

Terms of Reference

Advisor to the Mayor on Strategic Planning and Public Investment Management Support in Vinnytsia

1. BACKGROUND AND CONTEXT

The EU4Reconstruction. The European Union (EU), together with Denmark, Germany, France and Lithuania, launched EU4Reconstruction, a €37 million Team Europe Initiative that unites the strength, experience and solidarity of the EU to support Ukraine's ongoing recovery and reconstruction.

The initiative aims to strengthen governance, improve public investment management, and enhance coordination across levels of government, with a strong emphasis on EU values. The Team Europe Initiative is divided into two parallel and communicating streams; one stream will be composed of GIZ (Lead Organisation) and Expertise France (Partner Organisation) and the other will gather the Ministry of Foreign Affairs of Denmark (Lead Organisation) and CPVA (Partner Organisation).

EU4Reconstruction will reinforce the leadership of the Ministry for Communities and Territories Development, strengthen the State Agency for Reconstruction and Development of Infrastructure (SARDI), empower local governments to manage reconstruction professionally and sustainably, and support civil society and independent media to play an active role in oversight, ensuring public trust and reducing corruption risks.

The programme will strengthen the policy dialogue around reconstruction and recovery and will focus in particular on the governance of public investment management, public infrastructure management at national, regional and local levels and how to link this with necessary capacity development to make the system work. Part of this process will ensure that the stakeholders in the programme and their policy and regulatory setup are prepared for EU accession. This will, in particular, ensure resources are allocated effectively, transparently, accountably and with broad inclusion in infrastructure planning and execution, reflecting the subsidiarity principle.

This assignment concerns specific output of **Stream 2 of the EU4Reconstruction programme, namely "Capable larger cities have the capacity to develop and manage their reconstruction investments in an efficient and transparent manner"**.

Ukrainian cities require a comprehensive transformation of their approaches to strategic planning, development management, and performance monitoring. As a result of the war, significant demographic shifts, and growing reconstruction needs, municipalities face challenges that demand professional support to update their strategies, define investment priorities, and modernize governance systems to meet the principles of the Public Investment Management reform.

Additionally, there is an urgent need for high-level expert assistance to strengthen municipal ownership practices and corporate governance of municipally owned enterprises, particularly those responsible for critical infrastructure services such as water supply and wastewater services, district heating, and municipal transport. Ensuring professional, transparent, and accountable governance of these enterprises is a key enabler for effective recovery and reconstruction, as well as an essential condition for improving service continuity, financial sustainability, and investment readiness at the local level. This transformation aims to clarify the roles and responsibilities of the owner, supervisory boards, and executive management; reduce fragmentation and undue political interference in operational decision-making; and establish effective mechanisms for oversight, accountability, and integrity.

The introduction of modern corporate governance practices such as ownership policies, supervisory board frameworks, performance management systems (including KPIs), internal control and compliance mechanisms, and regular reporting and assessment procedures will enable municipalities to improve the performance and resilience of municipal enterprises and to manage reconstruction-related investments more effectively.

By applying measurable performance indicators, transparent reporting, and risk management tools, municipalities will be better positioned to meet the expectations of citizens, donors, and partners, build public trust, and ensure the efficient use of resources in delivering recovery and infrastructure modernisation projects.

2. OBJECTIVE

The objective of this assignment is to support the comprehensive transformation of Vinnytsia City Council's approaches to strategic management, public investment management, and corporate governance of municipal enterprises, in line with EU priorities, international standards, and national legislation.

The Advisor provides strategic advisory on strategic planning and public investment management support in Vinnytsia, acting on behalf of the EU4Reconstruction project. The Advisor provides strategic and methodological advice to the Mayor in the areas of strategic planning and management, public investment management at the local level, and the strengthening of corporate governance practices, particularly for municipally owned enterprises delivering critical infrastructure services, including water supply and wastewater, district heating, and municipal transport.

In carrying out these functions, the Advisor works in close cooperation with the EU4Reconstruction team in Kyiv and with the Vinnytsia City Administration, ensuring that the support provided under the project is well coordinated and non-duplicative with other support provided to Vinnytsia City Council, aligned with EU4Reconstruction mandate, and adapted to the local context.

The Advisor will be based in Vinnytsia.

The workplace will be provided by the Vinnytsia City Administration.

3. SCOPE OF WORK

The scope of work covers all activities required to achieve the objective outlined above. The Advisor's support will be based on expert inputs provided by the EU4Reconstruction project and will focus on strengthening institutional processes, coordination mechanisms, and implementation capacity within the Vinnytsia City Council.

1. Institutionalisation of Strategic Planning and Management Processes

The Advisor will provide advisory support to strengthen and institutionalise strategic planning and management processes within the Vinnytsia City Administration, ensuring that strategic development becomes embedded in routine governance and decision-making.

This will include:

- Advising on the operationalisation and institutionalisation of the Vinnytsia Development Strategy, ensuring that appropriate governance arrangements, roles, and responsibilities are established for implementation and coordination across departments;
- Supporting the institutional alignment of the Strategy development process led by the Strategy Consultant with the City Council's internal procedures, decision-making cycles, and governance requirements;
- Supporting the integration of evidence-based analysis into policy formulation and strategic decision-making processes;
- Promoting the application of results-based management approaches, including the introduction of structured monitoring, reporting, and performance review mechanisms;
- Advising on the establishment of institutional arrangements for Strategy implementation, coordination, and oversight, including interdepartmental collaboration mechanisms;
- Supporting the integration of strategic planning with budgeting and investment planning, ensuring that strategic priorities are reflected in medium-term financial planning and capital investment decisions;
- Facilitating the incorporation and practical application of analytical inputs and recommendations provided by EU4Reconstruction experts into the city's strategic management processes.

2. Institutionalisation of a Municipal Public Investment Management (PIM) System

The Advisor will provide advisory support for the introduction and institutionalisation of a Public Investment Management (PIM) system within the Vinnytsia City Council, ensuring that investment planning is aligned with strategic priorities and financial sustainability.

This will include:

- Advising on the design and institutionalisation of a municipal PIM framework, aligned with national legislation and relevant European principles;

- Supporting the development and adoption of formal procedures for project identification, prioritisation, appraisal, selection, and monitoring;
- Promoting the integration of PIM processes with strategic planning, budgeting, and medium-term expenditure planning;
- Supporting the establishment and management of a pipeline of priority investment projects, including guidance on pre-feasibility preparation in cooperation with EU4Reconstruction experts;
- Advising on strengthening the City Council's institutional capacity to mobilise, coordinate, and manage investment financing, including structured engagement with national and international financial institutions;
- Facilitating the transfer, adaptation, and institutional uptake of methodologies and tools provided by EU4Reconstruction and external experts.

3. Corporate Governance for Municipally Owned Enterprises

The Advisor will provide advisory support during the strengthening corporate governance practices in selected municipally owned enterprises (MOEs), particularly those responsible for critical infrastructure and service delivery.

This will include:

- Advising on the introduction of corporate governance principles and frameworks aligned with national legislation and internationally recognised standards (including OECD principles);
- Supporting the clarification of roles and responsibilities between the municipality as owner and enterprise management, including the development of ownership and oversight arrangements;
- Advising on the establishment of core governance mechanisms, including supervisory boards, performance monitoring frameworks (KPIs), and internal control and reporting arrangements;
- Supporting the introduction of basic strategic and business planning practices within selected municipal enterprises;
- Promoting transparency, accountability, and financial sustainability within municipal enterprises through improved governance practices;
- Facilitating the integration and practical application of governance recommendations and tools developed by EU4Reconstruction experts and international partners.

Cross-Cutting Responsibilities

Across all output areas, the Advisor will:

- Act as a trusted institutional adviser to the Mayor and the City Council, without assuming formal executive or management responsibilities;
- Ensure continuous coordination with the Strategy Consultant to align strategic outputs with institutional, financial, and governance frameworks;
- Maintain close coordination and communication with the EU4Reconstruction team and engaged experts;
- Support the adaptation and institutional embedding of international expertise within the City Council's systems and procedures;

- Promote institutional capacity building, knowledge transfer, and sustainability of introduced processes and tools;
- Facilitate coordination among departments and stakeholders to ensure coherent implementation of reforms and strategic priorities.

4. DELIVERABLES

The deliverables described below reflect the advisory, coordination, and facilitative role of the Advisor, acting on behalf of the EU4Reconstruction project. The Advisor's outputs shall primarily support the institutionalisation of strategic management and public investment management processes, the integration of strategy with budgeting and investment planning, and the initial phase of corporate governance reform for selected municipally owned enterprises.

The specific deliverables and outputs will be refined in consultation with EU4Reconstruction and the Vinnytsia City Council, and may evolve in response to implementation needs and reform priorities.

Advisor's deliverables will focus on institutional alignment, coordination support, implementation facilitation, and governance integration.

4.1 Regular Deliverables

The Advisor will provide the following regular deliverables:

Monthly Progress Reports summarising:

- activities carried out during the reporting period;
- progress achieved against agreed priorities and work plans;
- key institutional developments and milestones supported;
- coordination activities undertaken with the EU4Reconstruction experts, and City Council departments;
- challenges encountered, risks identified, and recommended mitigation measures;
- planned activities for the following reporting period.

Monthly progress reports shall be submitted to EU4Reconstruction for review and approval within five (5) working days after the end of each reporting month.

- Invoices and Timesheets, detailing:
 - actual days worked;
 - tasks performed in accordance with the agreed work plan;
 - eligible expenses incurred, where applicable.

These shall be submitted monthly, together with the corresponding progress reports.

4.2 Advisory and Institutional Support Outputs

In line with the Scope of Work, the Advisor will contribute to a range of institutional, analytical, and coordination outputs, which may include, but are not limited to:

Strategic Management and Institutional Coordination

- Provision of written and oral advisory inputs to the Mayor and City Council leadership on matters related to strategic management, public investment planning, and governance reform;
- Preparation of institutional and procedural recommendations to support the operationalisation and implementation of the Vinnytsia Development Strategy;
- Support to the institutional alignment of Strategy outputs developed by the Strategy Consultant with the City Council's governance, budgeting, and decision-making processes;
- Preparation of implementation guidance notes, coordination materials, and internal working documents to support interdepartmental cooperation and strategy implementation;
- Contribution to the design and operationalisation of monitoring and reporting frameworks, including structured performance tracking mechanisms.

Public Investment Management (PIM) System Development

- Preparation of advisory notes and procedural guidance supporting the establishment and institutionalisation of a municipal Public Investment Management (PIM) system;
- Support to the development and formalisation of project prioritisation, appraisal, and monitoring procedures, in cooperation with EU4Reconstruction experts;
- Contribution to the development of investment planning tools, templates, and workflow arrangements;
- Support to the establishment and management of a pipeline of priority investment projects, including coordination of inputs from relevant stakeholders;
- Preparation of materials supporting engagement with national and international financing institutions, where relevant.

Corporate Governance for Municipal Enterprises

- Preparation of advisory notes and governance recommendations supporting the introduction of corporate governance practices in selected municipally owned enterprises;
- Support to the development of ownership and oversight arrangements, including institutional role clarification between the municipality and enterprise management;
- Contribution to the design of core governance mechanisms, including supervisory board arrangements, performance monitoring frameworks, and reporting structures;
- Preparation of guidance materials supporting the introduction of strategic and business planning practices within selected enterprises.

Policy, Regulatory, and Analytical Support

Where required to support implementation of reforms described in the Scope of Work:

- Drafting and/or reviewing local regulatory, procedural, and policy documents necessary to institutionalise new systems and processes;
- Preparation of analytical notes, policy briefs, presentations, and factsheets supporting decision-making, stakeholder engagement, and reform communication;

- Contributions to methodological, institutional, and policy documents developed in cooperation with EU4Reconstruction experts and international partners;
- Facilitation of knowledge transfer and institutional learning, including preparation of guidance materials and documentation supporting sustainability of introduced reforms.

All deliverables shall be prepared:

- in formats agreed with EU4Reconstruction;
- in languages specified in the contract or subsequently agreed with EU4Reconstruction;
- in a manner consistent with applicable institutional, reporting, and documentation standards.

5. REPORTING AND MANAGEMENT

The Advisor shall operate under the overall supervision of the EU4Reconstruction project, working in close coordination with designated representatives of the Vinnytsia City Administration and relevant experts engaged under the project.

The Advisor shall maintain regular communication with EU4Reconstruction and designated City Administration focal points to ensure alignment of activities with agreed priorities, institutional requirements, and implementation timelines.

5.1 Reporting and Review of Deliverables

Key deliverables prepared by the Advisor shall be reviewed by EU4Reconstruction in consultation with the Vinnytsia City Administration.

Written comments provided by EU4Reconstruction and the City Administration shall be duly considered and addressed by the Advisor before deliverables are considered final.

The Advisor shall:

- Submit deliverables in accordance with agreed timelines and formats;
- Incorporate feedback received from EU4Reconstruction and the City Council in a timely manner;
- Ensure that all outputs are aligned with the institutional, governance, and operational frameworks of the Vinnytsia City Council;
- Maintain appropriate documentation of activities, recommendations, and decisions to support transparency and continuity.

5.2 Coordination and Working Arrangements

The Advisor shall work closely with:

- EU4Reconstruction project management and technical experts;
- Designated departments and officials of the Vinnytsia City Council;
- Other consultants and stakeholders engaged in related reform and investment activities.

The Advisor shall support effective coordination among stakeholders to ensure that advisory inputs are properly integrated into institutional processes and decision-making cycles.

Regular working meetings, consultations, and coordination sessions shall be organised as required to facilitate implementation of the Scope of Work.

5.3 Knowledge Transfer and Capacity Building

A key responsibility of the Advisor shall be to ensure practical knowledge transfer to designated municipal staff to support sustainability of introduced reforms and systems.

This shall include:

- conducting structured working sessions and technical discussions with municipal staff;
- preparing and sharing templates, methodological tools, and guidance notes supporting the operationalisation of introduced processes;
- providing on-the-job advisory support to strengthen institutional capacity;
- supporting the documentation of procedures and workflows necessary for continued implementation.

At the conclusion of the assignment, the Advisor shall prepare a final handover package, which shall include:

- consolidated templates and tools developed during the assignment;
- summary guidance on institutional processes established or strengthened;
- recommendations for next implementation steps and further capacity development needs;
- suggested priorities for sustaining and expanding reforms beyond the duration of the assignment.

6. PAYMENTS

Payments shall be made on a monthly basis. The Advisor will be remunerated by EU4Reconstruction in accordance with the daily rate specified in the contract.

The monthly payment will be calculated based on:

- the actual number of working days dedicated to the assignment; and
- any eligible and duly documented expenses, in line with EU4Reconstruction policies.

Each payment is subject to:

- submission of a monthly progress report, summarising activities performed and results achieved;
- submission of a timesheet indicating the number of days worked;
- submission of an invoice and payment request, in accordance with EU4Reconstruction templates; and
- review and approval by EU4Reconstruction of the submitted documentation.

EU4Reconstruction will cover duty travel-related expenses in accordance with its applicable travel policy.

7. KNOWLEDGE, SKILLS AND ABILITIES

- Strong knowledge of public administration and local governance systems, including central, regional, and municipal levels, as well as relevant regulatory frameworks in Ukraine;
- In-depth understanding of strategic planning and management, including results-based approaches, monitoring systems, and their integration with budgeting and decision-making processes;
- Solid expertise in Public Investment Management (PIM), including project preparation, appraisal, prioritisation, and links to public finance and investment planning;
- Good understanding of corporate governance principles, particularly in relation to municipally owned enterprises and the provision of critical infrastructure services, in line with international standards and national legislation;
- Proven experience in providing high-level strategic and policy advice, preferably in cooperation with international organisations, donor-funded programmes, or technical assistance projects;
- Strong analytical skills, with the ability to interpret complex information and translate it into practical recommendations and advisory outputs;
- Excellent communication and interpersonal skills, including the ability to engage effectively with senior government officials, international partners, and a wide range of stakeholders in a complex political and institutional environment;
- Proven ability to work collaboratively with multidisciplinary teams, including international experts, and to facilitate the integration of external expertise into local processes;
- Strong organisational and time management skills, with the ability to deliver high-quality outputs within agreed timelines and reporting requirements;
- High level of professionalism, integrity, and ethical standards, including the ability to handle sensitive information and maintain credibility in an advisory role;
- Resilience and ability to work under pressure, including managing competing priorities and adapting to evolving project needs and external conditions;
- Fluency in Ukrainian is required; good command of English is required for effective communication with international partners and preparation of bilingual deliverables.

8. QUALIFICATIONS

- Master's degree in Public Administration, Economics, Political Science, Law, Urban/Regional Development, or another relevant field demonstrating the capacity to perform the duties and responsibilities outlined in this Terms of Reference;
- At least 4 years of professional experience in strategic advisory, public sector reform, or project implementation in cooperation with local self-government, preferably in areas such as strategic planning, public investment management, or governance reform;
- Experience working with international organisations, donor-funded programmes, or technical assistance projects will be considered an asset;
- Demonstrated experience in supporting or advising municipal or regional authorities in policy development, institutional strengthening, or reform processes will be considered an advantage.

9. BUDGET AND CONTRACT DURATION

The maximum budget available for this assignment is up to **EUR 24 000**. This amount includes the Advisor's fee (up to EUR 86 per day (8 working hours), subsistence allowance and travel expenses, as well as other project-related costs, such as printing (up to EUR 2328).

The contract period is expected to run for 12 months. The Advisor is expected to provide services up to 21 working days per calendar month, with a maximum of 252 working days over the duration of the contract, including up to 10 working days allocated for business travel.

10. EVALUATION CRITERIA

Candidates will be evaluated in accordance with the criteria provided below:

No	Criteria	Weight
1	Financial proposal (budget)	20%
2	Professional qualifications, experience (CV)	40%
3	Motivation (motivation letter)	40%

The evaluation will focus primarily on the candidate's relevant professional experience, expertise in strategic planning, public investment management, and governance reforms, as well as their ability to perform the advisory role described in this Terms of Reference.

11. HOW TO APPLY

Interested candidates are invited to submit the following documents:

- Completed [Annex 1](#), including CV;
- Financial proposal, indicating the proposed fee [Annex 2](#);
- Short motivation letter (maximum 3 pages) in Ukrainian or English;
- Contact details of at least two referees.

Applications shall be submitted by email to eu4r@um.dk, with a copy to tetbar@um.dk, and maksym@um.dk indicating the subject line: "**Advisor_Vinnytsia_NAME**".

Incomplete applications or those not submitted in accordance with the instructions above will not be considered.

The deadline for submission is **08 May 2026, 18:00 (Kyiv time)**.

Requests for clarification may be sent to eu4r@um.dk, with a copy to tetbar@um.dk and maksym@um.dk no later than 27 April 2026, 18:00 (Kyiv time).

Applicants are advised to ensure successful delivery of their application by confirming receipt of an automatic reply from the email system.



Please note that the name of the selected candidate will be published on the EU4Reconstruction (EUACI) website.

Working language for the application: **English.**