

Terms of References

Development of the Strategy and Implementation Plan for the MoE “Mykolaivvodokanal” for 2027–2030 | EU4Reconstruction Stream 2

BACKGROUND

EU4Reconstruction. The European Union (EU), together with Denmark, Germany, France and Lithuania, launched EU4Reconstruction, a €37 million Team Europe Initiative (TEI) 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 TEI is divided into two parallel streams; one stream is composed of GIZ (Lead Organisation) and Expertise France (Partner Organisation), and the other gathers the Ministry of Foreign Affairs of Denmark (Lead Organisation) and Central Project Management Agency (Partner Organisation).

EU4Reconstruction will reinforce the leadership of the Ministry for Communities and Territories Development (MCTD or the Ministry), strengthen the State Agency for Reconstruction and Development of Infrastructure (SARDI or Agency), 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.

PURPOSE AND OBJECTIVE

The purpose of this assignment is to support Municipal Enterprise “Mykolaivvodokanal” (MVK) in developing a comprehensive and actionable three-year Development Strategy, accompanied by a Implementation Plan to ensure its implementation. The Strategy will define a clear development pathway for transforming MVK into a modern, transparent, and efficient utility aligned with EU principles of governance, service delivery, and public investment management.

The Strategy will serve as a strategic framework for institutional transformation, with a strong focus on strengthening corporate governance, improving financial sustainability, and enhancing operational efficiency. It will build on ongoing governance reforms within MVK, and will further reinforce accountability, strategic planning, and performance-based management across the organisation.

It will address key structural challenges affecting the enterprise, including limited cost recovery, high levels of non-revenue water, and increasing operational and energy costs, by defining measures to improve cost efficiency, strengthen revenue generation,

and enhance financial planning and control systems to ensure long-term financial sustainability.

In parallel, the Strategy will support the modernisation of operational management through improved infrastructure practices and the integration of digital solutions such as asset management systems, SCADA, GIS, and advanced billing systems. It will also enhance internal coordination and promote evidence-based decision-making to improve service reliability, resilience, and quality.

Furthermore, the Strategy will establish investment prioritisation and sequencing, ensuring that future capital investments are well-prepared, financially viable, and aligned with strategic objectives and PIM system in the city.

The assignment will result in a coherent and implementable Strategy and Implementation Plan that strengthen MVK's institutional capacity, improve its financial and operational performance, and support its transition towards a sustainable, customer-oriented, and EU-aligned utility.

The objective of the assignment is to ensure that the Strategy and Implementation Plan are developed in close consultation with key stakeholders and are fully aligned with applicable national legislation, sectoral regulations, principles of corporate governance reform, and relevant municipal strategic planning documents.

SCOPE OF WORK

The Consultant shall support management team of MoE, Supervisory Board of Municipal Enterprise "Mykolaivvodokanal" (MVK), and the City Administration in the structured development of a comprehensive Development Strategy and the accompanying Implementation Plan.

The assignment shall be carried out using international and EU best practices in utility governance, public investment management, strategic planning, and organisational transformation, ensuring strong institutional ownership and alignment with national regulatory requirements and municipal strategic documents.

The Strategy shall establish a coherent framework for transforming MVK into a modern, transparent, financially sustainable, and operationally efficient utility, with particular emphasis on strengthening governance, improving financial performance, and enhancing operational efficiency.

Particular attention under this assignment shall be placed on ensuring continuity and scaling up of reforms previously initiated and implemented with the support of the EU Anti-Corruption Initiative (EUACI), including the institutional changes introduced, notably the establishment of the Supervisory Board and the development of key performance indicators.

The Consultant shall fully take into account the results and outputs developed with the support of EUACI and ensure the systematic use of existing analytical materials, recommendations, and tools. The assignment shall be implemented in close coordination with EUACI and key stakeholders to ensure alignment of approaches, avoidance of duplication, and consolidation of achieved results.

To achieve this, the Consultant shall undertake, but not be limited to, the following tasks:

1. Initiation and planning

- a. Conduct a kick-off meeting with EU4Reconstruction, MVK, EUACI and city administration.
- b. Develop a detailed work plan, methodology, timeline, and consultation approach, including proposed tools, milestones, format of workshops, and stakeholder engagement formats.
- c. Propose the structure of the Strategy and Implementation Plan.

2. Stakeholder mapping and engagement

- a. Identify and map key stakeholders, including internal MVK units, City Administration, Supervisory Board, donors, IFIs, sector associations, and development partners.
- b. Define stakeholder roles, interests, and influence in the Strategy development and implementation process.
- c. Conduct at least 20 semi-structured interviews with key stakeholders, including Supervisory Board Members, MVK management, heads of departments and subordinated entities, donors, IFIs, experts and other relevant partners.
- d. Prepare and agree with EU4Reconstruction interview protocols and focus group guidelines prior to implementation.
- e. Document all consultations through meeting notes, summaries, and transcripts as appropriate.

3. Data collection and diagnostic analysis

- a. Conduct a comprehensive baseline assessment of MVK using relevant analytical tools, including PESTEL and SWOT analysis.
- b. Analyse MVK's mandate, governance structure, and internal organisational model.
- c. Analyse data from the employee survey (January 2026) and community survey (March 2026) conducted under Supervisory Board initiative.
- d. Analyse existing technical documentation related to MVK projects, including feasibility studies, design documentation, and justification of selected technical solutions, with a view to assessing their adequacy, efficiency, and alignment with strategic priorities and operational needs. Including review all relevant legislation, regulatory frameworks, strategies, and policy documents applicable to MVK's mandate.

4. Strategic formulation process

- a. Facilitate at least five strategic planning workshops (two in-person and three online) involving MVK, City Administration, Supervisory Board, and key stakeholders.
- b. Support consensus-building on key challenges, strategic priorities, and reform directions.
- c. Prepare the first draft of the Strategy, ensuring alignment with national regulations, municipal strategic plans, and ongoing investment projects implemented by city Administration and Municipal Enterprise.
- d. Present and discuss the draft Strategy with MVK management, Supervisory Board, and City Administration.
- e. Collect, analyse, and consolidate stakeholder feedback, including a structured response matrix indicating acceptance or non-acceptance of proposed changes.

5. Development of final draft of Strategy

- a. Prepare the final version of the Development Strategy and the Strategic Development Plan.
- b. Ensure the Strategy defines:
 - Strategic concept, mission, vision, and values
 - Strategic objectives and priority areas focusing on governance, financial sustainability, and operational efficiency
 - Key stakeholders and donor landscape
 - Principal risks and mitigation approaches

6. Implementation and monitoring tools

- a. Develop an agile Monitoring Tool focused on tracking outcomes on an annual and end-of-period basis

7. Finalisation and approval support

- a. Prepare all supporting documentation required for formal approval of the Strategy and Implementation Plan.
- b. Support final consultations and incorporation of agreed revisions.

The Consultant shall ensure that the entire process is conducted under the joint leadership of the MVK Supervisory Board, MVK management, and the City Administration, ensuring full ownership of the Strategy and its implementation framework.

DELIVERABLES

Nº	Deliverable / Output	Timeline	Notes
1	Inception Report including detailed methodology, work plan, stakeholder engagement approach, consultation tools, and proposed structure of the Strategy and Implementation Plan	Within 2 weeks after contract signature	To be discussed and agreed with EU4Reconstruction and MVK; includes workshop plan and interview framework
2	Stakeholder mapping and engagement plan, including list of stakeholders, roles, and consultation framework	Within 3 weeks after contract signature	Includes identification of MVK internal and external stakeholders, donors, IFIs, and partners
3	Stakeholder consultation package (interview protocols, focus group guidelines) and documentation templates	Within 3 weeks after contract signature	To be approved before commencement of interviews
4	Interim Analytical Report (baseline assessment) including PESTEL and SWOT analysis, governance review, operational assessment, investment portfolio review, and donor mapping	Within 6–7 weeks after contract signature	Includes analysis of surveys, regulatory framework, and technical documentation review

5	Stakeholder consultation report summarising interviews, workshops, and focus groups (including at least 20 interviews)	Within 8 weeks after contract signature	Includes consolidated findings and key issues raised by stakeholders
6	First Draft of MVK Development Strategy	Within 10–11 weeks after contract signature	Includes strategic framework, governance, financial, operational and investment planning components
7	Strategic planning workshop series (minimum 5 workshops: 2 offline, 3 online) and synthesis report	Throughout drafting phase (Weeks 4–12)	Includes facilitation and documentation of workshops with MVK, City Administration, and partners
8	Feedback consolidation report (including response matrix on acceptance/non-acceptance of comments)	Within 2 weeks after submission of first draft Strategy	Structured feedback handling and revision justification
9	Final MVK Development Strategy (3-year)	Within 14–15 weeks after contract signature	Final validated document incorporating stakeholder feedback
10	Strategic Development Plan (implementation document)	Within 14–15 weeks after contract signature	Includes organisational, technical, financial, digital, and governance interventions

All deliverables shall be submitted to EU4Reconstruction by email in Ukrainian and English languages.

QUALIFICATION AND KEY STAFF

The assignment shall be implemented by a qualified Contractor with demonstrated experience in supporting public sector institutions in the development of strategies, institutional reforms, and policy frameworks. The Contractor may be an individual expert, a consortium of experts, a company, or a non-governmental organisation.

The assignment shall be carried out under the overall leadership of a Team Leader (Senior Strategy Development Expert), who will be responsible for coordination of the assignment, methodological approach, quality assurance, and liaison with MVK, the City Administration, EU4Reconstruction, and other key stakeholders. The Team Leader will ensure coherence of all analytical, consultative, and drafting activities, as well as integration of sectoral inputs into the final Strategy and Strategic Development Plan.

The core team shall include the following key experts:

- Senior Strategy Development Expert (Team Leader);
- Senior Water Supply and Sanitation Expert;
- Senior Public Finance Expert;

- Institutional Expert (with focus on Human Resources management and Public Relations).

These experts shall provide specialised inputs to ensure that the Strategy reflects best international and EU practices in utility governance, water supply and sanitation services, financial sustainability, organisational development, and stakeholder engagement.

The Contractor may propose additional experts or short-term specialists if required to ensure full coverage of the Scope of Work. The proposed team composition shall be clearly justified in the technical proposal and will be assessed during the evaluation process. Any changes to key experts during implementation shall require prior written approval from EU4Reconstruction Stream 2.

Key experts:

Key Expert 1: Senior Strategy Development Expert (Team Leader)

General Qualifications

- Master's degree or higher in Civil Engineering, Public Administration, Law, Organisational Development, or a related field
- Minimum 5 years of experience in developing and implementing strategies or institutional reform plans for public sector organisations
- At least 2 assignments related to public sector reform, institutional transformation, or governance of municipal enterprises
- Adequacy for the Assignment
- Proven experience in leading complex, multi-stakeholder strategy development processes
- Strong analytical, facilitation, and report-writing skills, including preparation of policy and strategic documents
- Ability to coordinate multidisciplinary teams and manage stakeholder consultations
- Familiarity with Ukrainian public sector context, local governance, and infrastructure systems is an advantage
- Previous leadership roles in public sector or donor-funded projects will be an asset
- Language Requirements
- Fluency in Ukrainian
- Proficiency in English (written and spoken)

Key Expert 2: Senior Water Supply and Sanitation Expert

General Qualifications

- Master's degree or higher in Engineering, Water Supply and Sanitation, Infrastructure Planning, or related field
- Minimum 10 years of professional experience in water supply, sanitation, or municipal infrastructure development
- Experience in preparation and/or implementation of public or donor-funded infrastructure projects
- Adequacy for the Assignment
- Strong knowledge of water utility operations, infrastructure systems, and relevant Ukrainian legislation

- Experience in technical assessment, asset management, and infrastructure modernisation
- Experience working with municipal utilities or public sector institutions is an advantage
- Language Requirements
- Fluency in Ukrainian
- English proficiency is an advantage

Key Expert 3: Senior Public Finance Expert

General Qualifications

- Master's degree or higher in Economics, Finance, Public Finance, Public Administration, or related field
- Minimum 7 years of professional experience in public financial management, budgeting, or financial analysis
- Experience working with public institutions or local governments on budgeting, financial planning, or control systems
- Adequacy for the Assignment
- Strong understanding of Ukraine's public finance system and Public Investment Management (PIM) principles
- Experience in financial sustainability analysis of utilities or municipal enterprises
- Ability to prepare analytical inputs for strategic and policy documents
- Experience in donor-funded projects is an advantage
- Language Requirements
- Fluency in Ukrainian
- English proficiency is an advantage

Key Expert 4: Institutional Expert (HR and Public Relations)

General Qualifications

- Master's degree or higher in Public Administration, Law, Human Resources, Public Relations, or related field
- Minimum 7 years of professional experience in organisational development, HR management, or institutional consulting
- Experience working with public sector institutions or local governments
- Adequacy for the Assignment
- Knowledge of Ukrainian labour legislation and HR frameworks in public institutions
- Experience in organisational restructuring, change management, and internal communication systems
- Experience in stakeholder engagement and public communication strategies
- Experience in donor-funded institutional development projects is an advantage
- Language Requirements
- Fluency in Ukrainian
- English proficiency is an advantage
- The Contractor may include additional experts or short-term specialists as needed to ensure full coverage of technical, analytical, or sectoral requirements defined in this ToR. The rationale for additional expertise shall be clearly explained in the technical proposal.

BUDGET, TIMEFRAME, AND LOCATION

The maximum budget for this assignment is **EUR 30,000**, inclusive of all taxes and applicable expenses. This includes all project-related costs such as data collection, consultations, workshops, and basic printing/technical materials. This maximum budget includes up to EUR 4,000 for reimbursement (accommodation, logistics and per diems) in accordance with the policy of the Danish Ministry of Foreign Affairs. Proposals exceeding the maximum budget will be rejected.

The assignment is expected to be completed within 4 months of contract signature.

100 working days is the total number of core team engagements for this assignment. The Senior Strategy Development Expert (Team Leader) shall be engaged for no less than 40 working days during the project implementation period including at least four visits to the city of Mykolaiv

3 key experts Senior Water Supply and Sanitation Expert, Senior Public Finance Expert, and Institutional Expert (with a focus on Human Resources management and Public Relations) shall be actively engaged throughout the entire duration of the assignment. In particular, they shall:

- participate in all key data collection and consultation activities, including interviews, workshops, and focus groups (with a minimum of 20 interviews conducted in total);
- be engaged for no less than 20 working days each over this assignment, including at least four (two day) visits to the city of Mykolaiv

Payment shall be made in a maximum of two instalments:

- First instalment (up to 30%): upon contract signature and submission of updated work plan and methodology, and completion of the kick-off meeting (Deliverables 1–2)
- Final instalment (up to 70%): upon submission of the final Strategy and Implementation Plan, including all supporting deliverables.

REPORTING AND MANAGEMENT

The Consultant's performance shall be assessed based on the successful delivery of outputs as defined in the Objectives, Scope of Work, and Deliverables sections of this ToR.

The Consultant shall ensure strict confidentiality of all information received or generated during the assignment. All materials, data, and outputs produced under this Contract shall be used exclusively for the purposes of this assignment and shall not be disclosed to third parties without prior written consent.

All intellectual outputs produced under the Contract shall remain the property of the contracting authority unless otherwise agreed.

The Consultant will report to the Team Leader of the Municipal Component, who will be responsible for reviewing and approving all deliverables.

HOW TO APPLY

The deadline for submitting the proposal is **20 May 2026, 18:00 Kyiv time**.

All interested candidates should submit the following documents in English:

1. Completed [Annex 1](#), including: CV for Key staff (Section 3), Supplier's Technical Proposal / Methodology (Section 4) and Workplan (Sections 5).
2. Financial offer ([Annex 2, forms 1 and 2](#)) in EUR, including daily fee and other related expenses (taxes, if applicable).

If these documents are not submitted in line with the requirements above, the bid will not be considered.

The proposal shall include the aforementioned information and should be submitted within the above deadline to EU4R@um.dk cc to tetbar@um.dk indicating the subject line: "MVK strategy development".

Bidding language: English.

Any clarification questions regarding the terms of reference should be addressed to EU4R@um.dk cc to tetbar@um.dk , not later than 15 May 2026, 18-00 Kyiv time.

EVALUATION CRITERIA

Nº	Criteria	Weight
1	Relevant experience according to the CV	60%
2	Proposed budget according to the financial offer	20%
3	Technical Proposal / Methodology	20%