Terms of Reference for the Development and Delivery of the Municipal Communication Capacity Development Programme 2026–2028 under EU4Reconstruction (Stream 2)

General 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 initiative is divided in two parallel streams:

Stream 1. Reconstruction governance and construction sector reform, municipal support and participation. Stream 1 is composed of GIZ (Lead Organisation) and Expertise France (Partner Organisation).

Stream 2. Institutional strengthening of SARDI ecosystem and major municipalities. Stream 2 gathers the Ministry of Foreign Affairs of Denmark (Lead Organisation) and CPVA (Partner Organisation).

EU4Reconstruction aims to strengthen national institutions, including the relevant ministries and the State Agency for Restoration and Development of Infrastructure of Ukraine. It also supports local governments in managing reconstruction effectively and sustainably, while promoting transparency, public oversight and the involvement of civil society and independent media.

Within Stream 2, EU4Reconstruction supports partner municipalities in strategic planning, public investment management (PIM), corporate governance of municipal enterprises and preparation of investment-ready projects. These reforms are aligned with Ukraine's European integration priorities and draw on EU standards and established European practices.

Effective implementation of these reforms requires strong communication capacity at the municipal level. Public investment management, corporate governance and strategic planning involve complex concepts and institutional changes that need to be clearly explained to residents, businesses, media and other stakeholders. Municipalities must be able to communicate the purpose and benefits of reforms, demonstrate results, build public understanding and trust, and present their development priorities and investment opportunities to international partners.

Municipal communication teams play an important role in translating complex reforms and policy decisions into clear, accessible and relevant messages for different audiences. They also help ensure transparency, facilitate public engagement and strengthen the visibility of municipal development and reconstruction efforts.

To fulfil this role effectively, communication professionals need practical skills in strategic communication planning, explaining EU-aligned reforms, communicating results and impact, stakeholder engagement, city positioning and branding, and using modern communication tools.

Strengthening these capacities is therefore an important part of supporting municipalities in implementing reforms and ensuring that their objectives, progress and results are properly understood by the public and key stakeholders.

To address this need, EU4Reconstruction (Stream 2) plans to implement a **Municipal Communication Capacity Development Programme for 2026–2028** for communication teams of partner municipalities

Objective

The objective of this assignment is to develop and deliver a comprehensive **Municipal Communication Capacity Development Programme** for EU4Reconstruction (Stream 2) partner municipalities, strengthening their capacity to independently plan and implement effective communications, clearly explain municipal reforms, decisions and results, engage residents and other stakeholders, and use modern communication tools and formats. The Programme will also enhance municipalities' ability to communicate the progress and impact of EU4Reconstruction-supported initiatives.

Scope

The Contractor will be responsible for the development and delivery of the Municipal Communication Capacity Development Programme 2026–2028, working closely with the EU4Reconstruction (Stream 2) team and five partner municipalities (Mykolaiv, Dnipro, Kremenchuk, Vinnytsia and Khmelnytsky).

The assignment includes, but is not limited to, the following tasks:

- Conduct a baseline assessment of communication practices, needs and challenges of partner municipalities, including a review of key digital channels and selected communication materials, and identify priority areas for capacity development.
- Develop the Programme concept, methodology, curriculum and detailed agendas based on the baseline assessment and in consultation with EU4Reconstruction, including relevant training materials, practical exercises, case studies, simulations and templates.
- Develop and deliver **two (2) two-day in-person** training modules, using practical and interactive methods tailored to the needs of participating municipal communication teams.
- Cover relevant areas of municipal communication, including communicating complex reforms and decisions, results and impact, digital and social media, responsible use of AI and modern communication tools, visual and video content, public engagement and crisis communication, as well as other needs identified through the baseline assessment.
- Develop and facilitate **one in-person strategic communication session in each of the five partner municipalities**, bringing together up to 20 relevant stakeholders per city, including representatives of city councils, municipal departments, municipal enterprises and other relevant institutions.

- Facilitate discussions during the city-level sessions to identify communication priorities, coordination gaps, target audiences and opportunities for joint communication activities. Prepare a concise brief report, outlining agreed priorities, recommendations and indicative timelines.
- Identify, engage and coordinate qualified trainers, facilitators and guest speakers with relevant practical expertise, ensuring the overall quality and consistency of the Programme.
- Integrate real cases and communication materials from partner municipalities into the training modules to ensure practical application of the knowledge and skills acquired.
- Organise and facilitate **up to three thematic online sessions**, involving external guest speakers where relevant, on practical communication topics such as crisis communication, effective use of AI in municipal communications, and communicating complex reforms and public investment decisions. Each session should include practical examples, discussion and Q&A tailored to the needs of participating municipalities.
- Develop a **practical communication guide for municipalities** with recommendations on how to effectively communicate strategic planning and implementation of municipal development strategies, public investment management (PIM) reforms, and the transformation of municipal enterprises in line with OECD corporate governance principles.
- Assess the effectiveness of the Programme through pre- and post-training assessment and participant feedback, and prepare brief reports following each training module and a final report summarising key results, lessons learned and recommendations according to EU4reconstruction procedures.
- Perform other tasks directly related to the development and delivery of the Programme, as agreed with EU4Reconstruction (Stream 2).

The Contractor shall cooperate with EU4Reconstruction (Stream 2) and its designated monitoring and evaluation contractor to facilitate the independent collection of participant feedback and assessment of training effectiveness. This shall include distributing evaluation forms and surveys, encouraging participants to provide feedback, sending reminders where necessary, and providing relevant training information and documentation upon request.

The Contractor shall take into account the findings and recommendations of the independent evaluation to improve the quality and effectiveness of subsequent training activities.

Deliverables

Deliverable	Key tasks / outputs	Indicative deadline / period
1. Baseline Assessment and Programme Design	Baseline assessment of communication practices, needs and key digital channels of partner municipalities (Dnipro, Kremenchuk, Vinnytsia, Mykolaiv and Khmelnytsky); identification of priority capacity gaps; development of the Programme concept, methodology, draft agendas, curriculum and proposed implementation schedule. All materials shall be prepared in both English and Ukrainian.	**December 2026 – January 2027**

2. Training Module 1	Development of the detailed agenda and training materials; engagement and coordination of trainers/speakers; delivery of the first two-day in-person training; practical exercises based on real municipal cases; collection of participant feedback and brief post-training report. All materials shall be prepared in Ukrainian.	**March 2027**
3. City-Level Strategic Communication Sessions	Preparation and facilitation of one strategic communication session in each of the five partner (Vinnytsia, Dnipro, Kremenchuk, Mykolaiv, and a Khmelnytsky) municipalities (up to 20 participants per city); identification of priorities and coordination needs; preparation of five brief session reports and recommendations. All materials shall be prepared in Ukrainian.	**April–August 2027**
4. Practical communication guide for municipalities	Including recommendations on communicating strategic planning and implementation of municipal development strategies, public investment management (PIM) reforms, and the transformation of municipal enterprises in line with OECD corporate governance principles. The guide shall include practical examples, key messages, communication approaches and relevant templates applicable to municipalities across Ukraine. All materials shall be prepared in Ukrainian.	**May 2027**
5. Training Module 2	Development of the detailed agenda and training materials; engagement and coordination of trainers/speakers; delivery of the second two-day in-person training, including practical work with cases and lessons learned by partner municipalities; participant feedback and brief post-training report. All materials shall be prepared in Ukrainian.	**March–April 2028**
6. Thematic Online Sessions with Expert Speakers	Up to three thematic online sessions, involving external guest speakers where relevant, on practical topics such as crisis communication, effective use of AI in municipal communications, and communicating complex reforms and public investment decisions. Sessions will include practical examples, discussions and Q&A tailored to the needs of partner municipalities. All materials shall be prepared in Ukrainian.	**From completion of Training Module 1 until completion of Training Module 2 (March 2027–April 2028)**

7. Final Report	Final Programme Report in English and Ukrainian, summarising activities implemented, overall results of the pre- and post-training assessments, participant feedback, lessons learned and recommendations for further capacity development. All materials shall be prepared in both English and Ukrainian.	**May 2028**

The exact dates of the in-person training modules and thematic online sessions will be agreed with EU4Reconstruction (Stream 2) during Programme implementation. The training curriculum and content may be adjusted based on the findings of the baseline assessment, participant feedback and emerging communication needs of partner municipalities.

Training Programme Requirements

- Each offline training module shall be designed for approximately 25-30 participants, including communication professionals from partner city councils, municipal departments and municipal enterprises.
- The Programme shall cover, at a minimum: **clear and accessible communication of reforms and municipal decisions; communication of results and impact; digital and social media; visual and video content; practical and responsible use of AI; public engagement; and crisis communication.**
- The training shall be **practical and interactive**, combining expert input with group work, practical exercises, case studies, simulations, peer-to-peer learning and work with real cases and materials from partner municipalities.
- Each module shall include at least **one educational or cultural activity** relevant to communications, media, public engagement, urban development or participants' broader professional development.
- Each in-person training module shall include brief pre- and post-training assessments to measure participants' learning progress, as well as a feedback survey to evaluate the relevance and effectiveness of the training.
- All two in-person modules are expected to take place in **Lviv, Ukraine**, taking into account the security situation and accessibility for participants.

EU4Reconstruction (Stream 2) will arrange the main event logistics, including venue, participants' travel and accommodation, and catering.

Qualification

The assignment shall be carried out by a qualified communication agency, training provider, company, non-governmental organisation or team of experts with demonstrated experience in communications, capacity development and professional training.

The Contractor shall propose a **team of qualified professionals with collective expertise and experience covering all key components of the assignment**, including strategic communications,

municipal governance, training and facilitation, digital communications and the development of practical communication guidelines.

The proposed team shall **be led by a Team Leader / Programme Coordinator**, responsible for overall coordination, quality assurance of deliverables, communication with EU4Reconstruction (Stream 2) and partner municipalities, and supervision of the team.

General Qualifications

The proposed team shall collectively meet the following criteria:

a) Relevant educational qualifications in Communications, Journalism, Public Relations, Public Administration, Education, Management or related fields.

b) At least **5 years of relevant professional experience** in strategic communications, public sector communications, capacity development, professional training or related areas, demonstrated by the proposed key team members.

c) Proven experience in **designing and delivering training or capacity-building programmes**, including practical workshops, interactive training sessions and other professional learning activities.

d) Proven experience in developing communication strategies, action plans, communication guidelines or similar products for public institutions, municipalities or donor-funded programmes.

e) Demonstrated experience in coordinating multidisciplinary projects, managing teams and engaging qualified trainers, facilitators and subject-matter experts.

Adequacy for the Assignment

The proposed team shall collectively demonstrate:

a) Strong expertise in **strategic communications, public sector communications and stakeholder engagement**, including the ability to communicate complex reforms and institutional changes to different audiences.

b) Relevant experience working with **local governments, municipalities, municipal institutions or municipal enterprises in Ukraine**.

c) Understanding of municipal governance and public sector reforms, particularly strategic planning, public investment management (PIM) and corporate governance of municipal enterprises.

d) Proven experience in assessing communication needs, designing training curricula and delivering **practical and interactive learning programmes**, including group work, case studies and participatory methods.

e) Relevant expertise in digital and social media communication, responsible use of AI tools, visual communication, public engagement and crisis communication.

f) Demonstrated ability to develop practical communication guides, recommendations, templates and other materials that can be independently used by municipal communication teams.

g) Experience in organising and facilitating strategic planning sessions, workshops and thematic discussions involving multiple stakeholders.

h) Experience working with donor-funded programmes, international organisations or EU-supported reform initiatives will be considered an advantage.

Experience in the Region and Languages

a) Proven experience working in Ukraine and a good understanding of the national and local government communication context.

b) The proposed team shall have sufficient **Ukrainian-language capacity** to conduct all training modules, strategic communication sessions and thematic online sessions in Ukrainian.

c) The Team Leader / Programme Coordinator shall have **working proficiency in English** for coordination and reporting purposes.

d) The proposed team shall have the capacity to prepare all required English- and Ukrainian-language deliverables in accordance with the Terms of Reference.

Team Composition and Evaluation

The Contractor may engage additional trainers, facilitators, guest speakers or subject-matter experts to cover specific Programme topics, subject to agreement with EU4Reconstruction (Stream 2).

The proposed team composition, roles and responsibilities, relevant qualifications and professional experience shall be clearly presented in the technical proposal (Annex 1).

The evaluation will focus on the collective qualifications, relevant experience and demonstrated capacity of the proposed team to successfully implement the full scope of the assignment, rather than on individual expert profiles alone.

Any replacement of proposed key team members during contract implementation shall be subject to the prior written approval of EU4Reconstruction (Stream 2).

Budget, timeframe, and location

The maximum budget available for this assignment is **EUR 28,000**, inclusive of all professional fees, costs related to the engagement of trainers, facilitators and guest speakers, preparation of training materials and the Practical Communication Guide, travel and accommodation expenses for experts participating in city-level strategic communication sessions, and other costs directly related to the delivery of the services described in this ToR.

EU4Reconstruction (Stream 2) will separately cover the main logistical costs of the two in-person training modules, including venue, participants' travel and accommodation, and catering.

Payments will be made upon satisfactory completion and acceptance of the respective deliverables, as follows:

- 30% – Deliverable 1: Baseline Assessment and Programme Design;
- 20% – Deliverables 2 and 4: Training Module 1 and Practical Communication Guide for Municipalities;
- 25% – Deliverable 3: City-Level Strategic Communication Sessions;
- 25% – Deliverables 5, 6 and 7: Training Module 2, Thematic Online Sessions and Final Programme Report.

The contract is expected to commence in **December 2026** and remain in force until **May 2028**. The exact dates of the training modules and city-level strategic communication sessions will be agreed with EU4Reconstruction (Stream 2) during implementation.

Two in-person training modules are expected to take place in **Lviv, Ukraine**, taking into account the security situation and accessibility for participants. The locations for city-level strategic communication sessions with teams from the five partner municipalities will be determined during Programme implementation, taking into account security restrictions and local conditions. Thematic online sessions with expert speakers will be conducted remotely.

EU4Reconstruction (Stream 2) will arrange the main event logistics for all offline events, including venue, participants' travel and accommodation, and catering. All educational materials prepared by Contractor should be print and deliver by itself.

The Contractor shall be responsible for arranging and covering the participation and travel costs of its own trainers, facilitators, speakers and other personnel involved in the delivery of the assignment, unless otherwise agreed with EU4Reconstruction (Stream 2).

Reporting and management

The performance of the Contractor will be judged upon reaching the purpose of this contract as well as obtaining its results, as indicated in the section "Objective" and "Deliverables" herein, respectively. Moreover, the performance of the Contractor will be judged upon the successful implementation of all the specific activities indicated in Section "Scope of work" of this document.

The Contractor will work in close cooperation with the Communication Manager and will report directly to the Communication Manager of EU4Reconstruction.

How to apply

The deadline for submitting the proposal is **30 November 2026, 18:00 Kyiv time**.

All interested candidates should submit the following documents **in English**:

- CV and portfolio in line with Annex 1
- Proposed methodology and conceptual approach (maximum two pages)
- Financial offer (Annex 2, forms 1 and 2) in EUR

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** indicating the subject line: "**Communication Development Programme"**.

Bidding language: English.

Any clarification questions regarding the terms of reference should be addressed to **EU4R@um.dk**, not later than **26 November 2026, 18-00 Kyiv time**.

Evaluation criteria

Bids will be evaluated under the criteria provided below:

#	Criteria	Weight
1	CV and Portfolio	40%
2	Proposed methodology and conceptual approach (maximum two pages)	40%
3	Proposed budget	20%