing them to escalate into unmanageable levels. This access will be all inclusive with consideration for people living with disabilities.

ES 2: STUDY AREA, SCOPE OF WORK AND EXPECTED OPERATIONAL OUTCOME

The Component 1 subprojects will predominantly focus on selected sites in rural areas in eight states: Enugu, Delta, Gombe, Jigawa, Kogi, Kwara and Nasarawa. The states present a wide range of physical characteristics with varying socio-cultural and socio-economic activities.

Component 2 has a more national spread and will focus on market penetration of the grantees for productive use appliances and equipment

Component 3 will focus on eight Federal Universities across the geo-political zones of the country: Adamawa, Akwa Ibom, Imo, Katsina, Kogi, Nasarawa, Ondo, and River States.

The focus of the Grievance Redress Mechanism is limited to the areas of operation of the NEP, and if applicable, to the terms of other projects of the PMU. The broad objectives is to develop a Grievance Redress Mechanism for the project, identify personnel required for collecting, analysing, collating and documenting complaints and other necessary information relating to project activities and to Support the NEP-PMU to operationalize the Feedback and Grievance Redress Mechanism.

The GRM will help to facilitate access to information for all stakeholders, enable more systematic identification and resolution of emerging issues and trends, resolve all emerging grievances in the project areas and provide channels for appropriate beneficiary feedback, including best practices, thus promoting programme ownership and avoiding litigation and project delays.

ES 3: POTENTIAL ISSUES AND COMPLAINTS

In the course of actualising the project objectives, it is anticipated that, among other likely issues, subprojects under Components 1 and 3 (Component 1: Solar Hybrid Mini Grids for Rural Economic Development and Component 3 Power Systems for Public Universities) will lead to the acquisition of land and various construction and installation activities, which could result in displacement of persons, restriction of access or loss of livelihood. Limited issues such as warranty issues, complaints from productive end equipment users about the faulty equipment or misunderstanding between stakeholders in this component, leading to grievances is envisaged in Component 2.

Other potential issues and grievances to monitor include:

- Environmental concerns due to presence of batteries and other equipment or waste management (e.g. battery disposal), loss of vegetation,
- Social related issues such as non-inclusion of community members in paid labour/ workforce and decision-making regarding design of the Mini Grid, its operation and billing process, political divisions in the communities, unrealistic Corporate Social Responsibility (CSR) expectations from the contractors by community members, High cost of services, conflicts due to high tariff or by-passing meter to use free electricity, prolonged downtime in electricity supply due to faulty equipment, accidents or injuries due to construction, potential risk of Gender based violence/ sexual harassment of locals as a result of labour influx e.t.c.

ES 4: EVALUATION OF EXISTING DISPUTE RESOLUTION SYSTEMS

During the NEPA era and up till date, there has always been conflict between members of the public and electricity providers. This is often a result of fallout of consumer – provider relations or due to the technical activities of the public power supplier, which could have adverse effects on private interests. This trend has been carried over to successor companies of NEPA and even to off-grid electricity suppliers. This further backs the need for an effective GRM in a project such as the NEP.

Existing structures for feedback or complaint uptake and redress in the Rural Electrification Agency (REA) are not suited to fit into the proposed NEP GRM, hence a framework that would leverage on structures such as the Electricity Users Cooperative Society (EUCS) in the beneficiary communities of Components 1 and 3, and cooperatives in component 2 have been proffered for the GRM.

Alternative Dispute Resolution (ADR) institutions in the identified project states have also been built in, particularly the Citizens' Rights/Mediation Centres.

ES 5: PROPOSED GRIEVANCE REDRESS STRUCTURE

Component 1

The main institutional blocks for the Component 1 grievance redress structure are the Mini Grid Developers' Customer Care Unit, Electricity Users Cooperative Societies established in the beneficiary communities, the PMU Grievance Redress Committee (GRC), including the Zonal Liaison Officers, the Citizens Rights/ Mediation Centres and the law courts. Other institutions included specifically for cases of GBV/ SEA are the departments of Women Affairs in the states Ministry of Women Affairs, women leaders in the communities, women's rights focused NGOs and the Police. These institutions will form the appeal levels from bottom up, feedbacks on the resolutions of grievances shall also pass through same channels to get to the complainant within the stipulated time frame.

The NEP PMU GRM Committee shall manage the entire mechanism, including the Social Safeguards Officer as the key staff and the Environmental Officer, Communications team and M&E Specialist as team members.

Uptake of complaints and grievances shall be done through: EUCS designated base or Secretaries, Women leaders, Traditional leaders, Mini Grid Operator office, PMU toll-free hotline and email addresses, Town hall meetings (where available and regular as a tool for community development).

Modes of reporting grievances identified include: Written petitions, Telephone hotlines, Email, Physical presentation of complaints.

Dedicated telephone lines shall be provided by the Mini Grid Developer Customer Complaint Unit (CCU), the Community-based GRC (EUCS) secretary and chairman, and the PMU.

Component 2 GRM Structure

An open market arrangement such as the bedrock of the NEP Component 2 mainly requires a traditional market system of customer service.

To mitigate the possibilities of any project threatening grievances sprouting up in the implementation phase, the GRM identified the following criteria:

- Products must pass the quality assurance evaluation of the technology with NEMSA and other relevant standards.
- Evidence of ability to effectively provide pre- and after-sales service to acquired customers, including easy and practical warranty service.
- Must pre-qualify both company and product to claim grant per quarter.
- The application structure for interested companies clearly caters for environmental management by requiring evidence that environmental and social risks are mitigated.
- Claims are submitted online then installations of systems are verified by the Independent Verification Agents (IVA)

Core Institutions for the Component 2 GRM: The Energy Access Companies, the Independent Verification Agents (IVA), PMU GRM Team, the Ministry of Women Affairs, Women's Right Focused NGO and the Police, and Zonal Liaison Officers

Component 3

The likelihood of sabotage or other similar actions by competing interests and previously existing electricity distribution entities to the universities are of higher concern under this component, especially as these actions could be masqueraded as genuine grievances where there are none, which could ultimately cause delays for the project. This of course does not rule out potential issues regarding land acquisition, restriction or legacy land acquisition or any other grievances that may spring up.

The core institutional blocks for the REA NEP Component 3 GRM Structure are: the University Authority (office of the Vice Chancellor), Dean of Students' Affairs, the Engineering Procurement and Construction (EPC) Contractors, the PMU Social Safeguards Officer (GRM Coordinator), PMU Environmental Safeguards Officer and M&E Specialist, Ministry of Women Affairs, Women's Right Focused NGO and the Police, Representative of the Head, NEP PMU, and Zonal Liaison Officer.

Channels, timelines and procedures for grievance uptake is explicitly described in this chapter.

ES 6: GRIEVANCE REDRESS PROCEDURES

1. Receipt, Acknowledgement and Registration of Feedback or Grievance
2. Verification/ Screening

Complaints in the NEP Component 1 GRM would be categorized based on the complaint cause as: Category 1 (Exclusion claims), Category 2 (Physical and/or economic displacements caused by land acquisition or any other project activities), Category 3 (Billing, metering or cost of service equipment), Category 4 (Security, Crime and Enforcement Issues (including GBV or sexual harassment)), Category 5 (Labour issues), Category 6 (Environmental Management lapses (including consequent mishaps))

3. Implementation and Case closing
4. Feedback

ES 7: IMPLEMENTATION OF THE NEP GRIEVANCE REDRESS MECHANISM

For an effective operation of the Project GRM, its objectives, procedures, available channels for submitting complaint and responsible officers will have to be properly communicated to those who will use it so that they will not only be eager to access it but also to own it, taking cultural peculiarity of each community into consideration. This will be achieved through various means of communications: workshops, trainings involving stakeholders and representatives of the states, local governments, traditional institutions as well as key groups and personalities in the project areas including community members.

Basic Communication Channels will include: Mass Media, 'Face-to-face' Communication, Social media, Mid-Media and IEC Materials, Grassroots Mobilisation, etc.

ES 7.1: TRAINING AND SUPPORT TO PARTICIPANTS

This will involve orientation and training for beneficiaries, GR implementers, relevant staff of the contractors, security personnel etc. and provision of external consultancy and support staff to strengthen organizational capacity.

The training requirements for the GRM are multifaceted, diverse and layered through the orientation and implementation phases.

ES 8: SUMMARY ACTION PLAN AND BUDGET ESTIMATE FOR IMPLEMENTATION

Clear cut action plans have been designated for the Project Management Unit, Mini Grid Developer and the Community Based Redress Committees in order to manage grievances through awareness building and trainings, GRC set-ups and operations, modes of operations and monitoring.

A provisional budget estimate of twenty million, two hundred thousand naira (N20,200,000) is proposed as one-off budget for operationalizing the Grievance Redress Mechanism for the ear-marked states, as presented in this report. A summary breakdown is provided in 7.1.

CHAPTER 1

BACKGROUND

1.1 Introduction

In line with the Economic Recovery and Growth Plan 2017-2020 (ERGP) and the objectives of the Power Sector Reform Program (PSRP), Nigeria's Federal Government set out a series of medium-term structural reforms to diversify the nation's economy, including the expansion of power sector infrastructure as one of the top priorities. The ERGP recognizes the fundamental role of power to the development of all sectors of the economy, hence the push by government to actualise a spread in off-grid power supply through the Nigeria Electrification Project under the Rural Electrification Agency (REA). The Nigeria Electrification Project (NEP) will provide electricity access to serve households, enterprises, community facilities, and small businesses in a cost-friendly manner. It is a private sector driven initiative of government, and it is expected that most of the power under the project will be generated by solar technology.

The NEP is nationwide in broad scope, and most of the earmarked project funds will be used to stimulate private construction and operation of off-grid electricity supply systems by providing financial incentives and technical support. Some of the project funds will be used to acquire, by competitive tender, energy systems for selected Federal universities.

There are three distinct investment components to the AfDB sponsored project:

Component 1 - Solar Hybrid Mini-Grids for Rural Economic Development through a Minimum Subsidy Tender for Mini-Grids development in 250 sites across 8 states, for private mini grid developers to build solar hybrid mini grids in unserved and underserved rural areas.

Component 2 - Productive Appliances and Equipment for Off-Grid Communities through the provision of result-based finance to both mini-grid and stand-alone solar installation companies that increase the number of productive appliances in their operations.

Component 3 - Power Systems for Public Universities will support the construction and operations of solar mini-grid for eight beneficiary Federal universities. This component will be implemented by REA in collaboration with universities under the Energizing Education Programme (EEP). Contractor(s) will be engaged directly by REA to construct the power systems under this component, which will then be operated by the universities.

For a project supported by the African Development Bank, the execution of which is likely to trigger the Bank's social safeguard policy, there is an urgent need to put in place corporate governance tools and mechanisms that will not only ensure project sustenance but will maintain a social licence for the continuous execution of the sub-projects. In the light of these, an effective Grievance Redress Mechanism (GRM) becomes unavoidable for the project.

The NEP Grievance Redress Mechanism (GRM) shall provide people directly affected by its development activities with access to mechanisms for them to present their grievances and

find solutions through avenues that are legitimate, reliable, transparent, cost-effective and easily accessible at the lowest level, without allowing them to escalate into unmanageable levels.

1.2 Project Description

Component 1: Solar Hybrid Mini Grids for Rural Economic Development

Under the Component, the Bank will support the Minimum Subsidy Tender for Mini-Grids development, tendering 250 sites across the six geopolitical zones in the country. NEP will provide capital subsidies to enable mini-grid developers to operate on a commercial basis while ensuring that their tariffs are affordable to average consumers. Subsidies will be provided through a minimum subsidy tender, in which subsidies are granted to bidders with business plans requiring the least amount of subsidy to develop mini-grids across multiple sites and on a commercially viable basis. REA will provide market intelligence to bidders and offer partial grants for pre-investment activities under the Minimum Subsidy Tender program.

Component 2: Productive Appliances and Equipment for Off-Grid Communities

The Bank will fund the provision of result-based finance (or subsidies) to both mini-grid and stand-alone solar installation companies that increase the number of productive appliances in their operations. A pre-determined subsidy will be paid to mini-grid and stand-alone solar installation companies upon the successful installation (and verification) of productive appliances in remote communities. Subsidy amounts will be fixed for each appliance size/level of service category and will be applied to a list of certified appliances. The result-based finance is intended to support the incremental operational expenditures of retailing appliances alongside energy services, including: product transport; marketing and training; end-user financing; installation and end-user training; and repairs, replacements, and support.

Component 3: Energizing Education Program

This component aims to provide affordable and sustainable power to Federal universities. The Energizing Education Program (EEP) is an ongoing government program targeting 37 federal universities and seven associated university teaching hospitals across the country. The Bank will provide financing for the installation of dedicated power systems in eight federal universities across the country's six geopolitical zones. Training facilities will be established in each university to provide theoretical and practical power and energy training to students, faculty and relevant government agencies.

The socio-economic benefits attached to this rural electrification access intervention are significant and largely impacts not just the power, education and healthcare sectors but also provides as a measure to ensure Nigeria achieves its targets as contained in Nigeria's Intended Nationally Determined Contributions (INDCs) under the Paris Agreement.

The EEP is a key programme to be developed towards achieving the objectives of the PSRP.

1.3 Study Area

The Component 1 subprojects will predominantly focus on selected sites in rural areas in eight states: Nasarawa, Kwara, Kogi, Gombe, Jigawa, Oyo, Delta and Enugu. The states present a wide range of physical characteristics with varying socio-cultural and socio-economic activities. Component 2 has a more national spread and will focus on market penetration of the grantees, while the Component 3 will focus on eight federal universities across the geo-political zones of the country.

1.4 Methodology

The GRM Consultant engaged by the World Bank NEP utilized a multi-pronged qualitative method of data gathering in arriving at various conclusions in this report, namely internal stakeholder engagement, key informant interviews (KII), periodic feedback meetings with NEP PMU and focus group discussions (FGD).

Desktop review of project documents, including the Project Appraisal Document (PAD), Resettlement Policy Framework (RPF) and the Environmental and Social Management Framework (ESMF) provided substantial information relevant for the GRM. This assisted in the drawing up of list of internal stakeholders, mostly personnel of REA and all ancillary MDAs in the electricity sector mentioned in the documents. These primary stakeholders were engaged in brainstorming sessions, to identify all stakeholders in the Project, followed by a classification of the stakeholders and then consultation in their various locations.

For the revised GRM, further information was obtained from desktop review of the AfDB NEP Project Appraisal Report, the Technical Annexes, African Development Bank Integrated Safeguard Systems and information from the Community Engagement Survey conducted in Nasarawa, Kwara and Oyo States.

Key informant interviews carried out by the GRM Consultant identified with key stakeholders and knowledgeable selected primary stakeholders. The interview was aimed at establishing their understanding of the project, the concept of Grievance Redress, their stake in the project, the existing method of dispute resolution among them as well as the role that their cultural background would necessarily play in any effort geared towards engaging them. The KII was also designed to help gauge the perception of potential project affected persons (PAPs) and their involvement in the success or otherwise of the project.

The adoption of Key Informant Interviews (KII) is largely necessitated to understand the norms as well as ideas on grievance redress and stakeholder engagement in their locality. The key informants were deliberately selected based on their ability to provide a unique perspective on the subject or issues under discussion and as well, their relationship with it. A semi-structured interview guide was used to elicit information from the respondents. These guides contained a substantive list of themes on the knowledge and awareness, attitudes and key influencers/ mobilizers and determinants of attitudes and practices/ initiatives, recommendations and suggestions.

Records of the responses of each of the participants formed the basis of the qualitative analysis. Responses to different questions were coded into categories and subcategories that related to the questions guiding the consultation.

1.5 Key Stakeholder Identification

Based on data from the various policy documents of the Project, and interactions with the internal personnel, key stakeholders were identified. These stakeholders are those who are statutorily to be involved, concerned and interested in the successful implementation of the project. The identified stakeholders (list not exhaustive) are:

- Federal Government of Nigeria
- State Governments (beneficiary states)
- Local Governments
- Rural Electrification Agency
- NEP PMU
- The World Bank Group
- The African Development Bank
- Federal Ministry of Power, Works and Housing
- Federal Ministry of Finance/ Office of the Accountant General of the Federation
- Federal Ministry of Environment
- National Environmental Standards and Regulations Enforcement Agency (NESREA)
- Federal Ministry of Women Affairs
- Nigeria Electricity Regulatory Commission (NERC)
- Nigeria Electricity Management Services Agency (NEMSA)
- State Ministries of Environment/ State Environmental Agencies
- Host community members/ Project Affected Persons (PAPs)
- Traditional leaders of identified beneficiary communities
- Vice Chancellors and Managements of beneficiary universities
- The Engineering, Procurement and Construction (EPC) contractors
- Independent Verification Agent (IVA)
- Electricity Users Cooperative Societies (EUCS)
- Association of Mini Grid Developers (AMDA)
- Existing Women & Youth groups in affected communities Civil Society/ NGOs in the affected States
- Media

CHAPTER 2

POTENTIAL GRIEVANCES AND INTEREST GROUPS

2.1 Potential Grievances

The NEP is designed to bring about positive social impacts like improved well-being of community members through provision of access to constant electricity and providing livelihood security for the overall populations in targeted areas. Though private sector driven, in the course of actualising these noble objectives, it is anticipated that, among other likely issues, subprojects under Components 1 and 3 (Component 1: Solar Hybrid Mini Grids for Rural Economic Development and Component 3 Power Systems for Public Universities) will lead to the acquisition of land and various construction and installation activities, which could result in displacement of persons, restriction of access or loss of livelihood. Component 2 involving the distribution of productive use appliances, if improperly managed could also lead to complaints and grievances from the end users, or misunderstandings between the Energy Access companies and all relevant parties in the project.

The project activities will include the installation/ construction of Mini Grid Systems, which are likely to have both temporal and permanent effects. Permanent effects will result in a loss of use of property, vegetation and land by the affected persons. Temporal effects will result to interruption in the current use of property or temporary loss of access to land as a result of the subproject activities. These are likely to occur during construction and rehabilitation of existing infrastructure.

Selected Mini Grid developers are expected to lead the land acquisition drive in their earmarked sites but would be strictly required to adhere to the NEP GRM. Although communities visited during the course of this exercise expressed appreciation and longing for the project, and in some cases expressed willingness to donate the required land, this does not eliminate the fact that people will be displaced, or their livelihoods interrupted. Therefore, displacement of people within the project areas is expected although it is not possible to determine the number of people that are likely to be impacted.

Other grievances are likely to come up in the following cases, or as a result of the following activities/ inactivity:

- Equipment installation e.g. poles and cables running through or above homes and other privately-owned properties
- Environmental concerns due to presence of batteries and other equipment or waste management (e.g. battery disposal)
- Non-inclusion of community members in paid labour/ workforce
- Non-inclusion of community members in decision regarding design of the Mini Grid, its operation and billing process
- Existing political divisions in the communities and the consequent perception of project citing as more favourable to one divide

- Unrealistic Corporate Social Responsibility (CSR) expectations from the contractors by community members
- High cost of services e.g. community members are usually required to pay a one-off 'connection fee' covering cost of a breaker and cables to connect power from poles to the user's house or business premise
- Conflicts arising from users by-passing meters to use free electricity
- High cost of tariff
- Commercial electricity users having a higher tariff than others
- Prolonged downtime in electricity supply due to faulty equipment
- Delay in execution of project leading to breakdown of trust e.g delay in take-off after contractor has mobilised equipment to site
- Disruption of public access and disturbance resulting to loss of business days and associated income
- Disagreements over product warranty
- Accidents or injuries due to construction
- Loss of vegetation
- Potential risk of social conflict with communities as a result of labour influx, including forms of Gender Based Violence (GBV)/ Sexual Exploitation Assault (SEA)

2.2 Interest Groups

The key interest groups in this regard are:

- Electricity Users' Corporative Societies (EUCS)
- Mini Grid Developers
- Relevant Local Government Authorities
- Productive Use Energy Access companies
- Community-based influencers supporting the project who are liable to be accused of benefit capture, exclusion and marginalization
- Touts seeking employment, extortion and opportunity for other vices around project site; capable of starting unprovoked conflict
- Local Vigilantes, Police, National Security & Civil Defence Corps
- Students
- Women groups
- Youth groups
- Persons whose properties are acquired, trespassed or damaged by project activities
- Local NGOs focused on Renewable Energy or Environment

2.3 Vulnerable Groups

Key vulnerable groups identified are:

- Women (especially girls and widows)
- Potential child labourers and hawkers
- Potential victims of GBV, sexual exploitation and assault, harassment and abuse
- Persons who are vulnerable due to poverty and unemployment
- Unemployed youth.

CHAPTER 3

CONTEXT AND LEGAL/ POLICY BACKGROUND TO GRM

3.1 Context

A locally based **Grievance Redress Mechanism** (GRM) provides a result-oriented channel by offering a reliable structure and set of approaches where local people and the project implementation unit can find effective solutions together. It is one of many social accountability instruments that can help enhance good governance in projects allowing for quick reforms in the areas where feedbacks and concerns from beneficiaries can impact a project or any of its components. The grievance redress mechanism is a citizen engagement system by which queries or clarifications about the project are responded to, problems with implementation are resolved, and complaints and grievances are addressed efficiently and effectively. The concept has evolved as a citizen engagement platform in developmental projects over the years as a means of empowering stakeholders and especially beneficiaries of Bank projects.

A well-functioning grievance redress mechanism:

- Increases the likelihood that small disputes can be concluded relatively quickly before they become deep-seated grievances
- Keeps ownership of the dispute in the hands of local people
- Offers an early, efficient, and less costly way to address concerns
- Promotes a more stable business climate for projects, that reduces risk and enhances accountability to the host communities

Without the feedback loop that a good grievance mechanism can provide, the PIU may miss crucial opportunities to identify ways to improve project operations.

3.2 Legal and Policy Background to GRM in Nigeria

The law courts at their different levels are the ultimate formal system for grievance redress in Nigeria. But the bureaucracy, the cost of litigation for both the aggrieved and the perceived aggressor, and the time-taking tendencies of the courts have always served as disincentives for most citizens seeking redress, which result sometimes in people either taking the laws into their hands, or resigning to a passive victim's position. Also, the social impact of litigation, especially among people living within the same communities or who still must maintain interactions after settlement or redress, makes a post-litigation life together a new challenge. The law courts would have effectively adjudicated in matters, but social interactions and good neighbourliness would have been affected.

To address this effect of the justice system, state governments across the country have been encouraging redress seekers to adopt the Alternative Dispute Resolution (ADR) options for a quicker, more cost effective and more inclusive redress of grievances. This is in tandem with the provision of Arbitration and Conciliation Act, Chapter 19, Laws of the Federation of Nigeria 1990.

ADR is fast gaining acceptance in Nigeria, especially in the states that have established multi-door court rooms, which leaves litigants with the option of seeking redress in arbitration, (which, though not less bureaucratic, disposes of matters more swiftly) or mediation or conciliation, which are even cheaper. According to the law, while an arbitration award is final and binding and accepted as judgement, the result of mediation is open and contingent on the honour of the disputant. Alternative dispute resolution procedures are however non-binding but voluntarily accepted or negotiated solutions to disputes. (Rhodes Vivour, 2013).

For redress at the systems level, with a view to protecting citizens from official highhandedness and discourage official corruption in government, the Nigerian military government of old also set up a Public Complaints Commission, by the promulgation of Decree 31 of 1975, which at the advent of democratic administration became **The Public Complaints Commission Act** Cap P37 LFN.2004 (PCC Act). The law gives the power to the public Complaints Commissioner to investigate, based on any complaints lodged before her, any administrative action taken by any functionary or organ of government at any level of the federation that the complainants perceives impinges on their human rights as citizen.

The law was backed up by the 1999 Constitution of the Federal Republic in Section 315(5) which states that “Nothing in this Constitution shall invalidate the enactment of Public Complaints Commission Act, and the provisions of the Act “shall continue to apply and have full effect in accordance with their tenure and to the like extent as any other provisions forming part of this Constitution and shall not be altered or repealed except in accordance with the provisions of Section 9(2) of this Constitution”.

The Public Complaints Commission was set up to have offices and officers in every state of Nigeria, headed by an appointed commissioner as the custodian of the powers that the constitution granted, and acts the role of the ombudsman across the country. But its presence in most states, even in the focal states of the NEP, is unknown to members of the communities. The roles of the ombudsman in any place where it is established vary from culture to culture, but its clear role of a place to seek official redress, protecting citizens from administrative malfeasance is universal.

The laws that set up the ombudsman in Nigeria also create a lot of limitations for it, which makes it less effective than required. Nothing compels any government office or official to grant redress to a grievant after investigation to confirm the complaints (Osakede & Ijimakinwa, 2014). To get redress through PCC, the grievant will need to rely on the goodwill of the offending party or resort to the law courts. The time that the process would take as well as the cost and the logistics implication of seeking out the commission, usually makes the option of the PCC unattractive to the redress seeker. A review of the operations of the ombudsman in Nigeria has therefore been recommended (Afegbua and Adejumo, 2015).

CHAPTER 4

EVALUATION OF EXISTING COMPLAINT AND REDRESS CHANNELS AND TOOL(S) AVAILABLE TO CITIZENS IN THE RURAL ELECTRIFICATION AGENCY (REA)

During the NEPA era and up till date, there has always been conflict between members of the public and electricity providers. This is often a result of fallout of consumer – provider relations or due to the technical activities of the public power supplier, which could have adverse effects on private interests. Unfortunately, during this period, conflict resolution was also not at its best. The challenge with this uncomplimentary relationship is that most electricity consumers had developed a ready-for-conflict attitude towards the electricity provider, leaving them with the difficult task of winning the consumer to the side of the provider. Some of these conflicts may also continue to afflict the successor companies to NEPA and even off-grid electricity providers.

Also, unlike what is obtainable in the relationship between electricity users and Mini Grid operators, the repealed National Electric Power Authority Act gave far reaching powers to NEPA, which if abused (as was indeed done at times) had the potential to adversely affect the interest of many of its stakeholders, including NEPA itself. For instance, as regards land acquisition, the Act setting up NEPA provided an express power to acquire land needed for operations or expansion. The Minister of Power, after attempts to reach a settlement for any required piece of land is not achieved, may declare that the land is required for the service of the Authority, earmark an amount of money to be paid as compensation to the landowner, and then make use of that land. This was backed by the public interest acquisition provisions of the Land Use Act of 1978. Disputes out of such transactions were often in law courts for several years, especially where such land in question belonged to a family and not an individual.

According to the NEP Project Appraisal Document and Project Appraisal Report, key Environmental and Social risks on the project are limited and their magnitude is mostly proportionate to the size of subprojects. However, these risks are systemic, and are expected to manifest themselves in all components. The most important are safe disposal/ recycling of used batteries (both lead-acid and lithium ion), land acquisition/ land use changes (except for Component 2 where this is not expected), as well as risk of exclusion and community safety. Additionally, for Components 1 and 3, stress on local water use and supply, construction impacts and waste management (in addition to batteries) can become systemic risks. Community engagement and an effective GRM has been identified as critical for project sustainability.

4.1 Rural Electrification Agency (REA)

A review of the REA existing systems for uptake of complaints, feedback channels and method showed that there was largely no structured system or policy in place. Interviews with the relevant units and personnel revealed a widely held hope that the outcomes of this consultancy for the NEP would also be useful for adaptation by the REA.

There is a directorate of Promotions at REA, which leads the public engagements and marketing drives of the agency. The department, alongside an existing Communications Consultant, provides support to the NEP-PMU for engagement with stakeholders, especially project beneficiary communities.

4.2 Nigeria Electricity Regulation Commission (NERC)

Section 24 of the NERC Mini Grid Regulations of 2016 sets out complaint procedures and guidelines for customers and establishes the standards for developers.

Every Mini Grid Operator is required to establish a Customer Complaint Unit (CCU) within its business premises, saddled with the responsibility of receiving and resolving complaints. The regulation also requires that the operator maintains a Customer Complaint Log for NERC review where and when necessary. The specified CCU shall be headed by a senior officer of the operator and shall have a central office in the Operator head office or more than one office in different areas of operation.

Customers make written complaints or e-mails directly to the CCU or via a Community Power Committee. A Community Power Committee (CPC) is described in the regulations as a committee established by a community to coordinate all electricity customers, address enquiries and take up complaints where necessary.

The NERC regulations requires the Operator to display complaints procedures and available uptake channels on the operator's website and other communication channels. All complaints shall be resolved, and the customer notified within **15 Days** of receipt of the written complaint by the CCU. Where additional time is required, the complainant is updated of actions being taken within every **7 Days** until the complaint is resolved. Where either the customer or the operator are not satisfied with the resolution by the CCU, there is an Electricity Forum for customer complaints established by the Commission under the NERC Customer Complaints Handling Standards and Procedures, which is empowered to resolve issues beyond the operator CCU.

There are Electricity Forums in the various states, set up to resolve complaints for both On and Off-Grid power consumers and operators and their offices are publicized by the NERC and in the offices of Operators for the attention of customers. All decisions of the Forum are legally binding and are taken by majority of the members present at a hearing and signed by the Chairperson. The Mini Grid Operator is required to implement the decisions of the Forum within the time specified in the directive and to report its compliance or reasons for any delays within 5 working days.

A customer or Operator who is not satisfied with the decisions of the Forum may appeal to NERC within 10 days of the directive by the Forum. At the NERC there is a Dispute Resolution Mechanism in place consisting of a Dispute Resolution Counsellor and a Dispute Resolution Panel, following which a matter could then be taken before a court of competent jurisdiction by an unsatisfied party.

4.3 National Environmental Standards and Regulations Enforcement Agency (NESREA)

NESREA has responsibility for the protection and development of the environment, biodiversity conservation and sustainable development of Nigeria's natural resources in general and environmental technology including coordination and liaison with relevant stakeholders within and outside Nigeria on matters of enforcement of environmental standards, regulations, rules, laws, policies and guidelines.

The agency, which is the regulatory arm of the Federal Ministry of Environment, has offices in all the states of the federation which accepts environmental complaints from the public and investigates same. The state offices are manned by State Coordinators who report to the agencies headquarter in Abuja.

4.4 Alternative Systems of Grievance Redress Available and Utilised by the Public in Nigeria

There are formal and Informal systems of dispute resolution/ grievance redress.

4.4.1 Formal systems

Formal systems consist of the following:

- Court of law
- Citizens' Rights/ Mediation Centres
- Legislature (House of Assembly)
- The Nigeria Police
- Public Complaints Commission
- National Human Rights Commission

4.4.2 Informal Systems

Major informal systems of dispute resolution include:

- Interpersonal and family level dispute resolution
- Traditional rulers and community heads
- Associations and Groups e.g. Electricity Users Cooperative Society
- Religious leaders

4.4.3 Other informal systems

Other informal systems of dispute resolution, which are less visible are:

- Neighbourhood vigilante groups
- Age grade associations
- NGOs
- Professional unions e.g. Traders Unions, NURTW etc.
- Students' Union Government

A summary of the evaluation of these systems in the context of adoption or adaptation for the NEP GRM is presented below.

4.5 Evaluation of Some of the Existing Dispute Resolution Systems Available to the NEP in Project Communities

4.5.1 Weaknesses

Law Courts

Superficially, the formal law court system meets majority of the technical requirements for grievance redress. However, there is constant pressure on the courts, and they are further limited in the areas of (i) Expensive cost for the services of qualified lawyers (ii) repeated delays and adjournment of sittings. People find formal litigation in courts to be unattractive, cumbersome, technical, time-consuming and expensive; hence the increasing demand for Alternative Dispute Resolution (ADR) mechanisms. It is also established that a good number of Judges now prefer to direct some disputants and cases to Multi-Door-Court Houses for an attempt to settle via mediation and save all parties the time and the stress of prolonged litigation. The concept of the Multi-Door-Court, though a relatively new concept to Nigeria, is quickly gaining ground in the Nigeria judicial system and available in the Ministries of Justice in about two third of states. It is when the parties fail to reach a resolution that the case is channelled back to the usual courtroom for either a continuation of hearing or a fresh start, where mediation is the first point of call.

The Nigeria Police

For government sponsored project related complaints, the Police is mostly seen by the public as an appendage of the government in power and very often half-hearted or ineffective to provide sufficient and acceptable resolutions that would be favourable to the citizen. Even though the NEP has private sector actors in front, the obvious role of REA, coupled with a widely held perception that electricity supply is government business, operators are seen as operating with “orders from above”, as such the police is not often the best point of call for a project based complainant.

Traditional rulers & Systems

While this approach may be effective in the semi-urban areas where members of the community adhere to the general ethics and governance structure of communal living, it is often neither a popular nor effective tool for GR in the urban areas (such as state capitals), or in an academic environment like a university community. In other cases, where there are no assigned chiefs overseeing smaller groups or communities, the public perceives the main traditional monarch as too high an authority for the presentation of certain levels of complaints. People also prefer to move along with the times and would rather seek more modern approaches to grievance redress. Even more limiting here is the highly technical nature of the electricity industry; it is not everyone that can understand the intricacies and be able to adjudicate fairly.

4.5.2 Strengths

Electricity Users Cooperative Society (EUCS)

The Electricity Users Cooperative Society is an initiative of the REA NEP which is primarily aimed at mobilizing benefitting communities of the NEP Component 1 and 2 to achieve sustainability of electrification projects. Its goals are to create a forum and a platform to:

- i. Encourage all relevant stakeholders to work together to solve common community electricity issues,
- ii. Educate community members about energy conservation, productive use and efficiency,
- iii. Ensure that community members work together to protect electricity equipment against theft and/or vandalization and,

The EUCS is intended to serve as a first point of contact for receipt and possible resolution of complaints presented by members. As the name implies, every electricity user in the community is welcome to join.

A vital objective of the NEP-PMU's community engagement and sensitisation, preparatory to project kick-off, has been the drive towards the formation of the EUCS in the project areas of influence. Community members in Component 1 beneficiary states signed documents indicating interest and intention to join the cooperative society in their communities and were sensitised on how to start meetings.

If supported with the right instruments and capacity building, the sheer proximity of such an association to the project beneficiaries as well as their ability to link the Mini Grid developers with the customers, makes the executive members of the EUCS viable as a hinge for the community level Grievance Redress Committee for Component 1 and 2.

Citizens' Rights and Mediation Centres

These Alternative Dispute Resolution centres are set up by state governments to provide free dispute resolution services for all citizens, especially indigent or vulnerable residents like women, widows, students, the unemployed, retirees, the elderly and persons with physical disabilities, who may not have the wherewithal to pursue litigations or other capital intensive approaches to grievance resolution. The Centres are designed to assist disputing parties in arriving at amicable settlement through Alternative Dispute Resolution methods. They are most frequently manned by Directors sourced from the state ministries of Justice and have several lawyers or trained ADR specialists who attend to complaints by members of the public. Lagos state was the first to set up a Citizens Mediation Centre in 1999. In 2015 alone 34,511 cases were received, 20,966 were successfully mediated and over N700,000,000 were collected by the centre on behalf of disputing parties. Following the success of the Lagos experiment, other states started to set up these centres side by side Multi-Door-Court Houses, for speedy dispute resolutions. These centres are usually funded by state governments, donations from corporate organizations, NGOs and other donor agencies.

The Mediation process is guided by Conciliation Rules in the Third Schedule to the Arbitration and Conciliation Act Cap A 18 Laws of the Federal Republic of Nigeria, 2004. These centres should have been adequate to be adopted for the NEP GRM in the state project areas of influence, but are largely limited by factors like the need for on-going capacity building on ADR, operational funding and unavailability in some states, as well as limited or no knowledge of the electricity industry.

Where they exist, the centres will however be suitable to serve as referral points for unresolved grievances from each project component before a complainant is left with the option of walking through a formal court door to seek legal redress.

CHAPTER 5

THE NIGERIA ELECTRIFICATION PROJECT (NEP) GRIEVANCE REDRESS MECHANISM

As a project-based mechanism, the NEP GRM is taking into cognizance the components and the subcomponents of the project design as well as the culture of immediate environments of the proposed project sites. The mechanism will assume responsibility for occurrences and issues that have direct relation to the project or bearing on the activities that are being carried out for achieving the components and all the subcomponents of the project in the intervention sites. It must be noted that the NEP GRM does not apply in any way to matters predating the project in project areas of influence.

Developing a GRM for the NEP involved sets of activities. The first was to appraise the nature of project components and review the current situation of grievance handling in the beneficiary locations, through a review of extant literature on the social, and environmental contexts of the project and its various areas of influence. Already prepared policy documents for the project, such as the Environmental and Social Management Framework (ESMF) as well as laws, conventions and policies as they relate to development, especially World Bank and African Development Bank projects were reviewed for this task. This was supported by consultations with relevant stakeholders, to reconfirm some of the findings in the literature as well as establish the variables that would determine the structure of the GRM and its key components.

The desk review established the socio-economic context of persons in the established project host communities and the un-established, as well as the legal and policy environment that necessitates the establishment of grievance redress mechanism for the project. Field consultations were done to appraise the prevalent situation around the project areas of influence, as well as to get understanding of the operational environment of the project and the issues that may emerge.

5.1 GRM Framework

To ensure an effective operation of the GRM, potential grievances, tools for presentations and responding authority are classified according to the three project components below.

Table 5.1: Potential Grievances, Presentations and Responding Authority

Component	Project Intervention Activity	Potential Nature of Grievance	Tools for Presentation	Ultimate Responding Authority
1	Solar Hybrid Mini Grids for Rural Economic Development will provide Minimum Subsidy Tender to private mini grid developers to build solar hybrid mini grids in unserved rural areas.	<ul style="list-style-type: none"> - Land related matters, including trespass e.g. poles and cables running through or above homes and private lands - Environmental concerns due to presence of batteries and other equipment - Waste management (e.g. battery disposal) - Non-inclusion of community members in paid labour/workforce - Perception of project citing as more favourable to one divide within a larger community - Unrealistic Corporate Social Responsibility (CSR) expectations from contractors - High cost of services - Conflicts arising from users by-passing meters to use free electricity - High cost of tariff - Commercial electricity users having a higher tariff than others - Prolonged downtime in electricity supply due to faulty equipment - Delay in execution of project leading to breakdown of trust - Gender based violence/ Sexual exploitation of locals as a result of labour influx 	<ul style="list-style-type: none"> - Physical complaint, - Written petitions, - Official Emails, - Phone calls & SMS to GRM hotlines, - Use of designated drop boxes - Channels for confidential and safe complaints for GBV/ SEA related grievances (See 5.6.3 for more on GBV/ SEA) 	<ul style="list-style-type: none"> - Mini Grid Developers, - HPMU, NEP
2	Productive Appliances and Equipment for Off-Grid Communities	<ul style="list-style-type: none"> - Supply of equipment considered by consumers as substandard - Insufficient sensitisation on the use of 	<ul style="list-style-type: none"> - Physical complaint, - Written petitions, - Official Emails, 	<ul style="list-style-type: none"> - HPMU, NEP - Energy Access Companies

	through the provision of result-based finance to both mini-grid and stand-alone solar installation companies that increase the number of productive appliances in their operations.	<p>supplied equipment</p> <ul style="list-style-type: none"> - Perceived lop-sidedness or bias in selection of beneficiaries 	<ul style="list-style-type: none"> - Phone calls & SMS to GRM hotlines, - Use of designated drop boxes 	<ul style="list-style-type: none"> - MD REA
3	<p>Power Systems for Public Universities will support the construction and operations of Power systems for beneficiary universities. This component will be implemented by REA in collaboration with universities. A contractor will be engaged directly by REA to construct the power systems under this component, which will then be operated by the universities.</p>	<ul style="list-style-type: none"> - Accidents or injuries to student or community member as a result of construction works - Litigation by competing electricity DISCOs - Prolonged down time or power failure at critical periods - Gender based violence/ Sexual Exploitation as a result of labour influx 	<ul style="list-style-type: none"> - Physical Complaint - Written petitions, - Official Emails, - Phone calls & SMS to GRM hotlines, - Use of designated drop boxes - Channels for confidential and safe complaints for GBV/ SEA related grievances (See 5.6.3 for more on GBV/ SEA) 	<ul style="list-style-type: none"> - HPMU NEP - MD REA

Diverse methods for reporting grievances that are culturally appropriate are to be used and they should permit for self-identified, confidential, or anonymous procedures (professional letter writers, suggestion boxes, Email, toll-free telephone etc).

Avenues for verbal complaints are:

- Complaints to members of the local Grievance Redress Committee (GRC)
- Social Safeguards & Communications desks at the NEP-PMU
- Open community mediation sessions
- Operators' Customer Care Unit
- Town hall meetings

Avenues for written complaints are:

- Complaint Boxes in the community, operator's office or by hand
- Letters or Email to the NEP-PMU

Dedicated telephone lines shall include:

- Community EUCS secretary and chairperson's telephone lines
- NEP-PMU hotlines
- Operator Customer Care hotlines

An email feedback system shall be established at the PMU. This will link the GRM Coordinator with potential complainants. This email will be designed to auto respond/ acknowledge complaint emails.

5.2 The REA NEP GRM Structure

It is very vital that the GRM covers the various project components. Considering that the three project components have unique operational attributes, a one size fits all approach to the design of this GRM will not be effective, especially for uptake at the project beneficiaries' level.

Overall responsibility for the coordination of the REA-NEP GRM will lie with the Environmental & Social Safeguards (E&S) Unit at the PMU. The Social Safeguard will be responsible for the collection of grievances of higher severity that may come directly to the PMU office based on the procedure and grievance classification and framework below. However, the uptake of grievances and recording will be done at the community level, after the complaint has passed through the operator Customer Care Unit (CCU) and is not resolved.

5.2.1 Component 1 GRM Structure

Core Institutions: The core institutional blocks for the REA-NEP Component 1 GRM are:

- Electricity Users Cooperative Society (EUCS)
- NEP Project Management Unit, including REA Zonal Liaison Officers
- NEP-PMU Social Safeguards Specialist (GRM Coordinator)
- Local Traditional Authority
- Operator Customer Care Unit (Mini Grid Developer)
- Nigeria Electricity Regulatory Commission (NERC)
- Citizens' Rights/ Mediation Centres in beneficiary states
- Department of Women Affairs in the state Ministry of Women Affairs

- Women Leaders in the various beneficiary communities
- Women's right focused NGOs
- The Nigeria Police

Considering that there are minimum required standards for customer care by Mini Grid developers and operators prescribed and monitored for compliance by the Nigeria Electricity Regulatory Commission, and having in mind that the NEP seeks to entrench effective customer care services as prerequisite for selected developers, operators must ensure that they display complaints procedures and available uptake channels in ways that are easily accessible to their customers, including on the operator's website and other communication channels. All complaints shall be resolved, and the customer notified within **15 Days** of receipt of the complaint by the operator Customer Care Unit (CCU). Where additional time is required, the complainant is updated of actions being taken within every **7 Days** until the complaint is resolved. Where either the customer or the operator is not satisfied with the resolution by the CCU, the complaint is taken up by the NEP community-based Grievance Redress Committee (GRC) or the NEP Project Management Unit (PMU) GRC. The NEP GRM as an instrument is utilised in cases where:

- a project beneficiary (or beneficiaries) is not satisfied with the mini grid operator or company's handling of a grievance;
- the mini grid operator or company, for any reason, prefers that a complaint is specially mediated at a referral level outside its Customer Care Unit
- the aggrieved project beneficiary has no trust in the operator's customer service and prefers to go straight to the Grievance Redress Committee for redress.

Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) complaints shall be STRICTLY handled as prescribed in **5.6.3** below.

The NEP Component 1 GRM structure shall consist of two main units, a community-based Grievance Redress Committee (GRC) and a Central Grievance Redress Committee based at the NEP PMU.

5.2.1.1 The Component 1 Community-based GRC

This unit of the NEP Component 1 GRM structure shall be established leaning on the Electricity Users Cooperative Societies (EUCS) in each proximate cluster of beneficiary communities or standalone community serviced by a Mini Grid and shall comprise of nominated executive members representing a well spread out demography, including women, youth and minority group representatives (where applicable). The nomination of members of the GRC shall involve a participatory process to take place in well publicised town hall meetings and driven jointly by the EUCS and representatives of the PMU. Local interest groups such as relevant NGOs/ CSOs, respected citizens in the communities and reputable community associations shall also participate in the selection of the GRC members. A representative of the local traditional authority shall be included as a key member of the GRC.

The community-based GRCs will (through their secretaries) register reported grievances, categorise them in accordance with the grouping of grievances (as highlighted in the following framework) and refer them as appropriate, in accordance with the stipulated procedure and timelines. This processes and roles of implementers shall be further described below.

GRCs shall consist of an average of 7 to 8 members per Mini Grid serviced cluster, with 2-3 positions assigned to women. Communities with more residential quarters or population shall be considered and permitted to have one or two more members. A Chairman, Secretary and P.R.O shall constitute the ranking members of the GRC.

5.2.1.2 The NEP-PMU Grievance Redress Committee

A standing central Grievance Redress Committee shall be established within the NEP-PMU, chaired by the NEP Social Safeguards Officer, and comprising mainly of:

1. NEP-PMU Environmental Safeguards Officer
2. NEP-PMU M&E Specialist
3. Technical Specialist.

This team shall be supported by a nominee each from:

4. Office of the Head, NEP-PMU
5. NEP-PMU Procurement Unit
6. Office of the REA Director of Promotions
7. Zonal Liaison Officer
8. NERC

This committee shall be the apex authority of the NEP GRM, which will make recommendations for action to the Head of Project Management Unit in the case of issues of extreme importance, or make referral to the Citizens' Rights/ Mediation Centres in the Ministry of Justice of an applicable state in the case of grievances that are either unresolvable at the committee level or found to be extraneous to the execution of the NEP.

5.2.2 Grievance Uptake Points

There shall be at least three major uptake points for grievances arising from the NEP Component 1 subproject activities:

- EUCS office or secretariat
- Mini Grid developers' office/ site
- NEP PMU
- REA State/ Regional Offices

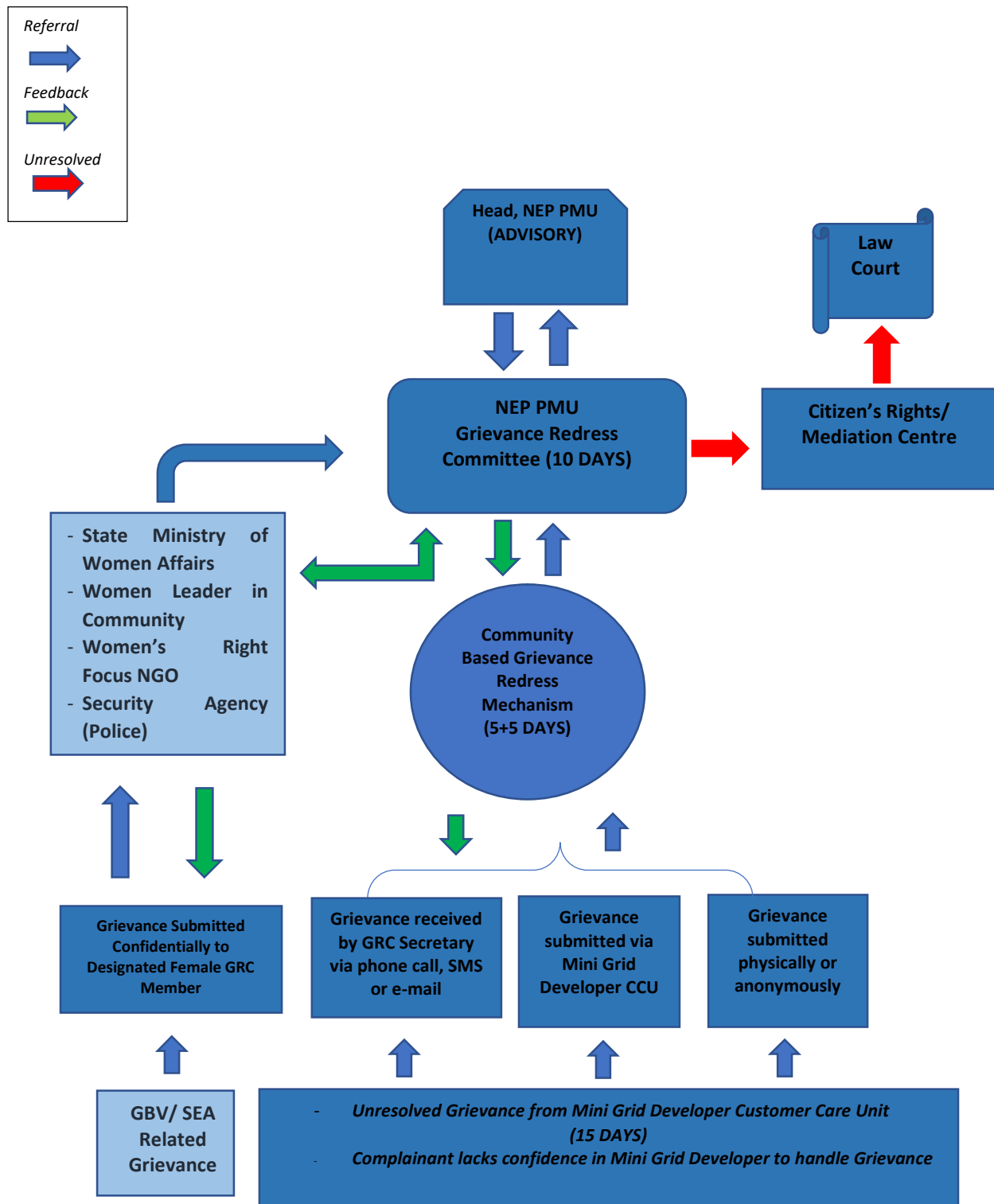


Figure 5.1: Component 1 GRM Structure

5.2.5 Roles and Responsibilities of Grievance Redress Implementers

The NEP GRM shall be driven and coordinated by the Safeguard Officers and community relations' team comprising of the PMU Social and Environmental Safeguards Officers as well as the Communications unit and M&E specialist. However, it is essential to create a home or focal point for the GRM and integrate such into a Project's Management Framework. The Nodal officer or GRM Administrator shall be the Social Safeguard Officer. The M&E officer shall be responsible for compilation and reporting of all beneficiary complaint and feedbacks tracked in the process of grievance reporting and redress by the central GRC. Additional support shall be provided to this team through external social experts and firms where and when required.

5.2.5.1 Responsibilities of the Social Safeguard Officer/ Grievance Redress Coordinator include:

- Coordination of the entire GRM
- Documentation of the GRC proceedings, decisions, and recommendations
- Registration of grievances using a prescribed form
- Keep a log of all grievance cases
- Facilitation and provision of information and services to resource persons as required by the grievance redress committee (GRC) to deal with reported grievances
- Maintenance of grievance-related documents, reports, and attendance and payment registers of GRC members
- Coordination of the grievance uptake channels, ensuring that they are adequately resourced
- Liaise with the Communications Unit of the PMU for publicising the NEP GRM channels, structure and other essential project communication strategies
- Liaise with community-based GRC to track and record complaint and resolution reached
- Liaise with the Citizens' Rights/ Mediation Centres in the project states, for possible referral of unresolved grievances and tracking of reported complaints
- Facilitating arrangements for field inspections
- Handling all payments and expenses related to GRM operations
- Providing feedback to affected persons and agencies involved in grievances
- Reporting progress to the PMU and African Development Bank in required formats
- Planning and executing GRM trainings
- Planning and executing GR evaluation and refining the GRM process for continuous improvements

5.2.5.2 Roles and responsibilities of Mini Grid Developer Customer Care Officer

- Operate and manage uptake points for complaints and resolving complaints
- Promptly refer grievances certified as UNRESOLVABLE to community-based GRC
- Monitor and provide feedback on environmental and social impacts and effectiveness of mitigation measures at community level
- Provide monthly/ quarterly report on grievances to the PMU through the social safeguards officer

- Partake in development and implementation of grievance prevention sub-plans

5.2.5.3 Roles and responsibilities of the Community-Based GRC

- Settle disputes at community level
- Operate dedicated telephone hotline(s) for complaints
- Partake in training programs
- Partake in participatory planning with contractors for conflict prevention e.g. on-site food vendors plan, local labour engagement plan etc.
- Project information dissemination
- Coordination of town hall meetings and other stakeholder engagements

5.2.5.4 Roles and responsibilities of the community-based GRC Secretary

- Manage day to day operations of GRC in project beneficiary community
- Arrange and partake in Grievance Resolution Sessions
- Register new complaints using agreed formats
- Manage complaint boxes and other grievance uptake channels
- Provide monthly/quarterly report on complaint to the PMU through the social safeguards officer
- Facilitate pasting of posters, distribution of brochures and other information dissemination materials in communities
- Operate dedicated telephone hotline(s) for complaints

5.2.5.5 Roles and responsibilities of state Citizens' Rights/ Mediation Centres

- Settle disputes that are referred from PMU
- Second arbitrators to Community-based GRC sessions when requested by GR Administrator

5.2.5.6 Roles of the External Consultant

Relevant Consultants shall be engaged periodically (when necessary) for the following:

- Generate performance indicators for grievance redress at stages of project
- Develop reporting and management formats to support PMU ESS Team
- Conduct independent monitoring of GRM operation
- Support the development of Stakeholder/ Beneficiary Engagement Plan
- Carry out Beneficiary Satisfaction Survey
- Work with communities in developing Grievance Prevention Plans

5.3 Stages of Complaints and Appeal Levels

An effective GRM must provide the opportunity for a complainant to seek a higher level of redress if they are not satisfied at the lower level. After a complaint is certified unresolvable by the Mini Grid Developer CCU, there are four levels of redress in the NEP Component 1 GRM. It is important to state that ANY complaint of GBV at any level of the GRM should immediately be referred to the stipulated GBV services providers with clear information

provided on other available choices for referral, the decision for which choice to take should be left to the survival.

5.3.1 Referral to Community-based GRC Secretary

Complaints presented via any of the uptake channels in the community or from the Mini Grid Developer CCU are directed to the secretary of the community GRC. Where the issue bothers around basic lack of information by the complainant, the secretary is empowered to resolve it at that level by providing the required enlightenment. Where the secretary alone cannot resolve the complaint and a further confirmation is required, two or more members of the GRC are invited to hear the issue and provide redress **within 5 days**. Where the matter is not adequately resolved to the satisfaction of the complainant or the issue goes beyond correcting a misinformation and requires arbitration, the GRC secretary refers it to stage two, which is the *Community Mediation Session*.

5.3.2 The Community GRC Mediation Session

This stage in the grievance redress involves all members of the community GRC meeting with the complainant(s) to mediate and attempt to resolve the grievance. The GRC then refers the case to the PMU GRC if it is still not resolved **within a further 5 days**. The community GRC mediation sessions are expected to resolve issues like trespass into private property by project activity, exclusion claims, labour or workforce related issues and any other grievances that could be nipped in the bud before they escalate.

5.3.3 Referral to the NEP-PMU Grievance Redress Committee

Typical cases that go beyond the community-based GRC could involve actions for

- i. regulation of Mini Grid Developer activities
- ii. resettlement and compensation for damages
- iii. Gender Based Violence (GBV) or sexual exploitation by Mini Grid Developer staff.

The Social Safeguard Officer registers the grievance and may resolve same if it is within his/ her influence to do so, otherwise an expanded meeting of the central GRC is convened. The involvement of the Head, Project Management Unit (PMU) or any other project executives could be necessary when there is a need to get quick approvals and enforce contractor compliance in situations of contractor impunity, highhandedness, or in the case of GBV related complaints.

The PMU GRC is expected to finalise mediation on grievances **within 10 working days**. The complainant/ survivors confidentiality should also be kept in mind when reporting any incidences to the police or service provider.

5.3.4 State Citizens' Rights/ Mediation Centre

Cases referred here are usually unresolved prolonged cases that is deemed fit for referral by the PMU GRC. The complainant is adequately briefed at this point of the need for a higher level of independent and transparent mediation.

In the case where a project beneficiary state does not have a citizens' mediation centre, an official letter shall be written by the PMU to the Registrar of the Institute of Chartered Mediators and Conciliators (ICMC) of Nigeria to second a reputable mediator, not lesser than a Fellow of the institute, to provide professional service on the case.

5.3.5 Law Court

The PMU is expected to exhaust all available avenues for settlement based on the principles of Alternative Dispute Resolution before allowing a complainant to decide that they are not convinced about the resolution reached and would wish to take the matter up to a law court. Referral to a law court should ordinarily be done at the level of the Citizens' Rights/ Mediation Centre.

The above steps are however not cast in stone, to prevent grievances from escalating and bringing delays to the project execution, a complainant could proceed to register a case at the Community Mediation Session involving the full GRC, if they are not comfortable dealing with the GRC secretary or with the agreement of the secretary. A grievance may also go directly from the community to the PMU level if it is deemed as requiring urgent project or contractor correction. Cases of serious mishaps, accidents or fatalities will also be reported directly to the central GRC.

5.4 Conflict of Interest

Where a complaint has a member of the GRC as complainant, respondent, accused, party or is seen as having any form of conflict of interest, the affected member or members shall not participate in the mediation of such grievances. The decision shall be communicated to such a party and to the complainant in writing and be documented.

5.5 Voluntary Resignation of GRC Member

Where a member of the GRC at any level voluntarily withdraws their membership for any reasons, the GRM Administrator at the PMU shall be informed officially by the Chairman of the GRC or Secretary and an open consultation involving members of the community is held to nominate a replacement, who must be from the group/ constituency the withdrawing member previously represented in the GRC.

5.6 Grievance Redress Procedure

Procedure for grievance redress are as follows:

5.6.1 Receipt and Registration of Feedback or Grievance

The first step for any project beneficiary or complainant to benefit from the NEP GRM is the presentation of a grievance or feedback at a grievance uptake point after the Operator CCU has failed to reach a resolution. The GRC Secretary will receive grievances from the complainant via the Operator CCU Officer, drop boxes placed at pre-arranged easy-to-locate points in the community, telephone calls, Email, physically/ verbally etc and acknowledge. The complaint will then be registered, and a logbook of grievances will be maintained. Cases related to GBV and personal details of the complainant will, however, not be documented in the public grievance log-book in case a GBV complainant decides to provide any information. The complainant/survivors confidentiality should be kept in mind when attending to any GBV/SEA related complaint. reporting any incidences to the police or service provider.

The receiver (preferably Secretary) will clarify primary information, register and acknowledge receipt of it to the grievant immediately or **within a maximum of 2 days**. The

acknowledgement is to give the complainant assurance that the complaint has been received and is receiving necessary attention or has been resolved. The registration will capture the following data: Reference Number, Date of the feedback or grievance, Name of the complainant, Gender of complainant, Address, Contact Phone Number (& Email, if applicable), Category of the grievance and Signature. A complaint or feedback can also be submitted anonymously or via a third party.

Complaints and feedbacks made in writing and those made verbally by persons that cannot read or write shall be transcribed by the receiver as appropriate and read back to the complainant to ensure agreement. All complaint submitted irrespective of its sources shall be acknowledged with a corresponding acknowledgement sent to the complainant.

5.6.2 Verification/ Screening of Grievances

The receiver of grievance will then consult and make enquiries within the areas of grievance. The investigation will determine among other things whether the matter has any relationship with the Project or whether the level at which it is presented can handle it. In the case of GBV/ SEA complaint, this will not be investigated but rather referred to the appropriate authority and GBV service provider around the project area. If the complaint is rejected, the complainant is informed of the decision and the reasons for the rejection within 2 days of registration of the complaint or feedback. Any complaint that is rejected shall have the benefit of a first hearing at the Community GRC level and then referred to the appropriate level/ authority for redress.

Reasons why a complaint or feedback may be deemed not eligible and rejected include:

- i. The complaint does not pertain to the project
- ii. The issues raised in the complaint does not fall within the scope of issues the grievance mechanism is authorized to address, and
- iii. The complainant has no standing to file e.g. not a member of the project community and not affected by the project activities.

Facts must be established against the interest and goal of the grievant, to build trust. Fact finding is essential to redress, but not applicable to GBV/ SEA cases under this GRM. Grievances spring from differences in expectations, interests, knowledge or lack of it, needs and fears.

Complaints in the NEP Component 1 GRM should be classified under the following categories.

Category 1: Exclusion claims

Category 2: Physical and/ or economic displacements caused by land acquisition or any other project activities

Category 3: Billing, metering or cost of service equipment

Category 4: Security, Crime and Enforcement Issues (including GBV)

Category 5: Labour issues

Category 6: Environmental Management lapses (including consequent mishaps)

5.6.3 Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA)

All complaints related to GBV shall be treated in a private and confidential manner, limiting information to what the survivor or complainant is freely willing to provide. A separate register shall be opened for this category of cases and shall ONLY be accessed by the community based GRC secretary, the GRM coordinator at the PMU (and any female GRC member empowered to handle GBV cases where the Chairman and Secretary are all male). The complainant (if a survivor) shall be attended to with empathy, assurance of safety and confidentiality. If the complainant is not willing to divulge any information, this view should be respected by the GRM officer, and the complainant referred to the appropriate nearest medical centre, approved available GBV service provider or police, depending on the complainant's choice. Such a complaint should be reported to the African Bank Task Team as well by the PMU GRC.

Other considerations for the handling of GBV/SEA grievances include:

No GBV data on anyone who may be a survivor should be collected without making referral services available to support them

All GBV complaint should be referred to the right service provider and other relevant institutions, information to be requested should be limited to:

- The nature of the complaint (what the complainant says in his/ her own words without direct questioning)
- If, to the best of their knowledge, the perpetrator was associated with the project; and,
- If possible, the age and sex of the survivor

5.6.4 Implementation and Case Closing

This is the period where the complaint or feedback passes through the full cycle and a feedback is agreed. The resolution of the committee at the various level is documented. Where there is need for external referral of the matter the complainant is appropriately guided on the next steps. The result of the process can vary. The request of the complainant may be turned down, compensation may be recommended, or Management may simply apologise to the grievant. The Head, PMU, provides oversight for timely and adequate resolution.

5.6.5 Feedback

At the time of acknowledgement of the feedback or grievance, the complainant will be provided with the following information:

- (i) Grievance Reference Number to facilitate monitoring and reminders by complainants.
- (ii) Expected time of redress (Prescribed maximum time limit for redress is three months).
- (iii) If not addressed within expected time, action to be taken by complainant

If the grievance is not redressed within the expected time, the complainant should be provided with the following information:

- (i) Information on reasons for delay

- (ii) Updated expected time of redress

At the time of final redress, the complainant will be provided with information on

- (i) Final action taken for redress and
- (ii) Avenues for pursuing the matter further

All responses to the complainant in a grievance redress process must be communicated in writing to the complainant. The officer responsible for the uptake of the grievances will follow up on the responding authorities for cases referred to be able to establish when each grievance has been resolved.

5.7 Component 2 GRM Structure

The NEP Component 2 is designed to enable households and micro enterprises access better energy efficient and productive use equipment and appliances. This will be achieved through a Result-Based Financing scheme. The result-based finance is intended to support the incremental operational expenditures of retailing appliances alongside energy services, including: product transport; marketing and training; end-user financing: installation and end-user training; and repairs, replacements, and support. A pre-determined subsidy will be paid to mini-grid and stand-alone solar installation companies upon the successful installation (and verification) of productive appliances in remote communities. Subsidy amounts will be fixed for each appliance size/ level of service category and will be applied to a list of certified appliances.

5.7.1 Grievance Prevention Measures

To ensure that the subproject objectives are met and to prevent any incidents that may hamper effective operations of participating companies or by extension the PMU, the following strategies have been put in place.

- Products must also pass the quality assurance evaluation of the technology with NEMSA and other relevant standards.
- Evidence of ability to effectively provide pre- and after-sales service to acquired customers, including easy and practical warranty service.
- Must pre-qualify both company and product to claim grant per quarter.
- The application structure for interested companies clearly caters for environmental management by requiring evidence that environmental and social risks are mitigated.
- Claims are submitted online then installations of systems are verified by the Independent Verification Agents (IVA)

5.7.2 Core Institutions for the Component 2 GRM

The core institutional blocks for the management of any grievance that may arise as a result of the activities of a grantee and require NEP intervention are:

- The Energy Access Company (grantee)
- The Independent Verification Agents (IVA)
- PMU Social Safeguards Officer (GRM Coordinator)
- PMU Environmental Safeguards Officer

- PMU M&E Specialist
- Representative of the Component Coordinator
- Representative of the Head, NEP PMU
- Zonal Liaison Officers
- Ministry of Women Affairs
- Women's Right Focused NGO
- Nigeria Police

The above institutions, with the exception of the Energy Access Companies, Ministry of Women Affairs, Women's Right Focused NGO and the Nigeria Police, shall constitute the PMU GRC for component 2 and shall receive, log and mediate on grievances received directly or referred after the Energy Access Company has failed to reach a resolution with a complainant within the stipulated time. The company must ensure that customers are provided with sufficient information on after-sales services, including the company's complaints procedures and uptake channels, this information must be provided in ways that are easily accessible to their customers, including on product fliers, product manuals, website and other communication channels. All complaints shall be resolved, and the customer notified **within 15 Days** of receipt of the complaint by the company. Where additional time is required, the complainant is updated of actions being taken **within every 7 Days** until the complaint is resolved. Where a customer is not satisfied with the resolution of a complaint and such a customer is aware that the Energy Access company is a beneficiary of the REA NEP, such a complainant is eligible to contact the NEP Project Management Unit (PMU) directly via the publicised NEP hotlines, email, written letter or physically for redress.

Although all complaints reaching the NEP PMU under this component shall be received, recorded and feedback given to complainant, only grievances presented by a certified beneficiary, related to the project, and within the company's product terms of warranty or sales agreement by the company shall be prioritised for mediation by the PMU GRC. For other complaints, an immediate clarification and resolution that is acceptable could be provided and case closed. A representative of the Energy Access company is also invited to participate in the PMU GRC mediation if necessary. The NEP GRM Coordinator shall be responsible for recording and acting on complaints received at the PMU.

The GRC shall mediate and provide feedback on redress to the complainant **within 5 days**. Where such a project beneficiary is not satisfied with the feedback and insists on seeking further options for redress, the option of an independent mediator sought from the Institute of Chartered Mediators and Conciliators (ICMC) (not less than the rank of a Fellow of the institute) is presented. Where the complainant is still not satisfied, they are referred to seek higher redress in a competent court of law.

Although GBV/ SEA related complaints are less likely to occur under this component, a pathway for the referral of any such grievances, if they are observed in any form, has been built into the GRM structure. On receipt of any such complaint by the PMU GRC, it is strictly subjected to the procedures enumerated in **5.6.3**, this may include potential grievances emanating from relationships between staff of an Energy Access company and the Independent Verification Agents.

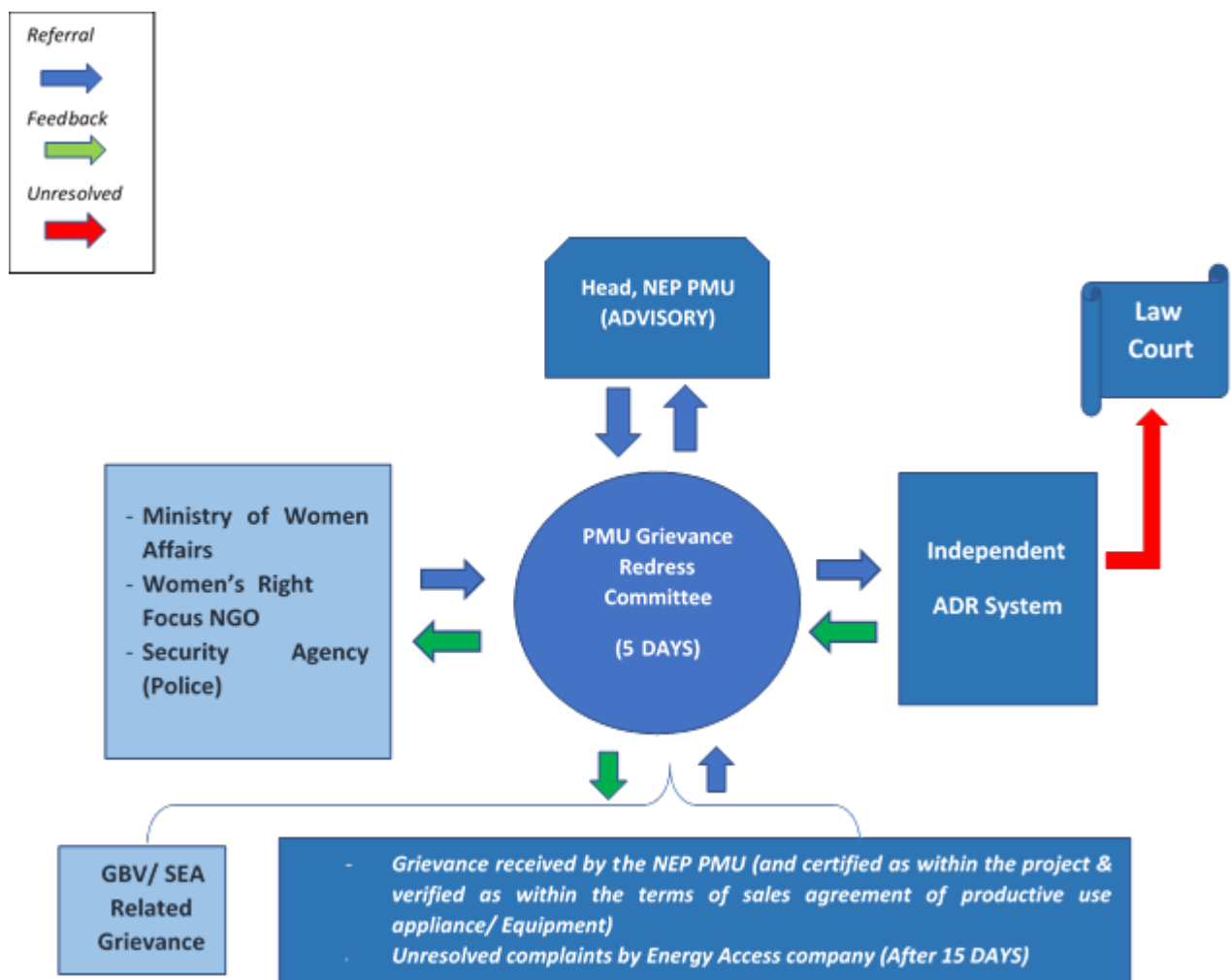


Figure 5.2: Component 2 GRM Structure

5.8 Component 3 GRM Structure

This component, otherwise referred to as the Energizing Education Programme (EEP) is envisaged to have relatively limited grievances, especially as the project areas of influence are relatively smaller and a little regimented by authorities of the benefitting tertiary institutions. Land for the development of subprojects are expected to be provided by the institutions and within the campuses, reducing social concerns like displacement and loss of sources of livelihood or vegetation. The project is also designed for hand over and to be sustained by the benefitting institutions after the NEP. This of course does not rule out potential issues regarding land acquisition, restriction, legacy land acquisition or any other such grievances that may spring up, especially as most universities in Nigeria are located side by side with communities.

The likelihood of sabotage or other similar actions by competing interests and previously existing electricity distribution entities to the institutions is a higher concern, especially as these actions could be masqueraded as genuine grievances, which could ultimately cause delays for the project. Communities around the universities who are underserved or without

access to electricity could also put pressure on the project for inclusion, leading to grievances which may be considered extraneous to the NEP but directly impacting.

Other potentials for grievance include the expected influx of staff of the EPC contractors and labourers into the university community, raising concerns of GBV and SEA of students, especially young female students. Protests and demonstrations by students who may become agitated by poor electricity supply, perceived mismanagement of project infrastructure or delays in project completion is also not a negligible grievance factor.

5.8.1 Core Institutions

The core institutional blocks for the REA NEP Component 3 GRM Structure are:

- University Authority (office of the Vice Chancellor)
- Office of the Dean of Students' Affairs
- Engineering Procurement and Construction (EPC) Contractors
- PMU Social Safeguards Officer (GRM Coordinator)
- PMU Environmental Safeguards Officer
- PMU M&E Specialist
- Representative of the Head, NEP-PMU
- Ministry of Women Affairs
- Women Focused NGO
- The Nigeria Police
- Zonal Liaison Officers

5.8.2 Grievance Uptake Points

Being a more academic environment, operators of the power plants shall be mandated to display complaints procedures and available uptake channels for complaints in ways that are clearly visible to their customers, including on their websites, placement of grievance submission boxes at their office and via other communication channels, the same procedure shall be applied in the Students' Affairs Department of the universities. Any complaints pertaining to the project and its subprojects shall be channelled to this uptake points. All complaints shall be resolved, and the customer notified **within 15 Days** of receipt of the complaint by the operator Customer Care Unit (CCU). Where additional time is required, the complainant is updated of actions being taken within **every 7 Days** until the complaint is resolved. Where either the customer or the operator is not satisfied with the resolution by the operator's CCU, the complaint is taken up by the NEP community-based Grievance Redress Committee (GRC) or the NEP Project Management Unit (PMU) GRC, as the case may be.

Any emerging Gender Based Violence (GBV) and Sexual Exploitation and Abuse (SEA) complaints shall be STRICTLY handled as prescribed in **5.6.3** above.

5.8.3 Composition of the PMU Grievance Redress Committee

- PMU Social Safeguards Officer (GRM Coordinator)
- PMU Environmental Safeguards Officer
- PMU M&E Specialist
- Representative of the Head, NEP-PMU

- Representative of the Component Coordinator

The PMU GRC shall log, investigate, mediate and provide feedback **within 14 days** in grievances certified by GRC members as serious or pertaining to the project governance and administration e.g. threat to project infrastructure. A complainant who is not satisfied by the outcomes of the mediation and feedback by the central GRC shall have the option of an independent mediator sought from the Institute of Chartered Mediators and Conciliators (ICMC) (not less than the rank of a Fellow of the institute) presented. Where the complainant is still not satisfied, they are referred to seek higher redress in a competent court of law.

5.8.4 Community-based GRC

A community based GRC shall be constituted in each benefiting university, which shall receive, acknowledge and mediate on complaints that are not resolved by the operators and referred to it. The Secretary of the community based GRC shall receive and record all grievances. Feedback from the community based GRC to a complainant **shall not exceed 5 workdays**. A complainant who is not satisfied with the feedback on outcome of the mediation by the community based GRC shall have their grievance referred to the PMU GRC. A complaint referred to the PMU GRC shall be mediated upon and feedback communicated to the complainant **within 5 days**. In the event that a complainant is still not satisfied with the mediation by the PMU GRC, the option of an independent mediator sought from the Institute of Chartered Mediators and Conciliators (ICMC) (not less than the rank of a Fellow of the institute) is presented. Where the complainant is still not satisfied, they shall be referred to seek higher redress in a competent court of law. The GRC shall be constituted by the following:

- Representative of the office of the Vice Chancellor
- Dean of Students' Affairs Department
- Director, Department of Physical Planning/ Works (where available or equivalent)
- President of the Students' Union Government (SUG)
- Representative of the Owner's Engineer (OE)

Considering that the subprojects under this component involves some level of construction and physical infrastructure installations similar to the NEP Component 1, relevant and applicable procedures for grievance redress, roles of common implementers and other variables under the Component 1 GRM structure shall be leveraged for the operationalizing of the EEP component grievance redress structure.

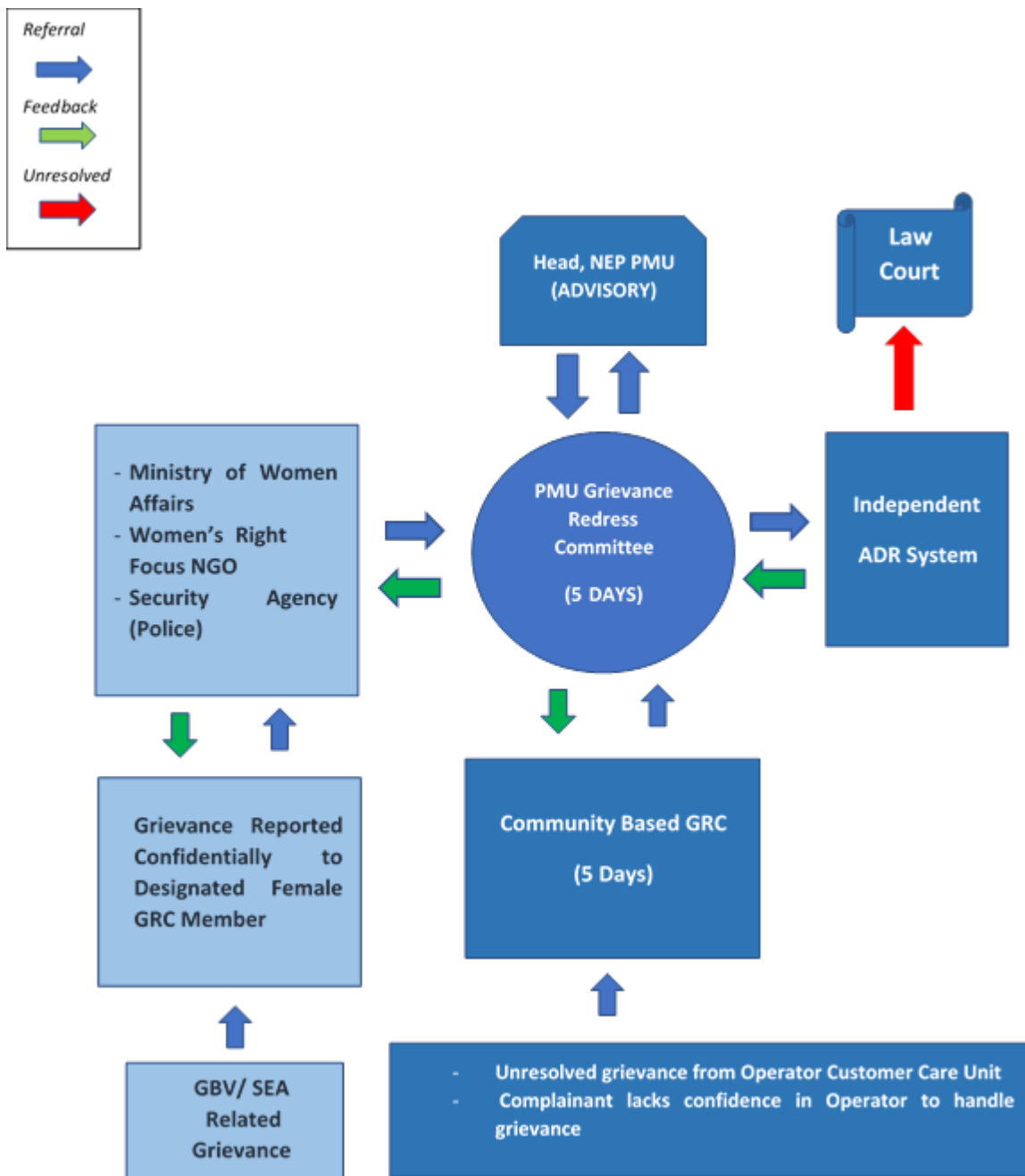


Fig 5.3: Component 3 GRM Structure

CHAPTER 6

IMPLEMENTATION OF THE NEP GRIEVANCE REDRESS MECHANISM

6.1 Communicate to Build Awareness

Educating local people and contractors about the grievance redress mechanism is an essential and on-going responsibility. It does no good to have a perfectly designed GRM that no one knows about.

6.1.1 Communicating with Stakeholders/ Beneficiaries

For an effective operation of the Project GRM, its objectives and procedures will have to be properly communicated to those who will use it so that they will not only be eager to access it but also to own it, taking cultural peculiarity of each community into consideration.

The goal of communicating the GRM to stakeholders is to create awareness at a general level, to build skills and capacity at leadership level as well as to cause adjustment in behaviours and attitudes at the level of all stakeholders with a view to entrenching inclusion.

To entrench this GRM as an efficient management tool for the NEP-PMU, a combination of methods and media should be employed. The communication plan must consider the awareness creation and the behavioural change need of the stakeholders.

There is the need for a sensitisation forum with the various communities, to acquaint the stakeholders of the project with the guideline and workings of the GRM. This workshop will rally representatives of the states, local governments, traditional institutions as well as key groups and personalities in the project communities.

Accessing the grievance redress system will depend so much on the level of awareness about the mechanism among potential users. This therefore will require both group and mass methods as well as all the media forms available.

6.1.2 Basic Communications Channels

Mass Media: A greater number of stakeholders obtain their information from the various media of mass communication, it is pertinent therefore to continue to engage stakeholders via the traditional media, especially electronic (local radio & TV).

‘Face-to-face’ Communication Channel: It is also clear that specific information about the state of the project in specific sites cannot always be captured through the mass media. A large part of information dissemination must be carried out by word-of-mouth in face to face encounters. This can be made possible by the periodic presence of project personnel in the communities for town hall meetings and other stakeholders’ forum.

Social media: The creation of online communities around the project to improve participation, inclusion and ownership should be encouraged and supported. Platforms like WhatsApp, Facebook, Twitter and other new media channels can be engaged to get information about the project out and attract discussions and contributions. For alerts and emergency communication, the use of targeted bulk SMS to stakeholders in the area concerned will be very valuable.

Project Website: All necessary information on the project activities for the consumption by the public, including avenues for grievance redress and feedback should be publicised on the project website

Mid-Media and IEC Materials: The use of outdoor advertisements, flyers, brochures, branded shirts and gift items, branded training materials with crafted messages is also very effective and should be explored.

Grassroots Mobilisation: The project promotes the setting-up of EUCS in the Component 1 project communities; periodic telephone conversations with the leadership of communities and the GRC should be encouraged. Women and Youth leaders should be specifically targeted and encouraged to open up on issues affecting them with regards to the project.

6.2 Training and Support to Participants

This will involve orientation and training for beneficiaries, GR implementers/ GRM officers, relevant staff of the contractors, security personnel etc. and provision of external consultancy and support staff to strengthen organizational capacity.

6.2.1 Conduct Training

The training requirements for the GRM are multifaceted, diverse and layered through the orientation and implementation phases.

The training requirements during the GRM introduction/orientation phase are:

- Orientation and training workshop for GRC members
- Preliminary training and capacity building for GR managers and implementers to launch GRM.
- Training on GRM implementation and participation for other stakeholders, including contractor staff and other identified field workers.

The training requirements during the implementation phase are:

- Continued training for beneficiaries and GRM users in the implementation phase
- Training and retraining of mediators of the states Citizens' Rights/ Mediation Centres

An external consultant shall be identified to support these training prerogatives at different phases of project development. The outlay of the preliminary training program is elaborated below.

Table 6.1: Training Outlay

S/N	GR Implementer	Training
1	Social Safeguards Officer (GRM Administrator)	Training in conflict resolution, Alternative Dispute Resolution (ADR) and grievance management. Members of the Chartered Institute of Mediators and Conciliators (ICMC)
2	PMU GRM Team (including GRM Administrator)	To include procedural training on receiving, registering, and sorting grievances; training in management of the grievance redress process (developing flow charts) particularly GBV/ SEA related complaint, assigning roles, monitoring performance of staff dealing with complaints, and providing incentives.
3	Community-based Grievance Redress Committee (GRC)	Basic ADR “decide together” problem-solving skills. Skills for conducting receipt and registration, referral processes, communication to complainants, GR logging, monitoring and record keeping etc.
4	Secretary of the Community-based GRC	Effective communication, negotiation, and facilitation skills; problem solving; dispute resolution, decision making and their respective parameters, standards, and techniques
5	Mini Grid Operators Community Liaison officer	Effective communication, negotiation, and facilitation skills; problem solving; dispute resolution, decision making; and their respective parameters, standards, and techniques
6	Citizens’ Rights/Mediation Centres	ADR Training for staff lawyers. Membership of the Chartered Institute of Mediators and Conciliators (ICMC)
7	All GRM officers	Training on confidential, respectful and survival centred response to GBV complaints

6.3 Monitor, Report and Learn

The goal of ongoing monitoring is not only to improve the system, but also to improve the PMU capacity. Monitoring GRM will promote checks, stability and effective delivery of the project. Reporting GRM will help documentation of emanating issues from sites, best practices and improve organizational relationship with communities. Learning will showcase case studies, success stories, knowledge management and research. Energy Management Information System (EMIS) - database of NEP will be used to capture, archive, analyse and report data on GRM. Key officers to collect data report in real time to NEP GRM Committee will use data collection tools. Analysed data will be triangulated and used for planning, reprogramming, support policy development or review as well as decision-making.

The goal of on-going monitoring is not only to improve the system, but also to improve the PMU capacity.

6.4 Basic tips to aid implementation

- Create a grievance advisory committee: an oversight group with advisory authority, composed of PMU and community representatives who monitor performance and provide strategic advice about the grievance mechanism. Involve appropriate stakeholders and community members like complainants who have used the grievance process satisfactorily.
- Utilise internal PMU forums such as staff meetings, community relations meetings etc. to review the performance of the GRM. Do not censor or discourage discussion about the performance of the system and possible suggestions for changes in REA.
- Solicit input from community members and, where appropriate, engage them in deliberations on appropriate changes to the mechanism.
- Consider appropriate venues and processes to secure the best citizen suggestions on the functioning of the mechanism, and shape these according to local cultural norms.

6.4.1 Establish Clear Standards and Criteria for Evaluation

Identify which aspects of the grievance mechanism to evaluate: the whole mechanism, the performance or behaviour of implementers, the time required to process complaints, kinds of resolutions, patterns of settlements, structural issues posed by the system and its operation, settlement costs, and so forth. Questions should be developed in two broad areas: the performance of the grievance mechanism, and lessons related to NEP PMU operations that have emerged. Some possible questions to pursue are listed below.

6.4.2 Questions targeted to the grievance mechanism's performance

- How well is the system accomplishing its purpose and goals?
- Is the system making a difference? How?
- Is the mechanism saving money and reducing risk?
- Does the mechanism enable complainants to raise their concerns, engage in a fair process, and obtain a satisfactory settlement to their issues (when appropriate)?
- Where are the gaps? What works and what doesn't?
- What types of problems is the system addressing?
- Do people know where to go? Is the mechanism accessible and easily understood?
- Do those who receive and register complaints document the complaints?
- Can complainants readily determine the status of their complaint and how the PMU is responding?
- To what extent is the system actually used by a wide cross-section of men, women, and youth from the beneficiary community?
- How well does the mechanism address the power imbalance between the project and complainant, and assure that the complainant is not always merely receiving a judgment from the company?
- Does the mechanism provide adequate opportunities for face-to-face participation and discussion and joint development of mutually acceptable solutions to issues in question?

- Does the mechanism allow and facilitate, when appropriate, complainants' pursuit of external and independent means to redress their grievances?
- What conflict trends, community issues, and project operations could influence the kinds of conflicts that might be expected in the future?
- Is the grievance mechanism set up to handle such issues?
- What actions would increase effectiveness?

CHAPTER 7

SUMMARY ACTION PLAN, SOP AND BUDGET FOR IMPLEMENTATION

7.1 Project Management Unit and Mini Grid Developers:

- Conduct Preliminary Stakeholder Engagements/ Awareness Building
- Preliminary Town Hall meetings and pre-implementation beneficiary engagement
- Identify and engage consultant or relevant staff to develop communication materials (TV/ Radio, fliers, billboards, brochures, other awareness and instructive materials)
- Set up GRM (Social Infrastructure and Processes)
- Conduct office team meetings to assign roles
- Set up GRM desk office in PMU with a dedicated staff
- Disseminate GRM to mini grid developer customer care unit staff and management
- Ascertain any impediments to effectiveness within the mini grid developers and at the REA NEP PMU and correct
- Conduct Town hall meetings and EUCS meetings for preliminary briefing and participatory nomination of GRC
- Establish and inaugurate Community-based GRCs
- Support Community GRCs to establish complaints uptake channels
- Establish telephone hotlines, Internet, Email, Facebook, WhatsApp where applicable
- Develop grievance prevention sub-plans
- Conduct orientation training and capacity building for GRCs
- Create all linkages and modalities for handling of potential GBV/ SEA complaints
- Initiate Grievance Redress Processes - Operate GRM
- On-going monitoring, training and Capacity Building
- Conduct ongoing consultations and community engagements
- Conduct Town hall community Briefing & Feedback sessions
- Facilitate workshop for participation and collaboration on project development plans, progress, challenges and complaints.
- Conduct mid-project beneficiary engagement to brief beneficiaries on activities and obtain open feedback from communities.
- Conduct post-project Beneficiary Engagement
- Maintain communication systems (local radio and TV jingles etc)

7.2 Community-based Grievance Redress Committees

- Elect principal officers
- Agree on meeting/mediation days, venues and other logistics requirements e.g. location of complaint drop boxes
- Participate in training/capacity building sessions
- Receive work tools and materials from PMU
- Initiate Grievance Redress Processes
- Participate in monitoring and on-going trainings/capacity building

7.3 Training and Capacity Building

- Continued training for beneficiaries and GRC users
- Training and retraining of mediators of the Citizens' Rights/mediation Centres
- ADR training for PMU In-house team

- ADR Training for GRC members

7.4 Monitor, Evaluate and Refine

- Conduct PMU GRM Team technical retreat to review successes and obstacles with the view to revising prescribed processes and update of budget
- Identify external consultant to conduct GRM user satisfaction survey
- Establish multi-layered M&E framework. Implement community/ beneficiary co-monitoring
- Conduct Town hall meetings and FGDs for GRM user feedback on performance
- Conduct regular BF and GRM evaluation retreats

7.5 Summary Budget Estimate for GRM

A provisional budget estimate of twelve million, three hundred and fifty thousand naira (N12,350,000) is proposed for operationalizing the Grievance Redress Mechanism presented in this report. A summary breakdown is provided in Table 7.1 below

Table 7.1: Summary Budget for GRM

TASK	AMOUNT	PERSON RESPONSIBLE
Preliminary stakeholder engagements/awareness building	1,500,000	GRM Coordinator, Mini Grid Developers, Independent Verification Agent and EEP Operators
Orientation and training workshop, involving external consultant	4,000,000	GRM Consultant, GRM Coordinator, Head NEP-PMU
Preparation of communication materials (awareness and instructive materials), including complaint boxes	2,000,000	GRM Coordinator, Communication Consultant/ Firm
Establish Telephone hotlines, Internet, Email, Facebook, WhatsApp portals and maintenance	500,000	GRM Coordinator, NEP Telephone Hotline Operators, Developers and Operators Customer Care Units, Community-based GRC Secretaries
Set up of GR infrastructure at NEP PMU, including meetings and logistics	200,000	Head NEP-PMU, GRM Coordinator
Funding of states Citizens' Rights/ Mediation Centres for optimal support to GRM	2,000,000	Head NEP-PMU, GRM Coordinator
Procurement of Consultancy Services of Independent Mediators & Conciliators	3,500,000	Head NEP-PMU, GRM Coordinator
Logistic support to key community based GRC members	1,500,000	GRM Coordinator, Developers and Operators
Maintenance of communication systems, including Radio and TV jingles where necessary	1,000,000	GRM Coordinator

ADR Training for GR Administrator	500,000	Head NEP-PMU
External consultant to conduct GRM user satisfaction survey and effectiveness of mechanism	2,000,000	Head NEP-PMU, NEP M&E Specialist, GRM Coordinator
Quarterly town hall meetings and FGDs for GRM user feedback on performance	1,500,000	Head NEP-PMU, NEP M&E Specialist, GRM Coordinator
TOTAL	20,200,000	

ANNEXE 1

SAMPLE GRIEVANCE REGISTERING AND MONITORING FORM

Complainant Information (Person Reporting)

1. Name (Surname first):
2. Address:
3. Acceptable Means of Identification presented:
4. Gender:
5. Phone Number:
6. Email:
7. Category of complainant:
 - Affected person(s) (AP)
 - Intermediary (on behalf of the AP)
8. Assigned Complaint Registration Code:
9. Complaint Details(Describe in summary):

.....

.....

.....

.....

.....

.....

.....

.....

10. Complaint Presentation channel:

- Letter
- Phone call
- SMS
- Email
- Verbal complaint (walk-in)
- Suggestion box
- Others (specify):

11. Location of the issue specified in the complaint:

- LGA:
- Project Site:
- Community:

12. Short description of the factors causing the problem:

.....

.....

.....

.....

13. Stakeholder/ Person/ agency accused of being responsible for grievance:

14. Past action(s) taken by the complainant (if any):

.....
.....

15. Details of the grievance uptake point (where this report is made):

Name of the person who received the complaint:

Position:

Date:

16. Action(s) taken by the grievance receiving officer:

.....
.....
.....
.....

17. Next Action(s) taken:

Action 1	Action 2	Action 3	Action 4
Short Description	Short Description	Short Description	Short Description
Name of Action Officer	Name of Action Officer	Name of Action Officer	Name of Action Officer
Office	Office	Office	Office
Date	Date	Date	Date

18. Final Resolution

--

19. Proposed date of feedback to complainant:

20. Mode/Channel of feedback:

21. Officer completing the form:

22. Signature:

23. Date:

Sample Grievance Registration Form

Grievance Redress Registration Form

Date..... Community:

Name of Complainant:

Address.....

.....

Summary of Grievance

.....

.....

.....

.....

Project Component:

Category of Grievance:

Supporting Documents:

Complainant Signature (Thumbprint)/ Date:

Receiving Officer's Signature/Date:

ANNEX 2

FORMAT FOR RECORDING THE PROCEEDINGS OF GRIEVANCE REDRESS COMMITTEES (GRC)

1. Name of the complainant/s:
2. Date complaint was recorded:
3. Means of Identification of complainant
4. Address of complainant:
5. Date of mediation by GRC:
6. Complainant participated in mediation? Yes or No
7. Summary of grievance:
8. Complainants statement:
9. GRC recommendation:
10. Participants at the mediation (GRC Members):

ANNEX 3

PMU MONITORING FRAMEWORK FOR GRM

S/N	Output	Indicator	Sources of Information	Frequency of Data Collection	Responsible Entity
1	Conduct Preliminary stakeholder engagements/ awareness building	<ul style="list-style-type: none"> - Number of stakeholders' engagement meetings conducted - Awareness building and communication materials (fliers, billboards, Bills, other awareness and instructive materials) distributed 	<ul style="list-style-type: none"> - Meeting minutes or reports - Monthly reports of NEP Communication Unit and GRM Coordinator 	1st Quarter Monthly	GRM Administrator, M&E officer
2	Set up GR mechanism	<ul style="list-style-type: none"> - Community GRC established - Complaints uptake channels set up: Complaint drop boxes, Telephone hotlines, Email, WhatsApp etc. in place 	<ul style="list-style-type: none"> - Reports with photographs submitted to the PMU monthly and to the AfDB quarterly 	Monthly/ Quarterly	GRM Administrator, M&E Specialist
	Initiate and Operate GR mechanism	<ul style="list-style-type: none"> - Town hall Community Briefing conducted as at when due - Grievance receipt and registration (logging); screening; sorting; and feedback to complainants on grievances are being carried out on schedule - Communication systems Radio, TV, posters, fliers etc. maintained and effective 	<ul style="list-style-type: none"> - Participation/coverage - Photographic evidences - Report submitted to the PMU monthly and to the AfDB quarterly 	Quarterly	GRM Administrator, M&E Specialist,

3	GRM processes are working effectively and identifying needs for refinements and changes	<ul style="list-style-type: none"> - Beneficiaries aware and encouraged to - participate in GRM - Beneficiaries actively participating and using GRM 	<ul style="list-style-type: none"> - Reports from In-house evaluation 	Quarterly	M&E Specialist
4	Refinements and changes	<ul style="list-style-type: none"> - Beneficiaries actively participating and using GRM 	<ul style="list-style-type: none"> - Reports from In-house evaluation - Results from GRM user satisfaction survey by external consultant - Results from Independent survey and audit of GRM performance and effectiveness by external consultant 	Project mid-term review	M&E Specialist External consultant