
**REQUEST FOR EXPRESSIONS OF INTEREST
ADVERTISEMENT
(INDIVIDUAL CONSULTANT)
Country: Rwanda**

Assignment: Development of the National Non-Revenue Water (NRW) Reduction Programme for Rwanda

Position: Non-Revenue Water (NRW) Expert

Client: WASAC Group Ltd

Source of Fund: United Nations Children's Fund (UNICEF)

Date: 13/04/2026

1. Background

Water and Sanitation Corporation (WASAC) Group Ltd, is committed to improving the efficiency and sustainability of the water supply sector. However, Non-Revenue Water (NRW) remains a major challenge, currently estimated at about 37.8%, leading to significant water losses, reduced revenues, and operational inefficiencies.

Reducing NRW is a key priority under the National Strategy for Transformation (NST2) 2024–2029, which targets lowering NRW to 20% by 2029. Achieving this target is essential for improving service delivery, strengthening financial sustainability, and enhancing climate resilience.

WASAC has implemented several NRW reduction initiatives, which demonstrate that results can be achieved through data-driven and well-coordinated interventions. However, NRW levels and causes vary across branches and districts, requiring a structured national approach.

In this context, WASAC intends to develop a National NRW Reduction Programme and seeks to recruit an Individual Consultant (NRW Expert) to support its preparation, including the development of a donor-ready funding proposal to mobilize resources for implementation.

To ensure quality assurance, effective coordination, and technical review, WASAC Group Ltd seeks to hire an Individual Consultant–Non-Revenue Water Expert for a development of the National Non-Revenue Water (NRW) Reduction Programme for Rwanda.

2. WASAC Group now invites interested candidates (Individual Consultants) to apply and indicate interest in providing these services. Interested Individual Consultant must provide information indicating that he/ she is qualified and has relevant experience to perform the services (detailed CVs, academic and professional qualifications, relevant copies of academic degrees and other certificates, description of experience in similar assignments, etc.). Detailed terms of reference can be found at WASAC's website <https://www.wasac.rw>

3. Eligibility criteria, establishment of the short-list and the selection procedure shall be in accordance with the Rwanda Procurement Law. The Individual Consultant shall be selected based on his/ her relevant experience, qualifications, and ability to carry out the assignment. Please note that interest expressed by an Individual Consultant does not imply any obligation on the part of WASAC Group to include him/ her in the shortlist.

4. Qualification requirements:

The Expert shall meet the following minimum requirements:

- ✓ Master's degree or higher in water-related engineering or water resources management;
- ✓ Minimum 10 years' experience in NRW reduction and water utility operations;
- ✓ Experience with donor-funded and policy-oriented assignments is an asset.

5. The applicant shall provide:

- (i) Full time contact mail address and mobile phone numbers;
- (ii) Contact details of his/her Clients/Employees in the last 5 years;
- (iii) Names of three referees and their contact mail addresses including mobile/cell telephone numbers;
- (iv) Copies of National Identity Cards (IDs) or passports.

6. **Remuneration:** The Expert shall be remunerated through a negotiated lump sum including fees and relevant reimbursable expenses.

7. Interested Individual Consultants may obtain further information at the following address during office hours [9-15 GMT] or by e-mail:

WASAC Group Ltd
P.O Box 2331 Kigali,
KN4 Av 8, CENTENARY HOUSE, Nyarugenge District,
Kigali-Rwanda
E-mail: info@wasac.rw with a copy to uprocurement@wasac.rw

8. Written Expressions of Interest together with the CVs, copies of degrees and relevant certificates must be delivered in a sealed envelope clearly marked: **"Non-Revenue Water Expert"** or could be submitted in one file by e-mail to the address above by no later than **27/04/2026 at 3:00 PM (GMT)**. Late submissions will not be considered.

Sincerely;


Dr. Asaph KABAASHA
Chief Executive Officer





TERMS OF REFERENCE FOR RECRUITMENT OF NON-REVENUE WATER EXPERT

ASSIGNMENT: Development of the National Non-Revenue Water (NRW) Reduction Programme for Rwanda

CLIENT: WASAC GROUP Ltd

SOURCE OF FUNDS: United Nations Children's Fund (UNICEF)

Individual Consultant: Non-Revenue Water (NRW) Expert

1. Background and Rationale

Non-Revenue Water (NRW) remains one of the most critical challenges facing Rwanda's water supply sector, with national NRW levels estimated at around 37.8%, resulting in substantial water losses, foregone revenues, increased energy consumption, and reduced service reliability. These losses undermine WASAC's financial sustainability and Rwanda's broader goals related to water security, climate resilience, and economic development.

Evidence from recent initiatives like KAIZEN and FDW SCALE projects, and other development partner supported interventions, demonstrates that NRW reduction is technically feasible, financially viable, and delivers measurable returns on investment when interventions are data-driven, adequately resourced, and institutionally embedded.

Rwanda's National Strategy for Transformation (NST2) 2024-2029 prioritizes scaling up access to clean water through enhanced, sustainable infrastructure. By expanding urban and rural water networks, promoting private sector participation, and ensuring climate-resilient water management, targeting to reach at 20% as NRW ratio by 2029. However, NRW causes vary significantly by WASAC branch/sub-branch and service context, encompassing physical losses, commercial losses, social factors (e.g. vandalism, illegal connections), and internal institutional practices. Addressing NRW therefore requires a nationwide yet highly differentiated programme, supported by institutional strengthening, policy reforms, and sustained financing.

Against this background, WASAC seeks to engage an experienced NRW Expert (Consultant) to prepare *(i) a comprehensive, costed, and investment-ready National NRW Reduction Programme, aligned with Rwanda's development priorities, and (ii) a funding project proposal for submission to the donors for mobilisation of resources for implementation of the Programme.*

2. Overall Objective of the assignment

The overall objective of the consultancy is to develop a detailed, evidence-based, and costed four-year National NRW Reduction Programme for Rwanda, grounded in district and WASAC branch-level NRW diagnostics and incorporating technical, institutional, policy, and financing measures, and a funding project proposal for submission to the donors for fund mobilisation for implementation of the programme.

3. Specific Objectives

The specific objectives are to:

1. Conduct a nationwide assessment of NRW levels, components, and trends across all WASAC branches/districts.
2. Disaggregate NRW into physical and commercial losses using IWA-compliant methodologies.
3. Assess and identify WASAC branch/ district-specific root causes of NRW, including technical, social, and institutional drivers.
4. Review lessons learned from past and ongoing NRW interventions in Rwanda as well as in other countries with similar context.
5. Propose tailored NRW reduction interventions linked to identified causes, including Performance Based Contracting for NRW reduction
6. Conduct an economic and financial analysis of the proposed interventions and propose a financing strategy of the best practices after prioritization.
7. Develop a National NRW Reduction Programme for Rwanda, including implementation roadmap, financing framework, and monitoring arrangements, and a funding proposal for mobilisation of resources for implementation of the Programme.
8. In collaboration with WASAC, organize learning sessions to inform the members/stakeholders of the NRW Reduction workstream.

4. Scope of Services

4.1. Review of Sector Context, Policies, and Existing Initiatives

The Consultant shall review and synthesize:

- National water sector policies and strategies (including NST-2 and climate commitments)
- WASAC corporate plans, existing NRW reduction plans and related reports
- Evidence and policy recommendations from NRW case studies and policy papers
- Lessons from existing intervention projects like KAIZEN, FDW SCALE, ISOKO Y'UBUZIMA, and other related initiatives.

Regional NRW best management practices, including suitability of NRW Performance-Based Contracting and its scalability to Rwanda.

4.2. Nationwide NRW Diagnostic Assessment

The Consultant shall carry out a comprehensive NRW diagnostic for each WASAC branch/district, including:



- Development of International Water Association (IWA) standard water balances by reviewing the completion of reports of past projects, as an aggregated data of pilot projects.
- Quantification of NRW (% and m³) at the national and district/branch levels for 5 years from WASAC's literature, site visit and interview to WASAC branches, sub-branches and Private Operators.
- Collect information on overview of branches, sub-branches and private operators including length of pipelines, number of customers, human resources, equipment, materials, and financial status (if Private Operators).
- Separation into:
 - Physical losses (leakage, trend of bursts, reservoir status, overflows, pressure-related losses)
 - Commercial losses (number of aged and damaged meters, meter inaccuracies, illegal connections, billing and data errors, zero consumption and its types)
- Trend analysis where data is available (5 years).

The assessment shall involve field visits, site surveys, interviews with key stakeholders, and structured data collection tools, and a stakeholder's workshop, in line with recommended approaches.

4.3. Identification of Specific Causes of NRW at WASAC branches and Sub-branches

For each WASAC Branch/Sub-branch, the Consultant shall identify and classify NRW causes, including (but not limited to):

- Infrastructure-related causes (aged pipes, poor materials, network design)
- Operational causes (pressure fluctuations, intermittent supply, delayed repairs)
- Commercial causes (metering issues, illegal connections)
- Social causes (vandalism, community behaviour)
- Internal institutional practices, including staffing models, procurement delays, and lack of Standard Operational Procedures (SOPs).
- Gaps in terms of staffing and capacity building in NRW Reduction.

4.4. Identification of NRW Reduction Interventions and Costing

The Consultant shall propose cause-specific and district-appropriate interventions, covering both physical and commercial losses as highlighted below.

a) Physical Loss Reduction

- Leak detection and repair
- Preventive maintenance and pipe replacement
- Pressure management and District Metered Areas (DMAs)
- Storage tank improvements (e.g. float valves)



b) Commercial Loss Reduction

- Meter replacement and calibration
- Anti-tampering measures
- Billing and customer database improvements
- Enforcement against illegal connections

c) Institutional, Social, and Policy Measures

- Strengthening branch-level NRW management
- Capacity building and staffing strategies
- Community engagement and enforcement mechanisms
- Development of policies, SOPs, and performance incentives
- Advocacy actions targeting institutions like MININFRA, MINECOFIN, and RURA.

For each intervention, the Consultant shall:

- Provide indicative costs and unit rates with clear evidence.
- Estimate expected NRW reduction impacts both volumetrically and financially.
- Assess cost-effectiveness and return on investment.
- Prioritize “quick wins” versus medium- and long-term investments.

4.5. Development of the National NRW Reduction Programme Document

Based on the above findings, the Consultant shall draft a national 4-year's Programme for NRW Reduction to achieve NST-2 target on NRW. The programme will, inter-alia, include the following:

1. Background and rationale
2. Current NRW status and gap analysis
3. Previous/On-going initiative to reduce NRW
4. Lessons learned and evidence base.
5. Programme objectives, targets and theory of change.
6. Programme components and interventions.
7. Phased implementation plan
8. Institutional and governance arrangements and implementation modalities
9. Policy and regulatory reform actions
10. Costing, financing options, and donor alignment
11. Monitoring, evaluation, and learning framework
12. Risk analysis and mitigation measures
13. Conclusion and Recommendation



4.6. Development of NRW Reduction Funding proposal

The Consultant shall prepare a donor-ready funding proposal for submission to financing institutions like GCF¹, GGGI², PPIAF³ supported by the World Bank, AfDB⁴, KGGTF⁵, JIC⁶A, etc., including mixed financing models involving private and national government financing mechanisms.

The proposal shall be structured based on the standard donor guidelines for development of the funding proposal and in line with Section 4.5 above, to support investment mobilization for implementation of the Programme, including blended finance, grants, and results-based mechanisms.

Mainstreaming NRW reduction across other development projects and WASAC's budget line is also key to funding NRW. For example, an organization could adopt a policy requiring a certain percentage of every development project's budget to be allocated to NRW-related components, including standardized materials and equipment.

The consultant will present the Funding proposal to WASAC and key stakeholders and revise the same in light of the feedback.

5. Deliverables

1. Inception Report;
 2. Nationwide NRW Diagnostic Report;
 3. Draft Costing Report for NRW Reduction Programme and the Funding proposal;
 4. Final Costing Report for NRW Reduction Programme and the proposal (incorporating stakeholder feedback).
- 5. Duration of the assignment**

The assignment is expected to be completed within a period of six (6) months from the date of contract signature.

7. Reporting and Coordination

The Consultant shall report to WASAC Group Ltd and coordinate with:

¹ GCF: Green Climate Fund

² GGGI: Global Green Growth Institute

³ PPIAF: Public-Private Infrastructure Advisory Facility

⁴ AfDB: Africa Development Bank

⁵ Korea Green Growth Trust Fund

⁶ JICA: Japanese International Corporation Agency



- WASAC branches and departments;
- District WASH officers and private operators;
- MININFRA, MINECOFIN, RURA;
- Development Partners.

8. Required Qualifications and Experience

The Non-Revenue Water (NRW) Expert shall possess the following requirements:

- ✓ Advanced degree (Master's degree) in water-related engineering or water resources management;
- ✓ Minimum 10 years' experience in NRW reduction and water utility operations;
- ✓ Shall have worked on at least one project financed donor-funded and policy-oriented assignment;
- ✓ Strong analytical, reporting and team working skills;
- ✓ Excellent written and verbal communication skills in English.

9. Facilities and resources to be provided by the client:

The client shall provide the following:

- ✓ Office space with internet access, office facilities including printer, photocopier and papers for the purpose of the assignment, when working at WASAC HQ and WASAC Branches;
- ✓ Access to relevant software;
- ✓ Access to relevant data, reports.

10. Duty station

Based at WASAC headquarters but with site visits to different stakeholders indicated on No.7 of these terms of reference.

11. Evaluation criteria

Evaluation of the above qualifications and experience shall be done based on the following criteria and scores:

a.	Education qualification	30 %
b.	Adequacy for the assignment (described in the ToRs)	65%
c.	Experience with donor-funded and policy-oriented assignments	5%
	Total weight	100%



The minimum score required to be considered for shortlisting is **70 points** out of **100**.

12. Payment schedule

Payments shall be made monthly upon submission of the Consultant's monthly progress report, due by the 5th of the following month. The Client's Supervisor shall review and approve the report within ten (10) working days, after which payment shall be processed.

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