



POWER AFRICA NIGERIA POWER SECTOR PROGRAM SOCIAL INCLUSION AND DIVERSITY IN NIGERIA'S POWER SECTOR December 2021

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POWER AFRICA

NIGERIA POWER SECTOR PROGRAM

SOCIAL INCLUSION AND DIVERSITY IN NIGERIA'S POWER SECTOR

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TABLE OF CONTENTS

- ACRONYMS..... iii
- GLOSSARY OF TERMS iv
- EXECUTIVE SUMMARY 1
 - Background 1
 - Methodology..... 1
 - Findings and Recommendations..... 2
 - Legal, Policy, and Regulatory Framework..... 2
 - Workforce Profile and Practices 3
 - Value Chain Entry Points 4
- INTRODUCTION 6
 - Power Africa Nigeria Power Sector Program..... 6
- RESEARCH PURPOSE AND QUESTIONS 6
 - Purpose..... 6
 - Questions..... 6
 - Scope..... 7
- BACKGROUND AND CONTEXT 8
 - Nigeria Country Profile 8
 - Patterns of Social Exclusion 9
 - Power Sector Overview..... 10
 - Stakeholder Profiles..... 11
 - Power Sector Actors..... 12
 - Social Inclusion Actors 12
 - Diverse Communities..... 12
- METHODOLOGY AND LIMITATIONS 13
 - Sampling and Data Collection 13
 - Selection Bias..... 14
 - Respondent Profile..... 14
 - Managing Limitations and Risks..... 15
- FINDINGS AND CONCLUSIONS 16
 - Legal, Policy, and Regulatory Framework..... 16
 - International Obligations 16
 - National Laws, Policies, and Plans 16
 - Awareness, Understanding, and Implementation..... 17
 - Development Partner Policies and Priorities..... 19
 - Workforce Profiles and Practices 21
 - Workforce Profiles 21
 - Workforce Profiling Perceptions 21
 - Employment Policies and Practices 22
 - Workplace Environment and Support..... 24

Value Chain Entry Points.....	27
Electricity Needs.....	27
Electricity Access.....	28
Product Design.....	30
Consumer Financing, Billing, and Payments.....	30
Financing.....	30
Billing.....	30
Payment.....	31
Communication and Customer Service.....	32
Right to Information.....	32
Equipment Damage or Loss.....	33
Feedback and Grievance Mechanisms.....	33
Community Solutions.....	34
Social Exclusion in the Power Sector Holds Nigeria Back.....	36
RECOMMENDATIONS.....	39
APPENDICES.....	42
Appendix 1: Research Scope of Work.....	42
Appendix 2: Detailed Methodology.....	45
Appendix 3: Research Team Bios.....	52
Appendix 4: Sources of Information.....	53
Research Working Group.....	53
Key Informants.....	53
Bibliography.....	58
Endnotes.....	67

TABLES

Table 1: Overview of Stakeholders in Power Sector Inclusion and Diversity.....	11
Table 2: Stakeholder Stratification and Data Collection Tools.....	13
Table 3: Study Populations and Methods.....	46
Table 4: Study Locations.....	47
Table 5: Sample of Quantitative Data by Geopolitical Zone.....	48
Table 6: Sample of Quantitative Data by State.....	48
Table 7: Qualitative Data Sample by Tools and State.....	48
Table 8: Data Distribution by Stakeholder Category.....	49
Table 9: Sex Disaggregated Data Across Tools.....	49
Table 10: Sex Disaggregated Demographic Data from Quantitative Survey.....	49
Table 11: Data on Ethnicity from Quantitative Survey.....	50
Table 12: Research Team Member Profile.....	52

ACRONYMS

Acronym	Definition
AEDC	Abuja Electricity Distribution Company
AFD	Agence Française de Développement
AfDB	African Development Bank
ANCEE	African Network of Centers of Excellence in Electricity
CBO	Community-based organization
CSO	Civil society organization
CEDAW	Convention on Elimination of all Forms of Discrimination against Women
CFRN	Constitution of the Federal Republic of Nigeria
DISCO	Distribution company
ECOWAS	Economic Community of West African States
EOE	Equal Opportunity Employment
EPSRA	Electric Power Sector Reform Act
FCCPC	Federal Competition and Consumer Protection Commission
FCDO	U.K. Foreign, Commonwealth and Development Office
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ILO	International Labor Organization
KII	Key informant interview
LGA	Local government area
MAP	Meter asset provider
MDG	Millennium Development Goal
NCDMB	Nigerian Content Development and Monitoring Board
NEEDS	National Economic Empowerment and Development Strategy
NEMSA	Nigerian Electricity Management Services Agency
NEP	National Employment Policy
NERC	Nigerian Electricity Regulatory Commission
NESI	Nigerian electricity supply industry
NGO	Nongovernmental organization
NMMP	National Mass Metering Program
NREP	Nigerian Rural Electrification Policy
NREEEP	National Renewable Energy and Energy Efficiency Policy
NUEE	National Union of Electricity Employees
PA-NPSP	Power Africa-Nigeria Power Sector Program
PCAF	Power Consumer Assistance Fund
REA	Rural Electrification Agency
SEEDS	State Economic Empowerment and Development Strategy
SDG	Sustainable Development Goal
SHS	Solar home system
UN	United Nations
USAID	United States Agency for International Development

GLOSSARY OF TERMS

Specialized terms in this study are defined below to ensure common understanding:

Diverse Communities: Broadly defined in the study as groups of people who may be particularly excluded from the power sector workforce or along the value chain, such as persons with disabilities, internally displaced persons, and pastoralists.

Diversity: Inclusion of all social identities (e.g., age, gender, ethnicity, religion) in socioeconomic activities.

Energy Sector: The network of institutions and organizations directly and indirectly engaged in services, manufacturing, refining, extraction, distribution, and energy trading to power the economy.

Persons with Disabilities: People with physical, psychological, intellectual, neurological, psychosocial, developmental, or other sensory disability that hinders their equal participation in social and economic life.

Power Sector: The part of the energy industry that supplies electricity, composed of institutions, companies, and organizations that generate, transmit, distribute, and sell electricity.

Power Sector Actors: People and institutions engaged in the power sector, including government, the private sector, development partners (donors), and civil society organizations (CSOs).

Social Exclusion: The whole or partial marginalization of people, based on their social identity, from the rights and privileges of the prevailing social system.

Social Inclusion: The assurance that all individuals in a society or institution can fully participate in social, political, economic, and broader civic activities, including decision making, regardless of their social identity.

Social Inclusion Actors: Institutions and organizations that advocate for social inclusion. They are social service providers, regulatory agencies, and advocacy organizations.

EXECUTIVE SUMMARY

BACKGROUND

Power is critical for economic growth and quality of life. Notwithstanding Nigeria's population of 200 million and an impressive energy potential, more than half its citizens have no access to electricity; others endure recurrent power outages. Despite reforms in the power sector, its performance is poorly rated. The only alternative for many consumers is to generate their own power, which is too expensive for most.

A complex array of technical, financial, and regulatory issues as well as political and economic factors exacerbate Nigeria's power challenges. In addition, geographic and ethnic divides, population density differences between South and North, and unequal resource distribution contribute to unequal power generation capacity, while systemic patronage and corruption distort incentives and undermine trust among stakeholders. As Power Africa observes in its gender analysis of Nigeria's power sector, "businesses routinely cite the cost of electricity as the principal drain on profitability and competitiveness, while schools and clinics often go without electricity or rely on costly diesel generators." The lack of power hinders Nigeria's economic aspirations and socioeconomic wellbeing and challenges attainment of UN Sustainable Development Goal 7 to provide affordable, reliable energy for all. The Power Africa Nigeria Power Sector Program (PA-NPSP) is a five-year initiative of USAID with a wide-ranging power sector reform program to help the government improve access to reliable and affordable electricity for all. PA-NPSP has a core target of adding 10,000 MW to Nigeria's generation capacity and three million new electricity connections by 2023. This is expected to increase private sector investment and energy sector liquidity, increase off-grid connections, and strengthen the enabling environment.

The country is diverse along ethnic, religious, regional, cultural, and geographic lines. Nigeria faces a herculean task to build a national identity and an inclusive state, but the intention is there.

The dynamics of diversity and social inclusion are largely unexplored within the Nigerian power sector. Paucity of data creates a deficit in understanding how social exclusion and diversity manifests in the power sector planning, operations, and workforce development. Determining evidence-based measures for achieving inclusion and diversity in the sector is a challenge. In line with its mandate, PA-NPSP designed this study, *Social Inclusion and Diversity in Nigeria's Power Sector*, to gather formative information that will address the knowledge gap, increase understanding about social inclusion and diversity in the Nigerian sector, and offer actionable guidance that will aid in strengthening sector policy and practice.

The objectives are to analyze the participation of excluded groups in the power sector, to understand the power needs of socially excluded groups and their access to power sector services, and to examine the impact of exclusion on the welfare and empowerment of those who are excluded.

The study covers three focus areas: the **legal, policy, and regulatory framework** (examining the application and constraints of international standards and national regulations); **workforce profile and practices** (exploring social inclusion and diversity in the workforce, including recruitment practices); and **value chain entry points** (assessing power providers' and consumer perspectives on accessibility, needs, and challenges, with special attention to the needs of vulnerable groups).

METHODOLOGY

The study (November 2019–December 2020) included a lead research consultant, academics and development consultants as enumerators, and a working group of sector experts. It used a mixed-method approach of qualitative and quantitative research. In addition to designing a questionnaire to collect statistical data, PA-NPSP conducted a literature review and created open-ended questions for key informant interviews and focus group discussions.

The study selected participants using a sampling method based on a profile of key actors in the sector and stakeholder mapping. Categories are **power sector actors**—workers and industry leaders in public, private, and non-governmental areas; **social inclusion actors**—social service providers, regulatory agencies, and advocacy organizations working to increase inclusion; and **diverse communities**—women, persons with disabilities, internally displaced persons, pastoralist groups, and others excluded from the power sector value chain. The study selected participants from each category in six geopolitical zones in eight states: Lagos, Abuja, Oyo, Imo, Delta, Plateau, Taraba, and Kaduna. It included 20 senatorial districts, 37 local government areas, and 70 urban, rural, semi-urban communities (on- and off-grid). The 776 participants (502 men, 274 women) were reached through 31 ministries, departments, and agencies, 41 power sector institutions, 26 community service organizations, and five development partners. While the study aimed to ensure a gender representative sample, the male-dominated nature of the sector meant that it was skewed towards men.

FINDINGS AND RECOMMENDATIONS

LEGAL, POLICY, AND REGULATORY FRAMEWORK

International standards and national policies, laws, and regulations set out basic principles and rights that protect citizens and address discrimination. Nigeria has signed on to United Nations conventions and protocols, the African Union charter, and the regional Economic Community of West African States, all of which address social inclusion.

The country's constitution strongly endorses social inclusion. State and sector policies and plans focus on inclusion in employment, education, and governance. These include the rural electrification policies, and plans, and the Nigerian Electricity Regulatory Commission to manage an efficient power industry.

However, power sector actors and diverse communities are not applying the provisions because they are largely unaware of them. Further, the constitution and state-level legislation do not always match international conventions and protocols. There is a notable lack of national policy coordination to synchronize inclusion efforts. The government and development partners understand the value of diversity and the necessity of including socially vulnerable groups—women, people with disabilities, minority tribes, youth, those who live in remote rural areas—if the country is to reach its potential. This understanding has yet to reach all levels of the power sector where diversity is largely perceived to cover ethnic and regional inclusion and perhaps gender.

Recommendations for Nigeria's power sector stakeholders around the **Legal, Policy and Regulatory Framework** include:

1. **Assessing power sector policies from a gender and social inclusion perspective.** Where necessary, revise to align with national priorities that advance inclusion. Hold public policy consultations to share information and solicit stakeholder feedback—involve relevant ministries, local communities, persons with disabilities, marginalized groups, social inclusion actors, and CSOs to ensure broad representation and voice.
2. **Implementing gender and social inclusion responsive budgeting.** Put in place processes to implement the planning, collection, and allocation of public resources in ways that contribute to and reinforce gender equality and women's empowerment.
3. **Embedding commitment to gender and social inclusion in program planning and design.** Conduct gender and social inclusion analyses and develop sensitized, responsive indicators and action plans.
4. **Strengthening institutional capacity to understand and apply gender, social inclusion, and diversity principles and practices across the power sector at all levels.** Prepare user-friendly guidelines to support planning, programming, and budgeting. Develop standard

operating procedures to assist institutions to involve members of marginalized groups. Recruit technical experts to expand knowledge and expertise for key processes.

5. **Regularly assessing the progress made toward achieving gender and social inclusion policy objectives.** Design, fund, and operationalize monitoring and evaluation staff, processes, and tools. Collect data on and analyze policy achievements, obstacles, and gaps. Seek diverse stakeholder perspectives on the effectiveness of strategies and work plans. Publicize findings, conclusions, and recommendations,
6. **Strengthening interagency and cross-sectoral collaboration.** Build on linkages between USAID, AFD, GIZ, UK FCDO, and other development partners to share gender and social inclusion learning and leading practices.

WORKFORCE PROFILE AND PRACTICES

Sector employees in the government, private sector, and CSOs are diverse to some degree when it comes to ethnic groups and the two main religions (Islam and Christianity), because hiring is regional—based on catchment area—and relies on the quota system of the federal character principle. While privatization reforms ensured that utilities are positioned across the country, community members in rural areas said they wished the power sector would hire more of their young people. Women and men of all age groups are represented in the sector, however, men and those with post-secondary education dominate the workforce. Women are excluded from training and jobs in the power sector and many workforce interviewees believed women could not handle the work. Physical barriers coupled with prevailing attitudes make persons with disabilities unwelcome.

Employment practices across the government, private sector and CSOs are presented to be competency based, non-discriminatory and inclusive. Private companies, particularly in renewable energy, have adopted targeted and catchment area employment and have a more diverse workforce. They say they embrace the value of inclusion and believe that their efforts at gender mainstreaming will help achieve national and global development goals. However, many community members and social inclusion actors interested in working in the sector said they had no idea how to get hired.

One way to tackle exclusion and mitigate the damage it creates is for power sector actors to create diversity in capacity building and hiring. This would add valuable perspectives to program design, planning, and service.

Recommendations for Nigeria’s power sector stakeholders under **Workforce Profile and Practices** include:

1. **Investing in workplace infrastructure changes that make the power industry more accessible.** Optimize the visibility of women and persons with disabilities by highlighting them in media, websites, brochures, and other promotional materials. Include provisions for disability-inclusive infrastructure in workplace budgets, policies, and workspace design.
2. **Shaping power sector company and organizational workforce policies to promote gender and social inclusion.** Assess existing policies from the gender and social inclusion perspective. Redesign or create new policies where necessary to align with national policies and laws.
3. **Using active labor market measures that can increase and enhance employment of marginalized groups** including training, job rotation and job sharing, employment incentives, job creation, and start-up incentives to increase the likelihood of employment for vulnerable groups. Set targets for the participation of women, persons with disabilities and other marginalized groups in professional skills development opportunities.

4. **Challenging and addressing social and cultural norms impeding women, persons with disabilities and other marginalized groups from participating in the sector.**

Identify and collaborate with gender and social inclusion champions in the power sector; implement campaigns through social and traditional media; and develop partnerships with local leaders, schools, and training and rehabilitation centers.

VALUE CHAIN ENTRY POINTS

Livelihoods, in large part, determine electricity needs, and often, location determines livelihoods. All electricity consumers said they need electricity to build sustainable communal economic enterprises and improve their quality of life. Most diverse communities said they have no or limited access to electricity. Excluded, rural communities are predominantly off the grid—or on the grid but disconnected. Solar home system companies continue to serve easily accessible communities, meaning they focus on peri-urban communities rather than rural ones.

On-grid communities have their share of problems with the power sector, as over 50 percent do not have meters and must pay estimated bills they often find arbitrary and excessive. This has created a relationship of mistrust that has led to property damage and physical violence aimed at distribution company employees. Although consumer rights are posted on utilities' and regulatory bodies' websites and social media platforms, these have limited reach, particularly for groups who have limited access to electricity and/or internet services or are unfamiliar with online platforms.

All consumers said they are financially challenged to pay their electric bills. The sector's finance, billing, and payment system is not user friendly. Rural residents and those with disabilities are physically challenged to pay the bills because they have to travel to business offices and often have to wait in long lines.

Financing, especially loan-taking, is a challenge for women as they are not in a position to offer collateral such as land, which is almost always held by men. This limits women's ability to directly participate as customers of companies and thereby in decision-making. This can also be said for nomadic communities; with no land ownership, they have limited access to finance to buy products such as SHS which could be put to productive use.

SOCIAL EXCLUSION IN THE POWER SECTOR HOLDS NIGERIA BACK

Often exclusion from access to power is based on geography, along ethnic or religious lines, or vulnerability. This report found the cost of such exclusion is much higher than previously conceived. It is not only those who do not have access to power who suffer, but the progress of the entire country is thwarted. Lack of power to these groups has created a raft of problems, from job discrimination to unemployment, mistrust of the sector and the government, and conflict against the power sector itself and among ethnic groups. Exclusion contributes to ill health, urban migration, and poverty. It feeds misinformation and a feeling of discrimination that can fuel conflict and violence.

Exclusion from the power sector is one of the contributing factors to Nigeria's rural underdevelopment because households and businesses need power. Without electricity, there is no refrigeration, limiting growth of sustainable agricultural and fishing sectors. Irrigation is impossible. One result of this is that young people of working age are compelled to move to cities for work.

Without power, women are barred from entrepreneurial efforts. They also pay the price of exclusion with their health, education, access to information, and safety and that of their children.

Persons with disabilities require electrical power for battery-powered wheelchairs, mobile phones with texting, and computer readers. Without electricity, they cannot communicate concerns regarding their welfare and other needs to the relevant authorities.

Lack of power affects overall wellbeing. Living in a hot climate, homes without electricity cannot be cooled for better sleep. Lack of power affects the after-school lives of rural children who must return home to perform tedious tasks that could be mechanized with electricity. A communal night life is challenged by the lack of security that adequate street lighting provides. Without power, people cannot use electronic phones, computers, or other devices. This leads to despondency, income loss, and depletion of the rural economy.

There are growing efforts by the Nigerian government to connect rural areas to the grid, such as the Nigeria Electrification Project and Solar Power Naija initiatives. However, they are expected to fall short of meeting the needs of the majority of underserved populations. There are limited provisions made by power sector actors to address the electricity-related needs of socially excluded communities. Provisions that do address inclusion are not enforced. Power sector services and products are not developed, designed, marketed, or adapted to address the particular needs of diverse groups. Although provisions address customer service and complaints, most communities said their efforts to get service or resolve complaints were ineffective. The study identified poor engagement of social inclusion actors and the diverse communities in power sector planning and development as a major challenge.

Recommendations for power sector stakeholders under **Value Chain Entry Points** include:

1. **Conducting a risk analysis** of the impact of power sector policies and programs on poor and marginalized communities. Ensure communities are actively involved in the identification and analysis of the adverse effects they might face due to the implementation of a policy or program, and that they participate directly in the planning, design, implementation, monitoring and evaluation of the program to mitigate unintended harmful consequences.
2. **Shaping consumer policies, customer care, and client-facing infrastructure to the needs and interests of women, persons with disabilities, and other marginalized groups.** Conduct a gender- and inclusion-sensitive analysis to understand constraints and windows of opportunity along the value chain. Redesign policies, services, and infrastructure where necessary. Adopt a participatory approach involving ministries, local communities, persons with disabilities, marginalized communities, social inclusion actors, and CSOs in consultations. An example of a gender and social inclusion-sensitive consumer policy is one that incorporates the feedback of women and persons with disabilities into product design.
3. **Implementing regular social mobilization activities to share information, raise awareness, and promote inclusive decision-making.** Set quotas for and monitor and report on participation of women and excluded groups in user groups and concern committees, especially in decision-making positions, to ensure effective representation and participation of all groups. Design and widely disseminate transparent consumer messaging for diverse audiences in conjunction with enhancing accessibility and quality of consumer policies, customer care, and client-facing infrastructure.
4. **Prioritizing power access for entities that serve vulnerable community members.** This can include schools, hospitals, health clinics, gender-based violence centers, and youth centers in rural or off-grid areas. Assess and support power needs that will enable facilities and staff to provide uninterrupted delivery of essential services and treatments, efficiently operate critical equipment requiring reliable power, keep their doors open longer each day, and provide patients and other clients with a comfortable environment.
5. **Partnering with gender lens investors to help them recognize women and persons with disabilities as energy entrepreneurs as well as independent power users.** Consider the challenges of land ownership/rights, access to credit, and social constraints when designing financing schemes that can help excluded groups to launch power-related enterprises. Consider the same factors when designing policies and programs to aid marginalized and excluded populations to access affordable power, services, and technologies.

INTRODUCTION

The Nigerian energy sector has not comprehensively examined diversity and social inclusion. Due to absence of data, the sector has limited scope of understanding of the value of social inclusion and diversity or measures to achieve it. The Power Africa Nigeria Power Sector Program (PA-NPSP) commissioned this study to fill the gap in knowledge and understanding of social inclusion and diversity and to provide practical guidance to strengthen sector policy and practice. In line with Power Africa's mandate, the research focused on the power sector within the broader energy sector.

This report presents the study's findings from an extensive literature review and information gathered from power sector stakeholders, social inclusion actors, and diverse communities. The study's recommendations aim to inform public, private, and civil society efforts to achieve social inclusion and diversity in power sector planning, operations, and workforce development. The study's findings and recommendations will also inform PA-NPSP implementation.

POWER AFRICA NIGERIA POWER SECTOR PROGRAM

Deloitte Consulting LLP was awarded the PA-NPSP under Task Order No. 720-674-18-F-00003 of the Power Africa Indefinite Delivery, Indefinite Quantity (IDIQ) contract. PA-NPSP (2018–2023) supports comprehensive power sector reform, a strengthened enabling environment, and increased private sector investment. These three pillars are critical to improving Nigerians' access to affordable, reliable power. PA-NPSP is the signature initiative of Power Africa in Nigeria. Coordinated by the U.S. Agency for International Development (USAID), Power Africa is a U.S. Government-led partnership that harnesses the collective resources of over 170 public and private sector partners to double access to electricity in sub-Saharan Africa. Power Africa's goal is to add at least 30,000 megawatts (MW) of cleaner and more reliable electricity generation capacity and 60 million connections by 2030. Since 2013, Power Africa has delivered first-time electricity to 118.5 million people across sub-Saharan Africa and connected more than 25 million homes and businesses to on- and off-grid energy solutions.

RESEARCH PURPOSE AND QUESTIONS

PURPOSE

This study is designed to increase information on social inclusion and diversity in the Nigerian power sector. The objectives are:

1. To identify Nigerian power sector stakeholders' roles, interests, power, and influence.
2. To identify socially disadvantaged and excluded groups.
3. To analyze the power needs and uses of socially excluded groups and their access to power sector services.
4. To identify the social, geographic, ethnic, cultural, and economic factors that affect excluded groups' participation in power sector development.
5. To examine the impact, positive and negative, of social inclusion and diversity in the power sector.
6. To recommend strategies and approaches for social inclusion and diversity in power sector planning, operations, and workforce development.

QUESTIONS

The study evaluated the following questions:

1. What are the roles, interests, and power of stakeholders in the Nigerian power sector?
2. Who are the socially disadvantaged and excluded groups in the Nigerian power sector?

3. What are the electricity needs of these socially disadvantaged and excluded groups?
4. How do socially excluded groups access electricity?
5. What factors affect the participation of excluded groups in power sector development and electricity use?
6. What impact does social exclusion in the power sector have on the welfare and empowerment of socially disadvantaged groups?
7. What impact will social inclusion and diversity have on power sector operations?
8. What approaches can ensure social inclusion and diversity in power sector planning, operations, and workforce development?

SCOPE

The study, implemented from November 2019 through December 2020, covered Nigeria's six geopolitical zones with data collected in eight states that collectively represent the country's diversity. The assessment covered the states of Kaduna, Plateau, Taraba, Abuja, Lagos, Oyo, Imo, and Delta. The study drew on three sources of primary data: 1) power sector actors, 2) social inclusion actors, and 3) diverse communities, broadly defined in the study as groups of people who may be particularly excluded from the power sector workforce or along the value chain, such as persons with disabilities, internally displaced persons, and pastoralists.

Secondary data sources include materials such as PA-NPSP program records, government and organizational policies, sector research studies, and statistics.

In addition to Power Africa and the USAID Mission in Nigeria, the primary audience for this research is government, private sector, and actors and development partners involved in Nigeria's power sector as well as those working on social inclusion and diversity. Stakeholders in other countries may also find the research helpful in increasing power sector inclusion.

For more information, see Appendix I: Social Inclusion and Diversity in Nigeria's Power Sector Research Scope of Work.

BACKGROUND AND CONTEXT

Social inclusion guarantees equal opportunities for diverse groups in a society so all members can work toward achieving their full potential. The UN's Sustainable Development Goals (SDGs), adopted by member states in 2015, are a blueprint for the inclusive, shared prosperity at the core of the 2030 Agenda for Sustainable Development. Social inclusion and diversity are critical to achieving the goal of leaving no one behind.¹ The UN's 1995 World Summit for Social Development² projected social inclusion as an important outcome, stressing its value in development to create societies that offer opportunities and participation to all. A society for all embraces all people, thrives on respect for freedom and diversity, and meets the special needs of vulnerable and disadvantaged groups, while reducing inequality and poverty.³

At the heart of social inclusion is a rights-based approach. Inclusive societies uphold people's rights and responsibilities and appreciate diversity. They discourage discrimination and encourage an environment where people and institutions can actively and fully participate in social, political, economic, and civic activities, including decision making.

Social inclusion and diversity are relevant across all economic sectors, including the power sector. This research addressed three dimensions:

- **Legal, policy, and regulatory framework:** The commitment to and application of international and regional goals and national policies, laws, and regulations that promote or constrain social inclusion and diversity and guarantee citizens' rights.
- **Workforce profile and practices:** The state of social inclusion and diversity in the power sector workforce, including practices in recruitment and professional development, that support or constrain inclusion and diversity.
- **Value chain entry points:** The perspectives and practices of electricity providers and of marginalized and socially excluded groups with regard to the value chain. Providers can influence social inclusion and diversity throughout the value chain, from marketing, sales and distribution, payments and collection, and consumer financing to after-sales support and customer care if they understand the needs, perspectives, and concerns of marginalized and socially excluded groups.

The country profile below sets the stage for exploring social inclusion and diversity in Nigeria and its power sector.

NIGERIA COUNTRY PROFILE

Nigeria is located on Africa's west coast. The country occupies a compact 923,768 square kilometers, from the Gulf of Guinea on the Atlantic Coast in the south to the edge of the Sahara Desert in the north. It borders the Republic of Cameroon in the east, the Republic of Benin in the west, and the republics of Chad and Niger in the north.

Nigeria has the seventh largest population in the world, with an estimated 200 million people.⁴ It is the most populous country in Africa and has the continent's largest economy. The population is 51 percent male, 49 percent female.⁵ Nigeria has 36 states and 774 Local Government Areas (LGAs). The lowest administrative units are the 9,565 wards. Nigeria's states are spread across six geopolitical zones: North-Central, North-East, North-West, South-East, South-South, and South-West. Although not articulated in the constitution, a geopolitical zoning system is the mechanism for rotating political offices and patronage.⁶

Some 374 ethnic groups in Nigeria speak more than 525 languages.⁷ The dominant ethnic groups are Hausa, Yoruba, and Igbo. The population is majority Christian in the south and majority Muslim in the north.⁸ Nine of Nigeria's northern states have adopted Islamic Sharia law, despite some opposition.⁹

Nigeria became a sovereign state in 1960 when it gained independence from the United Kingdom. The country officially declared itself a federation in 1963, adopting a democratic system of government.

Beginning in 1966, Nigeria experienced a series of military coups that led to suspension of the constitution. The first coup, led by members of the Igbo tribe, exacerbated ethnic tension.

Following a second military coup, Nigeria was divided by civil war in 1967.¹⁰ The Biafran war was provoked by anti-Igbo pogroms in the north and west.¹¹ Three states in the east, ancestral Igbo territory, seceded and declared sovereignty as the Republic of Biafra. Wartime casualties topped one million before the Biafran surrender in 1970.¹²

Since the Biafran civil war, the country maintains a delicate ethno-religious tolerance.¹³ Ethno-religious tension continues to be a concern, however, with the rise of a secessionist group in the southeast and the Boko Haram insurgency in the Northeast, which has resulted in hundreds of deaths. Another significant threat to social cohesion is the militarization of ethnic groups in the Niger Delta, center of the country's petroleum industry. This has added a resource dimension to threats to Nigeria's survival.¹⁴ A democratic transition in 1999 ended more than a decade of military rule. The 1999 constitution set up a federal government with a National Assembly, a presidency, and a federal court system presided over by the Supreme Court. The constitution gives concurrent and residual powers to the states and the Federal Capital Territory—Abuja.

PATTERNS OF SOCIAL EXCLUSION

As a society with differentiated identities, social exclusion in Nigeria has multiple dimensions, with different dynamics as to how exclusion affects or impacts people over time. The intersectionality of exclusion within Nigeria is clear. Acknowledging the relationship between poverty and social exclusion is important, given the existing gaps between the rich and the poor in a country with the highest Gross Domestic Product (GDP) in Africa,¹⁵ where over half of the population continues to live below the international poverty line.¹⁶ Identifying excluded groups entails looking beyond poverty to determine the factors unrelated to an individual's capabilities that can affect their access to opportunities, such as employment, education, healthcare, physical and social services, and overall participation in sociocultural and political life.

Ethnicity is one of the keys to understanding Nigeria's pluralistic society. It manifests in language, food, geographical region of habitation, art, traditional practices, beliefs, mode of dressing, and names. The reality within the Nigerian socioeconomic space is that ethnic loyalty usually trumps national identity. It can determine who has access to assets and opportunities. It is at the root of social inequality, determining social, economic, and political relationships. Minority ethnic communities are often excluded from decision-making¹⁷ or otherwise marginalized. For example, the nomadic Fulani are unable to participate in rural society or avail themselves of social services because they are continuously migrating from one part of the country to another in search of grazing land and water for animals.¹⁸ The Ogoni people¹⁹ are traditionally agricultural but cannot gainfully farm their land because of oil industry pollution. Minority ethnic communities that live on the margins find their voices are unheard, overpowered by larger ethnic groups.

The value of religion is deeply entrenched in Nigerian society. Complex crises often manifest in religious forms, but not without some layers of regionalism and ethnicity. Research conducted in 2012 by Pew Research Center's Forum on Religion and Public Life found that Nigerians were 49.3 percent Christian and 48.8 percent Muslim.²⁰ The country is divided along the lines of a largely Muslim north and Christian south. Therefore, depending on the part of the country where a citizen resides, religious identity can be a cause of exclusion.

Gender is an identity marker that cuts across all other markers. According to the World Economic Forum's 2021 World Gender Gap Report, Nigeria ranks 139 of 156 countries in terms of gender equality.²¹ The 2019 Organization for Economic Cooperation and Development (OECD) Development Centre's Social Institutions and Gender Index (SIGI)²² states the global level of gender discrimination in social institutions is 29 percent, ranging from a low of eight percent in Switzerland to a high of 64 percent in Yemen.²³ Nigeria ranked high at 46 percent. The SIGI report shows Nigerian women suffer

discrimination in the family, with restricted physical integrity, and have less access to productive and financial resources and fewer civil liberties than men.²⁴ Nigerian women are restricted from full participation in economic, social, and political opportunities.²⁵ Gender inequalities are implicated in the diminished physical, emotional, and social wellbeing of women and children and impact health, education and survival outcomes, among others.^{26 27}

Another identity marker is disability. The World Health Organization estimated in 2018 that 29 million of the 195 million people in the country had a disability.²⁸ Nigeria's Demographic and Health Survey 2018²⁹ estimated that seven percent of household members above age five have difficulty in at least one functional domain: communicating, hearing, seeing, cognition, walking, or self-care. Of household members aged 60 or older, seven percent were challenged in at least one functional domain. At least one percent of household members age five and older had a lot of difficulty or were unable to function in at least one domain. Nigerians with disabilities have limited visibility because attitudinal, structural, and institutional barriers exclude them from participating in society.³⁰ The intersection of gender and disability poses additional risks for women and girls with disabilities, particularly where related to mobility and gender-based violence.³¹

Other salient markers are age, educational status, and location. Age is relevant, as half the population is younger than 18.³² However, younger people often are not participating in critical decision-making or holding key positions in politics, the economy, and society.³³ Youth in rural areas suffer higher rates of unemployment than those in urban areas. A jump in the population growth rate; poor educational infrastructure, curricula and teachers; and lack of viable employment opportunities have been blamed for high unemployment rates.³⁴

Older adults (65 years and above) make up 3.1 percent of the total population and the percentage is rising. The biological, psychological, economic, and social needs of this group are leading to a rising demand for a trained workforce to care for this demographic; reliable and sufficient healthcare services; and a functional social security system to support retirement.³⁵

Educational status plays a significant role in determining social inclusion. The country suffers from poor educational infrastructure and a lack of textbooks and qualified teachers.³⁶ There are regional, income, and gender dimensions to school attendance and the illiteracy rate, which currently stands at 59.6 percent.³⁷

Just over half of the country's population, 51 percent, lives in rural areas.³⁸ Being a rural or urban dweller has implications for access to opportunities, social assets, amenities, and participation in certain levels of socio-political and economic activities. Nigeria's internally displaced persons are by reason of conflict, environmental disaster, or terrorism³⁹ dislocated from their homes and therefore forced to locate themselves and their families in the camps for internally displaced persons spread across the country.⁴⁰ Being displaced, especially from or within Northeastern Nigeria, leaves one in a position of vulnerability and exclusion.⁴¹

These identity markers are incorporated into the rights of citizens to access spaces and services in the country, including within the power sector. Additional background on this topic is provided in [Social Inclusion and Diversity in Nigeria's Power Sector: Patterns of Social Exclusion](#).

POWER SECTOR OVERVIEW

Power is an essential service in growing the economy and improving the quality of life of people in any country.⁴² Nigeria has huge energy potential,⁴³ with abundant renewable and non-renewable fossil fuels, solid minerals, solar, wind, hydro, and tidal wave⁴⁴ resources. As noted by the U.S. Energy Information Administration, Nigeria is the largest oil producer in Africa. It holds the largest natural gas reserves on the continent and was the world's fifth-largest exporter of liquefied natural gas in 2018.⁴⁵

However, the country has a chronic shortage of accessible, reliable power. Close to half the citizens live without electricity; the other half endure persistent power outages.⁴⁶ Moreover, as Power Africa noted in a gender analysis of Nigeria’s power sector, “businesses routinely cite the cost of electricity as the principal drain on profitability and competitiveness, while schools and clinics often go without electricity or rely on costly diesel generators.”⁴⁷

Nigeria’s power challenges are exacerbated by a complex array of technical, financial, and regulatory issues as well as political and economic factors. Among these are a chronic lack of data, absence of a cost-reflective tariff regime, inadequate revenue collection, unpredictable supply, high technical losses, and failure to enforce regulations and contracts. In addition, regional differences affect power sector activities. Geographic and ethnic divides, population density differences between South and North, and unequal resource distribution result in unequal power generation capacity. Systemic patronage and corruption distort incentives and undermine trust among stakeholders. Consumers are generally dissatisfied with electricity delivery and many are unwilling to pay for unpredictable service.

The lack of power hinders Nigeria’s economic aspirations and socioeconomic wellbeing. This has implications for global development, as the SDG 7 agenda is to expand infrastructure and upgrade technology to provide affordable, reliable energy for all.⁴⁸

STAKEHOLDER PROFILES

The study conducted a stakeholder mapping exercise and extensive literature review to classify stakeholders by their roles in encouraging social inclusion in the sector. This resulted in identification of three categories of stakeholders—power sector actors, social inclusion actors, and diverse communities—many of which were consulted during the research.

Table 1: Overview of Stakeholders in Power Sector Inclusion and Diversity

Power Sector Actors (Public/Private)	<ul style="list-style-type: none"> • Federal Ministry of Power • Federal Ministry of Finance, Budget and National Planning • Energy Commission of Nigeria • FGN Power Company • Nigerian Electricity Regulatory Commission • Nigeria Electricity Management Services Agency • Nigerian Bulk Electricity Trading • Nigeria Electricity Liability Management Company • Niger Delta Power Holding Company • Rural Electrification Agency • Transcorp Power, Azura Edo, and similar large private sector players • Transmission Company of Nigeria
Power Sector Actors (Development Partners)	<ul style="list-style-type: none"> • African Development Bank • Agence Française de Développement • Canadian International Development Agency • Deutsche Gesellschaft für Internationale Zusammenarbeit • European Union • Heinrich Böll Foundation • Japan International Cooperation Agency • Sustainable Energy for All • Tony Blair Institute • U.K. Foreign, Commonwealth and Development Office • USAID/Power Africa • World Bank

Social Inclusion Actors	<ul style="list-style-type: none"> • Federal Competition and Consumer Protection Commission • Federal Ministry of Agriculture and Rural Development • Federal Ministry of Education • Federal Ministry of Health • Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development • Federal Ministry of Women’s Affairs • National Orientation Agency • National Social Investment Office
Diverse Communities	<ul style="list-style-type: none"> • Boundary, off-grid, on-grid, rural, and urban communities • Internally Displaced Persons • Pastoralists • Persons with Disabilities (groups and individuals) • Religious Groups • Sector-Specific Cooperatives • Women’s Groups • Youth Groups

POWER SECTOR ACTORS

Power sector actors are institutions, companies, organizations, and associated individuals engaged in the power sector in the government, private sector, civil society, or as development partners (donors).

On the government side are key institutions with roles central to regulation and achieving the country’s power aspirations. They are spearheading reforms and promoting power sector development. The private sector plays a pivotal role in investments, managerial capacity, and technological advancement through innovations like independent power plants, credit enhancement arrangements, and partial risk guarantees. Tapping into Nigeria’s large off-grid potential are solar home systems and mini-grid companies. Several civil society organizations (CSOs) advocate for power sector reforms.

Development partners support sustainable government and private sector-led economic growth through bilateral and multilateral funding and program initiatives.

SOCIAL INCLUSION ACTORS

Through the literature review and engagement with power sector stakeholders, the study identified government institutions, agencies, and nongovernmental organizations (NGOs) for their potential as social inclusion actors in the power sector. They are social service providers, regulatory agencies, and advocacy organizations with the mandate to ensure social inclusion.

Of Nigeria’s 24 federal ministries, the Ministry of Women’s Affairs and the Federal Ministry of Humanitarian Affairs, Disaster Management, and Social Development have a mandate to support socially disadvantaged groups.

CSOs and their networks are active across the country, advocating for a range of issues, including social inclusion.

DIVERSE COMMUNITIES

This study defines diverse communities as people in rural or urban settings, on- or off-grid, excluded from the power sector workforce or along the value chain. The literature review identified persons with disabilities, internally displaced persons, and pastoralists in this category. This study looks at the power needs and concerns of these groups, their understanding of their rights, and their aspirations and experience in the sector workforce. It also examines their access to products and services and their knowledge of and experience with grievance mechanisms and resources.

METHODOLOGY AND LIMITATIONS

This study gathered, analyzed, and interpreted evidence of social inclusion, exclusion, and diversity in the power sector. It used methodologies and processes useful for gaining current knowledge.

In line with PA-NPSP values and the study’s purpose, the adopted methodology was:

- constructive, aimed at collecting data that speaks to the objectives;
- participatory, engaging in dialogue and ensuring equitable voice;
- wide, employing an extensive review;
- sensitive to transverse axes—gender, cultural norms, human rights, and diversity.

The study employed a mixed qualitative and quantitative research method to ensure credibility of findings and achievement of objectives. This enabled integration of different forms of data, allowing for the combination and triangulation of all data collected. The study is based on purposive sampling. Statistical analyses do not, therefore, represent a generalized view of the population.

See Appendix 2: Detailed Methodology for specific features of the study.

SAMPLING AND DATA COLLECTION

The study adopted purposive sampling, stratifying the sample by key social and administrative characteristics.

Nigeria’s six geopolitical zones were the first level of stratification. The selection of states from the geopolitical zones was the next level, followed by LGAs, which were further broken down by urban, rural, and peri-urban settings, as well as on- and off-grid. The final level was stakeholder stratification, divided into public sector actors, then into government, private sector, CSO, and development partners; social inclusion actors, divided into government and CSOs; and diverse communities, represented by community and traditional leaders and special interest and community groups.

Table 2: Stakeholder Stratification and Data Collection Tools

Stakeholders, Respondents	Categories	Data Collection Tools						TOTAL
		Questionnaire		Key Informant Interviews		Focus Group Discussions		
		M	F	M	F	M	F	
Power Sector Actors: CEOs, directors, managers, department heads, junior and mid-level employees	Government	64	33	16	4	1	1	119
	Private sector	235	119	20	5	2	1	382
	CSOs	8	9	3	3	14		37
	Development partners			4	4			8
Social Inclusion Actors: Managers, directors, department heads, government agency and CSO leaders	Government			11	4			15
	CSOs			13	9	2		24

Stakeholders, Respondents	Categories	Data Collection Tools						TOTAL
		Questionnaire		Key Informant Interviews		Focus Group Discussions		
		M	F	M	F	M	F	
Diverse Communities: Members and leaders	Community/traditional leaders			35	7	11	8	61
	Special interest and community groups			5	3	58	64	130
	Total:	307	161	107	39	88	74	776
	Percentage of Total:	39.5	21	14	5	11	9.5	100

SELECTION BIAS

Some biases are inherent in the study design. Selection bias is evident in the choice of some states. Lagos and Abuja are included owing to their strategic relevance as hosts of MDAs and headquarters of most stakeholders. In those states, PA-NPSP’s security protocols and knowledge of and access to established partners informed site choices. In other states, security considerations influenced the choice of less-volatile locations for enumerators’ safety. Study size was limited by resources.

RESPONDENT PROFILE

The study sample totaled 776 from 31 MDAs, 41 power sector institutions, 26 CSOs, and five development partners. To the extent possible, the study ensured a representative sample of respondents, disaggregated by sex—502 men (65 percent) and 274 women (35 percent).

Among the quantitative sample of 468, 66 percent were married, and 31.8 percent unmarried; 64.1 percent were parents and 35.9 percent were not. Age breakdown of the respondents was 11.3 percent 18-25 years old, 36.8 percent 26-35 years old, 32.7 percent 36-45 years old, 15.8 percent 46-55 years old, and 3.4 percent 56 years old or older. Only 0.6 percent of respondents identified as having a disability. One percent listed the highest educational qualification as primary school, 13.3 percent had completed secondary education, and 85.6 percent had undergraduate or postgraduate degrees. In all, 75.7 percent worked in the private sector, 20.7 percent for the government, and 3.6 percent for CSOs.

Survey respondents covered more than 46 ethnic groups. According to the CIA World Factbook, the three major ethnic groups—Igbo, Yoruba, and Hausa—comprise around 60 percent of Nigeria’s population.⁴⁹ Six percent of respondents were Hausa, 20.7 percent Igbo, and 24.5 percent Yoruba. The majority, 77.8 percent, were Christian; 21.6 percent were Muslim.

MANAGING LIMITATIONS AND RISKS

Limitation/Risk	Description/Mitigation
Location	Owing to study resources, design, and PA-NPSP protocols, it was not possible to cover all the LGAs in each of the eight states selected. PA-NPSP chose locations that, to the extent possible, were representative of all districts in each state.
Language	Given Nigeria’s diversity, with multiple languages spoken within a single state, enumerators were local to the state they worked in and interpreters and translators were hired when needed.
Security	Security was a concern in some regions within Delta, Kaduna, and Plateau, making it impossible to meet with some groups, including internally displaced persons in camps. To mitigate this, the enumerators interviewed internally displaced persons living in host communities.
Sociocultural norms	Owing to sociocultural norms, enumerators were unable to access some women in Northern Nigeria because male heads of household did not grant permission. The research used a team of all-female enumerators to encourage women at the community level to participate in the data collection process.
Covid-19	The study assumed some level of socioeconomic stability during data collection. However, given the COVID-19 pandemic and eventual lockdown, Abuja data collection moved online. Research stakeholder validation, consultation, and dissemination of findings and recommendations also was conducted virtually.

FINDINGS AND CONCLUSIONS

LEGAL, POLICY, AND REGULATORY FRAMEWORK

INTERNATIONAL OBLIGATIONS

As a member state of the UN, Nigeria is signatory to conventions including the UN Convention on the Rights of Persons with Disabilities⁵⁰ and the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD). Nigeria ratified International Labor Organization (ILO) conventions, such as the Equal Remuneration Convention and the Discrimination (Employment and Occupation) Convention.⁵¹ The country is also party to the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) and its optional protocols—an international bill of rights for women.⁵²

In ratifying these instruments, Nigeria committed to promoting equal treatment and non-discrimination for its citizens, especially the socially excluded. It participates in the UN's Millennium Development Goals (MDGs)⁵³ and Sustainable Development Goals (SDGs), with a Goal 7 agenda to expand infrastructure and upgrading technology to provide affordable energy to all.⁵⁴

The wide-reaching agenda of these development goals aligns with the continental and regional agendas the country has endorsed. Nigeria endorsed the African Union Agenda 2063. Its key priority is addressing social security and protection, especially for persons with disabilities.⁵⁵ The African Charter on Human Rights covers the rights of excluded persons:⁵⁶ the Rights of Older Persons,⁵⁷ the Rights of Women in Africa,⁵⁸ the Rights of Persons with Disabilities in Africa,⁵⁹ and the Rights and Welfare of the Child.⁶⁰ As a party to the African Union charter, Nigeria is obligated to enforce its provisions.

The African Network of Centers of Excellence in Electricity (ANCEE), launched by the Association of Power Utilities in Africa, is positioned to improve the performance of the power sector in Africa and the technical and managerial capacities of its companies. Nigeria subscribes to ANCEE through its power educational institutions and is committed to reserving 33 percent of training courses for women and 50 percent for vulnerable people.⁶¹

Nigeria is bound by the regional regulations of the Economic Community of West African States (ECOWAS). One is the Policy for Gender Mainstreaming in Energy Access.⁶² ECOWAS member states designed and strongly support its Program on Gender Mainstreaming in Energy Access.⁶³ This program's objective is to meet the Sustainable Energy for All goals in West Africa, providing women and men with equal access to modern energy services. ECOWAS provides instruments to Nigeria as a member state to ensure social inclusion of women⁶⁴ and youth.⁶⁵ To meet Nigeria's obligations towards the ECOWAS policy, in June 2021 the Federal Ministry of Power began crafting Nigeria's National Action Plan on Policy for Gender Mainstreaming in Energy Access.

Except for a few cases, such as the ILO convention where there is collaboration and alignment with national policies,⁶⁶ Nigeria has not created laws to implement conventions it has ratified, such as ICERD⁶⁷ and CEDAW.⁶⁸

NATIONAL LAWS, POLICIES, AND PLANS

The Constitution of the Federal Republic of Nigeria 1999 (CFRN, 1999) guarantees every citizen equality, regardless of ethnicity, sex, place of origin, religion, status, political opinion, or disability status, encouraging national integration.⁶⁹ The country has a mandate to provide facilities that encourage mobility of people and services throughout the country, including electricity services.⁷⁰

Social inclusion is inherent in Nigeria's federalism. Section 171(5) of the Nigerian constitution requires the president and agencies of government to promote national unity in making appointments⁷¹ and to include citizens in all areas of development, including energy. The Federal Character Commission's mandate is to address marginalization by adopting equitable measures for the distribution of socioeconomic services, amenities, infrastructure facilities, and positions in the civil and public service. Its provisions cover the

Nigerian power sector, not only in creating infrastructure to ensure equitable access but also in equitable employment.

Several national policies and laws address generic concerns of exclusion and target inclusion of some groups. The National Employment Policy 2017⁷² enables the fullest possible opportunity to each worker, regardless of race, sex, religion, political opinion, physical disabilities, national extraction, or ethnic or social origin. It makes provisions for job creation for youth, women, and persons with disabilities. The National Gender Policy (2006)⁷³ and the 2015 Violence against Persons Prohibition Act addresses discrimination, exclusion, and marginalization for Nigerian women and other vulnerable groups. The National Policy on Disability in Nigeria and the Discrimination Against Persons with Disabilities (Prohibition) Act, 2018⁷⁴ protect the rights of persons with disabilities. The National Youth Policy (2019) and the “Not Too Young to Run” bill, signed by Nigerian President Muhammad Buhari in 2018⁷⁵, are intended to increase young people’s participation in politics and socioeconomic development.

Nigeria’s constitution grants concurrent and residual powers to the states, empowering them to make laws and policies. State laws and policies address social inclusion and cohesion. For example, Lagos State has “The Special People’s Law,” which grants social protection to persons with disabilities and encourages their participation in the socioeconomic life of the state. Kaduna State has a gender and social inclusion policy.

Nigeria also has relevant strategic planning documents, such as the 2004 National Economic Empowerment and Development Strategy (NEEDS),⁷⁶ adapted by the states as State Economic Empowerment and Development Strategies (SEEDS)⁷⁷ and in LGAs as Local Economic Empowerment and Development Strategies. These collaborative efforts at different levels of government offer reasoned approaches to underdevelopment and inclusivity. The policies, laws, regulations, and strategies express the country’s commitment to a more inclusive state, and they apply to the power sector.

Specific to the power sector, the Electric Power Sector Reform Act (EPSRA) of 2005 established the Rural Electrification Agency (REA)⁷⁸ to provide electricity to rural areas. EPSRA also established the Nigerian Electricity Regulatory Commission (NERC) as an independent regulator with a mandate to manage an efficient power industry, ensuring an adequate power supply by facilitating connections to systems in rural and urban areas. NERC’s mandate includes establishing and enforcing consumer rights and obligations for electricity services.⁷⁹ EPSRA, under NERC’s mandate, is required to establish the Power Consumer Assistance Fund (PCAF), which subsidizes underprivileged and special needs consumers. NERC provides a lifeline or subsidized tariff for low-income consumers who use less than five kVa (kilo-volt-amperes), which is equivalent to four kilowatt-hour per day of electricity. The Federal Competition and Consumer Protection Commission Act of 2004 created the Federal Competition and Consumer Protection Commission (FCCPC) to protect consumer rights in every business value chain, including electricity.

Additional background on this topic is provided in [Social Inclusion and Diversity in Nigeria’s Power Sector: Legal, Policy, and Regulatory Framework](#).

AWARENESS, UNDERSTANDING, AND IMPLEMENTATION

Most study respondents were unaware of these laws and policies. Among the power sector actors queried, 65 percent were unaware of any social inclusion policies. Only 18 percent of workforce respondents knew of the policies—but not their provisions. Workforce respondents had heard of the federal character rule but did not know its provisions. In Lagos, only a few government respondents in the power sector knew of the Special People’s Law and none of the private sector or CSO respondents knew of it. Enacted 20 years ago, the Lagos state law demands at least one percent of employees in all sectors be qualified persons with disabilities. The low awareness rate likely contributes to a lack of implementation and performance monitoring of this requirement.

Most social inclusion actors who focus on broad areas of advocacy are not knowledgeable about the provisions of laws and policies that address inclusion.

Most social inclusion actors who focus on broad areas of advocacy are not knowledgeable about the provisions of laws and policies that address inclusion. In the diverse communities and among special interest groups, persons with disabilities and their representative groups, especially those in urban areas, were aware of laws that pertain to them.

However, the diverse communities and special needs groups eligible for NERC's special lifeline tariff were unaware of its existence. This may be because they are not engaged with the power sector and no one has identified them as beneficiaries. Moreover, power sector actors had no understanding of how the PCAF is slated to work. The Fund, in place since 2005, has faced several challenges to becoming operational, including the inexistence of a framework. In addition, the electricity market is still in transition with significant liquidity shortfalls. Operationalizing PCAF at this time might further exacerbate the liquidity challenges affecting the market. While NERC produces quarterly reports on the Nigerian electricity supply industry (NESI), none of these has covered the special lifeline tariff, nor evaluated if it addresses the needs of target groups.

An important piece of regulation for cooperative/community-funded electricity network projects is the Investment in Electricity Networks Regulation, passed by NERC in 2015. The Regulation stipulates that consumers or communities must execute a project agreement with the distribution company before investing in materials and installations. However, communities were found to be unaware of this regulation.

Social inclusion actors believe excluding CSOs from policy planning and development results in poor implementation. One social inclusion actor said, "Often when a bill comes up, for example at the National Assembly, they start a public hearing, and civil society organizations are left out. Sometimes we don't get this information and then the public hearing is conducted in just one location. They want us to come to Abuja. Everybody cannot be coming to Abuja all the time; they are not funding the transportation. Sometimes it's difficult to really make our own position known. Sometimes we don't even get to see the documents to understand what the issues are and how it's going to affect us, to know exactly what to suggest." The success of any policy is dependent on an appreciation of the local context in which it will be applied.⁸⁰ Knowledge of local context is a key value of engaging with social inclusion actors.

Federal and state policies face structural challenges to implementation and monitoring. The federal Disability Law 2019 states that five percent of employment in public institutions be set aside for persons with disabilities, while as noted above the Lagos State Special People's Law says all employers must give one percent of jobs to persons with disabilities. Employers in a state such as Lagos may not know which law applies.

There are also contradictions between laws and policies. For example, a youth can hold office at age 25 in the 2018 "Not Too Young to Run Bill," while the 2019 National Youth Policy defines youth as people aged 15–29 years.⁸¹ The African Charter defines a child as anyone under age 18 but defines youth as people aged 15–35.⁸²

There is also a perceived conflict between the FCCPC and NERC, both intended to protect consumers. The overlap may be deliberate to ensure complete coverage and protection of consumers,⁸³ but it also can contribute to questions about accountability. Regardless, the FCCPC's efforts to protect electricity consumers are more visible.⁸⁴

Without policy coordination, inclusion efforts are unsynchronized. This study could not discern which federal ministry is responsible for coordinating issues of the socially disadvantaged. The websites of the Federal Ministry of Humanitarian Affairs, Disaster Management, and Social Development (with functions carved from the Ministry of Women’s Affairs in 2019) and the Ministry of Women’s Affairs both state they oversee these issues. The 2018 National Policy on Disability in Nigeria identifies an array of institutions critical to rehabilitation (a broad term that aims to improve health, restore, and maintain long-term functioning through health, employment, education, and social programs) of persons with disabilities but does not recognize a role for the Ministry of Power. This means the coordinating ministry is not tracking the lifeline tariff to determine if they improve persons with disabilities’ living standards. It also indicates a systemic lack of understanding at the policy level of the critical role electricity services play in the lives of persons with disabilities. The study found anecdotal evidence that the Ministry of Power has a gender help desk, but interviews and the literature review failed to reveal its mandate or the role it plays in integrating gender into power sector policy and planning.

**The study could not discern which federal ministry
is responsible for coordinating issues of the
socially disadvantaged.**

Nigeria is a signatory to numerous important and binding international instruments, highlighting the country’s commitment to social inclusion and diversity. Nigeria also has enacted significant legislation and developed a range of relevant policies and plans but there is a need to incorporate more of the international provisions into domestic law. Yet while the framework is generally strong, among all actors surveyed during the study, there was limited awareness, understanding, and implementation of framework provisions, exposing a critical challenge to achieving social inclusion and diversity in the power sector. In addition, findings indicate that not only has the sector failed to create awareness but also raises questions about whether the previously mentioned laws and policies are being used, who is responsible for their implementation, and whether performance has been monitored.

DEVELOPMENT PARTNER POLICIES AND PRIORITIES

The Nigerian government is committed to partnerships with international organizations and independent foundations to mobilize resources, such as grant financing,⁸⁵ for national power sector development. The study examined the guiding social inclusion policies of some of these strategic development partners and how they align with and support the aspirations of the Nigerian government and its people.

Ensuring inclusive development, termed “smart development,” is a USAID priority. The underlying concept is that all people, regardless of identity, are instrumental in transforming their own societies and that inclusion of all throughout the development process improves outcomes.⁸⁶ USAID promotes integrated development that is non-discriminatory and ensures that all people participate. USAID policy documents express its commitment to inclusive development. These include USAID’s Disability Policy Paper; the Gender Equality and Women’s Empowerment Policy; the Policy on Promoting the Rights of Indigenous Peoples; the Youth in Development Policy; the Strategy on Democracy, Human Rights, and Governance; and the guidance for Promoting Nondiscrimination and Inclusive Development in USAID Funded Programs.

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), is a German development agency whose approach to gender equality is laid out in its Gender Equality Strategy, Gender reloaded: Vision needs Attitude – Attitude meets Action. The United Kingdom’s Foreign, Commonwealth & Development Office

(FCDO) is a department of the Government of the United Kingdom. FCDO has recently published an update on its work towards DFID's Strategy for Disability Inclusive Development.

The gender equality work of Agence Française de Développement (AFD), France's inclusive public development bank, is governed by France's International Strategy On Gender Equality (2018–2022) and Global Affairs Canada (GAC), the department of the government of Canada that leads the country's international development and humanitarian assistance, is guided by Canada's Feminist International Assistance Policy.

The World Bank Group is an international financial institution owned by 187 countries. Its Gender Strategy (FY16-23): Gender Equality, Poverty Reduction and Inclusive Growth outlines the support the Group will provide to clients and partners to achieve gender equality.

WORKFORCE PROFILES AND PRACTICES

WORKFORCE PROFILES

WORKFORCE PROFILING PERCEPTIONS

As this study is based on purposeful sampling, workforce data cannot be generalized as representative of the power sector workforce. However, by triangulating workforce data with qualitative interviews and secondary data, reasonable findings and conclusions applicable to the broader power sector workforce could be reached for salient identity markers.

The research data indicated that the Nigerian power sector is nationally representative, including employees from diverse ethnic groups and states. However, it also revealed that men dominate the workforce at all levels, while persons with disabilities are excluded and women are marginalized.

Data analysis showed that while women are represented in most levels of employment, they are in the minority. They are particularly underrepresented in decision-making posts and do not have the same visibility as men. The USAID Engendering Utilities initiative studied utilities in developing countries and found that an average of 13 percent of the workforce are women.⁸⁷ The *Women in Power and Utilities Index Report 2016* noted that women accounted for only 16 percent of board members and 14 percent of senior management positions.⁸⁸

Research also indicated the near absence of persons with disabilities in the workforce, totaling less than one percent. No institution reported having more than two persons with disabilities on its staff and neither was a woman.

In the study's six geopolitical zones, utility employees were mostly indigenous to the states where they worked. Ethnic diversity is an important part of an inclusive workforce in Nigeria. In analyzing survey respondent data for ethnic diversity within and across the six geopolitical zones, ethnic groups from the southern region were dominant. Triangulating information from the qualitative interviews with power sector leaders validated this finding. Focusing on the three major ethnic groups that comprise 60 percent of the population,⁸⁹ the analysis of survey respondents' ethnic identity showed 24.5 percent were Yoruba, 20.7 percent were Igbo, 6 percent were Hausa, and 4.5 percent were Fulani.

Interviews with key actors revealed that the ethnicity of those in appointed leadership positions in the government tends to parallel the regional affiliation of the President at any given time. This study did not have the resources to conduct a historical trend analysis to validate this view.

Workplace respondents were 77.8 percent Christian and 21.6 percent Muslim. The predominance of Christians is consistent with the demographic pattern of a Christian south and Muslim north, as the workforce is predominantly southern. A few power sector actors noted the absence of people who practice indigenous religions. "Traditional worshippers are a minority in this sector," one said. "In all my years of service I have not once encountered a traditional worshiper."

When asked about diversity in their workplaces and in the broader power sector, almost half (48.7 percent) of power sector workforce respondents said the sector was diverse, while 29.9 percent thought it was not. The remaining 21.9 percent stated they were unaware because they had no exposure beyond their work location. Of those who found the workplace diverse, 16.9 percent said it was very diverse and 53.3 percent rated it fairly diverse.

Responses around diversity showed a limited understanding of the concept, perceiving it as primarily covering ethnic and regional inclusion and perhaps gender. Persons with disabilities were not even considered. This is reflected in one power sector employer's comment. "Right now, I can happily say I have at least one person from every region, Hausa, Igbo and Yoruba, in my organization. I can also happily say that I have a good balance of ladies as well as males."

The 56.6 percent of respondents who believe some groups are excluded from the power sector primarily cited persons with disabilities, people from minority tribes, and women. Of the respondents, 52 percent thought persons with disabilities are most excluded; 25 percent thought minority tribes are most excluded; and 21 percent thought women are most excluded. Two percent highlighted contract staff with temporary contracts who do not receive the full benefits of permanent staff. Rural energy actors believed they were excluded from the activities and operations of the formal energy sector, including the power sector.

Fifty-one percent of respondents said persons with disabilities and women are excluded because of the intense physical labor required. Respondents said the physical capabilities of and cultural expectations for women and persons with disabilities make them unfit for technical roles. As one human resource manager said, “Some of the field roles are not conducive for women. There are some roles where someone is supposed to stay in a room for a week or an injection sub-station for an overnight shift. You wouldn't expect a woman who is married to be staying in that place with men. There are some roles where the line workers need to climb poles and climb ladders. It is not really easy telling women to do that.”

Some perceived excluding women as a positive act, since it runs counter to cultural norms. Additionally, it is illegal in Nigeria for women to hold positions that require night shifts and some forms of manual labor (per paragraphs 55–58 of the Nigerian Labor Act).⁹⁰ Work in the sector can also be dangerous, as community members have attacked and killed electricity employees when they arrive to collect bills. See the value chain section for additional insight.

Data from state and federal power training institutions reveal similar patterns of exclusion in enrollment and graduation, with few women and almost no persons with disabilities.

EMPLOYMENT POLICIES AND PRACTICES

Equal opportunity employment (EOE) aligns with the ILO Discrimination (Employment and Occupation) Convention, 1958, ratified by Nigeria, which opposes employment discrimination. While job creation in a free-market economy depends largely on the private sector, Nigeria's public sector, with three tiers of government, is a major employer. The national employment policy (NEP) promotes an inclusive and respectful workforce culture. Its objective 4 provides for job creation for youth, women, and persons with disabilities.

The Civil Service Commission manages federal, state, and local public sector employment in the power sector under the provisions and regulations of the Federal Character Commission. The Federal Character Act set up the commission to address marginalization by adopting equitable measures to distribute socioeconomic services, amenities, infrastructure facilities, and positions in the civil and public service and to ensure all geopolitical zones and states are covered. Its committees monitor recruitments in 600 ministries, departments, and agencies of the federal government. It is empowered to monitor the states and LGAs.

The Federal Character Commission has a clear gender- and disability-conscious recruitment procedure. Paragraph 3.6 on recruitment into the federal public services states, “In filling the allotted vacancies, adequate consideration shall be given to gender representation and the physically challenged.”⁹¹ The commission also has a gender and persons with disabilities unit, but it is unclear how this unit ensures inclusion of women and persons with disabilities in public positions. One way to be employed in the public sector is to be appointed.

Studies of the Federal Character Commission reveal it has not achieved its mandate at the federal, state, or local government level, including in political appointments.⁹² Despite this, power sector actors in public sector institutions said their partnership with the commission is critical: “We want to do balancing by geopolitical zone, without ignoring excellence and performance,” one said. “These are the two areas where we work with the Federal Character Commission: recruitment and promotion.” It is of interest

that, while vetted by the Federal Character Commission, none of the seven commissioners appointed to NERC in 2017 was a woman or from a marginalized group. However, there have been female commissioners in the past and, at the time of publication of this report, there was one woman commissioner.

Private power sector institutions also emphasize a strong commitment to employment based on competence and merit, retaining staff based on performance. Although constitutional EOE provisions apply more to public service and government-owned company positions,⁹³ private sector institutions reported that they apply EOE and are interested in strategies to create inclusive workplaces. One practice that employers in the private sector have adopted is catchment area hiring, particularly for non-managerial jobs. They recruit employees from the area where the institution is based and across the service coverage area. Some multinational companies have wider catchment coverage, unlimited by state or region, but distribution companies (DISCOs), which are major employers in the private sector, recruit residents or indigenous people of the states in their coverage areas. To support catchment area recruitment, DISCOs in Lagos and Abuja, for example, share their recruitment partnership with universities and technical institutions in their service states. DISCOs offer jobs to qualified graduates.

Engendering Utilities has developed guidance on integrating gender into workplace policies.⁹⁴ In addition, In 2017, the ILO made a global business case for reducing the workforce participation gap between women and men, stating that this could unlock economic benefits, yield significant economic gains, and potentially increase global gross domestic product by 3.9 percent⁹⁵ by 2025. Influenced by financiers and development partners, power sector actors indicated they embrace the value of inclusion and believe that their efforts at gender mainstreaming will help achieve national and global development goals. This is especially true for private sector institutions that are linking gender responsiveness to business performance. To address the gender gap in employment, some private sector institutions design employment opportunities open only to women. Some report they are challenged to find a qualified pool of applicants for technical roles, and thus hire women primarily for jobs in customer care, human resources, finances, and legal departments.⁹⁶ These roles are important in driving the power industry, but some private organizations and CSOs in the renewable energy sector challenge the claim that women are unqualified for technical jobs. They have created all-women teams to demonstrate that qualified women engineers are available and can do the work. Renewable energy actors are also advancing women through internships and training.

However, among power sector actors, women say they feel marginalized and sometimes are the only woman in a room full of men. Power training institution respondents validated this view. They found a lack of gender diversity among students, indicating the gender gap starts before women and men join the workforce. Low enrollment of women means fewer women in the pool of graduates for utilities to hire. These educational institutes are interested in increasing the number of female students to meet ANCEE's regional targets. They offer scholarships from the Nigerian Content Development and Monitoring Board (NCDMB)⁹⁷ to women and other people from marginalized groups. Some development partners offer women scholarships to power training institutions across Nigeria to help address the gender gap. Respondents said cultural and parental stereotyping fuel the lack of participation by women and persons with disabilities in the power sector.

Research revealed only one occurrence of targeted recruitment of persons with disabilities, in which a DISCO partnered with a social inclusion actor working with persons who are blind to find qualified candidates to work in the call center. As a result of that partnership, the company hired two persons with disabilities. Power sector actors in the private and public sectors explained that companies have infrastructure and access challenges in hiring persons with disabilities. They also said they had not met any persons with disabilities interested in applying to their organizations: "Unfortunately, nobody with a disability has come saying they want a job," one said. Although renewable energy sector actors were found to be more receptive and diverse, they too found it challenging to hire persons with disabilities. "We give

equal opportunity to everyone, including people with a disability,” one said. “Although we have not received an application that we would have considered, we will be happy to get one.”

Studies highlight low rates of participation of persons with disabilities in employment and economy building worldwide.⁹⁸ The absence of persons with disabilities in recruitment exercises in the power sector in Nigeria did not come as a surprise to the social inclusion actors or the persons with disabilities engaged in special interest groups in diverse communities. A social inclusion actor representative of persons with disabilities said, “In terms of employment and participation in the power sector, I think we’ve not been considered as a group. Persons with disabilities are not always seen as people who are socioeconomically active. They are always seen as recipients of charity. Because of that public perception, when you talk of disability in some critical aspect of power, they always think we are asking for too much...our colleagues will graduate from school as engineers, yet are discriminated against because those who run the electricity sector think persons with disabilities do not have the required skill or knowledge.” That perception of the power sector as discriminatory discourages them from seeking employment. “Some of us have tried and discovered it is discriminatory; others decide there is no point wasting time and money going there. So when our people find those organizations or associations that don’t welcome us, we blank them.”

Secondary data reveal that persons with disabilities in Nigeria face significant employment discrimination in public and private institutions. Persons with disabilities say that even after graduation, they spend a huge amount of their life indoors because of mobility challenges. Living home-bounded shields them from stigma and negative attitudes but contributes to their exclusion from information and employment opportunities. Where employment is offered, persons with disabilities are relegated to positions invisible in the organization.⁹⁹

Respondents from the diverse communities said they believe they are excluded from the power sector and expressed interest in having members of their communities, especially youth, work there. One parent said, “They don’t employ our children, that is what pains me the most. We have children who have gone to school and are educated, but they are not included when it comes to any form of recruitment.”

A pastoralist said, “It will be great progress if the power sector employs some of us in the sector. We will be very happy.” A social inclusion actor echoed this: “When their employment windows are open, let them look at these communities. Employing locally helps build communication between communities and the distribution company.”

Interactions with the diverse communities and social inclusion actors showed they are unaware of openings or recruitment opportunities. Although information is on power company websites, this does not reach rural communities with limited Internet access. This is equally true for persons who are blind or who have low vision when information is not available in Braille and they do not have the necessary accessibility technology. Nineteen percent of respondents suggested improving vacancy advertisements to improve power sector inclusivity. The lack of or poor advertisement of vacancies also opens the way to nepotism and corruption. Only one of the rural diverse communities said DISCOs in their state hired three of their members. The need to ensure job openings are accessible and communicated widely is clear.

WORKPLACE ENVIRONMENT AND SUPPORT

This study explored forms of support in power sector workplaces that could make the sector attractive to socially excluded groups and identified barriers to participation and growth. These entailed measuring employees’ continued interest in the sector, level of job satisfaction, and perceived barriers to career growth by interviewing a sample of entry- and mid-level employees, who would reasonably be expected to aspire to advance and have a longer timeframe to do so. Of the survey respondents, those in mid-level made up 43.2 percent, at the entry level 42.7 percent, and at the management level 14.1 percent.

Except for the North-Eastern region of the country, where DISCO privatization was reversed owing to the insurgency, employees across the power sector involved in this study perceived their jobs positively.

The vast majority—96.7 percent—said their contributions in the sector matter; 96.6 percent said they aspire to a higher position.


Although 51.3 percent did not foresee any barrier to career growth, 48.7 percent mentioned possible barriers. At 45 percent, level of education topped the list, even though 86.5 percent of respondents said they had undergraduate degrees. Level of education for them meant higher qualifications and sector-specific professional qualifications, accreditations, and training required for technical jobs. Respondents also identified the preference for a bachelor's degree over a higher national diploma, a two-year college degree, as a barrier. Tribe is a barrier according to 22.2 percent of respondents, matching the 22.2 percent who believe their state of origin is a barrier to advancement. Origin as a barrier was more prevalent among public sector respondents, a vestige of pre-independence when some regional governments made regional citizenship a requirement for employment. Efforts at nationalization have not erased the sense of discriminatory hiring and promotion to leadership positions, especially in the government sector, as ethnicity and region of origin continue to be a factor.¹⁰⁰

Workforce respondents (18.6 percent) also identified religion is a barrier. Close to 16 percent of mid-level and managerial respondents identified age as a barrier to advancement. Some feel they have limited time to attain a leadership position; those at entry level think they are considered too young and inexperienced to hold leadership positions.

There were no significant gender differences in respondents' identification of barriers, with two exceptions: The majority of the 14.1 percent who identified gender as a barrier to career growth were women. As were the majority of the four percent who identified parental status as a barrier.

Ten percent of respondents highlighted other barriers, including company policies that inform patterns of promotion and limited growth opportunities at the top. Corruption in the form of nepotism, favoritism, and “godfatherism” (sponsorship of a candidate regardless of qualification by an influential person)¹⁰¹ are prevalent in Nigeria.¹⁰² Most respondents (65.8 percent) want to remain working in the sector, while 22.8 percent said they are uncertain, owing to plans to further their education and the need to diversify their work experience. Of the 11.4 percent who are certain they do not want to keep working in the sector, the main reason is the “poor welfare of employees.” This may be related to pay scales, access to benefits, or inconsistencies in employee status, particularly in the North-East. Given the absence of persons with disabilities in the power sector workforce, it is understandable that only 2.3 percent of respondents saw disability as a potential barrier to career growth.

The research also assessed how accommodating organizations can be in addressing the needs of socially excluded groups and in creating an enabling workspace. Some institutions talked about incorporating maternity benefits, creating facilities—to accommodate persons with disabilities and parents of young children, for example—and adjusting infrastructures to improve access. One manager said, “Our offices didn't have an access ramp for persons with disabilities, but we have added that. We understand now that our facilities, such as toilets, are not designed for persons with disabilities and we are now addressing that. In each building, we identify what will make work easy for everyone. For nursing mothers, although we have no nursery, we improvised a space where they can express milk privately and refrigerate it for their babies.” Smaller private sector organizations said they want to be more inclusive, but if they are renting offices, financial, contractual, and tenancy requirements make structural adjustments difficult.



According to PA-NPSP's report, [Gender Mainstreaming in the Solar Home System Value Chain](#), women as energy entrepreneurs play a role in the scale up, promotion, sales, servicing, and financing of modern lighting, off-grid electrification solutions, and clean cooking technologies and fuels.

Grievance and redress mechanisms are available through different platforms to ensure that employees' rights are protected. For many organizations, grievance procedures are in place to ensure that employees can voice complaints constructively. Private sector procedures accommodate internal and external mediation. Some have whistle-blower programs managed by external institutions and internal structures, such as human resource pathways that include line management reporting and drop boxes. The public service rule book, managed by the Civil Service Commission, determines grievance procedures for government power sector staff.

Private and public power sector institutions offer handbooks, introductory slides, and training to instruct employees on grievance procedures. Employees concurred and highlighted additional avenues, including the Industrial Arbitration Court and the National Union of Electricity Employees (NUEE). Although the 2004 Labor Act, which governs employee relations in all sectors, grants the union authority to represent employees in private and public sectors, it expressly grants employees the freedom (without prejudice from their employers) to join labor unions such as NUEE, which protects electricity employees' interests. Respondents said the NUEE was a formidable body before the power sector was privatized but is less so now. Although studies point to the weakening of labor unions in Nigeria,¹⁰³ no study reviewed during the research supports the view that privatization has weakened sector-level unions.

“When the opinions of some people are not considered in decision making, they will be excluded, and even when solutions come about, they are not a fit for those groups whose opinion was not considered... once you have started excluding a group, it is likely they will keep being excluded.”

Power sector actors said they are interested in an inclusive workforce, but said they lack capacity or support to achieve it. They said they are interested in partnerships with CSOs and other organizations to advance social inclusion. One believes that by excluding women, “we lose inputs, results, and perspectives we could get from having men and women working together.” The power sector actors said minorities' concerns are not considered in designing organizational welfare programs. For them, exclusion is bad for businesses, because it is divisive and threatens sustainable organizational development. “When the opinions of some people are not considered in decision making, they will be excluded,” a respondent said. “And even when solutions come about, they are not a fit for those groups whose opinion was not considered. So, I think it will be just a waste of money, waste of time, and continued exclusion, because once you have started excluding a group, it is likely they will keep being excluded.”

Power sector actors note that diversity is essential to sectoral growth and strength. Inclusion offers the power sector and organizations in the sector the advantage of having diverse ideas and problem-solving approaches to enrich decision making: “It is going to be a win-win situation, because ideas come from everybody,” said one. “We are amazed at the inputs and ideas from [people] of the community. Inclusivity will bring about satisfactory service delivery, as all the community's energy needs will be well represented.”

To achieve diversity, the power sector needs deliberate inclusive practices including in planning. Persons with disabilities say their inclusion in the workforce will have an impact. Said one, “If I have the opportunity to work in the power sector, I will consider the power needs of disabled people.” Another said, “Inclusion of people with disabilities will translate to better results and diversity in the workforce,” and “when you empower a person with a disability, the person becomes empowered to help another person, to help another person, and the chain keeps going around.” One power sector actor said: “If there is inclusion in the power sector, both the staff and the people they serve will be satisfied and happy.” For most organizations, inclusivity will help achieve business and sector goals.

VALUE CHAIN ENTRY POINTS

This section of the study explores the intersection of inclusion and diversity with the demand side of the power value chain. It investigates respondents' electricity needs, access, and products. It explores financing, billing, and payment. Finally, it examines communications and customer services to understand consumer right to information, feedback and grievance structures, and community solutions.

ELECTRICITY NEEDS

Utilities' strategies to distribute electricity are motivated by the need to grow their businesses, while representatives across the study's diverse communities said they are motivated to build communal economic enterprises, especially for women and youth. Livelihood choices differ by location. Riverine communities in the South need electricity for preserving fish. "There are fishermen and fisherwomen here," one said. "We need electricity to preserve our fish so we can transport them to faraway markets. Since there is no light, we use firewood to dry our fish." The electricity needs of women in pastoral communities in the North are also defined by their occupation. "We need electricity to power our fridge, so that after we milk our cows, we can store the milk," one woman said. Without refrigeration, the milk spoils and is thrown away, with potential loss of revenue as well as the risk of higher household costs due to wastage.

Persons with disabilities and social inclusion actors representing them explained how vital electricity can be. For example, persons with disabilities may depend on electric assistive technologies,¹⁰⁴ without which some are immobilized or cannot communicate. "Almost all the devices that people with disabilities use need electricity," one explained. "For example, my reading machine uses power, and people with hearing problems cannot communicate without their mobile phone to send text messages. Power is critical for people with disabilities, including business owners. There are people with hearing problems who work with computers, who are tailors or barbers, and they need power to survive." Another respondent noted: "Many of our wheelchairs are run by battery. If you take power away from people in wheelchairs, you immobilize them." Respondents with disabilities also said they need alternative sources of power. "If there is a way to provide solar energy, we would welcome it," said one. "We use the audio features of our phones and laptops, so we need to have them fully charged all the time."

Internally displaced respondents said their electricity needs differ by settlement status. Those settled in host communities need electricity to build their livelihoods. Those who have no shelter do not prioritize access to electricity: "A person looking for a single room to lay his head does not have time to bother about electricity. When you don't have a house, what will you do with electricity?" one said.

Electricity assures healthcare centers can provide uninterrupted essential services and treatments, efficiently operate critical equipment requiring reliable power, keep their doors open longer each day, and provide patients with a comfortable environment. One way in which this strongly impacts communities is through maternal and child health outcomes. According to UNICEF, Nigerian women of childbearing age suffer a disproportionately high level of birth-related health complications and the country has the world's second highest newborn death rate.¹⁰⁵ Respondents in this study agree that electricity will lead to improved community health, their communities will be safer and their families, especially their children, will sleep better. "The weather is very hot," one parent said. "Mostly children are not sleeping well at night because of the heat. They have many rashes on their bodies."

"Almost all the devices that people with disabilities use need electricity. For example, my reading machine uses power, and people with hearing problems cannot communicate without their mobile phone to send text messages. Power is critical for people with disabilities, including business owners."

There is a correlation between access to electricity and the reduction of gender-based violence risk factors, particularly for women and girls. When electricity is absent, girls and women are often tasked with walking long distances to secure necessary resources for the household, putting them at risk for sexual violence. Women and girls feel safer in well-lit public spaces, a factor which affects their mobility. Electrification of homes and schools is linked to better attendance and education outcomes, which in turn, can help prevent child marriage. Access to electricity is an important driver of women's empowerment—the income of women with access to electricity is higher, they have greater access to information, and they are also more likely to work outside the home.¹⁰⁶ According to one study, women's employment in newly electrified communities in South Africa rose by almost 10 percent because of the improved efficiency in carrying out domestic tasks.¹⁰⁷ According to Power Africa's gender analysis for the power sector, 70 percent of Africans without access to electricity are women.¹⁰⁸

Research underlined that women and men may have different needs and priorities, can be affected differently by electrification, and have different experiences gaining access to power owing to sociocultural factors and household dynamics in Nigerian society. Women have a better understanding of household energy needs and, therefore, are better placed to design, manage, and implement solutions, products, and services.¹⁰⁹ The extent to which this may translate into decision-making around energy purchasing at the household level is an important area for further study. Generally, respondents in this study did not provide much insight into gendered needs at the household level. Most communities only considered the electricity needs of women and youths engaged in enterprise.

ELECTRICITY ACCESS

Off-grid communities included in the study identified themselves as excluded from access to electricity because they lack electricity from the grid as well as other electricity services. The most significant example in this study was a cluster of five LGAs in a senatorial district in Taraba State that remains off-grid, even though it is near power infrastructures like the small hydropower plant at Tunga Dam¹¹⁰ and the Mambilla hydroelectric power project. The Mambilla plant is not yet operational but has the potential for connection to power plants in neighboring areas.¹¹¹ Some of the off-grid communities border two states and were not perceived as a priority of their state government.

Some communities had been connected to the grid but, owing to billing disagreements, faulty transformers, or other issues, were disconnected and unable to resolve their cases. Communities in the Northeast said they have had inadequate access to electricity because of the insurgency, in part attributable to the destruction of electricity equipment and infrastructure. On-grid communities with episodic power supply and poor service delivery defined themselves as excluded because they have no voice with power suppliers.

Some groups, such as internally displaced persons and pastoralists, said they were not only excluded from electricity services and information but also from social amenities, such as places that serve communities and where communities come together (e.g., markets, schools, churches/mosques, recreational spaces). Persons with disabilities said they are not only excluded from electricity services and information but also lacked a relationship with service providers.

While Nigerians in general face poor grid electricity supply, some respondents saw identifiable patterns of exclusion in distribution based on wealth. Social inclusion actors said rich neighborhoods have top priority for electricity distribution. They think electricity distribution is determined not by salient identity markers but by power and wealth. One social inclusion actor said, "I don't think it has to do with religion or ethnicity or gender. I just think it's about social status. People in Victoria Island, Lekki, or Ikoyi enjoy more power supply. People in reserved clusters seem to enjoy more light, probably because they are willing to pay more. So, what happens is DISCOs take power that is supposed to go to poor communities and give it to the elites because they think the other communities may not pay as much." Another said,

“The elites in society are excluded from the power challenges the rest of us face because they can easily afford alternative power sources.”

Though a critical step towards ensuring that tariffs are cost-effective, the service-based electricity tariff regime may help to perpetuate such exclusions. Customers have been broken into service bands, with A and B cluster customers especially seeing increases in their tariffs. In exchange, they have been promised increased supply of electricity. There has been little to no change to the tariffs of those in the lower band clusters and service is deemed to be commensurate with their tariffs.

Some community leaders think having a person of power and influence in the community determines how much power supply a community receives. “Some groups enjoy a more stable power supply than others. There is always a stable power supply when a high-ranking officer in one of the power distribution companies who is also a native comes into town for the weekend. As soon as he leaves, the power supply drops again.” Communities without indigenous leaders with power and influence are excluded from power services: “My entire community has been excluded from power,” one said. “I believe the government has neglected us because we are a minority tribe and because we do not have someone influential from our community capable of following up on our request and ensuring it is considered.”

A few power sector actors said power is only available to poor communities when rich communities cover for them. “I think you need to get this if you haven't already,” a power sector actor said. “The Nigerian power space is a game of the rich subsidizing the poor. It always has been.” Power sector actors said people need to appreciate the realities of privatizing the power supply. Since electricity is no longer a government-provided social service, it is a scarce commodity, and the intent is making a return on investment.

Geographical location is another determinant, with Nigeria's rural areas generally not connected to the electricity grid in contrast to urban areas. According to the Rural Electrification Policy,¹¹² the REA is the implementing agency of the Federal Government responsible for connecting rural areas to the grid. The Rural Electrification Strategy and Implementation Plan, currently under review, elaborates on plans to increase electricity access for the entire population to 75 percent by 2020 and 90 percent by 2030.

Renewable energy is widely viewed as a feasible option, and the incremental plan aims to add at least 10 percent of renewable energy to the mix by 2025.¹¹³ Under REA's aegis, several high-profile renewable initiatives are underway. These include the Nigeria Electrification Project, launched in 2019 with the aim to provide electricity access to off-grid communities across the country through renewable power sources, as well as Solar Power Naija, launched in 2020 with aims that include expanding energy access through the provision of solar home system (SHS) units and mini-grid connections. The two programs are expected to electrify six million homes (approximately 30 million people) by 2023.

Yet renewable energy also faces shortcomings, including a preference of many SHS companies to serve easily accessible communities, such as peri-urban areas, rather than rural communities. In addition, although people expressed awareness about SHS options, expense was cited as an issue across all respondent communities and special interest groups. These included persons with disabilities who mentioned that they would like to be provided with solar power. “The alternative to electricity is not common among my people,” one said. “No one among us can afford a solar system.” Most of the persons with disabilities who participated in the study live in rural areas. Lack of support and low to no income means they cannot afford electricity, even if it is available.

Affordability also limits access to electricity through alternative power sources, such as generators. While some communities are able to use generators, the financial cost can overwhelm household budgets and can impact the often-precarious finances of small businesses, many of which shut down shortly after they launch.

Electricity access is likely to remain a challenge for the foreseeable future, with many communities continuing to be unserved or underserved. As research revealed, this has significant implications for

vulnerable individuals and communities. Their overwhelming lack of access to electricity means most power sector actors are unaware of the realities of these populations. They do not appreciate the unique difficulties of elders, nor of those who depend on electrical equipment for health reasons, persons with disabilities, or women and girls whose lives are disproportionately impacted by a lack of power.

PRODUCT DESIGN

The research found most power sector actors have no targeted measures in place to respond to power needs, especially for persons with disabilities, either through distribution strategies or specialized products. Respondents across utilities said electricity services and products are not developed, designed, or adapted to address the needs of these groups. Power sector actors acknowledged this. Globally, over 1 billion people live with a disability,¹¹⁴ and, together with family and friends—who act on their emotional connection to persons with disabilities— have a spending power of \$8 trillion.¹¹⁵ However, only four percent of businesses worldwide currently target this group.¹¹⁶

In response to the need for products designed for productive use, the renewable energy sector is working on innovative solutions. “We are doing a pilot now in the Niger Delta for solar freezers,” said one. “The fishing community loses almost 30 percent of its harvest because there is no refrigeration. With a solar-powered freezer, we can guarantee 90 to 95 percent of the harvest.” Kadabo village in northern Nigeria benefits from solar mini-grids, solar kiosks, and dryers for agricultural processing. Despite the financial challenges the renewable energy market faces, it is tailoring its products to meet needs and increase marginalized communities’ access to power.¹¹⁷

Access to energy efficiency products is still nascent in most diverse communities and the uptake is gradual.

CONSUMER FINANCING, BILLING, AND PAYMENTS

FINANCING

“The major challenge in the energy sector—let’s say 40 percent—is finance,” said one power sector actor. “And it is finance across the value chain, from project developers to end users.” This is true for the delivery of alternative energy sources as well. As one renewable energy actor described the financial challenges, “What we have seen is that people see this new shining technology and they want to own it, but the price discourages them...People want light [power], but they mostly cannot afford it. Our products and services are good, but the moment people hear the cost, the desire just dies off.”

For women, taking loans is generally a challenge, as they often are not in a position to offer collateral, such as land—almost always owned by men. This would limit a woman’s ability to directly participate as a customer and therefore as a decision-maker. This also can be said for nomadic communities. For renewable energy loans, however, microfinance institutions have been able to work around this barrier and now finance women directly based on their businesses and affiliations with informal group associations, specifically formed to enable women to access loans. For diverse communities, paying grid electricity bills is a growing concern. Some communities are subsidized by benevolent members who offer philanthropic support. Financial challenges are exacerbated by estimated billing, prevalent in many unmetered homes and businesses.

BILLING

In line with its goal to ensure an efficiently managed electricity supply industry, NERC has clearly defined consumer rights and obligations to ensure quality service delivery. NERC asserts consumers’ right to metered electricity connections from DISCOs delivered safely and reliably. Meters ensure that electricity use is measured—and billed—consistently. Providing meters to all customers is important to NERC’s goal to close the meter gap pre- and post-privatization. The national prepaid metering program with credited advance payments for metering implementation, Meter Asset Provider (MAP) regulation 2018 and the National Mass Metering Program (NMMP) 2020 are among the measures the federal government and

NERC instituted in the last decade. The cumulative total for MAP and NMMP meter installation across the eleven DISCOs between October 2020 and June 2021 was 656,616.

Research respondents with meters did not report billing problems. However, diverse communities said it is hard for them to get a prepaid meter from service providers. Social inclusion actors concur. According to one social inclusion actor, “The challenges our members face range from estimated billing to payment for prepaid meters that are not delivered.”

NERC records indicate that, of the 10,516,090 registered electricity customers as of 30 June 2020, only 4,234,759 (40.27 percent) have been metered. Thus, 59.73 percent of the registered electricity customers are still on estimated billing, which has contributed to customer apathy toward payment for electricity bills. An evaluation of implementation also found low metering performance.¹¹⁸

Although NERC’s billing rules acknowledge consumers’ right to transparent billing even if they are unmetered, research respondents noted the lack of agreement with utilities on billing standards is a point of conflict, and unmetered billing was cited as a priority issue for many social inclusion actors and diverse communities. For the diverse communities, especially rural communities where electricity is rarely available, paying a high bill for service that was not delivered or enjoyed was unacceptable. “The distribution company’s billing system is unfair,” one respondent said. “Often, estimated electricity bills do not reflect our actual power usage for the month.” Community leaders see this as a major challenge. “The main practice affecting my people is billing,” one said. “I have to intervene in most cases when bills are being distributed. They overcharge us for power we did not use.”

Persons with disabilities who use on-grid electricity report similar challenges. “The billing system is too difficult for persons with disabilities,” one said, “The power supply here is very bad. It is not constant. As a person who is blind, my case is even worse. The payment collectors defraud me and collect any amount they deem fit. On estimated billings, there is no consideration shown to the persons with disabilities in this area. We don’t have any contact with the marketers except those who come to collect payments at the end of each month.” Respondents in all categories said the billing system creates an uncordial relationship between utilities and the communities they serve.

NERC’s Power Consumer Assistance Fund (PCAF) was set up to help special needs and vulnerable groups, defined by income level. At the time of this study, the Fund was not yet operational. Respondents with disabilities did not expect it to protect them from expensive bills. “For estimated bills, our state and status should be considered,” said one person. “Most of our members cry when they receive their bills because there is no consideration shown to persons with disabilities in this area whatsoever.”¹¹⁹ Persons with disabilities wish the government would subsidize their bills. “I would like the government to reduce the bill for us, persons with disabilities,” said one, “because as a person with a disability there are some things you can’t do yourself that a [person without a disability] can.”

NERC addressed indiscriminate billing in its 2020 NERC Order 197,¹²⁰ which capped the price for unmetered consumers. NERC also says customers have the right to contest any billing and to receive written notification prior to disconnection of electricity services. But respondents across communities said this practice is not observed. “There are many occasions when electricity distribution workers come to cut off power supply without prior notice,” one said.

Few respondents were aware of NERC’s Order 197, capping the price of estimated bills, thus highlighting its ineffectiveness.

PAYMENT

Urban residents can pay their bills conveniently at DISCO offices or at a bank or through mobile apps. “These payment options are very convenient and accessible to the people in our community,” one respondent said. However, the experience of rural residents is quite different. Some are under a

community billing system and pay collectively from a community purse. Others must travel to the nearest utility service point or wait for revenue collectors or marketers.

Respondents reported the relationship between marketers and communities is fraught with hostility. This worsens service delivery and heightens the perception that utility companies are manipulative and not service oriented: “We only know it’s payment time when we see electricity beyond the normal hour. It’s a sign that the distribution companies are coming for their payment,” one respondent said.

Paying the bill at a utility office is a challenge, not only because of the travel required but also because, as one respondent reported, “It is usually accompanied by long queues.” Another observed, “The payment system has issues. Sometimes, one gets to [some DISCO] office[s] and there is no network, or the system is down.” The time and money spent to pay the bill is then lost.

Persons with disabilities face their own challenges. Bills are not produced in Braille, said one respondent who is blind, “So they can tell us any amount they want and collect any amount they want without our knowledge.”

Persons with disabilities in rural areas cannot make payments at a utility office because generally the buildings have no ramps. “Most of the [DISCO] offices are not accessible to us. A wheelchair user will not be able to enter the office to make payment,” one said.

Consumers and communities are responsible for paying for electricity used. However, the power sector’s finance, billing, and payment systems and practices encourage apathy and damage the relationship between power sector actors and the communities they serve.

COMMUNICATION AND CUSTOMER SERVICE

Research respondents reported that information is readily available from off-grid service providers, and these—especially SHS companies—have helplines and provide a reasonable level of support. In addition, warranties guarantee replacement of faulty systems, which improves trust in the companies.

The status of communication and customer support provided by utilities is more complex. The electricity supply industry and the DISCOs are responsible for providing electrical connection, safe and reliable electricity, metering, transparent billing services, and information dissemination, including installing and repairing equipment and managing consumer complaints and concerns.

RIGHT TO INFORMATION

NERC acknowledges consumers' right to information on electricity services. Utility companies are expected to send messages and use the media to communicate. This study found power sector actors use diverse platforms to reach consumers. NERC has information on rights to services on its website,¹²¹ a primary platform to communicate new market rules, updates on regulations, and review reports. DISCOs also post information on services, such as meters, and information about electricity supply primarily on their websites¹²² and social media platforms.

However, these efforts are insufficient to support awareness and accountability, as formats and platforms used by service providers to communicate information largely do not reach the grassroots, especially in the rural areas.

Persons with disabilities across all research locations stated they were denied their right to information since they need alternative formats, such as sign language or Braille. These respondents said their

Due to lack of social inclusion policies at the institutional level and weak implementation of national laws and international obligations, the research found that the unique power, communication, and accessibility needs of persons with disabilities are not considered by power sector actors across the value chain.

consumer rights were ignored since the information formats were inaccessible to them. A social inclusion actor said, “You should have notices and adverts in sign language, your jingles should be described in more detail, because some people listen to radio, so the message will get to them. Remember, there are people who are blind, so you need to be slow and deliberate to paint a picture that will convey the information.”

When asked about marketing communications, community respondents were unfamiliar with the idea that marketers would inform them about electricity options. While marketing could be expected to convey information about available electricity products and services and in turn influences consumer expectations, respondent communities said utility company marketers are merely revenue collectors and bill dispatchers who visit only when payments are due.

EQUIPMENT DAMAGE OR LOSS

Community electricity equipment can stop working because of vandalism or theft (which some power sector actors emphasize), or mechanical failure. Often this equipment is not replaced, and a committee collects contributions in a community purse, which it uses to cover community electricity costs. For many households, an out-of-pocket contribution to replace equipment the utilities will own is a burden they are unwilling but are compelled to bear. “When we purchase new transformers with our funds and call on the [DISCO] to assist in the installation, they will instruct us to write a letter of donation to them,” said one. Communities know equipment purchase is not their responsibility, so the electric company’s response creates animosity. “When the equipment goes bad, they will tell you they don’t have spares. Then the people will contribute to go buy a cable, a feeder, a transformer, or oil. Are we supposed to contribute to buy this when we are supposed to be paying bills?” According to the communities, if they refuse to transfer ownership of self-funded electricity equipment, the electric company will deny them access to grid electricity. This presents an additional challenge for underserved and impoverished communities, further excluding them from grid services.

A review of NERC communications with consumers indicates it is aware of most of the challenges that respondents raised. In previous years, NERC’s public notice to electricity consumers stated, “It is not the responsibility of electricity customers or communities to buy, replace, or repair electricity transformers, poles, and other equipment.”¹²³

FEEDBACK AND GRIEVANCE MECHANISMS

NERC states that consumers have the right to file complaints with DISCOs and NERC forum offices (located in 35 states and the Federal Capital Territory) and to have those complaints investigated promptly. Consumers are obligated to be cordial to electricity workers. NERC says customers have a role in protecting electrical installations.

NERC requires utilities to respond to customer complaints at the closest distribution company office. DISCOs have in-store as well as online customer care platforms to attend to consumer needs. When consumers find the response to their complaint unsatisfactory, they can appeal to NERC forum offices. Consumers also have the right to appeal forum office decisions. However, no respondent mentioned having engaged with NERC forum offices.

Although on-grid utilities stated they were trying to set up customer service processes, these were perceived as largely inaccessible to the socially excluded because there was no information on how to access them.

NERC designed a Power Consumer Assembly to meet with consumers, staff of electricity utility companies, and CSOs across the country. In its second quarter report for 2020, NERC stated: “...During the quarter, no public hearing was conducted. However, the Commission, in partnership with Citizen Connect & Advice Centre, held several virtual town hall meetings from 14 - 17 June 2020. At the meetings, the Commission discussed the ongoing MAP metering implementation, customer complaints redress

mechanisms, investment in electricity infrastructure, and efforts being made to resolve issues of estimated billing and service interruption...”

The study was unable to verify how NERC chose the locations for its interactive meetings. While the meetings were publicized online, study respondents were unaware that NERC was holding them.

NERC sponsors a weekly radio program, “Electricity Spotlight Today,” on the Federal Radio Corporation of Nigeria to inform electricity consumers. NERC said it monitors all DISCO customer awareness programs. Utilities also claim to hold town hall meetings with consumers. An AEDC (Abuja Electric Company) employee said, “Every week all over Abuja we do hold town hall meetings where we meet with all customers and discuss local problems. All our contact centers have an automatic recorded message.”

COMMUNITY SOLUTIONS

Respondents indicated that power sector efforts have limited reach or are ineffective. Social inclusion actors noted they are excluded from the power sector’s community outreach. “My own opinion doesn’t matter [to them] and that is me, a member of a civil society organization. I have never seen a town hall meeting where the power distribution company calls us to come and express ourselves. There is no feedback mechanism for customers to tell the power sector how we feel, so they can make decisions that will strengthen our relationship.” Another social inclusion actor suggested, “There should be regular engagements with the power sector at the grassroots. [The DISCO] should partner with CSOs and CBOs to reach the so-called unreachable in our society.”

Most social inclusion actors, particularly in government, say they do not mediate between the communities they represent and the power sector. However, a few have designed mediation platforms but said power utilities do not respond to requests to meet. “There is no structured engagement,” one said. “Individual NGOs from time to time bring community members together with service providers to a meeting...the power sector has not honored platforms created for dialogue with the community...I am not aware of a unified platform that engages with the power sector.”

At the national level, the FCCPC and the Network for Electricity Consumers Advocacy of Nigeria mediate between consumer communities and the power sector. However, the advocacy network is a CSO set up with support from NERC and is not well financed. Nor is there political will in the sector, so impact is limited. In some states, organizations like Utilities Consumer Rights Advocacy Initiative of Nigeria in Oyo State and Aid Foundation in Kaduna have tried to be mediators between the power sector and communities. However, they equally are limited. This study finds no other evidence of CSOs tailoring mediation to meet the electricity needs of different groups.

Social inclusion actors think diversity in the power sector will improve service delivery, according to one, and “bring about effective communication among consumers and the power sector.” One encouraged wealthy community members to pay for community access to electricity. Community inclusion could benefit the power sector because community leaders could help persuade people to pay their bills, reduce electricity theft, and improve relationships with DISCOs. A respondent said the relationship would change “when people are involved, when they have a say, when they feel they are represented, and they know what is happening with the power supply or power sector.”

Respondents said some communities have set up committees of community leaders, household heads, and representatives to address their electricity concerns: “The community established a group of representatives from all the surrounding towns in Ibarapa east LGA,” said one. “This group has been active. Two years ago, the group wrote a letter to the power distribution companies reporting challenges the towns face. Another time, we visited the distribution company’s local offices and even the head office in Ibadan to complain about the poor power supply. However, none of these efforts yielded any meaningful result.”

Social inclusion actors, diverse communities, and persons with disabilities have expressed their frustration through protests at utility offices, yet the issues remain unresolved. Some communities take legal action against utilities.

Social inclusion actors and diverse communities said they did not know they are obliged to be cordial to electricity workers, and some said they are violent to electricity workers who come to their communities. NUEE employees said, “Based on the fact we have not been able to attain uninterrupted power supply or a reasonable amount of power supply in the country, members of the organization have been the first target. In the last one or two months, we’ve lost so many people to customer attacks when they were going to disconnect or ask for payment.”

Social inclusion actors believed exclusion plays a role in vandalization of electricity equipment. “Exclusion will make things very difficult and give justification to people who want to sabotage beneficial power projects and installations,” one social inclusion actor said.

Community policing can address vandalism and equipment theft, injurious to the community and the power sector, which needs the equipment to distribute power and generate revenue. Communities practice community policing not to comply with NERC’s requirement to protect installations, but to protect themselves from the financial burden of replacing equipment that has been stolen or destroyed.

SOCIAL EXCLUSION IN THE POWER SECTOR HOLDS NIGERIA BACK

Social exclusion is the whole or partial marginalization of a group of people. Because of their differentiated identity, people in such a group are barred from enjoying rights and privileges in the social system. Social inclusion, as defined in this study, is an environment that allows individuals in a society or institution to fully and actively participate in social, political, economic, and civic activities, including decision-making.

This research elicited and analyzed perceptions of the effects of social inclusion and exclusion in the power sector across respondent categories. Respondents agreed that social exclusion harms the sector and ensures that initiatives to develop the electricity industry in Nigeria are potentially unsustainable.

“A power sector that lacks diversity will end up being so partial in its dealing with the community it is supposed to serve that its services will be unsatisfactory.”

At the workforce level, power sector actors said exclusion affects the welfare and participation of different groups and ignores valuable perspectives in service and program design. They think that to achieve diversity, the power sector must adopt inclusive practices that inform planning and include minorities in the workforce. One representative of diverse communities said, “A power sector that lacks diversity will end up being so partial in its dealing with the community it is supposed to serve that its services will be unsatisfactory.” Leaders note that when the power sector fails to consider community realities, community members practice “electricity theft.” Social inclusion actors said exclusion in access to power promotes poverty and conflict. It feeds misinformation and a feeling of discrimination that can fuel conflict and violence. “When you go

out, maybe you see power in other places and you assume that you are cut off from the world entirely,” said one. “Lack of inclusion is a source of poverty,” said another. “Women, for example, with small businesses that need refrigeration [and who don’t have power] are automatically impoverished.”

Exclusion from electricity services contributes to widespread unemployment, crime, and powerlessness in communities. “Our children are jobless and have been involved in so many acts of violence and drug abuse due to lack of jobs. This would have been minimized if power were connected to our community because there would be more job opportunities,” one community member said.

Urban migration, growing across rural communities in Nigeria, is linked to exclusion from electricity access in rural areas. A community member said, “We have people who are skilled in several crafts, as well as those who work as electricians. Most went abroad to gain practical knowledge as apprentices, but because there is no inclusiveness in our power sector many of them have not returned to our communities, where they could help their people in the villages.” “Our husbands here are jobless,” one woman said. “They have to migrate to towns to find work. Our youth end up going out only to return with various afflictions.”

Unreliable electricity supply has forced young people to change careers, particularly those in rural communities. “Most of the dwellers in this community are in the informal sector. They depend entirely on electricity. We have mostly barbers, shoemakers, those who produce pure water, people who print, fashion designers, all of them rely on electricity. If we have regular electricity it will help. Now people close their shops and turn to driving Okada riders [motorcycle taxis] because they have to eat and pay rent. They return when there’s light.” In another community, young people feel a similar impact from exclusion to power: “Many do not have the money to buy or maintain generators for their business,” said a community member. “As a result, many of these youths had to abandon their businesses and drive commercial taxis and motorbikes as their means of livelihood.”

Exclusion from the power sector is responsible for rural Nigeria’s underdevelopment. As one respondent said, “Any community without light has not grown.” “Exclusion will negatively affect communities by slowing down businesses, because most businesses are based on power,” said another. The agricultural sector is equally affected. “I’m a graduate in animal health,” said one interviewee, “but I cannot start my

little farm. I cannot even store vaccines. Even the irrigation farmers who need power to pump water to their farms have been crippled because of the lack of power supply.”

Respondents said exclusion along the power sector value chain contributes to poverty, ill health, and increased burdens on women and children. More than 98,000 women die each year of ailments related to indoor and outdoor pollution.¹²⁴ For rural women who use firewood to cook, an inclusive power sector would allow them to cook with clean energy. “Electricity does not have smoke that will affect a person’s health. Women’s health will be improved when they no longer have to use firewood for cooking or drying fish,” one respondent said. Inclusion would reduce household spending to generate alternative power. “An inclusive power sector will better the lives of the people with respect to their spending on products like fuel for generators and kerosene for cooking,” one respondent explained.

Interviewees noted other implications for rural healthcare. “Two of the basic requisites for a hospital facility to function effectively are power and water,” one said. Many communities found the lack of power means hospitals have had to shut down. Community members, especially women and children, must travel long distances for medical care. Said one, “We have lost a lot of people because we don’t have electricity. We have had a lot of cases where someone needs urgent medical attention, and before a vehicle is gotten to transport the patient to the town, the person dies.” Power could increase life expectancy in other ways. Nutrition will improve, another said, with “power to refrigerate our water and food.”

Lack of power also affects overall wellbeing. Living in a hot climate, a lack of electricity means homes cannot be cooled for better sleep. Lack of power affects the after-school lives of rural children who must return to farms to perform tasks that could be mechanized with electricity. A communal nightlife is challenged by the lack of security light provides. Having power would re-energize rural nightlife. Said one: “The community itself will boom. If there is no light here, before 8 o’clock people have packed up and the whole place is in darkness. If you want to pass [through], you will [be afraid]. But if there is light, everywhere will shine, and everybody will enjoy.” Without power, people cannot use electronic phones, computers, or other devices. All these lead to despondency, income loss, and depletion of the rural economy, which extends to the national economy.

Power sector actors understand their role as nation builders. As one noted, “An adequate energy supply is, unarguably, the bedrock of industrialization. It effects the economy directly.” Of all the stakeholders in the value chain, power sector actors believe inclusion in the power sector will have the greatest impact on consumers. Social inclusion actors highlight the value of an inclusive power sector to development, which will benefit the entire nation. “By inclusion, certainly I think we will be able to get to the stage where socioeconomic and technological advancement will be achieved more rapidly,” a social inclusion actor said. Inclusion also encourages participatory development as the power sector becomes more representative of the population, including vulnerable people. “An inclusive power sector will take into account all members of the population as stakeholders,” an interviewee said.

“An adequate energy supply is, unarguably, the bedrock of industrialization. It effects the economy directly.”

Community leaders across the diverse communities believe inclusion in the power sector will have socioeconomic benefits for their communities. One also noted the benefit of repairing trust in communities’ relationship with the power sector: “It makes us happier and creates openness and transparency. It ends the stereotype people have about the power agencies. Suspicion is everywhere. Diversifying will open it up, and make people participate. It will eliminate suspicion and make for a better society.” Another noted, “A power sector that is more inclusive will simply bring about an improved standard of living, better salaries, and other amenities like pipe-borne water commonly dependent on power. It will also benefit small-scale businesses that depend on power.”

Leaders believe inclusion will erase discrimination based on class or social status. “Communities will have sufficient power supply whether poor or rich, rural or urban; power will be sufficient (for everyone),” one commented. Persons with disabilities believe inclusion will ensure the power sector will respect every citizen, giving them a sense of dignity and worthiness, as it comes to appreciate their realities and consider their needs. “Inclusion will ensure that the needs of persons with disabilities are taken into consideration,” one representative said, proposing a lower tariff for those with a disability.

For some respondents, a power sector that is inclusive is emblematic of a responsive government: “It will imply that the government pays more attention to our pleas as a community on issues of power supply,” one said. “And also, whenever we call them on other issues, they will easily attend to our calls.”

“Inclusiveness promotes peaceful cohabitation, and this ultimately leads to progress, not only in the power sector, but also in society.”

For many community leaders, light is life. “A power sector that is more inclusive will increase community development,” one said. “Inclusiveness promotes peaceful cohabitation, and this ultimately leads to progress, not only in the power sector, but also in society.” The benefits of inclusion, including happiness, will be shared by all. “Every community will benefit. Even the old will be happy, the young people will be happy!”

The 2030 Sustainable Development Goals are anchored to the pledge “leave no one behind.” One respondent echoed those words, saying social inclusion in the power sector means “nobody will feel left behind, and everybody will feel included and happy with the system.” The World

Happiness Index notes that a country and its people are happy when communities and societies have fewer inequalities, when trust in people and public institutions is high.¹²⁵ Power sector actors, social inclusion actors, diverse communities, and special interest groups expressed these sentiments in interviews and discussion groups. Perhaps social inclusion in the power sector will make Nigeria a country full of happiness.

RECOMMENDATIONS

The study's findings and conclusions inform the following recommendations, developed in consultation with research participants and key stakeholders.

I. POWER SECTOR CAPACITY: Strengthen power sector capacity to develop, implement, and monitor gender and social inclusion.

- I.1. Assess power sector policies from a gender and social inclusion perspective.** Where necessary, revise to align with national priorities that advance inclusion, e.g., the National Employment Strategy, the Discrimination Against Persons with Disabilities (Prohibition) Act, the Violence Against Persons Prohibition Act, and others. Articulate gender and social inclusion as intrinsic objectives of each policy. Hold public policy consultations to share information and solicit stakeholder feedback—involve relevant ministries, local communities, persons with disabilities, marginalized groups, social inclusion actors, and CSOs to ensure broad representation and voice.
- I.2. Implement gender and social inclusion-responsive budgeting.** Put in place processes to implement the planning, collection, and allocation of public resources in ways that contribute to and reinforce gender equality, diversity and women's empowerment.
- I.3. Embed commitment to gender and social inclusion in program planning and design.** Conduct gender and social inclusion analyses and develop sensitized, responsive indicators and action plans. Please see Power Africa's [Gender and Social Inclusion Considerations Checklist](#) for more information on integrating gender and social inclusion into programming.
- I.4. Strengthen institutional capacity to understand and apply gender, social inclusion, and diversity principles and practices across the power sector at all levels.** Prepare user-friendly guidelines, tools, manuals, and training materials to support planning, programming, and budgeting. Develop standard operating procedures to assist institutions to involve persons with disabilities and members of other vulnerable groups in power sector programming. Recruit technical experts to expand knowledge and expertise for key processes and milestone activities. Include gender-sensitive curriculum in mid- and upper-level institutions of learning and empower women to participate in STEM courses.
- I.5. Regularly assess the progress made toward achieving gender and social inclusion policy objectives.** Design, fund, and operationalize monitoring and evaluation staff, processes, and tools. Systematically collect data on and analyze policy achievements, obstacles, and gaps. Seek diverse stakeholder perspectives on the effectiveness of strategies and work plans. Publicize findings, conclusions, and recommendations.
- I.6. Strengthen interagency and cross-sectoral collaboration.** Build on linkages between USAID, AFD, GIZ, UK FCDO, and other development partners to share gender and social inclusion learning and leading practices. Identify and leverage synergies between power sector projects and education, health, agriculture, and gender-based violence programs, which deal directly with communities and diverse populations.

2. WORKFORCE POLICIES AND PRACTICES: Address barriers to inclusion and adopt inclusive workforce policies and practices across power sector stakeholders.

- 2.1. Invest in workplace infrastructure changes that make the power industry more accessible.** Redesign outreach for vacancy advertisements. Optimize the visibility of women and persons with disabilities by highlighting them in media, websites, brochures, and other promotional materials. Include provisions for disability-inclusive infrastructure in workplace budgets, policies, and workspace design.

- 2.2. **Shape power sector company and organizational workforce policies to promote gender and social inclusion.** Assess existing policies from the gender and social inclusion perspective. Redesign or create new policies where necessary to align with the Discrimination Against Persons with Disabilities (Prohibition) Act., the Violence Against Persons Prohibition Act, the Labor Law, NEP, EPSRA, and others. For guidance, see [Engendering Utilities: Integrating Gender into Workplace Policies](#).
 - 2.3. **Use active labor market measures that can increase and enhance employment of marginalized groups.** These can include training, job rotation and job sharing, start-up and employment incentives, and direct job creation. Set targets for the employment and advancement of women, persons with disabilities and other marginalized groups, and monitor and report on results. In addition to recruitment and retention practices, promote and measure participation in technical and professional skill development, internships, networking, and mentorship. Take steps to increase representation in managerial roles, on boards, and in succession planning opportunities. Support departments with low participation of these groups and recognize departments that make progress. Hold sector leadership accountable for meeting targets.
 - 2.4. **Challenge and address social and cultural norms impeding women, persons with disabilities, and other marginalized groups from participating in the sector.** Identify and collaborate with gender and social inclusion champions in the power sector; implement campaigns through social and traditional media; and develop partnerships with local leaders, schools, and training and rehabilitation centers.
3. **VALUE CHAIN ENHANCEMENTS: Integrate gender and social inclusion across the demand side of the power sector value chain.**
 - 3.1. **Conduct a risk analysis** of the impact of power sector policies and programs on poor and marginalized communities. Ensure communities are actively involved in the identification and analysis of the adverse effects they might face due to the implementation of a policy or program. Also provide opportunities for and track direct participation in the planning, design, implementation, monitoring and evaluation of the program to mitigate unintended harmful consequences.
 - 3.2. **Shape consumer policies, customer care, and client-facing infrastructure to the needs and interests of women, persons with disabilities, and other marginalized groups.** Conduct a gender- and inclusion-sensitive analysis to understand constraints and windows of opportunity along the value chain. Redesign policies, services, and infrastructure where necessary. Adopt a participatory approach involving ministries, local communities, persons with disabilities, marginalized communities, social inclusion actors, and CSOs in consultations.
 - 3.3. **Implement regular social mobilization activities to share information, raise awareness, and promote inclusive decision-making.** These are vital to enhancing participation, voice, and agency of women, and excluded groups at all phases of energy interventions. Set quotas for and monitor and report on participation of women and excluded groups in user groups and concern committees, especially in decision-making positions, to ensure effective representation and participation of all groups. Design and widely disseminate transparent consumer messaging for diverse audiences in conjunction with enhancing accessibility and quality of consumer policies, customer care, and client-facing infrastructure.
 - 3.4. **Prioritize power access for entities that serve vulnerable community members.** This can include schools, hospitals, health clinics, gender-based violence centers, and youth centers in rural or off-grid areas. Such facilities play a significant role in the health and wellbeing of vulnerable or marginalized populations. Assess and support power needs that will enable facilities and staff to provide uninterrupted delivery of essential services and treatments, efficiently operate critical

equipment requiring reliable power, keep their doors open longer each day, and provide patients and other clients with a comfortable environment.

- 3.5. **Partner with gender lens investors to help them recognize women and persons with disabilities as energy entrepreneurs as well as independent power users.** Consider the challenges of land ownership/rights, access to credit, and social constraints when designing financing schemes that can help excluded groups to launch power-related enterprises. Consider the same factors when designing policies and programs to aid marginalized and excluded populations to access affordable power, services, and technologies.

4. AREAS FOR FURTHER STUDY:

- 4.1. Assess impact by gender of parental and maternity leave benefits, social security, pension plans, retirement schemes, child-related allowances on power sector employees.
- 4.2. Assess gender differences in earnings and career paths in the power sector.
- 4.3. Assess gender dynamics and decision-making about energy in households and the impact of inadequate access to power on women and men, including elders, boys and girls, those with chronic illnesses, and persons with disabilities, particularly in underserved, marginalized, and low-income communities.

APPENDICES

APPENDIX I: RESEARCH SCOPE OF WORK

Scope of Work

Nigeria Power Sector Program

Assessment of Social Inclusion and Diversity in the Energy Sector

A. Background and Specific Challenges to Be Addressed by this SOW

The Nigeria Power Sector Program (NPSP) is a five-year USAID effort to achieve the ambitious goals of the Power Africa Initiative. Gender and diversity mainstreaming are important components of NPSP.

A review of energy sector literature and discussions with energy sector stakeholders revealed that social, geographic, ethnic, religious and political divisions as well as the domination of a handful of ethnic groups in political and economic life within Nigeria may lead to decreased access to energy and other amenities, and under-representation of certain groups in energy programs and activities. Persons living with disabilities also appear to be absent from energy sector discourse. However, there is limited research on social inclusion and diversity in the energy sector, particularly in the Nigerian context. This significantly hampers understanding of the issues and development of viable measures to bring improvements.

In response, NPSP is conducting this assessment to expand information and evidence on social inclusion and diversity in the energy sector and provide key actors with actionable guidance to strengthen policy and practice. NPSP also intends to apply assessment results to inform its programming.

B. Objectives

- To map Nigerian energy stakeholders, including roles, interests, and relative power/influence, and identify socially disadvantaged and excluded groups.
- To analyze the energy needs, use and accessibility of socially excluded groups.
- To identify the various social, geographical, ethnic, cultural, and economic factors that affect the participation of excluded groups in energy development and use.
- To examine impacts, both positive and negative, on the welfare, empowerment, social inclusion and diversity relations of energy sector operations.
- To recommend strategies and approaches for social inclusion and diversity in energy sector planning, project design and implementation, operations, and capacity building.

C. Specific Tasks under this Scope of Work

Under this Scope of Work, the consultant shall perform, but will not be limited to, the following tasks:

Task 1 Develop Inception Report

Activity 1.1 Consult NPSP staff and key stakeholders on research design and work plan

Activity 1.2 Conduct initial desk review

Activity 1.3 Conduct stakeholder analysis

Activity 1.4 Develop inception report based on NPSP outline, and submit to NPSP for review

Task 2 Data Collection

Activity 2.1 Conduct an in-depth review of available literature

Activity 2.2 Conduct key informant interviews and stakeholder surveys

Task 3 Data Analysis and Presentation of Findings

Activity 3.1 Analyze data

Activity 3.2 Present initial findings to NPSP

Activity 3.3 Finalize presentation for stakeholders

Task 4 Validation of Findings and Draft Report

Activity 4.1 Conduct stakeholder workshop to validate findings

Activity 4.2 Draft report based on NPSP outline, and submit to NPSP for review

Activity 4.3 Revise and finalize report based on NPSP comments

Task 5 Follow-Up Data Collection and Analysis

Activity 5.1 Conduct five key informant interviews with stakeholders who were not able to participate in first round of data collection

Activity 5.2 Analyze data

Task 6 Webinar Presentations / Consultations

Activity 6.1 Prepare PowerPoint presentation of research findings and conclusions based on updated version of the working paper

Activity 6.2 Produce a list of questions to guide stakeholder consultations on research findings, conclusions, and recommendations and on research dissemination modalities

Activity 6.3 Present draft presentation and questions to NPSP

Activity 6.4 Integrate NPSP feedback, and finalize presentation and questions for stakeholders

Activity 6.5 Conduct six webinar presentations for different stakeholder groups (1.5 to 2 hours/webinar)

Task 7 Final Presentation and Working Paper (Report)

Activity 7.1 Revise PowerPoint presentation to incorporate stakeholder feedback from presentations/consultations and NPSP comments

Activity 7.2 Present revised presentation to NPSP

Activity 7.3 Integrate NPSP feedback, and finalize presentation

Activity 7.4 Revise working paper, incorporating stakeholder feedback from presentations/consultations and NPSP comments

Activity 7.5 Finalize working paper, incorporating NPSP comments

D. Deliverables

The Consultant shall produce the following deliverables by the end of this consultancy:

- Draft Inception Report
- Final Inception Report
- Draft presentation of findings to NPSP
- Final presentation of findings
- Stakeholder validation workshop

- Draft report
- Final report
- Task 5 Five (5) follow-up key informant interviews due Sept 14, 2020
- Task 6 Updated draft presentation on research to NPSP for presentations/consultations Due Nov 9, 2020
 - Task 6 Updated final presentation on research for presentations/consultations
 - Task 6 Draft list of guiding questions for presentations/consultations
 - Task 6 Final list of guiding questions for presentations/consultations
 - Task 6 Six (6) webinar presentations/consultations
- Task 7 Revised draft presentation on research to NPSP due Dec 7, 2020
 - Task 7 Revised final presentation on research
 - Task 7 Revised draft working paper
 - Task 7 Revised final working paper
- All meeting notes due Dec 7, 2020
 - Any other required deliverables

E. Period and Place of Performance

The tasks will be undertaken in **Abuja and Lagos, Nigeria**, and through state-level data collectors and will take place between **November 2019 through December 15, 2020**.

F. Level of Effort

Task	Days
Assessment Design / Inception Report	10
Data Collection	30
Data Analysis and Presentation of Findings	15
Validation of Findings and Reporting	15
Follow-Up Data Collection and Analysis	6
Webinar Presentations / Consultations	7
Revised Presentation and Working Paper (Report)	7
Total	90

APPENDIX 2: DETAILED METHODOLOGY

KEY STUDY FEATURES

The study utilized two key activities to help achieve its objectives:

Research Working Group: The research working group of experts working in Nigeria’s power sector in government, private sector, and civil society institutions provided guidance on the study approach in meetings, key informant interviews, and a validation exercise.

Stakeholder Mapping: PA-NPSP and the research working group conducted a stakeholder mapping exercise in November 2019. The exercise, supported by informed analysis, created a view of key actors in the Nigerian power sector that offered a glimpse into the nature of the power and their influence, interests, and roles.

The study used the stakeholder mapping exercise and ongoing analysis to identify groups recognized as socially disadvantaged that might be excluded. From that, the study categorized power sector stakeholders according to their perceived power and influence in achieving the country’s power sector goals. Discussions with research working group members helped identify gaps among stakeholders and a significant knowledge gap on social inclusion actors and the consumer community.

The study also included the following research activities.

1. **Meetings:** Meetings included in-person and virtual consultations and debriefs on progress.
2. **Desk Work:** Desk work included collecting secondary data, conducting a literature review, performing administrative tasks, and developing study tools, all central to data analysis and reporting.
3. **Outreach:** To ensure community engagement, PA-NPSP contacted some respondents before field research to introduce the study through email or phone calls. The enumerators used state mapping to identify potential respondents. Outreach identified the processes to locate respondents and the platforms for communicating with stakeholders.
4. **Training:** PA-NPSP trained the enumerators for fieldwork, focusing on the study goal and modalities, to ensure compliance with requirements.
5. **Field Work:** Enumerators performed field work to gather primary data.

SAMPLING AND DATA COLLECTION

Selection Bias. Some biases were inherent in the study design (see below). Selection bias is evident in the choices some made. The study included Lagos and Abuja because they are home to the ministries, departments, and agencies (MDAs) and headquarters of most stakeholders. In these two states, PA-NPSP’s security protocols, knowledge of, and access to partners informed choice of study sites. In other states, the safety of enumerators was a factor. Security clearance protocol and resources limited the number of sites and sample size.

Study Population. This study interviews 776 people in 31 MDAs, 41 power sector institutions, 26 CSOs, and six development partners. To the extent possible, the study ensured a gender representative sample, with 502 men (65 percent) and 274 women (35 percent).

The study used the literature review, the power sector stakeholder mapping and analysis, and discussions with PA-NPSP staff to identify interviewees. PA-NPSP developed a comprehensive stakeholder listing from its stakeholder analysis. Analysis also guided the identification of potentially excluded groups. These activities permitted the study to categorize power sector stakeholders. PA-NPSP divided study participants into three major groups: **Power Sector Actors**, **Social Inclusion Actors**, and **Diverse Communities**.

- I. **Power Sector Actors:** The power sector workforce—those with decision-making positions in government (heads of MDAs and heads of parastatals), managers of CSOs, private institutions, and development partner organizations (directors, assistant directors, and heads of human resources, and customer service departments); and junior and mid-level employees.
- II. **Social Inclusion Actors:** People working with MDAs, CSOs, CBOs, and social service providers (private and public) to increase social inclusion in communities and institutions. It includes managers and leaders of organizations, networks, religious institutions, and community centers.
- III. **Diverse Communities:** Communities and groups living in LGAs, urban and rural, on- and off-grid, who may be excluded from the power sector. PA-NPSP expected social inclusion actors would validate findings from these groups.

Table 3 depicts the data collection methods used and positions by stakeholder category.

Table 3: Study Populations and Methods

Stakeholder Category	Position	Method
Power Sector Actors	CEOs, directors, managers, department heads	KIIs
	Junior and mid-level employees	Questionnaire
Social Inclusion Actors	Managers, directors, department heads, and leaders of government agencies and CSOs.	KIIs
Diverse Communities	Groups or leaders of groups desk research identified as socially excluded.	KIIs and focus group discussions

STUDY LOCATIONS

This study covered eight states in six geopolitical zones. In the eight states, the study covered **20** senatorial districts, **37** LGAs, and **70** communities, **11** of which were off-grid, spread across **33** urban communities, **18** semi-urban communities, and **19** rural communities. The study chose locations representative of the group characteristics of exclusion. The study included vulnerable groups whose opinions are often neglected in studies.

See Table 3: Study locations, for details on geopolitical zones, districts, and LGAs.

STUDY SAMPLE

The study selected a sample size of **776**, based on the available time and resources. However, PA-NPSP eventually conducted **468 surveys** using the social inclusion and diversity workforce questionnaire.

Because PA-NPSP adopted a mixed-method approach, the study supplemented the statistical information the workforce questionnaire generated with qualitative data from **146** KIIs and **26** focus group discussions.

See Tables 4–8 for details on the data distribution across region, states, and stakeholders, with sex disaggregation.

STUDY TOOLS

PA-NPSP designed the quantitative social inclusion and diversity workforce questionnaire using close-ended questions and a few open-ended questions. PA-NPSP adapted it into a computer-assisted personal interview with geolocation capacity to generate aggregate data on the opinions of junior and mid-level career employees across the power sector on social inclusion and exclusion in the workforce, the potential of retention, their workspaces, and barriers to career advancement.

The qualitative approach included focus group discussions and KIIs. These tools elicited contextual information and insight into the needs, interests, and challenges of special needs stakeholders and the perceptions of key actors.

Table 4: Study Locations

Geopolitical Zone	States	District	LGA/Study Locations
North-Central	Plateau State	Plateau North Plateau Central	Jos South LGA Jos North LGA Pankshin LGA Barkin Ladi LGA
	Abuja	Abuja Municipal Area Council	All Districts Garki
North-West	Kaduna State	Kaduna Central Kaduna North Kaduna South	Chikun LGA Igabi LGA Zaria LGA Kaduna south LGA
North-East	Taraba State	Taraba-Central Taraba-North Taraba-South	Sardauna LGA Lau LGA Wukari LGA Jalingo-Capital Bali LGA
South-West	Oyo State	Oyo Central Oyo North Oyo South	Ibadan SW LGA Ibarapa East LGA Atisbo LGA Ogbomosho South LGA
	Lagos State	Lagos West Lagos Central	Amuwo-Odofin LGA Ikeja LGA Eti-osa LGA Lagos Mainland LGA
South-East	Imo state	Imo North Imo East Imo West	Isiala Mbano LGA Owerri Municipal LGA Ngor Okpala LGA Ohaji Egbema LGA
South-South	Delta State	Delta Central Delta North Delta East	Oshimili South LGA Ugheli South LGA Ugheli North LGA Sapele LGA Uvwie LGA Warri South-West LGA Patani LGA Ndokwa West LGA Isoko South LGA Okpe LGA Udu LGA

DISTRIBUTION OF THE FULL SAMPLE

PA-NPSP administered **468** questionnaires to power sector actors only in the six geopolitical zones. See Table 5 for the breakdown.

Table 5: Sample of Quantitative Data by Geopolitical Zone

GEO-POLITICAL ZONE DATA	
Geo-political zone	No:
North-Central	91
North-West	65
North-East	70
South-West	113
South-East	70
South-South	59
TOTAL	468

Table 6 covers questionnaires administered by state.

Table 6: Sample of Quantitative Data by State

State	Number of Questionnaires
Plateau	61
Abuja	30
Kaduna	65
Taraba	70
Oyo	64
Lagos	49
Imo	70
Delta	59
Total	468

This exercise generated **165** qualitative data inputs, broken down by states in Table 7.

Table 7: Qualitative Data Sample by Tools and State

QUALITATIVE DATA			
State	KIIs	Focus group discussions	Total
Plateau	15	5	20
Abuja	17	1	18
Kaduna	21	4	25
Taraba	21	4	25
Oyo	18	3	21
Lagos	21	0	21
Imo	16	4	20
Delta	17	5	22
TOTAL	146	26	172

Table 8: Data Distribution by Stakeholder Category

Stakeholder Categories	Questionnaire	KII	Focus group discussions
Power Sector Actors	468	59	3
Social Inclusion Actors	0	37	1
Diverse Communities	0	50	22
Total	468	146	26

Table 9: Sex Disaggregated Data Across Tools

Sex	KII	Focus group discussion	Questionnaire
Male	107	88	307
Female	39	74	161
Total	146	162	468

Table 10: Sex Disaggregated Demographic Data from Quantitative Survey

Variable	Male	Female	Total
Age Group	n=307	n=161	N=468
18–25	8.8	16.2	11.3
26–35	35.2	39.8	36.8
36–45	32.3	33.5	32.7
46–55	18.6	10.6	15.8
56–65	3.9	0.0	2.6
66+	1.3	0.0	0.8
Religion			
Muslim	26.7	11.8	21.6
Christian	72.3	88.2	77.8
Other	1.0	0.0	0.6
Disability Status			
No	99.4	100.0	99.6
Yes	0.6	0.0	0.4
Marital status			
Married	73.3	52.2	66.0
Divorced	0.0	3.1	1.1
Widowed	0.7	1.9	1.1
Single	26.0	42.8	31.8
Parental status			
Parent	68.1	56.5	64.1
Non-parent	31.9	43.5	35.9
Level of education			
Primary	1.0	1.2	1.1
Secondary	16.3	7.5	13.3
Post-secondary	82.7	91.3	85.6
Public/Private Sector or CSO			
Civil service	20.9	20.5	20.7
Private sector	76.6	73.9	75.7
NGO	2.5	5.6	3.6
Level employed			
Mid-level	43.6	42.2	43.2
Entry level	39.7	48.5	42.7
Management level	16.6	9.3	14.1

Table 11: Data on Ethnicity from Quantitative Survey

Variable	Plateau	Abuja	Kaduna	Taraba	Oyo	Lagos	Imo	Delta	Total
Ethnicity	N=61	N=30	N=65	N=70	N=64	N=49	N=70	N=59	N=468
Afema	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.4	0.4
Afizere	1.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Alagul	1.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Ibibio/Anang/Efik	4.9	3.3	0.0	0.0	1.6	0.0	2.9	3.4	1.9
Atyap	0.0	0.0	3.1	0.0	0.0	0.0	0.0	0.0	0.4
Auchi	0.0	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.2
Banju	1.6	3.3	4.6	0.0	0.0	0.0	0.0	0.0	1.1
Bashar	0.0	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.2
Benin	0.0	6.7	0.0	0.0	0.0	6.1	0.0	0.0	1.1
Berom	24.6	0.0	1.5	0.0	0.0	0.0	0.0	0.0	3.4
Chamba	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.2
Cona	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.2
Dingi	0.0	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.2
Ebira	1.6	3.3	3.1	0.0	0.0	0.0	0.0	1.7	1.1
Yoruba	4.9	20.0	6.2	0.0	90.6	67.4	5.7	11.9	24.6
Esan	0.0	3.3	0.0	0.0	1.6	0.0	0.0	5.1	1.1
Fulani	6.6	3.3	10.8	11.4	0.0	2.0	0.0	0.0	4.5
Gbagyi	0.0	0.0	4.6	0.0	0.0	0.0	0.0	0.0	0.6
Gembu	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.2
Gwari	0.0	0.0	0.0	0.0	0.0	0.0	1.4	0.0	0.2
Gwomu	0.0	0.0	0.0	1.4	0.0	0.0	0.0	0.0	0.2
Hausa	1.6	0.0	33.9	7.1	0.0	0.0	0.0	0.0	6.0
Higgi	0.0	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.2
Igbo	6.6	36.7	1.5	4.3	4.7	8.2	87/1	17.0	20.7
Idoma	1.6	3.3	1.5	0.0	1.6	4.1	0.0	0.0	1.3
Igala	1.6	0.0	3.1	0.0	0.0	2.0	1.4	0.0	1.1
Ijaw	1.6	0.0	0.0	0.0	0.0	2.0	0.0	1.7	0.6
Isoko	0.0	3.3	0.0	0.0	0.0	0.0	0.0	5.1	0.9
Itshekiri	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.1	0.6
Urhobo	0.0	0.0	1.5	0.0	0.0	6.1	1.4	33.9	5.3
Tiv	6.6	3.3	1.5	2.9	0.0	0.0	0.0	1.7	1.9
Mumuye	0.0	0.0	0.0	7.1	0.0	0.0	0.0	1.7	1.3
Ngas	8.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.1
Jukun	1.6	0.0	0.0	14.3	0.0	0.0	0.0	0.0	2.4
Kagoro	0.0	0.0	3.1	0.0	0.0	0.0	0.0	0.0	0.4
Kuttem	0.0	0.0	0.0	8.9	0.0	0.0	0.0	0.0	1.3
Mambilla	0.0	0.0	0.0	7.1	0.0	0.0	0.0	0.0	1.1
Mangu	4.9	0.0	1.5	0.0	0.0	0.0	0.0	0.0	0.9
Margi	0.0	3.3	0.0	5.7	0.0	0.0	0.0	0.0	1.1
Minchika	0.0	0.0	0.0	2.9	0.0	0.0	0.0	0.0	0.4
Moroa	0.0	0.0	3.1	0.0	0.0	0.0	0.0	0.0	0.4
Jenjo	0.0	0.0	0.0	2.9	0.0	0.0	0.0	0.0	0.4
Janju	0.0	0.0	0.0	2.9	0.0	0.0	0.0	0.0	0.4
Kilba	3.3	0.0	0.0	4.3	0.0	0.0	0.0	0.0	1.1
Lugunda	0.0	0.0	0.0	2.9	0.0	0.0	0.0	0.0	0.4
Wurkun	0.0	0.0	0.0	4.3	0.0	0.0	0.0	0.0	0.6
Others	14.8	6.7	9.2	5.7	0.0	2.0	0.0	8.5	5.8

DATA COLLECTION TOOLS

- Social inclusion and diversity questionnaire for the power sector workforce.



1 SIDS Employee
Questionnaire.docx

- Social inclusion and diversity key informant interview guide for power sector actors.



2 SIDS PSA KII .docx

- Social inclusion and diversity key informant interview guide for social inclusion actors.



3 SIDS SIA KII .docx

- Social inclusion and diversity focus group discussion guide for persons with disabilities.



4 SIDS PWD FGD
Guide.docx

- Social inclusion and diversity focus group discussion guide for internally displaced persons and pastoralists.



5 SIDS IDP and
Pastoralists FGD Guid

APPENDIX 3: RESEARCH TEAM BIOS

The team was composed of a research lead, female academic consultants to fa, and a data analyst. Each has the requisite experience and proven record of delivering on social development research initiatives.

Table 12: Research Team Member Profile

Name	Role	Profile
Adaobi Nkeokelonye PhD.	Team Lead Produced report Enumerator–South West/North Central Lagos and Abuja Qualitative data analyst	A social development researcher with more than 16 years of experience in Nigeria’s social development sector. She has participated in regional research while leading national-level research covering a broad spectrum of development. She has published research reports for local and international organizations that have contributed to policy design, implementation, and development programming. In this project, she applied research and technical report writing skills.
Binta Iiyasu, PhD.	Enumerator–North-Central Geopolitical Zone Plateau State	Chief Research Officer at the Nigerian Institute for Trypanosomiasis Research, in Jos, Plateau State, Nigeria. Dr. Iiyasu handled data collection in Plateau State.
Folake Akinbode PhD.	Enumerator–South-West Geopolitical Zone Oyo State	A senior research fellow (senior lecturer) at the Institute of Agricultural Research and Training, Moor Plantation, Ibadan, Oyo State. Dr. Akinbode handled data collection in Oyo State.
Ardo Aishatu Bashir	Enumerator–North-East Geopolitical Zone Taraba State	An assistant lecturer at the Department of Animal Science, Faculty of Agriculture, Taraba State University, Jalingo, Nigeria. She handled data collection in Taraba State
Halima Bello Sarki	Enumerator–North-West Geopolitical Zone Kaduna State	A Ford Foundation fellow and gender and development consultant with more than five years’ experience working in Nigerian development. She handled data collection in Kaduna State.
Eseoghene Ajuyah	Enumerator–South-South Geopolitical Zone Delta State	Worked in the development field in different capacities during the last 10 years in research and documentation, program design and management, fundraising, public relations, and media communication. She recently completed a project on interventions of sexual- and gender-based violence in Lagos State, Nigeria. She handled data collection in Delta.
Maureen Chijioke-Okere	Enumerator–South-East Geopolitical Zone Imo State	A lecturer at the School of Physical Science, Department of Chemistry at the University of Technology, Owerri, in Imo State. She handled data collection in Imo state.
Ifedapo Agbeja	Quantitative data analyst	A monitoring and evaluation specialist with more than seven years’ experience working on nationwide surveys across a spectrum of social development issues. In this activity, he monitored all quantitative data entry and conducted the compilation and analysis.

APPENDIX 4: SOURCES OF INFORMATION

RESEARCH WORKING GROUP

- Lande Abudu, Executive Secretary, Renewable Energy Association of Nigeria, Abuja
- Habiba Ali, Managing Director/CEO, Sosai Renewable Energies Company, Kaduna
- Chinenye Anekwe, Gender Expert/Business Development Manager, Solar Sisters, Lagos State
- Nneka Chime, Associate Principal & Head of Nigeria Advisory, Cross Boundary
- Ifeoma Malo, CEO, Clean Technology Hub, Abuja
- Ujunwa Ojemeni, Senior Technical Adviser, Policy, Investment, Implementation, Office of the Honorable Commissioner for Energy & Mineral Resources, Lagos State
- Imeh Okon, Senior Special Assistant to the President on Infrastructure, Technical Advisory Team on Infrastructure, Office of the Vice President, Presidential Villa State House, Abuja
- Muktar Shagaya, Rural Electrification Agency, Abuja
- Alonge Yesufu, Director of Development, Black Rhino Group/Qua Iboe Power Plant

KEY INFORMANTS

A. Development Partners

- Agence Française de Développement (AFD) Program Office, Abuja
- Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Capacity Development & Private Sector Collaboration Nigerian Energy Support Programme (NESP), Abuja
- United Kingdom Nigeria Infrastructure Advisory Facility (UKNIAF), Gender and Social Inclusion Office, Abuja
- USAID/Nigeria, Economic Growth and Environment Office, Abuja
- World Bank, Energy Access Office

B. Power Sector Actors

- Abuja Electricity Distribution Company, Wuse, Abuja
- Afrinergia Wuse 2, Abuja
- Ashdam Solar Company Ltd. Ibadan, Oyo State
- Axxella Limited, Eti-Osa, Lagos State
- BEDC Electricity PLC, Delta State
- BEDC Electricity, Warri-Sapele Road, Delta State
- Benita Gas Ltd, Delta State
- Blue Camel Energy Limited, Jos North Local Government, Plateau North, Plateau State
- Charcoal Sellers, Jalingo, Taraba State
- CleanTech Hub I, Asokoro, Abuja
- Department of Petroleum Resources, New Owerri, Imo State
- Eco-Power Resources, Owerri, Imo State
- Elektron Energy, Victoria Island, Lagos State
- Energy Training Centre, Ikeja, Lagos State
- Enugu Electricity Distribution Company (EEDC), Owerri, Imo State
- Federal Ministry of Power, Abuja
- Firewood Sellers Association, Jalingo, Taraba State
- Genesis Solutions, Asaba, Delta State
- Genesis Gas Nig. Ltd. Delta State
- Ibadan Electricity Distribution Company (IBEDC), Ibadan, Oyo State
- IBEDC, Eruwa Station, Eruwa, Oyo State
- IBEDC, Ogbomoso Station, Ogbomoso, Oyo State

- Ikeja Electricity Distribution Company, Ikeja, Lagos State
- Imo Power Rural Electrification Agency, Owerri, Imo State
- Income Electrix, Ltd, Ughelli, Delta State
- Income Electrix, Ltd. Delta State
- Jos Electricity Distribution Plc, Jos North Local Government, Plateau North, Plateau State
- Kaduna Electricity Distribution Company (KEDCO), Kaduna Central, Kaduna State
- KEDCO, Chikun LGA, Kaduna State
- KEDCO, Kaduna south, Kaduna State
- KEDCO, Kaduna State
- KEDCO, Kujama Chikun LGA, Kaduna State
- KEDCO, Zaria LGA, Kaduna State
- Kaduna State Power Supply Company, Kaduna Central, Kaduna State
- Kakura Firewood Sellers, Chikun LGA, Kaduna State
- Lagos Energy Academy, Ikeja GRA, Lagos State
- Lagos State Electricity Board, Ikeja, Lagos State
- Licensed Electrical Association of Nigeria, Delta State
- Ministry of Energy and Mineral Resources, Lagos State
- Ministry of Energy and Mineral Resources, State Secretariat, Agodi, Ibadan, Oyo State
- Ministry of Public Utilities, Electrical Services Directorate, Owerri, Imo State
- NEMSA, Jos North Local Government, Plateau North, Plateau State
- Nextgen Energy and Allied Services, Ibadan, Oyo State
- Nextier Power Wuse 2, Abuja
- Nigerian Electricity Management Services Agency (NEMSA), Owerri, Imo State
- Nigerian Electricity Regulatory Commission (NERC), Owerri, Imo State
- Nigerian Electricity Regulatory Commission Central Business District, Abuja
- Nigerian Power Training Institute, Mboru District Federal Capital Territory, Abuja
- Novel Solar Company, Apake, Ogbomoso, Oyo State
- Office of the Commissioner, State Secretariat, Alausa, Ikeja, Lagos
- Oolu Solar Energy Nig. Ltd. New Eruwa, Eruwa, Oyo State
- Pamtronics Nigeria Limited, Jos South Local Government, Plateau North, Plateau State
- Plateau State Ministry of Water Resources and Energy, Jos North Local Government, Plateau North, Plateau State
- Renewable Energy Association of Nigeria, Lagos State
- Rural Electrification Agency, Wuse 2, Abuja
- Sapele Power PLC, Sapele, Delta State
- Sardauna Local Government Rural Electricity Board, Gembu, Sardauna Local Government, Taraba State
- Shell Foundation, Central Business District, Abuja
- Solar Essentials & Power Ltd, Warri, Delta State
- Solar Sisters Gbagada, Lagos State
- Solar Tech Energy/Solar Electric, Jos North Local Government, Plateau North, Plateau State
- SOSAI Renewable Energies Company, Kaduna Central, Kaduna State
- Sun-field Energy Enterprise, Chikun LGA, Kaduna State
- Taraba Gas Limited, Jalingo, Taraba State
- Taraba Rural Electricity Board, Jalingo, Taraba State
- Transmission Company of Nigeria, Owerri. Imo State
- Transnational Corporation of Nigeria, Delta State

- Tunga Small Dam Hydropower Plant, Mambilla Beverages Production Company, Sardauna Local Government, Taraba State
- Unit Charcoal Leaders, Owerri, Imo State
- Wood Dealers, Owawha Community, Ughelli South, Delta State
- Yola Electricity Distribution, Jalingo, Taraba State

C. Social Inclusion Actors

- African Women Energy Development Initiative Network Abuja
- AID Foundation, Barnawa Kaduna South LGA, Kaduna State
- Centre for Developmental Research and Trainings, Zaria, Kaduna State
- Christian Association of Nigeria, Taraba Chapter, Jalingo, Taraba State
- Development Community Impact, Warri, Delta State
- Enhancing Communities Action for Peace and Better Health Initiatives, Igabi LGA, Kaduna State
- Global Peace Foundation, Kaduna South, Kaduna State
- Jalingo Local Government Area Office, LG Secretariat, Jalingo, Taraba State
- Joint Association of People Living with Disabilities, Unguwan Baraya. Jalingo, Taraba State
- Joint Association of Persons with Disability, Kaduna State Rehabilitation Board, Kaduna State
- Joint National Association of Persons with Disabilities, Owerri Municipal Local Government Area, Imo State
- Joint National Association of Persons with Disabilities, Oyo State Chapter, Sango, Ibadan, Oyo State
- Justice Development and Peace Caritas, Catholic Social Centre, Kaduna State
- Justice Development and Peace Commission Lagos, Yaba, Lagos State
- Kaduna State Ministry of Health, Kaduna State
- Kaduna State Ministry of Human Services and Social Development, Kaduna State
- Kaduna State Rehabilitation Board, Kaduna State
- Knowledge for the Blind Initiative, Kaduna State
- Lagos Civil Society Network, LASCOP Office, Surulere, Lagos State
- Lagos State Joint National Association of Persons with Disabilities, Lagos State
- Lagos State Office for Disability Affairs, Ikeja Secretariat, Ikeja, Lagos State
- Leaders Awareness for Women in Nigeria (League of Democratic Women), Kaduna State
- Maigodiya Center for Youth and Women Development, Wuro-sembe, Jalingo, Taraba State
- Ministry of Gender Affairs and Vulnerable Persons, State Secretariat Complex, Owerri, Imo State
- Ministry of Women Affairs and Social Development, Asaba, Delta State
- Ministry of Women Affairs and Social Inclusion, State secretariat, Agodi, Ibadan, Oyo State
- National Electricity Consumer Advocacy Network, Garki, Abuja
- National Union of Electricity Employees, Sabo-Yaba, Lagos State
- National Youth Council, Oyo State Chapter, Yemetu, Ibadan. Oyo State
- Neferok Development Initiative, Udu, Delta State
- Open Arms Initiative for Sustainable Development, Owerri, Imo State
- Oyo State Agency for Rural Electrification, Governor's House Road, Agodi, Ibadan. Oyo State
- Oyo State Association of Charcoal Sellers, Apata zone, Omuiyadun Meeting hall (Local Government Office), Ibadan SW. Oyo State
- Oyo State Disabilities Matters, Office of the Governor, State Secretariat, Agodi, Ibadan, Oyo State
- Partners for Peace, Asaba, Delta State
- Plateau North, Plateau State
- Plateau State Ministry of Women Affairs and Social Development, Jos South Local Government
- Research Centre for Persons with Disabilities, Kaduna South, Kaduna State

- Sardauna Local Government Area Office, Sardauna LGA Secretariat, Gembu, Taraba State
- Stefanos Foundation, Jos South Local Government, Plateau North, Plateau State
- Taraba State Ministry of Women Affairs, Jalingo, Taraba State
- Taraba State Special School for the Blind, Garbabi, Bali LGA, Taraba State
- Utilities Consumer Right Advocacy Initiative of Nigeria, Ibadan, Oyo State
- Wukari Local Government Area of Office, Wukari, Taraba State

D. Diverse Communities

Community Groups

- Alatia Autonomous Community, Ngor Okpala LGA, Imo State
- Anara Autonomous Community, Isiala Mbano LGA, Imo State
- Aviara Community, Isoko Town, Delta State
- Ballang Kalep Community, Pankshin LGA, Plateau Central, Plateau State
- Bisichi Community, Barkin Ladi Local Government, Plateau North, Plateau State
- Bukuru Community, Jos South Local Government, Plateau North, Plateau State
- Chakarum Community, Danghel, Jos South Local Government, Plateau North, Plateau State
- Emu-Ebeoma (formerly Emu-Obiegwu) Community, Emu-Ebiegwu, Ndokwa West, Delta State
- Fulani Gembu Community, Gembu Traditional Council, Sardauna LGA, Taraba State
- Fulani Nguroje Community, Nguroje Emirate Council, Sardauna LGA, Taraba State
- Gbaramatu Kingdom, Oporozua Community, Oporozua, Delta State
- Ibarapa Farmers' Forum, Farm Settlement, Eruwa, Ibarapa East LGA, Oyo State
- Indigenous Faith of Africa (IFA), Ijo Orunmila Atorise (INC), Ogunda Meji Temple, Ibadan, Oyo State
- Islamic and Arabic School, Eleshinmeta Estate, Olohun, Apata, Ibadan, Oyo State
- Iwherekan Community, Iwherekan, Ughelli South, Delta State
- Jos Community, Plateau North, Plateau State
- Living Faith International Ministries, Effurum, Uvwie, Delta State
- Mumuye Community, Jeka Da Fari Ward, Jalingo, Taraba State
- Muri Community, Jalingo Emirate Council, Unguwan Gadi, Jalingo, Taraba State
- Mushin Community, Mushin LGA, Lagos State
- Ngor Okpala Disabled Persons, Ngor Okpala Local Government Area, Imo State
- Oke-Ogun Communities Farmers' Group, Tede, Atisbo LGA, Oyo State
- Okin Apa, Bowen Teaching Hospital Road, Ogbomoso, Ogbomoso South LGA, Oyo State
- Orogun Kingdom, Orogun Community, Ughelli North, Delta State
- Osita Compound, Out-Jeremi, Delta State
- Pankshin Community, Pankshin Local Government, Plateau Central, Plateau State
- Patani Community, Patani LGA, Delta State
- Redeemed Christian Church of God, Area Headquarters, Oluyole Estate, Ibadan, Oyo State
- Residence of a Person with a Disability, Okukokor-Ughelli Road, Delta State
- Sabgokoji Island Community, Sagbonkodji, Apapa, Lagos State
- Udu Community, Ogbe-Udu, Udu LGA, Delta State
- Umuokanne Autonomous Community, Ohaji Local Government Area, Imo State
- Utagba-Uno Community, Ndokwa West, Delta State
- Vwang Community, Jos South Local Government, Plateau North, Plateau State
- Warri Kingdom, Warri South LGA, Delta State
- Yandang Community, Lau, LGA, Taraba State

Internally Displaced Persons

- Taraba Muslim Council Secretariat, Jalingo, Taraba State

Pastoral Communities

- Bagado Community, Bagado, Chikun LGA, Kaduna State
- Barnawa Community, Kaduna south LGA, Kaduna State
- Gidan Sarkin Kakura, Kaduna State
- Kakura Community, Chikun LGA, Kaduna
- Rigasa Youths (e-CAPH Youths and Rigasa) Rigasa Igabi LGA, Kaduna State
- St. Joseph Catholic Church, Kamazo, Chikun LGA, Kaduna State
- Ungwan-Mu'azu Women Forum, Ungwan Mu'azu community, Kaduna South LGA
- Wuro Mijiyawa, Garin Mgaji, Jongore, Lau LGA, Taraba State
- Wusasa Community, Zaria, Zaria LGA, Kaduna State

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