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THIS SPECIFICATION**

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**Draft Specification for Water Efficiency
Campaign (WEC)**

Office of the Chief Executive

Project Reference: PROC.0100

Email: WECprocurement@ofwat.gov.uk

1. Background to Ofwat

We're Ofwat, the Water Services Regulation Authority – a non-ministerial government department responsible for regulating the water sector in England and Wales.

Our Vision is a secure and sustainable water sector that acts in the best interests of customers, communities and the environment.

Our Mission is to drive water companies to improve performance and deliver maximum value for customers, communities and the environment, so customers benefit from secure supplies of water and effective treatment of wastewater.

We do this by using our powers to drive the sector to deliver value for customers and the environment. This means using all our regulatory tools to push water companies to perform better, including planning effectively and investing to meet the sector's long-term challenges.

We aim to drive:

Value for customers: we incentivise companies to maximise the benefits they bring to their customers from reliable and resilient services and to run their businesses as cost effectively as possible. We hold companies to account, so that customers' bills represent value for money and vulnerable customers are supported.

Value for the environment: we are pushing the sector to make significant reductions in pollution and have allowed a quadrupling in investment to clean up our rivers and seas. To achieve the environmental targets set for the sector by the English and Welsh governments, the Environment Agency (EA) and Natural Resources Wales (NRW), we will encourage innovative ways to deliver value for both customers and nature, protecting our waterways, promoting sustainable water use and safeguarding our ecosystems.

Value for society: by enabling growth, sustainable communities and meeting long-term challenges. Through our policies and our decisions, we will enable water companies to support thriving and sustainable local communities. We will deepen our engagement in future planning to ensure the sector is sustainable for the long term. Through robust, predictable regulation, we will continue to encourage growth and the development of a resilient supply chain to enable delivery.

For further details see www.ofwat.gov.uk.

Collaborative working

However, we do not work alone. Over the coming year, we will continue to work closely with fellow regulators and partners: the Environment Agency (EA), Natural Resources Wales (NRW), the Drinking Water Inspectorate (DWI) and the Consumer Council for Water (CCW).

We will also engage with wider stakeholders, including Natural England (a key adviser to government on the natural environment in England), local authorities, unitary / county authorities, and environmental and consumer groups.

Independent Water Commission (IWC) review

The IWC review, also referred to as the Cunliffe Commission, is an independent review set up by the Government to consider and deliver recommendations to government on reforms to the water sector in England and Wales. Launched in response to public, political and environmental concerns, it has been clear about the need for change. The interim report highlighted a lack of consumer trust, posing a challenging backdrop for launching a behaviour change campaign.

The Government has indicated that it does not intend to unpick funding decisions in PR24/AMP8 [Price reviews – Ofwat](#); the Independent Water Commission also confirmed that it would not make recommendations that impact PR24 – the Water Efficiency Fund was set up as part of PR24. [2024 price review – Ofwat](#)

People

All our work is underpinned by our SAILOR values which are well established and embedded into everything we do. They set out how we strive to behave and what we aspire to be as an organisation. And they've made a difference. In our latest people survey 93% of our people said they are treated with respect by those they work with. Our SAILOR values also extend to our supplier relationships.



2. Summary of scope

This isn't your typical brief – and we're not looking for your typical agency-client relationship.

We're on the lookout for a Delivery Body – essentially a strategic delivery partner to take the reins on the **Water Efficiency Campaign (WEC)**. That means you'll be leading the way on strategy development, implementation and evaluation – all with Ofwat's oversight and collaboration.

This is an exciting time for Ofwat and the sector. Ofwat is pioneering a sector-leading transformational approach – leveraging our unique position to establish the first large-scale, centrally funded behaviour change, water efficiency marketing campaign covering both England and Wales.

To make this happen, Ofwat will facilitate the procurement process on behalf of the 16 water companies and the successful supplier (more details can be found under 'Key information').

We are very much looking forward to collaborating with you.

What is a Delivery Body?

The Delivery Body (DB) will be Ofwat's end to end delivery partner for the WEC. Think of it as a campaign dream team – combining sharp marketing know-how, consumer expertise with current knowledge of the water and / or utility sectors.

This isn't just about great creative ideas (though we want that too). It's about building a group that can develop, deliver and evaluate a campaign that cuts through the noise, is grounded in insight, built for impact, and backed by sector expertise.

What should the Delivery Body do?

We expect the delivery body to cover the full range of marketing skillsets including (but not limited to): **creative, content development, branding, channel planning, digital, social, media buying, partnership marketing, multicultural expertise, PR, evaluation**. These skillsets must be firmly underpinned by extensive, demonstrable evidence of behaviour change marketing with proven results that have delivered impact.

We also require project management, governance and stakeholder engagement. Example duties (not exhaustive) can be found in [Annex A](#). Upon appointment, we will work with the successful bidder to develop and refine the Delivery Body role, including any relevant SLAs and KPIs. **Please refer to Annex A for a full description.**

The Water Efficiency Campaign (WEC) will be a major marketing initiative covering England and Wales, representing a step change in both budget and collaboration across the sector. **Expectations are high, sector support is strong and our ambitions are even higher. We're looking for talent to match.** We want the best minds from across water, utilities and marketing to join forces and help us make a splash (pun very much intended)!

We're outlining the challenge, then passing the baton to you. We want your fresh thinking and bold recommendations to help us bring this campaign to life to deliver measurable behaviour change.

Ofwat's internal Water Efficiency Campaign team brings together deep expertise in behaviour change marketing, utility sector engagement, communications, and water efficiency policy experts. It's been carefully built to support this work and will partner with you as the delivery lead. You'll be working closely with us as a trusted, strategic partner – not just a supplier or an extra pair of hands. The Delivery Body will be overseen by Ofwat's Principal Head of Marketing.

This isn't just about getting a campaign out the door – it's about setting a high standard for how we collaborate with water companies, consumers, environmental groups and other stakeholders to drive a step change in water efficiency. We expect the Delivery Body to reflect this approach, bringing in organisations or individuals with deep experience in the water and/or utility sectors. This isn't optional – it's essential.

We need a strategic partner who's ready to think big, challenge the status quo, and deliver work that ultimately changes behaviour and saves water.

The scope covers the WEC only and we don't expect this campaign to extend into other areas of Ofwat's work. The WEC and the associated funding has been allocated specifically as part of the Price Review process, and it must be used solely for this purpose.

3. Background information

Water Efficiency

Water is vital to life and livelihoods. Without water, there is no wildlife, no economy, no food, no power, no health, and no society. The amount of water we use has doubled in the last 60 years and as our population grows and climate change persists, there is growing pressure on our water supply. An average household in England uses around 137 litres of water per day per person, yet recent studies show the public thinks they use around 20 litres (Environment Agency).

The Government's target is to reduce use of public water supply in England per head of population by 20% from the 2019/20 baseline by 31 March 2038. This works out as reducing household water use to 122 litres per person per day and reducing non-household water use by 9% by 31 March 2038 as a trajectory to achieving 110 litres per person per day household water use and a 15% reduction in non-household water use by 2050. The baseline Distribution Input (DI) per capita is published in table 1 of the [Water Resources 2023-2024: analysis of the water industry's annual water resources performance \(2024\)](#).

We would be looking for the campaign to deliver a reduction of upwards of 5 percent over the next 10 years based on consumption figures for 2023-24. We are refining this metric as part of our policy development and would like you to be ambitious in your proposals. Ofwat would also expect the WEC to influence both residential and business water usage but have focused our benefits assessment here on residential benefits due to the ease of estimation.

The WEC is one of several interventions to help achieve these targets. Other interventions include work planned individually by the water companies on water efficiency, the roll out of smart meters for water and policies like the labelling of water efficient fittings at the point of sale and changes to building regulations. These interventions will need to work together to achieve the overall target.

The Water Efficiency Fund (WEF)

Underpinning the WEC, the Water Efficiency Fund (WEF) will be one of several tools alongside initiatives led by water companies – supporting a major public campaign and annual competitions to identify and scale innovative ways to reduce water use.

Following extensive consultation, Ofwat announced the WEF would be established to drive a transformative, sustained and measurable reduction in public water demand nationally by using a range of water efficiency approaches to extend reach.

The £100 million WEF aims to drive a transformative, sustained and measurable reduction in water demand across England and Wales. We believe a central fund like this can catalyse the collaborative and innovative action needed to meet long-term challenges.

The WEF takes a two-stream approach:

- **The Water Efficiency Campaign (WEC)**, receiving up to £75 million over the period of the contract, will promote behaviour change that encourages people and businesses to use less water.
- **The Water Efficiency Lab (WEL)**, receiving up to £25 million, will fund innovation through annual competitions for the development of new technologies and processes for water efficiency.

The (WEC) and the (WEL) are designed to work together, delivering greater impact through collaboration than either could achieve alone. There may be opportunities to pilot WEC-developed approaches within the WEL, and to scale up successful WEL innovations through the WEC.

The WEF fund is running for five years, from 1 April 2025, as part of the Price Review (PR24). On average, it will cost consumers 62p per year which will be collected by water companies as part of customer bills.

Please note that this specification covers the WEC only.

More about the WEC

The Water Efficiency Campaign will be a cross-sector behaviour change initiative aimed at reducing water consumption across England and Wales. Developed in collaboration with water companies and sector stakeholders, the campaign will complement and amplify existing efforts, with a significant increase in budget acting as a catalyst to help realise the sector's broader ambitions for long-term, sustained water efficiency.

While encouraging innovation, the campaign will be rooted in evidence and driven by clearly defined, measurable objectives.

Our ultimate objective is to reset the culture and mindset around water efficiency in England and Wales by:

- Creating a campaign with significant funding to raise awareness of water efficiency and drive meaningful cultural change in how people think about water use.
- Highlighting the actions everyone can take to reduce water consumption, including wholesalers (who supply households and retailers), retailers (who serve non-household and business customers), households and businesses.
- Amplifying the benefits of other interventions already being delivered by water companies or through the WEL innovations.

This is a collaborative approach, and we intend to capture and actively share learnings in a way that guides future efforts delivering a lasting legacy and ongoing benefits for the sector and bill payers.

Why now?

The WEC will bring in fresh thinking, underrepresented expertise, insights from other disciplines and international experience to build on the strong foundation of skills and knowledge already within the water sector.

Good work is happening in the sector – water companies hold valuable expertise in running campaigns at a local level. However, the regional focus presents coordination challenges that make effective, industry-wide collaboration challenging – which is where Ofwat adds value. No single organisation has previously had the scale of budget required to deliver transformative change. Establishing one large, centrally funded project enables a coordinated, coherent approach, supported by structured evaluation and learning, with a ring-fenced budget.

Consumer readiness

We commissioned a Rapid Evidence Assessment (REA) to consumer attitudes to a water efficiency campaign, in particular barriers, drivers, trusted messengers and saliency of messages. The full report can be read here – [Water Efficiency Campaign Development](#), with a summary of key findings below:

- Many consumers claim to be open to water efficiency in principle, but low salience of the water sector – and water usage specifically present barriers to engagement. Overcoming apathy and getting consumers to engage in the first place will be the main challenge for a water efficiency campaign.
- Providing a clear ‘reason to believe’ will likely support cut-through for a new water efficiency campaign. Best practice examples have given a clear reason why water efficiency is important, urgent and personally beneficial for the consumer. For example, incorporating environmental and financial motivations.
- Knowledge is a key barrier to behaviour change. As well as lacking the ‘why’, unclear information about current usage means consumers don’t have a baseline understanding for behaviour change. Informing consumers on solutions to improve efficiency is also important to facilitating behaviour change.
- However, information is not enough to build trust and inspire change. Trust in water companies is low, with consumers more receptive to a collaborative approach between industry, government and regulatory bodies.
- Communications should explain what the sector is doing, as well as what is being asked of consumers, to build faith in the collective effort to drive change.
- A new water efficiency campaign should go beyond communications to leverage a broader set of behavioural interventions. Examples of best practice interventions have tapped into social influence, existing habits, individuals’ self-perceptions and emotional and cognitive processes – as well as making the impact of actions feel tangible.

4. Operating environment

A challenging operating environment – trust in the sector and its regulators

The water efficiency campaign will launch amid continued intense political and media scrutiny, and declining public trust in the sector. [Water Matters 2024 – CCW](#) highlights this downward trend, although it shows significantly higher customer trust in Wales compared to England.

Public trust has been significantly undermined by the sector's failure to reduce the amount of sewage spills into our rivers and seas along with concerns about excessive dividends and executive pay. This has also led to falling confidence in the adequacy of the planning and regulatory framework for the sector, and in its regulators (including Ofwat) abilities to hold companies to account to comply with their obligations.

We are beginning to see some positive shifts in this pattern. [Water Matters 2025 - CCW](#) shows some green shoots of recovery from the record low scores of last year. However, there are still significant gaps from previous highest scores. Because of this, along with the declining performance in recent years, we are now seeing more long-term downward trends. We have also seen a slight overall decrease in trust scores in the last year. It is important to acknowledge that the majority of individual company scores have improved this year, and companies are making progress to earn back trust. However, the decrease for a small number of companies has meant the overall score is lower.

The current situation poses risks for customers (both residential and business) and the environment. If the future demand for water does not reduce in line with plans, water supplies will be less secure, meaning an increased likelihood of restrictions on water use or abstracting more from rivers and streams putting the environment at greater risk. It would also mean that alternative sources of water would need to be secured quickly by water companies to bridge the gap. New resources all bring costs for customers. Options that are prioritised to deliver water quickly are likely to come at an even higher cost and potentially bring greater environmental risks. The water efficiency fund and campaign can help manage these risks and protect customers from associated bill increases.

5. Current status

Progress to date and preparation for the Delivery Body

We are building the infrastructure for this campaign from the ground up. Ofwat has only recently appointed a marketing team and this is the first time that we will be engaging in a marketing campaign.

We are excited to be collaborating with you and have been working in the background to ensure that the Delivery Body is set up for success by:

- **Resourcing the Ofwat marketing team:** appointing a Head of Marketing and a Stakeholder Engagement Lead.

- **Defining the open competition to select the Delivery Body:** a comprehensive review of processes and procedures has been conducted to ensure a fair, open and legally compliant procurement exercise that delivers value for bill payers.
- **Defining the Delivery Body:** determining the mix of skills and capabilities within the Delivery Body to ensure meaningful and lasting impact.
- **Establishing governance procedures:** robust governance structures are being developed, including the formation of an Advisory Panel made up of experts from the sector and specialists in behaviour change.
- **Collaborating with the sector:** continued engagement with the water industry, stakeholders and colleagues is helping to build momentum and share expertise and insight.
- **Initiating summer 2025 pilots:** in line with water companies' pre-planned communications activities, a series of pilots are underway. This involves understanding current campaigns and gathering relevant insights, data and evidence to explore the options for an overarching strategic narrative. However, we still expect the Delivery Body to develop the strategy. We have been laying the foundations to accelerate activation. We plan to discuss the findings with the Delivery Body upon appointment to understand how we can develop this further. We will share interim findings with bidders as soon as is possible (exact timing tbc).

6. Invitation to Tender (ITT) process

As part of our commitment to transparency, we are outlining the process and sharing the evaluation questions. Please note, at this stage, there is nothing to submit until you have **confirmation that you have passed the pre-qualification stage**.

We encourage bidders to read the following sections to assess their eligibility and suitability to participate in this exercise. Word counts and scoring criteria will be communicated at each stage.

1. Pre-qualification – Procurement Specific Questionnaire (PSQ)

If you are interested in bidding for this tender, you will need to complete and submit the Procurement Specific Questionnaire (PSQ) – available as a separate document to the published Tender Notice. The PSQ outlines the exclusionary grounds for participation in the procurement. Only suppliers who are successful at the PSQ stage will be issued the full Invitation To Tender (ITT).

You will be informed of the outcome by email. All bidders who have passed the

PSQ, will then be eligible to proceed to the next stage and will receive the full ITT which will detail contracting arrangements, scoring criteria, expanded timeline and further instructions for participation. We have concluded that this is a fair process to allow you to assess your viability to fulfil this specification and the investment in your time and resources.

You will not be entitled to claim from Ofwat any costs or expenses incurred in participating in any stage of the procurement process.

2. Formal Invitation To Tender (ITT) Stage 1 (Written Submissions) issued to suppliers who are successful at PSQ stage

We want to understand your approach, your thinking, and how you plan to bring this campaign to life, by addressing the following points in your response:

(i) Formation and maintenance of the Delivery Body

With reference to [Annex A](#), outline your proposed approach to establishing and maintaining the Delivery Body – from appointment right through to the end of the AMP period (31 March 2030).

(ii) Strategic Question

New regulations for [water efficiency labels](#) are in development, that will echo energy efficiency labels, with a category rating from A to F on household goods.

The roll out of the mandatory water efficiency labelling (MWEL) will be via secondary legislation and work is underway with the Environment Agency to engage manufacturers and other stakeholders to keep them informed about the regulations as they develop.

How would you summarise the opportunities and challenges of developing a campaign, as part of the Delivery Body to support the MWEL?

What would your strategic and delivery approach include:

- to change and illustrate sustained behaviour change amongst target audiences around water use;
- to instil confidence across a wide group of stakeholders;
- to ensure you have all the skills/talent in place to develop and deliver the campaign, while also;
- to provide transparent governance that supports the Senior Reporting Officer (SRO) and demonstrates effective use of funds and value for money that withstands Parliamentary scrutiny?

(iii) Commercial Envelope: First 12-months budget breakdown

Please provide a costed plan, supporting the Strategic Question covering:

- Delivery Body set up and any related costs;
- campaign activation and evaluation budget, including media buying suggestions.

Suppliers will be notified of the outcome of Stage 1 via the myTender eProcurement portal. We advise that you do not prepare a response to Stage 2 of the ITT (Verbal Pitch Stage), until you have received official confirmation of the outcome to Stage 1 of the ITT.

We will aim to provide feedback to unsuccessful bidders at Stage 1 in due course. Detailed feedback and a briefing will be provided to bidders who have been selected to progress to Stage 2.

3. ITT Stage 2: Verbal Pitch Stage (face-to-face) - following successful outcome of the written evaluation

An opportunity to bring the vision to life.

We'll be looking for a clear and compelling presentation that showcases both strategic thinking - application to branding - and the resulting creative direction.

Further details will be made available to the shortlisted bidders.

7. Your response

In considering your approach to the written and verbal stages, we have identified the following areas that we would like to see you develop further in your proposal, particularly at written stage. We welcome additional elements that you think are relevant or valuable. Ultimately, we're looking for smart, strategic thinking that's practical and can be realistically implemented.

We're building this campaign from the ground up – so honesty and collaboration are key. We are being upfront about what we know and what we don't, and we're counting on your insight, ideas and expertise to help shape the right solution.

Delivery Body

- Please refer closely to **Annex A** which sets out duties and expectations for the Delivery Body.
- We're not prescribing a structure – you can propose a lead organisation model or otherwise. The key is that it works for you / all parties in your Delivery Body and is fully compliant with the contracting arrangements.
- Your proposal must include details of all members of the Delivery Body: roles, experience, skillsets and relevant credentials. This can be included as an annex and won't count towards the main word limit. Please don't include individuals who will not be part of the team post-tender.
- We would like you to include how you envisage working with Ofwat's marketing team alongside the Delivery Body as a strategic partner, with illustrative examples.

Objectives

- The Government's target is to reduce use of public water supply in England per head of population by 20% from the 2019/20 baseline by 31 March 2038. This works out as reducing household water use to 122 litres per person per day and reducing non-household water use by 9% by 31 March 2038 as a trajectory to achieving 110 litres per person per day household water use and a 15% reduction in non-household water use by 2050.
- We want this campaign to be ambitious in working towards this objective.
- We'd like you to propose how this overarching ambition can be translated into Year 1 marketing KPIs, along with your recommended approach to tracking and measurement.
- We are clear on what this campaign needs to do – drive sustained behaviour change. The ultimate goal is a meaningful reduction in water consumption across households and businesses.
- To assist with this task, you may find it useful to consult the information provided by MOSL on their website [Water Efficiency dashboard - MOSL](#)
- Any surveys, trackers, data collation or any other response mechanisms will need to be managed by the Delivery Body and be included in the overall budget.

Audience research and insights

- Desk research summaries are provided in **Annexes B, C and D** for your reference. Please feel free to source any other additional information which you may find useful.
- The campaign must be inclusive of the full Ofwat remit – covering England and Wales – and both household and non-household customers. No exceptions.

- Non-household considerations need to reflect the importance of wholesaler-retailer interactions and the fact that there remains a large number of non-household customers who are still not aware the business retail market in England has been open for competition since 2017 and that they can choose their retailer (in Wales only large non-household customers using 50ML water annually are eligible for the market and can switch).
- Explain your approach to audience segmentation, targeting and prioritisation.
- Any supplementary data used must be validated, robust and clearly referenced in your supporting commentary.

Equality, Diversity and Inclusion (EDI)

- Ofwat is an equal opportunities employer. There's a conscious effort to promote diversity not just in Ofwat but also in the water companies we regulate as well.
- Everybody has different views and life experiences – we value that diversity of thought and would expect this to be reflected in the make-up of the Delivery Body, its outputs and final evaluation.
- Our remit covers an extensive footprint across England and Wales – reflecting the diverse demographics of these nations. There are detectable differences in attitudes, habits and consumption patterns in relation to water across groups.
- Many water-saving initiatives often don't fully address the unique water needs and perspectives of faith and diverse communities, where water plays a significant role in rituals and daily life.
- Consideration of vulnerable groups and varying water use across regions, communities, ethnic and faith groups is essential.
- Perceptions of tap water vary, particularly amongst 'newer' arrivals to the UK – who may have previously formed views based on their countries of origin.

Problem solving and strategic development

- This is a behaviour change campaign. Your proposal must incorporate relevant behaviour change theories and models, fully worked through with explanation as to how behaviour change will be achieved.
- We place emphasis on sustained behaviour change. Whilst a campaign spike may provide a 'way-in', we seek to encourage audiences to maintain positive behaviour change; but recognise that calendar hooks, events and other activities in the sector can be leveraged to lend weight to this initiative.
- Upon appointment, we will need to move swiftly into development. To aid the transition a series of pilots are underway in line with water companies' pre-planned communications. This involves understanding current campaign objectives and gathering relevant insights, data and evidence. Please note that this does not mean that we do not expect the Delivery Body to develop the

strategy. We will share interim findings with bidders as soon as is possible (timing tbc).

- Please consider links to English and Welsh national and regional water policies that could be incorporated into the campaign.
- We would like to see thoughts on ways of working with the WEL and Ofwat Innovation Fund – [Water innovation competitions - Ofwat](#)
- Include an illustrative messaging matrix tailored to key audience segments that you have identified – a sample overview will be fine.
- Suggestion for customer journeys and calls to action (CTAs). Note: Ofwat will not be providing or endorsing a product. We cannot collect user data or run a contact centre so we are keen to see your ideas on how to encourage action within these boundaries. However, we can work with you to access relevant information from water companies.
- Please note that any supporting infrastructure that is built as part of the campaign, e.g. websites, contact centre, apps, etc. will need to be built by the Delivery Body, factored into the budget and maintained by the Delivery Body.
- Any tools, apps, support products etc. that are developed, or form part of the campaign, must be free for customers to use.

Implementation

- Your channel implementation plan should include rationale to support your proposal. Please note, we are not expecting a detailed channel plan. We want to see topline, channel neutral recommendations that support your strategy. Media buying is included in the scope and we are keen to understand your view on how the campaign budget might be proportionally allocated across channels, including indicative media spend and how you would support the buying element.
- The plan should also include appropriate use of data and analytics to justify strategic and investment recommendations.
- We are looking for a truly through the line, content rich approach that leverages partnerships and relationships across the utility sector, governments and regional/ local authorities as well as the third and private sectors to achieve the campaign objectives. Your response should include a partnership marketing element and how you'll build and sustain meaningful engagement with key stakeholders throughout.
- We are not just about big budget above the line campaigns – our operating model is streamlined and we are new to the market. We value approaches that maximise both people and budget, drive measurable outcomes and are grounded in evidence. We welcome your ideas for a balanced, test-and-learn approach that's scalable without compromising on impact.
- We want to see bold, fresh thinking – particularly in the digital space. Show us how you'll maintain momentum and deepen engagement through innovative,

tech-forward solutions. Ofwat acknowledges the increasing role of AI in helping people manage their water use. If you include AI in your approach, please ensure it aligns with [Department for Science, Innovation and Technology - GOV.UK](#); [Government Digital Service - GOV.UK](#) and [GCS | The professional body for government communicators](#).

- We expect at least 20% of the overall campaign budget to be allocated to innovation over the AMP period. We'd like to hear your ideas on how you'd use that creatively and effectively.

WEC evaluation

- As part of the **WEF specification**, an evaluation partner has been appointed to evaluate the overall performance of the Innovation Fund and the WEF (both the WEC and WEL) over the first two years of AMP 8. The expectation is that the evaluation will be continued and built upon over the next three years, resulting in a full evaluation to cover the five years of the WEF programme.
- The remit of the WEF evaluation partner is to:
 - support the evaluation of the WEC, making suggestion as to how the impact of the WEC can best be measured and understood, including recommending metrics, measurement approaches and reporting;
 - review two annual progress reports from the WEC Delivery Body to advise on the apparent success or otherwise of the work and how the approach to measuring and reporting impact could continue to improve;
 - develop a report, towards the end of year two, based on all reported outcomes from the WEC and the WEL to estimate the impact of the WEF and advise on how this estimate could be built upon and made more accurate in the coming three years of the WEF.
- Please note that this does not affect the need for a bespoke campaign evaluation linked to outcomes and impact for the WEC. As this is a bill-payer funded campaign, demonstrating return on investment (ROI) is essential. We welcome your suggestions on how ROI can be meaningfully incorporated into the evaluation framework – both in terms of behavioural impact and value for money. Your approach should be proportionate, evidence-based, and able to withstand external scrutiny.
- Outputs, outtakes and outcomes need to be taken into account, alongside any other measures that you feel are suitable for this specification.
- The WEL team are also working with water companies who are piloting a Water Demand Observatory and would be interested in how this initiative could link to your proposed evaluation approach [Providing confidence in water savings in a complex world – Artesia Consulting](#).

Building a legacy

- This programme is funded on a five-year cycle, aligned with the Price Review and AMP periods. As we look ahead to the next review (PR29), we'll be assessing campaign performance closely to inform future funding decisions. Funding for AMP9 is not guaranteed – so part of this campaign's role is to help us build a strong, evidence-based case for continued investment. The planning for PR29 starts soon (timings tbc), so the campaign will need evidence in the next couple of years.
- You should consider the full lifecycle of any assets or products created – this includes storage, data handling, documentation, and effective handover processes to ensure longevity and usability beyond the initial delivery period. Intellectual Property (IP) arrangements will be detailed in the contract, which will be issued to bidders who have passed the PSQ stage.
- We would like you to outline how you can collaborate with Ofwat's Head of Marketing to support the learning and development of our communications and campaign teams – helping to foster a culture of creativity, insight, continuous improvement and overall 'communications excellence'.

Additional resources

- We're a small but highly skilled, enthusiastic communications and marketing team and we are ready to collaborate.
- Whilst we may be able to provide support across some areas, we're looking to you to lead the delivery of this campaign, working closely with Ofwat's Head of Marketing. Please note, we don't have the internal capacity to manage large-scale technical developments such as website builds or app creation – this will need to sit with you.
- That said, we can offer access to key contacts and stakeholders to support your delivery, and we'll work with you to open the right doors at the right time.
- To be clear, this is not about replacing Ofwat's existing Communications and Engagement team functions (press office, media, social, digital, stakeholder or customer insights). Ofwat's channels will remain separate to the campaign. However, there is scope to collaborate with our Communications and Engagement team (and for our channels to be part of the campaign like other partners channels), and we'll agree a way of working together once the appointment is made.
- The WEL team are working with their delivery partners (Challenge Works, Arup and Isle Utilities) to develop the first annual challenge for the Water Efficiency Lab. There are opportunities to pilot efficiency challenge approaches within the WEL, and to scale successful WEL projects through the WEC. The WEC and WEL are intended to work in tandem – complementing each other to deliver greater impact and helping to spark further collaboration to meet long-term water efficiency goals.

On the Use of AI Tools

- At Ofwat, we recognise the value of AI-powered tools to enhance ideation and productivity. We support their use as part of modern, efficient working. That said, your proposal must genuinely reflect your team's thinking, experience and capabilities. Please exercise caution when entering any confidential information, relating to this tender, into an AI tool.

8. Key information

Important information to inform your decision whether to proceed with this tender.

Budget: up to £75m over the period of the contract has been allocated from the WEF to the WEC. This includes everything – fees, creative, disbursements, implementation, research, tracking and all associated costs of managing the campaign – including media buying. Any costs for project management or governance structures, also need accounted for in this budget. Ofwat will not be contributing any additional funds to this campaign from their capital / operational budget and there is no opportunity to request funds from HM Treasury. This funding is ringfenced and specifically allocated through the price review process and we have committed to a 75:25 division of funds between the WEC and WEL. We are committed to a well-resourced campaign and will continue to monitor both streams as we progress.

VAT rules will be applied at appropriate points by the relevant parties. It will be the responsibility of the Delivery Body to ensure that they comply with the VAT rules and any associated guidance.

Collaboration: driving public value is at the heart of Ofwat's strategy – encouraging water companies to deliver more for customers, communities and the environment. One of the ways in which we do this is via collaboration and partnership with the industry. We expect the Delivery Body to reflect this approach, bringing in organisations or individuals with deep experience in the water and/or utility sectors, to bring in diverse perspectives. This isn't optional – it's essential. Bidders without strong sector representation will be at a clear disadvantage and risk not progressing to the next stage.

Contracting arrangements: Ofwat will not be contracting directly with the Delivery Body. This is because the water companies have the funding to pay for the

Delivery Body. Ofwat will be the principal interface with the Delivery Body to ensure a single point of feedback to the Delivery Body on key aspects on the campaign. Ofwat will liaise with the water companies and the wider stakeholder to gather their input into the contract.

Delivery Body: this is not a theoretical exercise. All legal, organisational and other necessary permissions must be secured in principle before appointment. The Delivery Body should be ready to deploy from day one. If it turns out the required permissions aren't in place or for any reason the proposed structure is not feasible, Ofwat reserves the right to withdraw their decision.

The form of contract will be shared with suppliers as part of the ITT pack. The contract will be sector specific and tailored to the requirements of the role of the Delivery Body and will have clear and fair caps on the supplier's liability.

Duration: from appointment (estimated October – December 2025) to 31 March 2030, aligned with the current Asset Management Period (AMP8).

Financial management: we understand there will be set-up costs in the early stages – establishing the Delivery Body, getting the right governance in place, etc. That's expected. But once things are up and running, we expect the majority of the budget to go towards delivery. Set-up and admin costs should not exceed the overall campaign delivery spend. As a guide, we would not expect set up costs to exceed more than 5% in year 1.

We expect the Delivery Body to make a 'fair return' – we will be assessing what a reasonable rate of return would be through this fair and open competitive procurement process.

The Delivery Body will be required to provide budget forecasts and reconciliation reports as part of their governance framework. Any unspent budget at the end of AMP8 must be returned and guidance will be supplied to facilitate this process.

Remit: Ofwat regulates the sector in England and Wales with water devolved to Welsh Government, across both household and non-household customers. Your plans must reflect this – the campaign needs to speak to all audiences across the full remit, no exceptions.

In Wales, public bodies must treat the Welsh language no less favourably than English. This legal duty means communications must meet specific standards and be tailored for Welsh audiences – not just translated but written with cultural and contextual awareness.

Procurement timetable:**Indicative outline timing plan.**

Stage	Target Dates
Procurement Specific Questionnaire (PSQ) live	10 July 2025
Deadline for supplier submission of the PSQ	24 July 2025
Full ITT issued to shortlisted suppliers	W/C 04 August 2025
Supplier Clarification Question Period	W/C 04 – 22 August 2025
Written Submission (ITT Stage 1) Deadline	5 September 2025
Top scoring suppliers invited to Verbal Pitch (ITT Stage 2)	25 September 2025
ITT Stage 2 briefing	w/c 29 September 2025
Pitches	w/c 6th October*
Notification of Contract Award decision	W/C 27 October 2025
Contract Award	W/C 10 November 2025

***All dates in the above timetable may be subject to revision.** In the event that the timetable is revised then this will be communicated to all Tenderers via **the myTenders portal**.

9. Questions

Clarification Questions can be submitted during the Clarification period via **the myTenders portal**.

10. Annexes and links

Annexes

- Annex A: Delivery Body details
- Annex B: Consumer research and insight
- Annex C: Business retail water market overview
- Annex D: Non-household research and insight

Links

- Decision Document: [Water Efficiency Fund – final decision document – Ofwat](#)
- THINKS Insight: [Water Efficiency Campaign Development](#)
- Responses to first consultation: [Scoping the Water Efficiency Fund: High level consultation – Ofwat](#)
- Responses to second consultation: [Scoping the Water Efficiency Fund: Second Consultation – Ofwat](#)

11. Glossary

Acronym	Term and definition
AI	Artificial Intelligence
AMP8	Asset Management Period (8th round of a 5-year cycle). AMP8 runs from 2025 - 2030.
AMP9	Asset Management Period (9th round of a 5-year cycle). AMP8 runs from 2030 - 2039.
BPSS	Baseline Personnel Security Standard
CCS	Crown Commercial Service
CCW	Consumer Council for Water
DB	Delivery Body
DI	Distribution Input
DWI	Drinking Water Inspectorate
CTAs	Calls to action
DEFRA	Department for Environment, Food and Rural Affairs
EA	Environmental Agency
EDI	Equality Diversity and Inclusion
EIRs	Environmental Information Regulations 2004
Evaluation Partner	The individuals or organisation providing independent support on evaluation
FOIA	Freedom of Information Act 2000
ICO	Information Commissioner's Office

IWC	Independent Water Commission
MWEL	Mandatory Water Efficiency Label
MOSL	Market Operator Service Limited
NHH	Non-household
NRW	National Resources Wales
PA23	Procurement Act 2023
PPN	Planned Procurement Notice
PR24	Price Review 2024
PR29	Price Review 2029
PSQ	Procurement Specific Questionnaire
REA	Rapid Evidence Assessment
ROI	Return on investment
WEC	Water Efficiency Campaign
Water Efficiency Campaign Delivery Body	The competitively appointed body that will deliver the WEC
VAT	Value Added Tax
WEF	Water Efficiency Fund. This is the fund in its entirety. The WEF is composed of the WEC and the WEL.
WEL	Water Efficiency Lab. This is the component of the WEF focused on driving innovation.
WRMPs	Water Resources Management Plan

FOR INFORMATION ONLY: PLEASE DO NOT RESPOND TO THIS SPECIFICATION

