



**Republic of Liberia
Rural and Renewable Energy Agency (RREA)**



REQUEST FOR EXPRESSION OF INTEREST Consultancy Services for CONSULTANCY SERVICE TO DEVELOP A STRATEGY AND ENERGY MASTER PLAN FOR THE RURAL AND RENEWABLE ENERGY AGENCY

(CONSULTING SERVICES – FIRM SELECTION)

Liberia Renewable Energy Access Project

Contract Reference No: LR-RREA-521340-CS-CQS

Issue Date: **December 23, 2025**

Deadline: **January 6, 2026**

1.0 BACKGROUND

The Rural and Renewable Energy Agency (RREA) of Liberia is an agency of the Government of Liberia with main mandate to accelerate and facilitate the commercial deployment of modern energy services to rural areas with an emphasis on locally available renewable energy resources. Established by Act in 2015, the RREA plays a crucial role in achieving the government's goal of universal energy access by 2030 in alignment with the UN Sustainable Development Goals (#7), ECOWAS Regional Renewable Energy Policy, Liberia's ARREST Agenda for Inclusive Development, Rural Energy Strategy & Masterplan, and the National Electrification Strategy.

As per the 2021 revised Nationally Determined Contributions, Liberia commits to reducing economy-wide greenhouse gas emissions by 64% below the projected business-as-usual level by 2030. Mitigation targets set for the energy sector by 2030 include the following:

- Reduce GHG emissions from energy sector by 40.6% below business-as-usual levels by 2030,
- Produce and distribute energy saving cook stoves to reduce the use of fuel wood and charcoal (Link to Forest sector),
- Reduce emissions by 588 Gg CO₂e per year by making sure 60% of households using wood fuel or charcoal are supplied with energy efficient cook stoves by 2030.

Adaptation targets set for the energy sector include the following:

- Creation of private investment enabling environment focusing on Power Purchase Agreement (PPA) in renewables,
- Risk mapping of climate stress vulnerability of energy infrastructure – -future investments should be guided by such risk mapping,

- Updating design and construction standards and materials to ensure that future energy infrastructure are more resilient to anticipated climate and extreme weather events, Development of off-grid small Hydro Power Plants and on-grid ones via PPAs to maximize the opportunities that energy access offers in improving livelihoods and diversifying income sources,
- Promote productive uses of energy through skills training, access to finance and business development,
- Develop large photovoltaic (PV) Plants with Independent Power Producers (IPPs) by signing PPAs to diversify the energy mix to provide a more resilient system to climate vulnerability.

Monthly solar radiation on horizontal surface ranges from about 4 kWh/m²/day during the rainy season in June, July, August to 6 kWh/m²/day during the height of dry season in February and March. The US national Renewable Energy Laboratory (NREL) studied biomass resources (other than forestry) in Liberia with a view on how these resources could be used for energy purposes. NREL also indicated that the potential annual waste stream from logging operations, once they restart, could be very substantial, with an estimated 20 million m³ available (162,645 TJ/year), of which 10.9 million m³ at sawmills and the remainder at the logging site; most of that waste would be lost. The annual waste at the sawmills would be able to produce 100 million bags of charcoal, if all waste were convertible into charcoal; this is much more than is currently used in the country. According to the Rural Energy Strategy and Masterplan, hydropower potential of 2 300 MW has been identified in Liberia. This potential is mainly on large rivers with high mean annual flow and low heads. Several locations have heads and flows above 50 m³/s, thus good for above 5 MW hydro schemes.

To accelerate progress towards universal access by 2030, the Government of Liberia developed an energy compact under Mission 300 which targets to achieve 75% energy access by 2030 with the below sub-targets to be achieved as of 2025:

- Electricity access: 100,000 annual connections, out of which 60,000 would be grid-tied, 15,000 through mini-grids and 25,000 through stand-alone systems,
- Clean cooking access: 200,000 clean cookstoves distributed,
- Renewable Energy mix: 75% of electricity generation from renewable energy sources.

In keeping with Liberia's 2015 Electricity law as well as existing institutional and policy frameworks for the energy sector, several key stakeholders will be involved into the planning, implementation oversight, monitoring & evaluation as well as creation of enabling environment to achieve the national energy compact under Mission 300, including the following:

- Ministry of Mines & Energy: responsible for policy formulation including integrated planning and oversight/monitoring for the energy sector,
- Liberia Electricity Corporation: responsible for delivery of grid-tied electricity as a national utility company and involved as per LERC licensing into electricity importation, generation, distribution and retail trade; as well as owner and operator of transmission infrastructure,
- Liberia Electricity Regulatory Commission: independent regulator for the electricity sector and responsible for the issuance and ensuring compliance oversight of regulations covering legal (licensing/permitting), technical and economic (tariff) issues.

The development of this strategy and business plan for the RREA will focus on seven key areas aimed at achieving a renewed ambition for the RREA with the following strategic objectives:

- Achieving universal access to clean, affordable and sustainable energy by 2030, aligning with national development goals and targets.
- Investment into digital technology infrastructures to strengthen energy access planning, tendering, implementation and monitoring & evaluation,
- Review and recommend enabling policy, legal, institutional and regulatory framework to attract and stimulate private sector investments through innovative and sustainable financing mechanisms, addressing access to finance challenge, consumers affordability challenge, eliminating competition from traditional energy sources (fossil fuels) and low-quality renewable energy products and services, removing policy and regulatory barriers to reduce risks for private sector investments,
- Scaling up productive use of energy to drive rural industrialization and economic development.
- Advancing the decarbonization of the rural energy sector, aligning with global sustainability goals and climate commitments.
- Showcasing electrification success stories and providing a blueprint for effective and sustainable electrification models.

To date, there are several high-level policies and planning frameworks for renewable energy access, but which have the following limitations and which this assignment will complement:

- 2015 Renewable Energy Strategy & Masterplan: in contravention of the UN sustainable development goals, as well as Liberia's 2009 National Energy Policy, 2024 ARREST Agenda for Inclusive Development and Liberia's 2024 National Energy Compact under Mission 300 only seeks to achieve 35% energy access for rural populations covering off-grid/rural electrification, clean cooking, energy efficiency and renewable energy generation;

- 2020 National Electrification Strategy: despite setting targets and strategies for universal access to electricity, it is only limited to electricity access and does not consider other energy access types such as clean cooking, energy efficiency, e-mobility, productive use for large industrial users such as agriculture, mining/extractive and commercial & industrial value chains. Also, it only considers initiatives for expansion of the grid's transmission and distribution infrastructure through expansion and densification, but doesn't consider the electricity supply deficit by targeting additional investment into renewable energy generation.

In light of the above, the Agency is embarking on a significant transformation to achieve its renewed ambition. This necessitates a comprehensive framework that seamlessly integrates key areas, effectively repositions the agency, and charts a clear path for success. A crucial step in this transformation is developing a new strategy and business plan that aligns with the high-level strategy. This plan will empower the RREA to adapt to the evolving sectoral landscape, drive impactful initiatives, and deliver on its mandate more effectively.

2.0 OBJECTIVE OF THE ASSIGNMENT

The primary objective of this consultancy is to facilitate the development of an actionable and strategic Strategy and business plan for the RREA. Other key objectives include:

1. Refinement of high-level strategy and aligning with the RREA's renewed ambition, focusing on key outcomes: universal access to energy, direct investment by private Renewable Energy Service Companies (RESCOs), productive use of energy, decarbonization, and showcasing success stories.
2. Institutional assessment of the REA including internal structure, operations and processes, to determine requirements to deliver on key strategic outcomes.
3. Definition of clear objectives, strategies, and action plans to achieve the RREA's goals taking into consideration the need for a unified energy access strategy and plan that harmonizes the efforts of all stakeholders including decentralized stakeholders towards universal access to clean, affordable and sustainable energy,
4. Provide a roadmap for effective project implementation, resource allocation, and review existing monitoring and evaluation frameworks to ascertain effectiveness and suitability vis-à-vis the new direction of the REA.
5. Through financial modelling, outline the financial requirements and strategies for resource mobilization by identifying potential funding sources, and sustainability measures for the RREA's initiatives.

3.0 SCOPE OF THE ASSIGNMENT:

The consultant will be responsible for:

1. Reviewing the RREA's high-level strategy, relevant documents, and stakeholder engagements to gain a comprehensive understanding of the organization's renewed ambition,
2. Diversifying the energy mix by conducting resource potential assessments and setting targets based on least-cost and strategies to achieve universal access to clean, affordable and sustainable energy through off-grid options for solar photovoltaic, geothermal, hydropower, bioenergy,
3. Set targets, define strategies (financing mechanisms including investment requirements and financing strategies), business models, technology innovation, sustainability) to achieve universal access to clean, affordable and sustainable access to energy by 2030 through off-grid electrification, clean cooking, e-mobility, energy efficiency, electrification of public institutions, productive use of energy targeting agricultural, commercial & industrial, transportation, health, education sectors,
4. Conduct needs assessment for technical and financial capacity of industry association including private renewable energy service providers and training institutions and recommend technical assistance and access to finance programs to enable sustainable private sector participation in the energy sector,
5. Upgrading of the National Geospatial Energy Access Platform to visualize planning and actual infrastructure data on off-grid electrification, clean cooking, e-mobility, energy efficiency, electrification of public institutions, productive use of energy targeting agricultural, commercial & industrial, transportation, health, education sectors,
6. Conducting a situational analysis of the rural energy access sector in Liberia and other climes, including policy frameworks, legislation, market trends, and emerging opportunities.
7. Provide possible pathways for RREA to define its role in the evolving energy sector, with the increasing participation of new actors like decentralized stakeholders,
8. Particular focus on the Rural Energy Fund, evaluate its existing structure and juxtapose with what is obtainable internationally to determine optimal structure of the fund that best supports RREA to achieve its renewed ambition and deliver on its mandate.
9. Facilitating workshops and consultations with key stakeholders, including RREA management, staff, government officials, private sector industry association and experts, and other partners on the outcomes of the consultancy,
10. Developing a detailed Strategy and business plan that includes but is not limited to:
 - a) Executive Summary
 - b) Vision, Mission, and Objectives
 - c) Strategic Framework
 - d) Operational Plan
 - e) Financial Plan & Strategy
 - f) Monitoring and Evaluation Framework
 - g) Risk Assessment and Mitigation Strategies
11. Presenting draft versions of the Strategy and business plan for feedback and revisions.

12. Finalizing the Strategy and business plan based on feedback and incorporating recommendations from stakeholders.
13. Providing a comprehensive report documenting the process, findings, and recommendations.

Methodology

The consultant, in addition to what he/she may deem necessary to carry out the assignment, will employ a participatory and consultative approach throughout the process, including:

- Review of existing documents, reports, and strategies related to the RREA's mandate and objectives.
- Stakeholder consultations through workshops, interviews, and surveys to gather insights and feedback.
- Analysis of data and information gathered to inform the development of the Strategy and business plan.
- Collaboration with RREA management, staff and relevant committees to ensure alignment with organizational goals and priorities.
- Iterative development and revision of the Strategy and business plan based on feedback and validation sessions.

Deliverables

1. Draft Strategy and business plan: Initial version of the Strategy and business plan for review and feedback. The strategy and business plan should contain the following elements:
 1. An analysis of the High level strategy including key documents reviewed and insights gathered from stakeholder consultations
 2. Section on compete situational analysis of the energy access sector including considerations of best practices in other countries, legislative provisions, emerging opportunities, and providing recommendations.
 3. Assessment of different options for the strategic shift necessary for RREA to define its new role in the new energy sector regime, forge a new political identity and timeline for making this transition. If in phases, then phases need to be clearly defined.
 4. Detailed Evaluation of the Rural Energy Fund, including analysis of the current structure, operations and recommendations for optimized structure for effectiveness.
 5. Complete strategy and business plan structure as defined in the scope of work with additional elements as the case may be.
2. Finalized Strategy and business plan: Comprehensive document outlining the RREA's strategic direction, objectives, strategies, action plans, new business verticals and implementation framework. Document should be informed by incorporating feedback and recommendations from stakeholders, including a summary of clear revisions and feedback received, and changes made.
3. Presentation: A detailed presentation of the Final Strategy and business plan to REA management and stakeholders for ease of adoption.

4.0 Qualification, Experience and Competencies for Consulting firm Requirements

The consultant or consulting team should possess the following qualifications and expertise:

- Extensive experience in developing Strategy and business plans or working for organizations in the energy sector, with a focus on rural electrification and renewable energy.
- Knowledge of the Liberian as well as the global energy landscape, policy frameworks, and regulatory environment.
- Strong facilitation skills for conducting workshops and stakeholder engagements.
- Financial modelling expertise, rural electrification planning, energy modelling for developing detailed financial and electrification plans and projections.
- Excellent communication and report writing skills.

The RREA now invites eligible Firms to indicate their interest in providing the Services. Interested Consultants must provide information indicating that they are qualified to perform the services (profile, description of similar assignments, experience in similar conditions, availability of appropriate skills, etc.) Submissions must be in a single file and should not exceed **10 megabytes (MB)** in total size.

The attention of interested Consultants is drawn to Section III, paragraphs, 3.13, 3.14, 3.15, 3.16, and 3.17 of the World Bank's "Procurement Regulations for IPF Borrowers" Seventh edition September 2025 setting forth the World Bank's policy on conflict of interest. Please refer to paragraph 3.17 of the Procurement Regulations on conflict of interest related to this assignment which is available on the Bank's website at <http://projectsbeta.worldbank.org/en/projects-operations/products-and-services/brief/>.

A Consulting Firm will be selected in accordance with Consultant Qualification Selection (CQS) method set out in the Procurement Regulations.

Further information and the detailed Terms of Reference (TOR) for the assignment can be obtained electronically at the following email addresses and Website, from Mondays to Fridays, from 0900 to 1600 hours GMT:

Email:

info@rrealiberia.org, augustinem@rrealiberia.org, samueln@rrealiberia.org, dehkonteew@rrealiberia.org, tenniej@rrealiberia.org Website: www.rrealiberia.org

Expression of Interest clearly marked **Consultancy Services TO DEVELOP A STRATEGY AND ENERGY MASTER PLAN FOR THE RURAL AND RENEWABLE ENERGY AGENCY** must be delivered in an electronic/mail copy to the address below, on or before **4:00 p.m.** Local Time, on **January 6, 2026**.

Attn: Samuel Bocay Nagbe Jr.
Executive Director
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LEC Sub-station, Newport Street
1000 Monrovia 10, Liberia
Email: samuelnrrealiberia.org

Electronic submission should also be copied to the following addresses:
info@rrealiberia.org; stephenp@rrealiberia.org; augustinem@rrealiberia.org,
tenniej@rrealiberia.org; dehkonteew@rrealiberia.org;

Only the highest ranked firm will be issued the Request for Proposals.