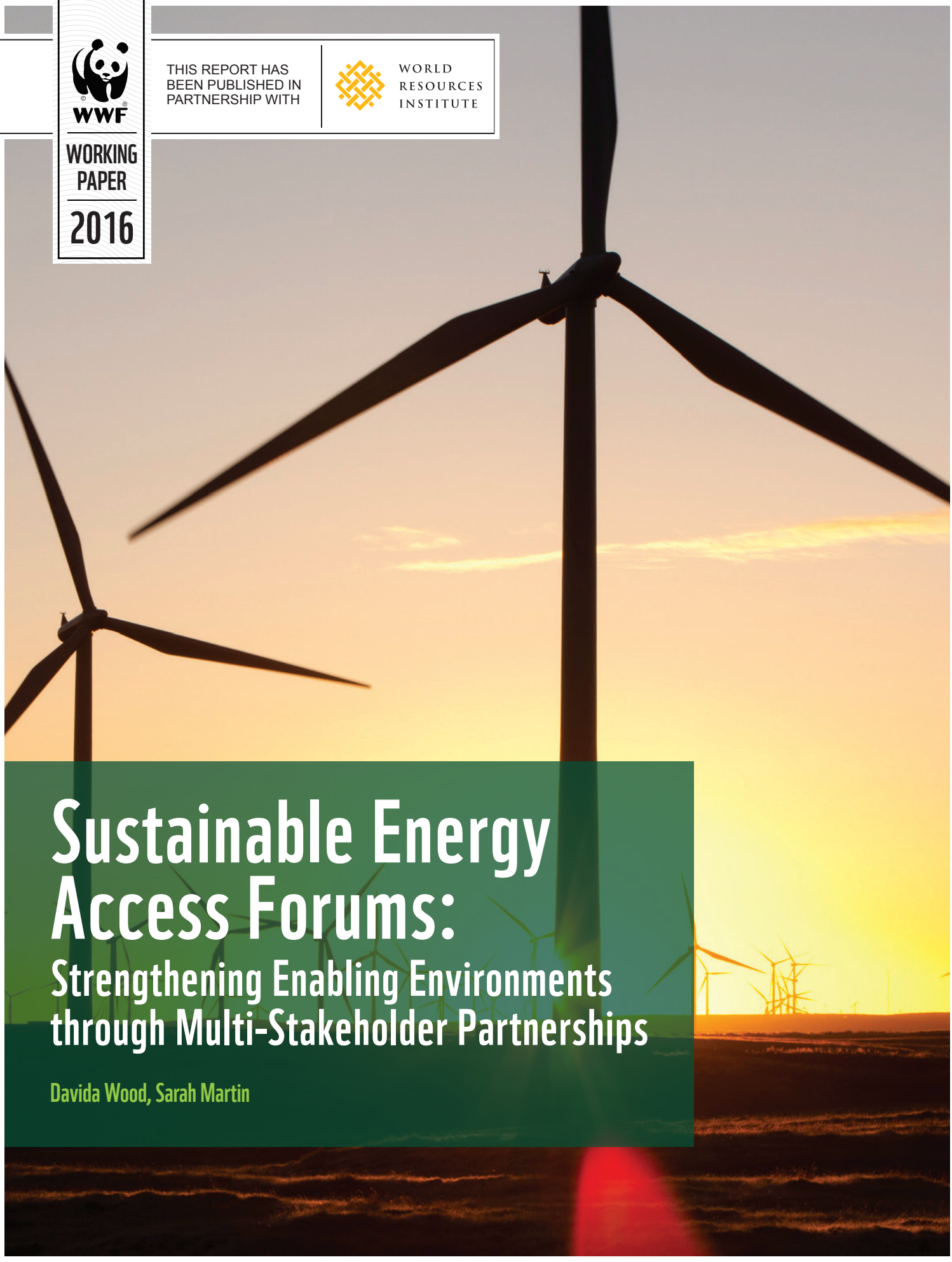

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Sustainable Energy Access Forums:

Strengthening Enabling Environments through Multi-Stakeholder Partnerships

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EXECUTIVE SUMMARY

WWF and WRI have partnered to develop a roadmap for creating Sustainable Energy Access Forums (SEAFs) at the country level. The roadmap offers a multi-stakeholder approach to strengthening the enabling environment around investments, planning, and policy and regulation of access to clean energy initiatives. It looks for opportunities to build on existing energy access mechanisms and suggests ways in which these mechanisms can be made more robust. To facilitate this engagement, WWF and WRI have also produced a companion tool called "10 Questions to Ask about Distributed Generation"[1].

Multi-stakeholder partnerships typically recognize government, the private sector and civil society as the triad of stakeholders that are necessary for reaching common objectives. However, CSO participation is typically undervalued and under-supported.

Lessons from previous bilateral and multilateral efforts to promote energy sector reform have shown us that working to align the needs of policy-makers and the private sector may not be sufficient to channel funds to where they are most needed. As the energy landscape shifts and markets become more complex, the types of actors involved have multiplied. Traditional actors, such as government agencies, financial and development institutions, and businesses, now exist and operate side by side with new actors, such as clean energy entrepreneurs, social enterprises, and new investors. Civil society organizations (CSOs), who have worked at community, national, and global levels, have also increased efforts to engage in energy access initiatives. A new set of governance arrangements will be necessary to effect this transition to more complex markets, and more specifically to:

- Coordinate and synergize the participation of multiple actors;
- Provide policy certainty needed to de-risk investments and unlock finance; and
- Ensure that investments are designed to reach the unserved and underserved

Several frameworks have emerged from global initiatives to help governments create holistic enabling environments for energy access. While these frameworks focus attention on the enabling environment for attracting investment, they do not directly address the institutional arrangements necessary for ensuring that plans, pricing, and service delivery account for multiple perspectives and respond to the wider public interest.

Multi-stakeholder partnerships (MSPs) have shown their potential to be effective where sustainable results require cooperation between different actors. MSPs typically recognize government, the private sector and civil society as the triad of stakeholders that are necessary for reaching common objectives. However, CSO participation is typically undervalued and under-supported. For this reason, the roadmap pays special attention to measures for ensuring that civil society has a voice in developing effective and inclusive plans as well as sustainable enabling environments.

1 https://www.worldwildlife.org/blogs/on-balance/posts/can-clean-distributed-energy-solutions-close-africa-s-access-gap

The first part of the roadmap reviews the literature on MSPs, focusing on those that aim to bolster public governance by bringing complementary expertise and ensuring transparency and accountability. It draws out two key lessons:

1. Engagement must be consistent along the entire decision-making chain
2. Power inequalities are inevitable and can only be addressed through conscious capacity building efforts over time.

The second part of the roadmap identifies the types of CSOs engaging in the energy sector decision making processes, including the range of issues that concern them and their modes of engagement. It provides examples from the literature as well as the experiences of two networks of CSOs: the Alliance of Civil Society Organizations for Clean Energy Access (ACCESS)[2] and the Electricity Governance Initiative (EGI)[3].

We offer examples of concrete commitments governments could make to improve substantive engagement and to improve transparency and accountability.

In part three, the roadmap identifies three entry points for multi-stakeholder engagement in energy access:

1. **Investment:** Stakeholders work together to develop investment plans for extending energy access, such as those developed for support by an international initiative of fund, and track the outcomes.
2. **Planning:** Stakeholders engage in national or subnational planning processes such as integrated resource planning, national electrification planning, and rural energy planning.
3. **Policy and Regulatory Processes:** Stakeholders agree to good governance benchmarks for institutions and other market participants engaged in the energy sector.

We provide guidance for how to select a point of entry and to further refine the focus. We then offer examples of concrete commitments governments could make to improve substantive engagement and to improve transparency and accountability. Wherever possible, we give examples of countries or organizations that have demonstrated leadership in improvements for each type of decision making, or nascent collaborations that could be built upon.

This "commitment" approach is loosely modeled on the Open Government Partnership (OGP) approach to improving transparency and accountability though MSPs. The final section offers guidance for developing these commitments and provides practical suggestions on ways of working. It recommends that capacity building opportunities be integrated into stakeholder engagement efforts and that funding be identified to support these opportunities.

2 ACCESS is an alliance of independent local, national, and international CSOs that advocate for people who live in poverty to have access to safe, reliable, and affordable energy, and for environmentally sustainable and efficient energy systems globally (ACCESS 2015).

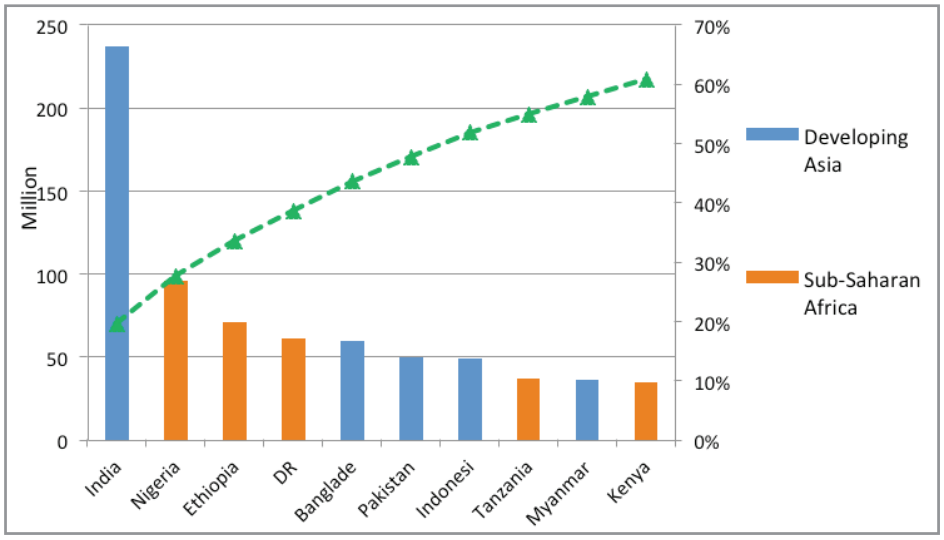
3 EGI is a unique network of civil society organizations dedicated to promoting transparent, inclusive, and accountable decision making in the electricity sector (EGI 2015).

SEAFs have great potential to strengthen the enabling environment: They can help make investment decisions more responsive to service delivery needs. They can help make readiness assessments robust tools for policy dialogue. They can be a bridge to building stronger institutions and more active, diverse, and informed market participant. All these measures are key to achieving universal energy access.

INTRODUCTION

The current global energy challenge encompasses nearly 1.2 billion people who lack access to electricity and 2.7 billion people who still rely on traditional use of biomass for cooking (International Energy Agency [IEA] 2015).[4] The developing world in particular faces challenges in accessing modern energy. For example, developing Asia and sub-Saharan Africa account for 95% of the world's population without access to energy (IEA 2015). Just 10 countries—five in Asia, five in Africa—collectively account for 61% of the global population that lacks electricity access (Figure 1). In Kenya, Tanzania, and Uganda, among others, electrification rates were below 25% in 2013(IEA 2015a). Furthermore, sub-Saharan Africa is the only region globally where un-electrification rates are set to rise: the number of people without access to electricity has risen in 37 sub-Saharan countries since 2000 (IEA 2014), due in large part to the failure of electrification efforts to keep up with population growth.

Figure 1. Countries with the largest population without access to electricity, 2013



Source: IEA. 2015a.

Energy access needs are gaining recognition, and organizations worldwide are putting forward initiatives and solutions to overcome energy challenges. The United Nations declared 2014–2024 the "Decade of Sustainable Energy

4 The roadmap recognizes that the energy access challenge includes access to electricity as well as access to modern cooking fuels. While the focus of the remainder of the roadmap will be on electricity, adaptation of the approach for improving the enabling environment for access to modern cooking fuels is encouraged.

for All," and 106 countries have signed on to the initiative: 48 in Africa and the Middle East, 26 in the Americas and Caribbean, 21 in Asia and the Pacific region, and 11 in Europe and the Commonwealth of Independent States (CIS) (SE4All 2016). In addition, multiple international initiatives that focus on energy access have aligned with SE4All. USAID's Power Africa initiative, which aims to double the number of people who have access to electricity in sub-Saharan Africa, works with governments in Africa and with other international partners, such as the World Bank and the African Development Bank. Power Africa's Beyond the Grid program recognizes the international need to meet access challenges through off-grid and small-scale solutions. The United States Agency for International Development (USAID) has established partnerships with more than 25 investors and practitioners representing more than $1 billion in investments in off-grid and small-scale solutions (USAID 2014). The EU has demonstrated strong commitment to SE4All, particularly in support of programs in Africa, and Africa and the EU have taken joint action through the Africa–EU Energy Partnership to provide access, by 2020, to modern energy services to at least 100 million Africans who currently lack such services (Partnerships for SDGs 2015). A full list of commitments under the SE4All initiative, including country actions and high-impact opportunities, can be found at on SE4All's "Flagship Programmes" page (http://www.se4all.org/flagship-programmes/).

Metrics of Success

The absence of a universally agreed-upon definition of energy access has proven to be a major challenge to the measurement of initiatives' success. Although the presence of an electrical connection has often been used to measure electricity access, this method does not capture the multiple dimensions of access, including the capacity of service connections (e.g., sufficient for lighting only vs. for appliances and machinery), the number of service hours per day, and the reliability and affordability of the service. In order to address this challenge, SE4All's Global Tracking Framework (GTF) has evolved from using a binary metric (i.e., the presence or absence of an electric connection) to using a multi-tier framework that measures energy access across five tiers and seven attributes of energy.[5] (See Table 1: Multi-tier framework for access to household electricity supply.)

The framework is intended to become a standard tool for assessing the level of energy access in a selected area. In addition to setting a baseline and evaluating progress, it is to be used as critical input into investment and planning (Energy Sector Management Assistance Program 2014). Benefits of this new approach include its ability to show the impact of various interventions meant to

5 The basic idea behind multi-tier approach was initially proposed by the United Nations Secretary General's Advisory Group on Energy and Climate Change, the Energising Development program, Poor People's Energy Outlook, and the Global Alliance for Clean Cookstoves (Energy Sector Management Assistance Program 2014). This concept has now been further developed under an ESMAP-financed activity at the World Bank called Defining and Measuring Access to Energy for Socio-Economic Development.

Table 1. Multi-tier framework for access to household electricity supply

		Tier 0	Tier 1	Tier 2	Tier 3	Tier 4	Tier 5
Typical Applications of Household Electricity Services		None	Radio, task lighting	Tier 1 + general lighting, TV, light office needs	Tier 2 + air cooling, food processing, task-oriented food preparation	Tier 3 + refrigeration, water heating, electric pumps, expanded food preparation	Tier 4 + air-conditioning, space heating
Attribute 1: Peak Capacity	**Power**		Very low power Min. 3W	Low power Min. 50W	Medium power Min. 200W	High power Min. 800W	Very high power Min. 2kW
	Daily Capacity		Min. 12Wh	Min. 200Wh	Min. 1.0kWh	Min. 3.4kWh	Min. 8.2kWh
	Services		Lighting of 1,000 lumen-hours per day	Electrical lighting, air circulation, television, phone charging are possible			
Attribute 2: Duration	**Hours per day**		Min. 4	Min. 4	Min. 8	Min. 16	Min. 23
	Hours per evening		Min. 1	Min. 2	Min. 3	Min. 4	Min. 4
Attribute 3: Reliability					Max. 3 disruptions per day	Max. 7 disruptions per week	Max. 3 disruptions per week of total duration <2hrs
Attribute 4: Affordability					Cost of standard consumption package of 365 kWh per annum is less than 5% of household income		
Attribute 5: Legality					Bill paid to utility/prepaid card seller/authorized representative		
Attribute 6: Health and Safety					Absence of past accidents and perception of high risk in future		
Attribute 7: Quality					Voltage problems do not affect use of desired appliances		

Source: International Energy Agency (IEA) and World Bank, 2015.

improve access, and its applicability to all dimensions of energy use, including household, productive, and community uses.

Readiness for investment: aligning investments with goals

How will energy access initiatives reach their goals? Several frameworks are emerging from global initiatives to help governments create holistic enabling environments for energy access—environments that can support the full range of options for energy access, including grid extension, mini-grids, and stand-alone home systems. Among these frameworks are the Readiness for Investment in Sustainable Energy (RISE) indicators, prepared by the World Bank as part of the SE4All initiative. The RISE indicators offer a framework for assessing readiness for investment in energy access through the lens of

policies and regulations, and procedural efficiency (World Bank 2016).[6] The implicit theory of change is that the right enabling environment, assessed according to those parameters, will attract the investments necessary to reach energy access goals.

However, to move the needle along the GTF metrics, the enabling environment must be explicitly designed to promote progress along the attributes of the framework. Planning, policies, and investments must be designed to deliver reliable, affordable services that are appropriate to household, community, and commercial needs, and they must include both incentives and accountability mechanisms that are aligned with these objectives.

As the energy landscape has shifted and markets have become more complex, the number of types of actors involved has multiplied.

Fostering stakeholder engagement in a changing market

SE4All's GTF establishes a robust set of outcomes against which to measure progress. Open policy dialogue on how to create the enabling environment to realize these outcomes will be critical. Although RISE is intended as a tool for policymakers, the approach—which indicates planning, policy, and regulatory areas for attention—lends itself to multi-stakeholder engagement. This is particularly important in the context of the changing landscape of energy access options.

The EA estimates that 45.5% of rural areas that lack electricity will be most economically connected by mini-grids, and 24.5% of rural areas will rely on small, stand-alone solutions, such as solar home systems, by 2030 (IEA 2013). All of these energy systems must be accommodated, and the acceleration of distributed energy solutions implies that a transition to more complex energy markets is occurring. Existing policy and regulatory frameworks might not be sufficient, as they are designed to attract investment into centralized electricity systems but will not necessarily create the right investment conditions for smaller-scale applications for nontraditional markets. For example, despite the IEA projection, the role of small-scale services in meeting energy access goals remains ill-defined and marginal in many countries (Sovacool and Drupady 2012; Practical Action 2014). More sophisticated planning approaches will be required to integrate a range of energy access solutions, from solar lanterns to grid extensions, and to address the needs of the underserved and the unserved. Financing alone is not enough; even as financing is mobilized, governments grapple to create enabling environments that meet the complex needs of the emerging landscape (World Energy Council 2014).

As the energy landscape has shifted and markets have become more complex, the number of types of actors has multiplied. Traditional actors include various government agencies and ministries, financial institutions, development and financing institutions, and businesses. These incumbent actors (and their traditional business models) exist side by side with emerging actors—including clean energy entrepreneurs, new types of investors, and stakeholders from

6 Separate suites of indicators have been developed for the other two pillars of SE4All: renewable energy and energy efficiency

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the telecom and banking sectors—in the energy access space. Civil society organizations are also becoming increasingly involved because countries not only have to decide which new energy access options to embrace, but they also must respond to climate change and the subsequent local environmental impacts. As mini-grids emerge as a model for energy access, and as individuals become consumers and prosumers of stand-alone systems and devices, communities and individuals have ever more at stake. In Tanzania, for example, more than 20 different government institutions, 18 development agencies, 21 private companies, and 20 nongovernmental organizations (NGOs)/civil society organizations (CSOs) are involved in the energy sector (WWF East and South Africa Regional Program [ESARPO] 2014).

All of these actors must be involved in developing policy and regulatory reforms that enable a smooth integration of different options for universal energy access.

A new set of governance arrangements will be necessary to:

- coordinate and synergize multiple actors' participation
- provide the policy certainty needed to eliminate risk in investments and unlock finance
- ensure that investments are designed to reach the unserved and underserved

An explicit focus on serving the public interest must be central to these arrangements. Although the RISE framework and others focus on the enabling environment to attract investment, they do not address the institutional arrangements necessary to ensure that investment plans, pricing, and service delivery respond to the public interest. Robust policy-making and regulatory institutions should be able to provide this oversight; yet it is often in countries where energy poverty is greatest that these institutions lack the "teeth" to be effective.

Focusing primarily on aligning the enabling environment with the needs of the private sector may not be sufficient to channel funds to where they are most needed, as we have learned from previous bilateral and multilateral efforts to promote sector reform. Instead, a multi-stakeholder forum can help bridge these governance gaps and pave the way to stronger national-level institutions.

Objectives of this Roadmap

This roadmap is intended to supplement existing enabling environment frameworks by offering a multi-stakeholder approach to strengthening processes and institutions. It looks for opportunities to build on existing mechanisms and proposes procedural improvements to open decision-making processes to a broader range of stakeholders.

MSPs have shown their potential to be effective where sustainable results require cooperation between different actors, and where decisions made by a single party may be inadequate. Although MSPs can create the conditions for building trust and providing mutually acceptable solutions, they are not effective unless they go beyond consultation on already-stated plans; they must engage different groups to articulate the plans to begin with (UNEP 2006).

Although MSPs can create the conditions for building trust and providing mutually acceptable solutions, they are not effective unless they go beyond consultation on already-stated plans; they must engage different groups to articulate the plans to begin with.

MSPs such as SE4All typically recognize government, the private sector, and civil society as the triad of stakeholders necessary to reach common objectives. So far, however, implementing agencies such as the UNDP, multilateral banks, and national development agencies have been criticized for offering little institutional support to promote engagement by civil society organizations. A survey conducted by the Catholic Agency for Overseas Development (CAFOD), the Humanist Institute for Development Cooperation (HIVOS), the International Institute for Environment and Development (IIED), and Practical Action (Gallagher and Wykes 2014) on six countries' CSO participation in SE4All found that "there are few SE4All guidance documents that would help to facilitate the capacity building of stakeholders so they can provide informed input or ensure there are clear action plans and clear division of roles/responsibilities."

In fact the SE4All Country Action Reference Document (CARD) does not mention CSOs. Similar documents, such as the Action Agenda template, contain scarce information on inclusion and methodological guidance. In their research, Gallagher and Wykes found a lack of transparent resourcing, which compromises outreach efforts to especially marginalized and vulnerable groups (Gallagher and Wykes 2014). SE4All subsequently developed multi-stakeholder guidelines that reflect many of the recommendations of the research.[7] SEAFs are being proposed specifically in the spirit of helping to operationalize these guidelines and improving SE4All's and other energy access initiatives' inclusiveness.

7 http://www.se4all.org/sites/default/files/l/2014/02/Stakeholder-Guidelines-final-draft.pdf. See also "Developing Ways of Working" in Part 4 of this document.

This document is intended to provide a roadmap to engagement in decision-making processes that could be linked to strengthening national institutions, to ensure that civil society has a voice in developing sustainable enabling environments and in monitoring progress along the GTF's five tiers and seven attributes.

While the roadmap's broad objective is to support multi-stakeholder engagement, it focuses on increasing stakeholder awareness of civil society engagement within the energy sector and on identifying possible entry points for inclusion in energy access initiatives. As such, the roadmap identifies

1. the range of civil society organizations that engage in energy sector decision-making processes, including the range of issues that concern them and their modes of engagement
2. how MSPs can serve as a bridge to open policy, planning, and regulatory processes to a broad range of voices relevant to extending energy access, including CSOs

The roadmap consists of four parts:

1. Part 1 explains what MSPs are and highlights key lessons from public governance MSPs.
2. Part 2 provides an overview of the types of CSOs active in the energy sector, with examples drawn from existing literature and the self-reporting of organizations affiliated with two civil society networks: EGI and ACCESS.
3. Part 3 proposes thematic focal points for SEAFs to support sustainable energy access goals at the country level. It proposes that multi-stakeholder engagement be pursued through three entry points, each focusing on a specific topic:

    a. Investment
    b. Planning
    c. Policy and regulatory processes

    These entry points are rooted in the civil society engagement described in Part 2, and broadly follow the areas for attention the RISE indicators propose. SEAFs could be formed around any of these enabling environment streams at the national or the subnational level. In each case, stakeholders commit to substantive activities and to transparency and accountability measures aimed at opening up and improving decision-making processes. For each option, we provide illustrative commitments to specific transparency and accountability measures as well as examples of key documents that should be considered for public availability.

4. Part 4 provides general guidance on designing SEAFs.

PART 1: DEFINING MSPS: PLATFORMS VS. PARTNERSHIPS

There is growing recognition that national and local governments alone cannot resolve global challenges such as energy access, climate change, and macroeconomic cooperation. Over the past two decades, the architecture of global cooperation has moved toward actively involving a greater breadth and depth of stakeholders (World Economic Forum [WEF] 2010). For example, since 1992, the United Nations (UN) has acknowledged the increased importance of NGOs in its structures and programs, and it has devoted significant effort to integrate more private companies in its initiatives (Martens 2007). Such attempts at broader stakeholder cooperation have been referred to as multi-stakeholder processes, typically encompassing multi-stakeholder *partnerships* and multi-stakeholder *platforms* (Van Tulder 2011). Although these terms are often used interchangeably, some scholars emphasize a distinct difference between multi-stakeholder *partnerships* and *platforms*. The Partnership Resource Center examines and notes use of a diverse set of terms, such as councils, roundtables, action networks, compacts, forums, initiatives, and processes, to describe the different forms of multi-stakeholder organizations.

In this context, the Partnership Resource Center observes a substantial difference between what it calls *platforms* and *partnerships*. A *platform* is an attempt to bring attention to a specific problem and to facilitate discussion among multiple stakeholders. A *partnership* has the same basic goals but with the added objective of bringing partners together to produce a concrete solution. At its simplest, a *platform* is an "exchange of viewpoints on current concerns, a discussion of (future) interests and expectations, and the development of norms for functioning" of companies or organizations (Van Tulder 2011). For example, the International Renewable Energy Agency's (IRENA's) Coalition for Action is an example of a multi-stakeholder forum that serves as a knowledge-sharing platform, bringing together credible renewable energy advocates from industry and civil society to collect authoritative, consistent, and up-to-date evidence. The aim is to provide unbiased and trustworthy information and clearly communicate truthful messages on renewable energy with decision makers worldwide (IRENA 2014). Similarly, REN21, a global renewable energy network, connects various stakeholders, including CSOs, to facilitate knowledge exchanges, analyze research on renewable energy, and stimulate decision makers' policy action toward renewable energy (REN21 2015).

A partnership is more strategic in nature than a platform, in the sense that it engages a variety of stakeholders to solve societal problems.

A *partnership* is more strategic in nature than a *platform*, in the sense that it engages a variety of stakeholders to solve societal problems (Van Tulder 2011). For the purpose of the Sustainable Energy Access Forums, we focus on multi-stakeholder partnerships and, specifically, the subset that aims to bolster public governance by improving government policy and decision making and by ensuring transparency and accountability. This requires us to look at examples beyond existing knowledge-sharing platforms in the energy space and to grapple with how MSPs might shape decision making.

At a minimum, MSPs include national governments, the private sector, and civil society, but they could be expanded to include donor agencies and local authorities, among others. Examples of public governance MSPs include the Extractive Industries Transparency Initiative (EITI), the Construction Sector Transparency Initiative, the Open Government Partnership (OGP), the Global Initiative on Fiscal Transparency (GIFT), and the Open Contracting Partnership (OCP), each of which focuses on information disclosure and participation in the public sector. It is important to note that MSPs differ with respect to formality: some are formal institutions set up by the government, and others have more informal governance arrangements. No matter their formality, MSPs strengthen rather than substitute for government institutions by bringing complementary expertise to public policy discussions; the final public policy decision remains with the government (Rich and Moberg 2015).

Two key findings on the effectiveness of multi-stakeholder partnerships (MSPs)

A large body of literature has studied MSPs' effectiveness at improving sector outcomes and creating participatory space where civil society has an equal voice (Brockmyer and Fox 2015; Rich and Moberg 2015; Van Tulder 2011; Aaronson 2011; Biermann et al. 2007; Fisher and Green 2004; Malena 2004). Many of these studies argue that MSPs have struggled both to bring about transformational change and to give more than just symbolic representation to civil society. A comprehensive review of conclusions and recommendations that have emerged from this literature is beyond the scope of this document; instead we highlight two findings from the most recent thinking:

1. The entire decision-making chain needs to be addressed in order to effect meaningful sectoral change, even if one starts with a manageable entry point
2. Power inequalities are inevitable and can be addressed only through conscious capacity-building efforts over time.

The following section expands on these findings and links them to the energy access challenge.

Addressing the Decision-Making Chain

Of the public governance MSPs, only EITI, a global initiative to maintain a transparency standard for financial flows between corporations and governments as regards extractive resources, has been operating long enough to have generated serious reviews. Logically, then, it has been the focus of the most analysis. According to Brockmyer and Fox (2015), most assessments conclude that EITI's focus on revenue disclosure is too narrow to have broad impacts. EITI has had some success within this narrow agenda, but it has also demonstrated no macro-level impacts, despite ambitious poverty reduction objectives. EITI has also had limited success effecting institutional transformations.

In a self-assessment, the heads of the EITI International Secretariat agreed that the initiative's focus on revenue transparency should be conceived as a starting point that ultimately leads to examination of the governance of the entire value chain (Rich and Moberg 2015). For the extractives sector, this refers to the chain from licenses and contracts to expenditure management, as well as the institutions and processes associated with each.

In terms of energy access, this refers to transparency not only around investments but also in the planning, policies and regulations, and pricing and subsidies that constitute the enabling environment for those investments. As we will see in Part 2, civil society around the globe has engaged across this value chain through a variety of mechanisms. Accordingly, the proposed options for engagement in this roadmap span the full range of institutional functions for delivering energy services, including shaping the investment agenda, synergizing multiple options for energy supply with energy planning, and better targeting policy and regulatory interventions to improve service delivery.

Reconciling power imbalances and building civil society capacity

Studies analyzing the challenges of MSPs in creating equal space for civil society abound (see, e.g., Keohane and Nye 2003; Mason 2004; Aaronson 2011). Rich and Moberg (2015), reflecting on their own experience at the EITI International Secretariat, offer a fresh perspective. They propose that one should assume that there *will* be power imbalances, and that building the capacity of civil society to engage with other stakeholders should be an explicit objective of MSPs. The authors emphasize that this capacity is built over time, through a combination of learning by doing, peer exchange, and formal training. They note that the first EITI reports were overly technical, were not very well explained, and lacked context and analysis. However, in EITI's second reporting cycle, civil society demanded better-quality reports and knew the right questions to ask. As individuals linked with their international networks, peers, media, and academics, they were able to engage more effectively.

SEAFs [must]… be developed not only to involve technically sophisticated groups already active in the sector but also to build the capacity of those who are less experienced in energy issues but need to have a say in energy investment decisions.

Independent researchers agree that, in spite of its flaws, EITI does build civil society capacity (Aaronson 2011; Brinkerhoff and Brinkerhoff 2011). For example, it has helped local NGOs with limited capacity engage with policymakers, business executives, and journalists (Dobbin et al. 2007). It also serves as a platform for participants to learn how to discuss environmental and social concerns in an orderly, structured manner (Strongman 2010). Conversely, critics have pointed out that, to the extent that the information EITI disclosed was overly technical, it was irrelevant to public debate. In these countries, the MSP lost momentum in part because civil society was not able to engage (O'Sullivan 2013; Brockmyer and Fox 2015).

There are therefore two related reasons to make capacity building central to the MSP's work: the first is to ensure that civil society has an effective voice, and the second is to ensure that the MSP sustains the necessary momentum that will lead to transformational outcomes. *Capacity* can refer to a number of

attributes, including subject matter (or sector) expertise, process understanding (how to influence governance and decision-making processes), and human and financial resources. Analyses of the World Summit on Sustainable Development partnerships have indicated that actors with these capacities play a significant, if not dominant, role (Hale and Mauzerall 2004; Whitfield 2005). Capacity building and political support are therefore significant priority areas for nongovernment actors, especially from the developing world.

For SEAFs, this means that the relevant framing will need to be developed not only to involve technically sophisticated groups already active in the sector but also to build the capacity of those who are less experienced in energy issues but need to have a say in energy investment decisions. Such groups might include, for example, the forest conservation community, agriculturalists, and small-business owners. Funding will need to be identified to support ongoing knowledge sharing among civil society organizations, both within a single country's regions and across international borders. When research and advocacy organizations mutually support each other, they can effectively leverage each organization's relative strengths to develop technically sound interventions informed by grassroots experience (Calland and Nakhooda 2012; Wood 2016), but these relationships need financial support—as well as a skillful coordinator (Gallagher and Wykes 2014)—in order to be sustained over time (Foti and de Silva 2010).

PART 2: CIVIL SOCIETY ENGAGEMENT WITH THE ENERGY SECTOR

Civil society engagement with the energy sector is not new. With the liberalization of the power sector beginning in the 1990s, market structures opened up to permit private actors to participate. At the same time, civil society began to explore the new structures' potential for consumer and citizen participation (Dubash 2002; Rao 2012). In some cases, organizations positioned themselves to participate in the new regulatory institutions intended to create predictability about tariffs and licensing (Prayas Energy Group 2003 National Association of Regulatory Utility Commissioners [NARUC] 2006). In others, citizens availed themselves of policy processes or the court system in their attempts to influence sector decision making (Nakhooda et al 2007; World Resources Institute [WRI] 2012). Citizens have also resorted to informal participation, in the form of protests, illegal connections, and nonpayment. As new technologies and players enter the energy access markets, making them ever-more complex, the new initiatives call for citizens and consumers to be more involved and to have a voice.

[I]n most developing countries, few formal spaces exist to support and encourage stakeholder participation in the energy sector.

Civil society can play an important role in responding to what the World Energy Council (WEC) has called "the energy trilemma": the need to make policy choices to balance considerations of economic growth, equity, and sustainability. As the 2014 Energy Trilemma Report reveals, most countries continue to make trade-offs among these objectives. WEC (2014) stresses the

importance of stakeholder collaboration in finding the elusive balance, so that, for example, imperatives of economic growth do not crowd out sustainability considerations or poverty alleviation goals. Civil society, in particular, can play an important role in ensuring that sustainable energy access initiatives respond to the needs of the underserved. It is perhaps equally critical that, so long as trade-offs are being made, these decisions are made transparently, with input from multiple stakeholders.

Nevertheless, in most developing countries, few formal spaces exist to support and encourage stakeholder participation in the energy sector. For example, several studies point out that regulatory institutions have been designed to attract investors, and are not particularly accessible to consumers. Consequently, civil society has underused these regulatory bodies, even though the public might have an interest in the prices they set and the types of power plants they license (NARUC 2006; Prayas Energy Group 2010; Council of European Energy Regulators [CEER] 2013). As a result, efforts to engage civil society in the sector have often been ad hoc, driven by campaigns around a specific issue, rather than sustained institutional engagement. Nevertheless, the demand for engagement can be the basis for developing more responsive institutions, and Sustainable Energy Access Forums can be a bridge toward this goal.

This section provides an overview of the types of CSOs that have engaged at various levels of decision making, in order to deepen understanding of the landscape of CSOs that have an interest in shaping investment, planning, and policy and regulation. The subsections that follow identify types of CSOs that engage in energy sector issues, the modes of engagement among stakeholders, and the types of outcomes that can be achieved. We've drawn our examples from the self-reporting of organizations affiliated with two civil society networks—EGI and ACCESS—as well as from a review of independent literature. The main issues are not limited to energy access, narrowly speaking, but instead encompass the multiple dimensions of energy access and sustainability, including affordability, quality of service, and duration of supply.

Types of CSOs currently engaging in the energy sector

At the broadest level, outcomes in the electricity sector can be categorized into three groups:

1. The implementation of laws and policies (or decisions not to pursue them)
2. New investment decisions (or changes to existing ones)
3. Consumer grievance redressal

Decisions about laws and investments directly influence policies, tariffs, and service conditions. Grievance redressal relates mostly to service conditions and the ability to take action on consumer concerns (Rao 2012).

Various types of CSOs have engaged in the electricity sector, attempting to influence policy and investment, and participating in regulatory and grievance redressal. These organizations have a variety of structures and interests—including policy research organizations, NGOs, consumer interest groups, and social entrepreneurs—and operate at local, national, and global levels of engagement on. We focus on groups that engage on power sector issues, although the frame of reference could be extended to the energy sector more generally to include groups working on cooking fuels and products. This section provides a brief, non-exhaustive overview of types of CSOs that have worked in this space, as well as examples of sector improvements the organizations have achieved.

Policy research organizations

Policy research organizations, both independent institutes and those within academic research centers, are sources of technical expertise, often with implications for public policy and regulatory decision making. In addition to producing independent analysis, some institutes, such as the Energy Research Center at the University of Cape Town and the Thailand Energy Research Institute, are commissioned by government departments to produce research reports, build government capacity, and convene technical seminars. Other organizations, such as Prayas Energy Group (PEG) in Maharashtra, India, have a public interest mission and, in addition to their interactions with government, proactively intervene in policy and regulatory proceedings in order to provide a public interest perspective. Global policy research organizations like the IIED work with partners in multiple countries to build bridges between policy and practice and to contribute to international policy processes. (See Box 1.)

Box 1. Research organizations influence policy through data collection, customer empowerment, and recommendations

Prayas Energy Group has proposed numerous policies and programs designed to address issues of affordability and quality of service. For example, PEG recommended that states create a "lifeline" tariff for consumers below the poverty line, and it advocated for competitive bidding for new investments in the sector in order to lower prices. As a result, regulators and the Indian government now often solicit PEG's opinion on policy development (Rao 2012).

PEG's Electricity Supply Monitoring Initiative (ESMI) empowers ordinary Indian citizens to log power outages and voltage fluctuations and then upload the data to an interactive website. PEG can then use this database to improve utilities' accountability for their operational and financial performance, and to track improvements in reliability relative to investments (PEG 2015).

IIED has been working with Nigerian partner the Stakeholder Democracy Network (SDN) to understand and record local issues around service quality, particularly in light of the recent privatization of Nigeria's power sector and revised tariffs. Community members have been keeping energy diaries of power outages, interrupted activities, and meter installations, and four communities have set up Facebook pages to share their experiences. SDN has brokered a series of face-to-face meetings among community representatives, the local power distribution company, and the Nigerian Electricity Regulatory Commission. These bottom-up activities are now being connected to a national dialogue. For example, in February 2013, IIED, SDN, and the International Centre for Energy, Environment and Development convened a multi-stakeholder roundtable meeting in Abuja, Nigeria, to discuss how to engage civil society with national energy priorities.

Because these types of organizations provide rich technical expertise, often combined with intimate knowledge of policy environments, they can be resources for building stakeholder understanding on specific topics.

Nongovernmental organizations

NGOs work to substantively influence policies and decision-making processes through both proactive and reactive engagement. NGOs such as the Institute for Essential Services Reform in Indonesia; the Citizen Consumer and Civic Action Group in Chennai, India; and Kyrgyzstan's Civic Environmental Foundation UNISON interact directly with governments through formal structures including government committees, working groups and advisory boards. In India, Thailand, and South Africa, NGOs have worked with policy research institutes to engage with governments as they develop renewable energy policies and to urge more transparency and opportunities to provide input into national energy planning processes. (See Boxes 2 and 3 for examples of NGO collaborations and policy influence.)

Box 2. Thai NGOs help influence the National Solar Policy Initiative

In Thailand, collaboration between policy research organizations and NGOs succeeded in including Very Small Power Producers (VSPPs; those that produce less than 1MW) in the national Power Development Plan in 2007. The Healthy Public Policy Foundation is currently working with the Thailand Energy Research Institute to include community perspectives in the national Solar Photovoltaic (PV) Roadmap. The Thai Solar PV Roadmap Initiative (TSRI) convenes Thai academics, CSOs, NGOs, private-sector representatives, and civil servants, with the aim of providing the Thai government with recommendations on how to effectively and inclusively pursue greater solar power development and implement solar policies in the country. The Thai NGO Healthy Public Policy Foundation (HPPF) is involved in the TSRI and convenes other CSOs, community leaders, local governments, and media to discuss key issues to consider in the roadmap. HPPF has been working with these stakeholders to conduct research on the development and use of solar energy at the local level, as well as to understand the costs and benefits associated with this type of generation, in order to provide input into Thailand's Solar PV Roadmap (TSRI 2015).

Box 3. HIVOS helps create civil society–led platform

Since 2010, the international development organization HIVOS has been working in Central America with 40 local CSOs to promote pro-poor clean energy technology, strengthen the CSOs' capacity, and increase the CSOs' visibility in the energy sector. Subsequently, a civil society–led platform, Asociación Renovables, was created to promote renewable energy. HIVOS's efforts have resulted in increased recognition of HIVOS and its partners, which have been formally invited to participate in designing and/or monitoring electricity sector investment plans (HIVOS 2015).

Globally, NGOs have pressed to engage with multilateral organizations and to create space for civil society input into energy access initiatives. Multilateral organizations have responded by creating mechanisms to facilitate this participation. For example, the World Bank's Climate Investment Funds (CIFs) developed processes for global observers to provide input into the development of country investment plans, including for the Clean Technology Fund (CTF) and the Scaling Renewable Energy Program (SREP). Both global and southern NGOs have been providing feedback to the EU's Electrification Financing Initiative (ElectriFI) instrument.[8]

NGOs also reactively engage through informal channels, including using media to publicize concerns and/or react to an already-announced decision, policy, or law, or to mount a protest. (See Box 4: Modes of stakeholder engagement in energy sector decision making.)

8 ElectriFI is a financing mechanism operationalized by the European Commission. ElectriFI's objectives are to support electrification investments that lead to new and improved connections. Its main target audience is the private sector and to a lesser extent, public institutions. Finally, the mechanisms will support renewable energy investments, with a focus on rural electrification (ElectriFI 2015).

Box 4. Modes of stakeholder engagement in energy sector decision making

Modes of stakeholder engagement in energy sector decision making vary according to where in the policymaking cycle stakeholders may intervene, approaches to accountability, and whether involvement in policymaking is perceived to be at all worthwhile. Such modes include proactive engagement, reactive engagement (including protesting), and third-party monitoring.

Proactive engagement

Proactive engagement refers to engagement whereby CSOs intervene in decision making and engage with policymakers to propose, shape, and design policies, programs, and sector plans. CSOs then contribute to the drafting of policies, regulations, and plans.

CSOs play a proactive role in decision making in many ways, including by

- convening meetings with other CSOs and government officials to provide input and recommendations on priority commitments and policies
- providing technical assistance to the government on select issues or identified policy gaps
- using monitoring and evaluation reports to participate in policy reviews (see section on third-party monitoring below)

Reactive engagement

Reactive engagement typically refers to engagement whereby CSOs react to proposed or implemented initiatives, policies, regulations, plans, or projects, or respond to problems as they arise. There are several ways in which CSOs play a reactive role in decision making, including by

- providing feedback on draft legislation, policies, and regulations though public consultations
- advocating through public hearings
- using media to publicize concerns and/or react to an already-announced decision, policy, or law
- protesting

Third-party monitoring

Third-party monitoring provides public oversight of sector operations and decision-making processes in order to promote compliance and program integrity. Civil society's involvement in monitoring activities does not replace government functions; instead, civil society collects data on policy and program implementation based on primary research and publicly available information. Third-party monitoring can supplement the government's capacity by collecting data via a transparent methodology, and it can be the basis for evidence-based advocacy.

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Consumer organizations

Consumer groups and representatives serve as intermediaries between utilities and consumers, demanding improved service delivery and infusing decisions with public interest considerations, including affordability and environmental impact. Policy research organizations sometimes play this role (as noted above), but consumer organizations focus more narrowly on consumers' concerns, often spanning across multiple sectors. Despite consumer organizations' vital role in promoting the public interest in decision-making processes, academic and regulatory documentation have examined this role only minimally. A recent report from CEER points out that collaboration between regulators and consumer organizations on policy development and design is relatively new and not well explored.

With regard to energy sector–specific issues, consumer organizations have typically assumed two roles:

1. Handler of consumer grievances, acting as a facilitator between the consumer and the utility or regulator
2. Analyst of policy issues, particularly the economic, legal, social, and environmental issues affected by energy and regulatory policy (see Box 5 on consumer organizations and the roles they can play in influencing energy sector outcomes)

NARUC's 2006 survey demonstrates that CSOs value the importance of being part of government committees: Of the consumer associations that responded to NARUC's survey regarding CSO participation in electricity sector policy, 67% said they had members sitting on government committees or other official organizations. This participation was important because it enabled the associations to share their policy perspectives with decision makers (NARUC 2006). Many organizations assume the roles of both grievance handler and policy analyst, with some acting more as one than the other. Some environmental NGOs have acted as a consumer organization, participating in regulatory processes and influencing regulators. In NARUC's 2006 survey, 18% of the survey respondents identified as environmental groups.

Box 5. Consumer organizations work with multiple stakeholders to achieve improvements in the electricity sector

The Zambia Consumer Association (ZACA) represents domestic consumers of electricity, in addition to advocating for change on energy access issues. It does these activities by working with expert groups, such as universities, to develop positions and submit them to the regulator. In 2006, ZACA increased electricity access for the urban poor by 25% (NARUC 2006).

India's Consumer Rights Education and Awareness Trust (CREAT) and the Consumers' Union (CU) of Tajikistan are examples of consumer organizations that provide avenues and platforms for consumers to report grievances. They serve as intermediaries between customers and regulators or utilities to improve issues with, for example, service delivery and tariff equity. CU has created a website at which consumers can lodge complaints, and it also pioneered the use of citizen-based data-gathering techniques to display power outages on interactive maps.

Social enterprises

Social entrepreneurs have developed small-scale business models that promote the social, economic, and environmental benefits of renewable energy and deliver renewable energy services to low-income individuals and communities underserved by traditional electricity providers.

Social enterprises have rapidly gained ground as energy sectors have become deregulated (allowing a broader range of actors to provide energy services) and new technologies have dropped in price. The price reductions in solar technologies in particular have enabled the production of retail products such as solar home systems, lanterns, and pumps. Social entrepreneurs have developed small-scale business models that promote the social, economic, and environmental benefits of renewable energy and deliver renewable energy services to low-income individuals and communities underserved by traditional electricity providers. These enterprises work in communities as private enterprises, community co-ops, NGOs, and public/private partnerships to identify which clean energy solution is most affordable, accessible, and scalable. Examples include SELCO in India and the Tanzania Traditional Energy Development Organization (TaTEDO). SELCO India is a social enterprise that provides sustainable energy solutions and services to underserved households and businesses. SELCO focuses on customized solutions based on end-user needs and providing installation and after sales service to customers, and also connects users to sources of finance such as rural banks, cooperative societies, and microfinance institutions. TaTEDO uses a participatory strategy: it learns more about customer needs through participatory rural appraisals and participatory design of energy systems (Ballesteros et al. 2013).

Network and industry associations have also developed nationally and globally to promote clean energy access solutions. The Ashden India Renewable Energy Collective brings together social entrepreneurs, individual experts and government agencies to influence energy policy to enhance the deployment of clean energy sources, including improved subsidy design for the second phase of India's flagship solar policy. The collective has also helped shift central bank

guidelines to increase the financing available for clean energy access, particularly for the rural poor (Ashden 2015). Other national associations such as the Clean Energy Access Network (CLEAN) in India and the Tanzania Renewable Energy Association (TAREA), and global associations such as the UN Foundation's Practitioners' Network, the Global Off-Grid Lighting Association (GOGLA), and Ashden represent important fora for bringing stakeholders together to influence clean energy access policy and initiatives.

Community-level organizations

Community-led projects that focus on developing sustainable energy using local resources have been arising in response to community energy needs. The community owns these projects either fully or partially, and community members are often involved in the projects' planning and maintenance. Project benefits are distributed locally.

Indonesia's People Centered Economic and Business Institute (IBEKA) works to develop sustainable energy projects within communities and emphasizes the importance of applying community-driven processes to achieve project acceptance and equitable benefit distribution. IBEKA works directly with communities to install community-owned and operated power plants, such as micro-hydro projects. More recently, IBEKA has been supporting new public-private partnership models whereby local communities work with investors. These are win-win partnerships: communities receive local benefits, and investors receive stable returns on investment. IBEKA has also worked with the government to develop a feed-in tariff for communities close enough to the grid to sell excess power back to the utility.

In Kenya, CAFOD partnered with dioceses in marginal areas, a private company, and government departments at various levels to implement the Community-Based Green Energy Project. The approach involved not simply providing a technical energy solution but tailoring that solution specifically to end users' wider development needs and supporting communities by providing a range of education and training opportunities on business management, marketing, and agronomic good practices. Targeted efforts to form women's farming groups and build their capacity have resulted in the employment of 1,259 women in agribusinesses powered by solar water-pumping systems. CAFOD has also achieved positive outcomes with youth and other vulnerable groups (CAFOD 2015).

Transparency and inclusiveness as an emerging civil society focus

As civil society has increased its engagement in the sector, procedural factors such as transparency and inclusiveness have emerged as special areas of attention. CSOs have defined indicators of transparency and participation in an effort to formalize open modes of engagement. For example, "The Electricity Governance Initiative Assessment Toolkit- Benchmarking Best Practice and Promoting Accountability in the Electricity Sector" (EGI Assessment Toolkit) (Dixit et al. 2007), offers indicators to assess the transparency, inclusiveness,

and accountability of energy sector institutions that create the (sub) national enabling environment. These include legislative, executive, and regulatory bodies, as well as service providers. Civil society organizations have used the Toolkit to assess the strengths and weaknesses of sector governance in 10 countries (Nakhooda et al 2007; EGI 2012).

Similarly, Practical Action's Energy Access Ecosystem Index (Practical Action 2014) has useful indicators designed to assess governance of energy access, organized around policy, finance, and capacity. And the newly formed ACCESS alliance has developed a roadmap for CSO participation in SE4All that highlights transparency and inclusiveness (ACCESS 2015).

In the following chapter, the proposed options for stakeholder collaboration make explicit the procedural dimensions necessary to achieve substantive objectives, and provide additional examples of CSO activity in each area.

Engagement ranges from a focus on high-level commitments (global) to a more granular focus on institutional processes national) to concrete outputs (project level). These approaches are not mutually exclusive but can and should work to be mutually reinforcing.

PART 3: OPTIONS FOR SUSTAINABLE ENERGY ACCESS FORUMS

As addressed in the previous section, civil society activities in the energy sector include engagement with global investment decisions; engagement with national institutions around planning and priority -setting, policy and regulation, service delivery, and building communities' capacity to produce their own power through distributed generation. Similarly, engagement ranges from a focus on high-level commitments (global) to a more granular focus on institutional processes (national) to concrete outputs (project level). These approaches are not mutually exclusive but can and should work to be mutually reinforcing. Taken together, they suggest a framework for multi-stakeholder engagement that can operate at multiple levels.

In this section, we build on the examples of activities by civil society described in Part 2 to suggest how they might be strengthened and better supported. One avenue is through the role of SEAFs, which can help improve transparency and inclusiveness, and help mainstream effective practices across countries.

The following activities can support a framework that provides points of entry for multi-stakeholder collaboration in building an enabling environment for sustainable energy access:

1. **Option 1. Investment:** Stakeholders work together to develop investment plans to extend energy access, and they track these investments' project-level outcomes.
2. **Option 2. Planning:** Stakeholders engage in national or subnational planning processes to establish a national vision to enable scale up
3. **Option 3. Policy and regulatory processes:** Stakeholders agree to good governance benchmarks for the institutions that develop the enabling environment for sustainable energy.

These options broadly correspond to parameters, including the RISE indicators, that investor-oriented frameworks recognize as critical (World Bank 2015).

Below, we describe the three options in more detail and provide examples of concrete commitments governments could make to improve transparency and accountability. This "commitment" approach is loosely modeled on the OGP's approach to improving transparency and accountability. Like the OGP, the development of SEAF commitments to improving stakeholder engagement is envisioned as a "co-creation" between government and other stakeholders. The commitments differ though, in that procedural commitments are coupled with substantive decisions specific to the energy sector.[9] Wherever possible, we give examples of countries or organizations that have demonstrated leadership in improvements for each type of decision making, or nascent collaborations that could be built upon.

Box 6. International Institutions and Stakeholder Engagement:

While the concept of commitments to improving stakeholder engagement has been conceived to support governments, many international institutions are currently facilitating national planning and investment relevant processes that would benefit from broader stakeholder inclusion:

- The SE4All Action Agenda and Investment prospectus processes,
- SE4All Readiness for Investment in Sustainable Energy (RISE) Assessments
- IRENA's Renewables Readiness Assessments,
- UNFCCC's Technology Needs Assessments and Technology Action Plans,
- The Climate Investment Funds Investment Prospectuses,
- NDE's identified through the GCF will all be targeting mitigation projects and planning relevant to SEAFs
- National implementation processes related to both (I)NDCs in the climate context and also to the SDGs.

Given the complexity and overlapping nature of these different processes, which in many cases are being led by very resource-scarce (both financial and human) ministries, it makes very practical sense to deploy SEAFs to improve and streamline engagement on energy issues across these processes, but also for the express purpose of burden-sharing and ensuring coherence across this complex array of energy-relevant initiatives.

9 SEAF commitments will also not necessarily be as formal than those of the OGP, whose commitments are published in National Action Plans.

1) INVESTMENT: DESIGNING INVESTMENT PLANS AND TRACKING IMPACTS AT THE PROJECT LEVEL

Through a focus on investment, stakeholders commit to work together to develop investment plans to extend energy access and track these investments' project-level outcomes.

In this option, stakeholders commit to work together to develop investment plans to extend energy access and track these investments' project-level outcomes. In many cases, existing mechanisms can be built upon to improve transparency and integrate civil society participation. Such mechanisms include multilateral or bilateral initiatives, national budget allocations, or consumer-financed public funds.

The following are examples of existing financing mechanisms in which civil society may play a role:

Multilateral or bilateral investments

Examples of multilateral or bilateral investment programs include the CIFs, Power Africa, and the EU's ElectriFI. Many of these multilateral and bilateral investment projects already have responded to NGO requests for greater engagement and have created mechanisms to include civil society at the global level. For example, the CIFs have existing processes for observers to comment on developing countries' investment plans for the CTF and the SREP. Representatives from the private sector, civil society, and indigenous groups act as observers at the global level. The observers provide comments on investment plans, help develop results frameworks, and review aggregated monitoring and evaluation reports.

In contrast, at the country level, where the investment plans are developed into concrete projects, engagement with stakeholders is less structured, with no clear mandate or obligation for national self-reporting mechanisms to invite participation at specific stages of project development.[10] An independent evaluation of the CIFs identified country-level participatory structures as an area for improvement (ICF International 2014).

In response, the CIFs are developing a Stakeholder Advisory Network (SAN) composed of global observers. Two of SAN's envisioned tasks are to assist with national-level stakeholder mapping and to act as a liaison to governments and regional development banks. There is an opportunity, then, for refreshed multi-stakeholder engagement on investment in clean technology and renewable energy at the country level.

Particularly with respect to the SREP, where most projects are still in the early stages, there is an opportunity for an increased role for civil society representatives to track investments and monitor impacts. Of key importance is to involve all relevant stakeholders to ensure the most relevant and appropriate energy pathways are utilized, and also to maximize national buy-in. The SAN might be well positioned to jump-start this role from the top-down, but would need to be joined by well- organized partners on the ground.

10 Interview with Fisseha Tessema Abissa, Stakeholder Relations Officer, World Bank, June 2015.

At the country level… engagement with stakeholders is less structured, with no clear mandate or obligation for national self-reporting mechanisms to invite participation at specific stages of project development.

National budget allocations

National and subnational budget allocations will be critical to align public investments with commitments toward the Sustainable Development Goal (SDG) Energy Goal and related national energy targets. Access to budget data will be critical to engage around this alignment and track impact. Relevant sources of data include national budgets or annual reports of line departments, such as the Ministry or Department of Energy. Detailed annual reports show how much public revenue is spent on the operation of the ministry, and expenses are broken down into various categories, such as administrative expenses, consulting expenses, and subsidies and grants paid to various groups or companies.

In South Africa, the NGO Green Connection examined the 2012 Budgetary Review and Recommendations Report produced by Parliament and the Department of Energy's Financial Report to analyze the funds being allocated for renewable energy. Despite an ambitious procurement program to deploy 3,725MW of renewable energy by 2016, allocations for institutional capacity building of the Department of Energy were at first insufficient to the scale of the project. Although the Renewable Energy Independent Power Procurement Program was ultimately successful, delays in finalizing bidding rounds jeopardized the program in its early stages.

Public funds financed by electricity consumers through electricity tariffs or surcharges

Many countries have funds, derived from surcharges on electricity tariffs, intended to finance energy access, renewable energy, or energy efficiency, but civil society's input regarding how to spend the collected surcharges is often limited. Some countries—especially those where the energy sector has an independent regulator—have institutionalized spaces for engagement. Regulatory processes, such as those used by PEG, the People's Monitoring Group on Electricity Regulation, and CREAT in India; Project 90x2030 in South Africa; and ZACA in Zambia, are all examples of formal processes for civil society participation. Regardless of whether formal spaces exist, the forum could develop procedures for public oversight of funds supported by surcharges on electricity consumers. Over the longer term, these procedures could be incorporated into broader regulatory proceedings.

Refining the focus

Foreign investment vehicles, national budget allocations, and consumer-financed public funds are examples of financing mechanisms whereby improved transparency and multi-stakeholder engagement can improve outcomes. SEAFs would need to select the appropriate focus from the multiple financing mechanisms likely to be available. Selection criteria would include salient policy windows (e.g., the upcoming review of an investment plan), significance (e.g., involvement of a substantial amount of public funds, or

a large potential impact), and availability of resources (e.g., resources for capacity building).

The salient policy windows, significance, and available resources should be weighed for each financing mechanism:

Selecting the Focus: Investment			
	Multilateral or Bilateral Initiatives	National Budgets	Public Funds
Policy Windows			
Significance			
Resources			

Once the investment focus is selected, the institutional lead should be identified, substantive and procedural commitments should be defined, and key documents for effective engagement should be identified.

EXAMPLE: A SEAF chooses to focus on a consumer-financed public fund to improve quality of service. The SEAF and the financing party jointly decide to spend the funds on upgrading transmission lines (substantive commitment) and then commit to take transparency measures to facilitate effective stakeholder engagement around where to target investments (procedural commitment). All involved parties should agree on the key documents they would need to make available to facilitate meaningful dialogue.

Defining Commitments: **Transparent Public Funds**			
Institutional Lead	Substantive Commitment	Procedural Commitment	Key Documents
Utility or Regulator	Invest in Upgrade of Transmission Lines	Participatory Mechanism to Select Investment Sites, Track Expenditures, and Evaluate Progress	Regulatory Orders Data on Service Quality Investment Plan

2) PLANNING: ESTABLISHING A NATIONAL VISION TO ENABLE SCALE-UP

In this option stakeholders engage in national or subnational—not project-level—planning processes. Plans might include national electrification plans that commit to electrification targets and investment targets, rural energy plans that focus on communities' specific needs, and longer-term integrated resource plans (IRPs) that integrate conventional and alternative sources of energy. Although most countries have electrification plans in place, they often do not

Through a focus on planning, stakeholders engage in national or subnational—not project-level—planning processes.

publicly disclose them, and little is known about long-term plans for grid extension, or strategic thinking about meeting energy access goals with renewable energy or energy-efficiency measures. For example, despite the IEA projection that almost half of unconnected rural areas will be most economically served by mini-grids, the role of small-scale services in meeting energy access goals remains ill-defined and marginal in many countries (Sovacool and Drupady 2012; Practical Action 2014). In most cases, the planning process is not guided by a shared vision of how energy demand can be met.

Transparent planning that involves stakeholders can stimulate informed public debate around different energy pathways to meet current and future demand, including which pathways are likely to be more sustainable. Although transparent planning is relatively new in the developing world, some countries have started to engage in more inclusive processes. (See Box 7: Planning improvements through more inclusive processes.) Public debates of this sort are critical to developing and implementing sustainable goals.

Box 7. Planning improvements through more inclusive processes

In Thailand, civil society organizations worked with the country's Department of Energy to complete a self-assessment of its planning process. This engagement, combined with academic partners' analyses, led to a more open process and the inclusion of VSPPs, beginning with Power Development Plan (PDP) 2007 (Nuntavorakarn 2009). Stakeholder engagement was also behind the integration of 6,101MW of renewable energy into PDP 2010, representing a more than fourfold increase in renewable energy in the fuel mix, from a baseline of 2.6% in 2009 to a target of 9.3% by 2030.

In South Africa, improved transparency and the public consultation process led to the inclusion of 17.8GW of renewables in IRP 2010. This represents an increase from 0% to 9% of renewable energy in South Africa's energy share by 2030, almost 50% more than envisioned in an earlier draft (South Africa Department of Energy [DOE] 2011).

Open planning processes can also create space for demand-side planning, which shifts the focus from top-down forecasts of energy demand based on GDP to a bottom-up approach that begins by characterizing people's and businesses' needs. Instead of simply implementing a technology-driven supply-side approach, this demand characterization informs the choice of technology and level of service. Adopting this approach, however, requires more robust data than is currently available. Practical Action's 2014 *Poor People's Energy Outlook* provides a framework for defining the energy services required to meet a range of social and economic needs of households, commercial enterprises, and community service providers from the bottom up. By better understanding specific communities' activities, socioeconomic profiles, and access to natural resources, planners can improve the techno-economic options available, establish district- and national-level targets, and develop effective public-private partnerships.

The broadening of stakeholder engagement with planning processes in a given country can build on existing efforts. For example, the RISE indicators assess whether countries have national electrification plans, whether the plans include both on- and off-grid components, and how often the plans are updated (see Table 2). SEAFs might use the RISE findings as a starting point for discussing whether and how the national and subnational planning processes might be improved by broadening stakeholder engagement to develop a shared vision. Linkage to SE4All country action plans and progress (or lack thereof) indicated by SE4All's Global Tracking Framework might also be a useful entry point.

At the community level, planning can integrate community involvement in how energy services will be delivered, including training in the maintenance of energy systems (supply side) and in the business skills that would enhance energy users' ability to improve production and marketing of their goods (demand side). Frameworks such as "10 Questions to Ask about Integrated Resource Planning" (Dixit et al. 2014b) or "10 Questions to Ask about Distributed Generation" (Odarno et al. 2015) can provide stakeholders with a common understanding of planning processes for the electricity sector, and of how the processes can be opened up to include stakeholder input.

Refining the focus

National or state electrification plans, rural electrification plans, and integrated resource plans are examples of planning exercises whose outcomes would improve with increased transparency and multi-stakeholder engagement.

The SEAF would need to select the appropriate focus from the multiple planning exercises that are likely to be in play. Criteria would include policy windows (e.g., a review of the national electrification plan is on the horizon), significance (e.g., major decisions about resource mix over the next 20 years will be made), and availability of resources (e.g., resources are available for capacity building).

The salient policy windows, significance, and available resources should be weighed for each plan:

Selecting the Focus : Planning			
	(Sub) National Power Plans	Rural Electrification Plans	Integrated Resource Plans
Policy Windows			
Significance			
Availability of Resources			

Once the planning focus is selected, the institutional lead should be identified, substantive and procedural commitments defined, and key documents necessary for effective engagement identified.

EXAMPLE: The SEAF chooses to focus on the rural electrification plan. The SEAF and the relevant planning agency agree that bottom-up demand characterization will be a key data input (substantive commitment) and then commit to implement transparency measures that will facilitate effective stakeholder engagement for reviewing investment options (procedural commitment).

Defining Commitments—Example: Rural Electrification Planning			
Institutional Lead	Substantive Commitment	Procedural Commitment	Key Documents
Rural Electrification Agency	Bottom-up demand characterization	Participatory mechanism for planning and review	Electrification plans; demand estimation; monitoring plan

3) POLICY AND REGULATORY PROCESSES: STRENGTHENING THE ENABLING ENVIRONMENT BY BUILDING STRONGER INSTITUTIONS AND PROCESSES

Through a focus on policy and regulatory processes, stakeholders agree to set good governance benchmarks for institutions developing the enabling environment for sustainable energy access.

This option represents a more granular approach to engaging with institutions in policy and regulatory design and implementation. In this approach, stakeholders agree to set good governance benchmarks for institutions developing the enabling environment for sustainable energy access.

SE4All's theory of change is that the right enabling environment attracts the investments necessary to reach energy access goals. Progress toward reaching the goals can then be measured against the GTF. (See Table 1.) The GTF takes an innovative, multi-tier approach to defining access. SE4All designed it to measure progress across the range of attributes of a usable energy service, including quality, affordability, safety, and reliability. Communities cannot make measurable progress along these attributes, however, unless policies and regulations include not only incentives and accountability mechanisms to attract investments but also appropriately sized service delivery mechanisms that provide reliable, affordable, and safe energy that is of sufficient quality. In other words, the enabling environment needs to be aligned with expected outcomes.

SE4All's RISE framework offers indicators to assess the enabling environment, including indicators for financial incentives and utility performance.[11] (See Table 2: RISE Indicators and Sub-Indicators for Policies and Regulations for Energy Access.)

SEAFs might use the RISE findings as a starting point to discuss how policy and regulatory processes might be improved to ensure the proper alignment of

11 Readiness for Investment in Sustainable Energy: http://rise.worldbank.org/.

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investments with energy access goals. These goals may include improvements with respect to affordability, reliability, and sustainability.

Refining the focus

To select a focus for engagement on the enabling environment, the forum should identify the following:

- Key policies or policy instruments that will be central to reaching energy access targets. These might include policies to incentivize mini-grid developers, subsidies for household connections, or subsidies for grid connection.
- Key institutions tasked with implementing these policies or policy instruments. These institutions might include the national or subnational department of energy, energy regulators, national development banks, or rural electrification authorities.
- Key documents necessary to engage around policy and regulatory decisions.

Selection criteria would include salient policy windows (e.g., the time period when regulations for mini-grid subsidies are being developed), significance (e.g., a substantial amount of public funds will be invested), and availability of resources (e.g., funds for capacity building).

The salient policy windows, significance, and available resources should be weighed for each policy or policy instrument:

Selecting the Focus : Policy and regulatory processes			
	Policies and Regulations for Energy Services	Utility Transparency	Procedural Efficiency
Policy Windows			
Significance			
Resources			

The following are the RISE indicators and sub-indicators for policies and regulations for energy access, though other policies may also be of interest:

Table 2. RISE Indicators and Sub-Indicators for Policies and Regulations for Energy Access

Energy Access Piller

Policies and Regulations

- Existence and implementation of electrification plan
  - Existence
  - Public Availability
  - Regular Update
  - Tracking institution
  - Time frame
- Quality of electrification plan
  - Service level target
  - Inclusion of off-grid solutions
  - Inclusion of community and productive services
  - Geo-spatial mapping
- Grid electrification
  - Legal framework for informally settled people
  - Funding support for grid electrification
  - Funding support for consumer connections
  - Standards of performance
- Mini-grids
  - Legal framework for operation
  - Ability to charge tariffs freely
  - Funding incentives
  - Standards and quality
- Standalone home systems
  - Existence of national program
  - Financial incentives
  - Standards and quality
- Affordability of electricity
  - Cost of subsistence consumption
  - Policy to support low-volume consumers
- Utility transparency and monitoring
  - Public financial statements
  - Public annual reports
  - Public reliability measurements
  - Usage of outage recording system
- Utility financial viability
  - Operational cost recovery
  - System losses
  - Bill collection rate
  - Debt service coverage ratio
  - Current ratio
  - Days payable outstanding

Procedural Efficiency

- Establishing a new household grid connection
  - Rural customers
  - Urban customers
- Establishing a new mini-grid facility
  - Time and cost of procedures

RISE score: 8 indicators and 32 sub-indicators

Not scored: 2 indicators and 3 sub-indicators

Source: World Bank Group. (Forthcoming 2016). "Readiness for Investment in Sustainable Energy (RISE)- Advisory Group Meeting- Energy Access."

Defining commitments

Once the policy or regulatory focus is selected, the institutional lead should be identified, substantive and procedural commitments should be defined, and key documents necessary for effective engagement should be identified.

EXAMPLE: The SEAF chooses to focus on engaging around subsidies for investing in mini-grids. The SEAF and the financing parties agree to develop the criteria for subsidies (substantive commitment) and then commit to uphold

transparency and accountability in the design and implementation of subsidies (procedural commitment).

Defining Commitments—Example: Subsidies for Mini-Grid Developers			
Institutional Lead	Substantive Commitment	Procedural Commitment	Key Documents
Regulatory commission	Develop criteria for mini-grid subsidies	Transparent criteria; justification of subsidy allocations; regular program evaluation	Background documents; regulatory decisions; evaluation reports

If sector institutions are weak and do not have existing procedures for disclosing information and engaging with stakeholders, the SEAF can provide a bridge by agreeing to develop a targeted set of procedures that can be institutionalized over time (and with possible support from donors). Participatory forums, working groups, expert subcommittees, and advisory committees can provide useful platforms for bringing together senior government, business, and civil society, representing a broad range of sector expertise.

The objective here is to ensure that civil society has access to relevant information and decision-making spaces, and therefore has the opportunity to shape policy design and implementation, in order to ensure the policies reflect community needs. (See Box 8: Provisions for participation in regulatory decision making have yielded positive outcomes.) Over the longer term, it is critical that the procedures be institutionalized in the broader enabling environment, not limited to SEAF activities.

Box 8. Provisions for participation in regulatory decision making have yielded positive outcomes

Regulatory proceedings (which are designed to balance stakeholder interests) and environmental impact assessments (which include impacts on communities near infrastructure project sites) are the two most common spaces for formal public participation in decisions that determine affordability.

For example, public participation enabled the People's Monitoring Group on Electricity Regulation in the Indian state of Andhra Pradesh to critique the design of power purchase contracts throughout the regulatory process. Such exposure led to significant improvements in subsequent negotiations with independent power producers, thereby leading to greater consideration of affordability (Rao 2012).

When the Indonesian Council for Environmental Law identified limited coordination among regulatory agencies as governance weakness, it decided to work with the relevant agencies to introduce the concept of an integrated environmental permit that combined the business permit with environmental clearance. The integrated permit has reduced environmental impacts and improved efficiency of the permitting process (World Resources Institute [WRI] 2012).

In Malawi, Practical Action's participation in a policy review resulted in an electricity amendment that allows private players to generate and distribute power to households and enterprises, and allows for cost-reflective tariffs different from the subsidized rates set by the government. A similar process in Zimbabwe resulted in steps toward a new renewable energy law (personal communication with Aaron Leopold, Practical Action, May 2015).

Capacity building as a cross-cutting objective

Capacity-building outcomes can be explicit targets for multi-stakeholder partnerships. The multi-stakeholder approach builds relationships among nonconventional partners, including civil society organizations that have not previously collaborated, and different types of stakeholders. If structured well, collaborative work can improve the civil society partners' credibility and acceptance, and strengthen their capacity to engage in the sector.

EGI developed the following attributes to assess CSO capacity, and partners have used them in the context of larger governance assessments.[12] The SEAF can use the metrics to conduct a needs assessment, which in turn can be used as the basis for a capacity-building program. It will be important for donors to support this program as a critical part of a sustainable multi-stakeholder partnership.

12 See the EGI Assessment Toolkit, "Benchmarking Best Practice and Promoting Accountability in the Electricity Sector," for more information about how to use the indicators. The Toolkit assesses civil society's capacity based on the number of attributes met, with zero attributes indicating low capacity and seven attributes indicating high capacity.

The attributes for assessing CSO capacity are the following:

- *Techno-economic analytical capacity:* CSOs' ability to engage in policy debate based on informed positions and sound analysis, and to submit quality, reasoned comments on significant policy formulation processes.
- *Proactive engagement and strategic capability:* The ability to bring about long-term change by helping set agendas rather than simply reacting to others' agendas. This might include, for example, engagement to introduce new legislation or new policies.
- *CSO analysis of environmental and social impacts:* Ability to provide independent civil society assessment of environmental and/or social implications of sector-level policy proposals, regulatory decisions, or pending power sector legislation.
- *Support for weaker groups and grassroots links:* Ability to provide pro bono legal representation to, or regularly facilitate or support the advocacy concerns of, grassroots groups and vulnerable populations, in particular indigenous/aboriginal communities, women's organizations, populations in extreme poverty, and populations without access to electricity.
- *Ongoing learning capacity:* Connections to sources of ongoing learning to stay current with debates. Sources may include academics, knowledge resources, and international contacts.
- *Networking:* Existence of an effective network that provides a basis for information sharing, joint strategizing, and collaborative work.
- *Broad credibility:* Credibility with a wide range of stakeholders, including the government, the private sector, and other CSOs. Credibility may be measured by indicators such as number of links to grassroots organizations, amount of participation in networks, number of requests to participate in official and other events, and number of requests to participate in official committees and panels. Multiple indicators would need to be used to assess broad credibility, as opposed to credibility with only one set of stakeholders.

More details on the metrics and how to assess them can be found in the EGI Assessment Toolkit (Dixit et al. 2007).

In the next section, we look at some practical steps that can be taken to create sustainable energy access forums, including surveying the landscape of existing engagement in a given country and selecting a point (or points) of entry.

PART 4: NEXT STEPS: DESIGNING SUSTAINABLE ENERGY ACCESS FORUMS

This roadmap proposes options for multi-stakeholder collaboration around thematic entry points. If these options for entry offer concrete opportunities for engagement, they may be adapted to ongoing national or multilateral processes.

For example, SE4All's Country Action Agendas and Investment Prospectuses have opportunities to engage around the thematic topics embedded in them. The SDG Energy Goal is highly relevant to tracking public investments. The RISE assessments offer opportunities for public policy dialogue. Alternatively, stakeholders may choose to focus on ministerial, agency, or treasury processes that intersect with—but are independent of—multilateral processes.

This roadmap proposes options for multi-stakeholder collaboration around thematic entry points but these will need to be adapted to ongoing national or multilateral processes.

In this section, we look at practical steps to create sustainable energy access forums, including surveying the landscape of existing engagement in a given country; convening to select a point (or points) of entry; developing concrete commitments and action plans; and creating supporting mechanisms for capacity building, communications, and monitoring and evaluation.

Scoping

Stakeholders will need to complete scoping to achieve three goals:

1. To understand the landscape of energy access initiatives

   A scoping exercise should identify national or subnational energy access plans and describe how multilateral or bilateral investment initiatives support them. This analysis should include

   - a description of (sub)national plans related to energy access, including progress to date and projected for the next 3–5 years
   - the roles of national, bilateral, or multilateral investments
   - critical policies and regulations
   - a mapping of key actors and their roles in energy access decisions
   - a review of governance gaps, as identified by RISE or other assessments, if available

   The output of this scoping should be a snapshot of significant investment and/or policy events on the horizon, key actors, and priority areas for attention.

2. To identify civil society organizations engaging on energy access or related issues

   This scoping exercise will help all stakeholders understand

- which CSOs are engaging on energy access and related development issues in a given country
- what kind of work is ongoing (e.g., research, advocacy, community-level service delivery)
- how grassroots efforts could feed into the larger dialogue on energy service delivery

The output of this scoping would include a mapping of CSO engagement in the sector at the national, subnational, and community levels, and should include women's and marginalized groups.

Commitments must be Specific, Measurable, Actionable, Relevant and Time bound.

3. To identify already-functioning multi-stakeholder partnerships or platforms

   This scoping exercise should identify multi-stakeholder partnerships related to energy access that are already functioning in a given country, and assess the extent to which they address financing, planning, and policies and regulations for energy access. Opportunities should be identified for integrating new multi-stakeholder engagement to strengthen the enabling environment for energy access investment.

Developing commitments

After the scoping has been completed, sector stakeholders can convene at a series of workshops to share the findings and discuss the concept of an inclusive forum to support the enabling environment for energy access. The workshops should have two objectives: to review the landscape of energy access initiatives currently unfolding and to discuss the usefulness of an inclusive forum in supporting these efforts. If there is general agreement on the usefulness of such a forum, the workshop could include an initial conversation about the objectives of the SEAF and the options for engagement.

Additional workshops would need to be convened in order to discuss more detailed proposals for stakeholder engagement and commitments, including linkages to energy access goals. Part 3 of this report provides guidance for selecting focus areas and illustrative commitments. The OGP provides guidance for how to draft commitments[13]: each commitment should be accompanied by a short paragraph that identifies what the commitment is, how it will contribute to improved energy access, and who will be involved in its implementation. It is good practice to follow SMART criteria when formulating commitments. SMART criteria require that each commitment be:

- *Specific*. The commitment must clearly articulate what the forum wants to accomplish by outlining concrete activities that will be implemented to achieve the country's energy access objectives.

13 Guidance is adapted from the Open Government Partnership Hub: http://www.ogphub.org/basics/engaging-as-civil-society-why-and-how/preparing-drafting-the-first-action-plan/.

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- *Measurable*. The commitment must be benchmarked through the use of measurable targets and milestones. Benchmarks are necessary to track progress and should be incorporated into the monitoring and evaluation processes. The benchmarks should be designed to measure the outputs the commitments generate.
- *Actionable*. The commitment should explain how to achieve the SEAF's outputs and goals. It should include brief explanations of the actions, methodologies, tools, and processes the government will use to meet these outputs and goals.
- *Relevant*. The commitment must address energy access issues and should include procedural aspects including transparency, citizen participation, and accountability.
- *Time bound*. The commitment should have deadlines to spur action. Every commitment should specify a realistic deadline by which progress toward implementation can be demonstrated.

Developing ways of working[14]

This section provides four practical suggestions on how to develop a path forward once focus areas have been selected and commitments have been developed:

1. *Set up mechanisms for engagement*. There are a variety of governance and consultation mechanisms that cater to the disparate structures and inherent processes of governments, civil society, and the private sector,

14 This section is consistent with the good practices identified by Gallagher and Wykes (2014) and their recommendations for improving the integration of civil society in SE4All's multi-stakeholder processes. These practices have since been incorporated into SE4All guidelines, which can be accessed at http://www.se4all.org/sites/default/files/l/2014/02/Stakeholder-Guidelines-final-draft.pdf.

such as advisory boards and caucuses, pilot projects, informal and formal consultations, and working groups. Whichever level of formality and mechanism for engagement is chosen, it should shape the terms of reference for each participant and make clear the extent to which each stakeholder has decision-making power or is in a consultative role only. For example, members of an advisory board might be able to provide feedback at certain points in the decision-making chain but might not have as much power as members of a steering committee to make the actual decision. Each stakeholder group should establish a focal point that will facilitate forum participation.[15]

2. *Support the civil society unit*. This roadmap posits that civil society capacity building is an intrinsic means of promoting effective stakeholder engagement. Funding should be identified to support a dedicated civil society unit. For example, OGP's Civil Society Engagement Team can help coordinate partnerships, frame issues for different types of civil society groups (e.g., agriculturalists, women's organizations, small-business associations), and develop materials for stakeholder groups that might not be familiar with the issues. Identifying opportunities for both cross-learning and even formal training should also be an explicit function of this unit.
3. *Develop an action plan*. Formulating action plans is one way to delineate roles and expectations, making it easier for governments to plan specific action items. The action plan should include
    - terms of reference for each participant/organization (these can be informal agreements rather than contracts)
    - milestones on the road to realizing commitments
    - a schedule of meetings to review progress
    - a communications plan
        - materials for stakeholder groups that might not be familiar with specific issues
        - progress reports on commitments
        - promotion of cross-learning
4. *Monitor and evaluate*. Periodic progress reports can stimulate dialogue and promote accountability between governments and citizens (Open Government Partnership [OGP] 2014). The SEAF should consider developing a mechanism to measure progress against the milestones outlined in the action plan. The periodic reports can also be inputs into SE4All RISE assessments and the Global Tracking Framework.

15 How stakeholder groups are defined will depend on country-specific usages. Similarly, the inclusion of individuals who do not have formal organizational representation will depend on the MSP's level of formality. Stakeholder mapping (addressed above) should identify sources of expertise and relevant perspectives as inclusively as possible.

CONCLUSION

SEAFs have great potential to strengthen the enabling environment: They can help make investment decisions more responsive to service delivery needs.

A wide variety of civil society organizations are engaging with energy sector processes in energy poor countries, their concerns ranging from specific consumer and environmental grievances to broader policy, planning and regulatory issues. Although the demand side of participation is making itself heard, the supply side is poorly developed.

The few studies that address this topic note that CSO participation is undervalued and under-supported. CSOs are not systematically included in formal decision-making processes at either the national or the global level, and financial and capacity-building resources are seldom devoted to supporting such inclusion. The limited data we have, however, indicates that when civil society participates, it often plays a constructive role in amplifying dimensions of energy access that are neglected in the policy process and in service delivery.

Multi-stakeholder partnerships are evolving to be more inclusive of civil society. Although efforts toward greater inclusion are not flawless, progress has been made in building a more robust role for CSOs in these forums. In this context, there is room for improvement on multi-stakeholder engagement around energy access. Public governance MSPs, which aim to improve government policy and decision making by bringing complementary expertise to investment and public policy discussions, offer a model for the development of multi-stakeholder sustainable energy access forums.

SEAFs have great potential to strengthen the enabling environment: They can help make investment decisions more responsive to service delivery needs. They can help make RISE and other readiness assessments robust tools for policy dialogue conversations. They can be a bridge to building stronger sector institutions, so that mechanisms for increased transparency, accountability, and participation are institutionalized over time. All these measures will be key to building an enabling environment to develop energy access in a financially and environmentally sustainable manner, with the ultimate goal of achieving the 2030 Agenda for Sustainable Development Agenda.

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GLOSSARY OF TERMS

ACCESS	Alliance of Civil Society Organisations for Clean Energy Access
AEEP	Africa-EU Energy Partnership
CAFOD	Catholic Agency for Overseas Development
CAG	Citizen Consumer and Civic Action Group
CARD	Country Action Reference Document (SE4All)
CEER	Council of European Energy Regulators
CIFs	Climate Investment Funds
CoST	Construction Sector Transparency Initiative
CREAT	Consumer Rights Education and Awareness Trust
CSO	Civil society organization
CTF	Clean Technology Fund
EGI	Electricity Governance Initiative
EITI	Extractive Industries Transparency Initiative
ESMAP	Energy Sector Management Assistance Program
ESMI	Electricity Supply Monitoring Initiative
GIFT	Global Initiative on Fiscal Transparency
GTF	Global Tracking Framework (SE4All)
HIVOS	Humanist Institute for Development Cooperation
IBEKA	Indonesia's People Centered Economic and Business Institute
IEA	International Energy Agency
IESR	Institute for Essential Services Reform
IIED	International Institute for Environment and Development
IRENA	International Renewable Energy Agency
IRP	Integrated Resource Plan

MSP	Multi-Stakeholder Partnership
NARUC	National Association of Regulatory Utility Commissioners
NGO	Nongovernmental Organization
OCP	Open Contracting Partnership
OGP	Open Government Partnership
PDP	Power Development Plan
PEG	Prayas Energy Group
PMGER-	People's Monitoring Group for Electricity Regulation
REIPPP	Renewable Energy Independent Power Procurement Program
RISE	Readiness for Investment in Sustainable Energy
SAN	Stakeholder Advisory Network
SDG	Sustainable Development Goal
SDN	Stakeholder Democracy Network
SE4All	Sustainable Energy for All
SEAF	Sustainable Energy Access Forum
SREP	Scaling Up Renewable Energy in Low Income Countries Program
TaTEDO	Tanzania Traditional Energy Development Organization
UN	United Nations
USAID	United States Agency for International Development
VSPP	Very Small Power Producer
WEC	World Energy Council
WEF	World Economic Forum
WRI	World Resources Institute
WWF	World Wildlife Fund for Nature
ZACA	Zambia Consumer Association

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