

Sustainable Cities - Phase 1

EU-Ghana Partnership for Sustainable Cities Project

Terms of Reference

Technical Assistance for Strengthening Accountability and Monitoring Mechanisms for Urban Public Services through Participatory, Communication and Digital Tools

Component 3 – Fostering cities in the management of their
public services, including accountability

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I INTRODUCTION

The Sustainable Cities – Phase 1 project is part of the EU-Ghana Partnership for Sustainable Cities. The project is funded by the European Union and implemented by Expertise France through the Ministry of Local Government, Chieftaincy and Religious Affairs (MLGCRA). The project aims to enhance urban prosperity by supporting the development of sustainable and inclusive cities, addressing urban challenges while fostering long-term growth and resilience. Specifically, the project seeks to support six cities—Greater Tamale (Sagnarigu inclusive), Wa, Damongo, Nalerigu, Yendi, and Bolgatanga—in advancing sustainable urban development and tackling challenges related to spatial growth and climate change. The project also seeks to improve urban governance through inclusive planning, better access to urban services, and the promotion of green economic development and job creation.

To achieve this ambition, the Project is supporting:

- **Decentralization through the development of an Urban Observatory:** At the national level, the project is supporting decentralization efforts by establishing an **Urban Observatory** (Component 1). This observatory will enhance data-driven decision-making and coordination for urban planning, acting as a central hub for data collection, analysis, and sharing. The observatory will foster collaboration among national and local authorities, the private sector, civil society, and development partners to ensure a coherent approach to sustainable urban development.
- **Integrated Urban Planning:** The project also focuses on integrating climate-resilient urban planning (Component 2). In collaboration with local authorities, Expertise France will help municipalities develop or update urban and sectoral master plans. This will involve capacity-building activities aimed at enhancing planning skills, fostering participatory planning, and ensuring alignment with national policies. Emphasis will be placed on addressing climate issues, gender, and the creation of master plans that ensure sustainable urban growth.
- **Public Service Management:** Locally, the project aims to strengthen the capacity of municipal authorities to manage and plan urban services effectively and equitably (Component 3). This includes improving financial management, and citizen engagement through digital solutions, smart technologies, and public-private partnerships. By enhancing local governance structures, the project seeks to improve service delivery, and foster inclusive participation in urban decision-making processes.
- **Improved Access to Services:** A structural component of the project is enhancing the quality and accessibility of essential services for urban residents. This will be achieved through the development of pilot projects and infrastructure focused on sustainable waste management systems (Component 4), access to water, and creating inclusive public spaces for all citizens (Component 5). These initiatives are designed to elevate residents' quality of life, promote social inclusivity, and stimulate local economic growth.

Implementation Approach

The Sustainable Cities Project adopts a participatory methodology, emphasizing innovation, collaboration, and local ownership:

- Experimenting with innovative urban development solutions through pilot projects.
- Encouraging peer learning and policy dialogue among stakeholders to share best practices and challenges.
- Promoting scalable solutions for sustainable urban development that can be replicated across other regions of Ghana.

2 OBJECTIVES OF COMPONENT 3 AND STRATEGIC ORIENTATION

2.1 Intervention Logic: The Role of E-Governance Tools

Component 3 focuses on strengthening the capacities of cities to manage public services, with particular emphasis on monitoring, coordination, and accountability. Under this component, one key activity aims to improve how cities plan, manage, monitor and report on the performance of urban services, while enhancing transparency and accountability towards citizens.

Within Ghana's decentralized governance framework, Metropolitan, Municipal and District Assemblies (MMDAs) are responsible for planning, managing and monitoring urban services. However, in practice, there is limited availability of operational monitoring tools that enable regular, service-level tracking of key urban services. As a result, service performance is mainly assessed ex post (after activities have been completed), using city-wide or departmental data, without clear information on specific service gaps, geographic disparities, or user experience. Based on Sustainable Cities project implementation experience and discussions with municipal stakeholders and service providers, several structural constraints are evident:

- Service-related information is fragmented across municipal departments (physical planning, development planning, environmental health and sanitation, waste management, works, budget and finance), which limits internal coordination and joint decision-making;
- Urban service data is rarely spatially disaggregated, making it difficult to identify territorial disparities, under-served areas and service delivery gaps across the city;
- Existing monitoring systems, such as MTDP Monitoring and Evaluation Reports, primarily serve institutional reporting purposes and provide limited support for day-to-day service management;
- Feedback from service users and community-level actors remains insufficiently structured and only partially integrated into municipal monitoring practices.

In response, Component 3 of the project seeks to strengthen cities' capacities to manage public services in a more coordinated, transparent and data-informed manner, with a specific focus on accountability and monitoring mechanisms. In the context of secondary cities in Ghana, operational urban governance tools are designed to produce clear, regular indicators of service performance, map service gaps, enable information sharing across departments, and support evidence-based, cross-sectoral decision-making. The approach will strategically leverage context-appropriate digital solutions, with digital tools serving as a shared platform to enhance understanding, facilitate dialogue, and strengthen coordination within municipalities.

2.2 Cross-component Operational Logic:

The e-governance and communication approach under Component 3 is explicitly designed as a transversal enabling mechanism serving other components of the project. Monitoring outputs, spatial information, service performance data and citizen feedback supported under Component 3 are intended to directly serve:

- Component 1 (Urban Observatory): by providing timely, structured, and spatially-referenced data on urban services and citizen feedback to be integrated into and capitalized within the Urban Observatory platform, thereby informing research, reporting, and decision-making;
- Component 2 (Urban and Spatial Planning): by contributing to transforming urban planning documents from a static administrative exercise into a dynamic, data-driven, and participatory tool. Digital dashboards and georeferenced tracking systems will allow assemblies to monitor land-use compliance, permit issuance, and the implementation of priority investments. This enhances their operational impact. Also, e-governance enhances evidence-based planning by supporting the collection, management, and analysis of spatial and socio-demographic data. Through the use of digital databases and GIS platforms, Municipal and Metropolitan Assemblies (MMAs) can better analyse population growth trends, service gaps, land-use patterns, and climate vulnerabilities. This strengthens the technical basis of urban

planning documents and tools ensuring that projections and needs assessments are grounded in reliable data.

- Component 4 (Solid Waste Management): by enabling monitoring of waste collection and management services, gathering citizen feedback on service delivery, and communicating service improvements and reforms;
- Component 5 (Access to Water and Recreational Areas): by supporting transparency regarding investments, improving access to services, providing user information, and collecting feedback on water and recreational facilities.
- Communication and participation tools (municipal websites, service snapshot pages, feedback forms) are therefore positioned as shared project assets rather than stand-alone outputs limited to Component 3.

2.3 Integration with municipal communication channels (websites-first): Websites as the Backbone of Participatory Urban Governance and Communication

Within this assignment, municipal websites are treated not merely as communication tools, but as the primary interface for participatory governance and accountability. They function as the primary institutional interface through which planning, monitoring and citizen feedback become visible and accountable.

Under Component 3, e-governance tools (monitoring indicators, dashboards, simple spatial visualizations, and feedback mechanisms), generate structured monitoring outputs. Municipal websites serve as the channel through which these outputs are published, contextualized, and archived ensuring transparency and institutional traceability

Recent assessments of five Assemblies' websites (Tamale, West Gonja, Wa, Bolgatanga, and East Mamprusi) indicate that, while basic service information is provided, these platforms remain limited in functionality, interactivity, and integration with e-governance systems. Key gaps include irregular updates of documents and news and announcements, minimal citizen engagement features, fragmented service information, and lack of spatially disaggregated data or performance dashboards. In addition, the Sagnarigu website is currently inactive, and Yendi does not have a verifiable website online.

Municipal websites remain the authoritative source for verified monitoring information. Other communication channels (social media, radio, WhatsApp, short videos) function as relays that direct users to this official platform. By embedding feedback mechanisms within the website, physical participation processes (meetings, consultations, city-level events) are linked to a structured digital follow-up, allowing feedback to be recorded and addressed over time.

The "websites-first" approach means that municipal websites are the primary platform for publishing information, documenting activities and engaging citizens rather than relying on social media or ad hoc communication. The approach progressively strengthens institutional routines, documentation practices, and accountability.

Selected monitoring outputs, such as service snapshots, maps, key indicators, and "what we heard/what we did" summaries, will be progressively published on municipal websites and relayed via social media and other channels (radio, WhatsApp, short videos). Municipal websites serve as the authoritative source and archive, while other channels act as structured relays directing audiences back to the website for detailed information.

3 Objectives of the Assignment

This assignment contributes to Output 3.1 of the project, focusing on the development and strengthening of monitoring and accountability mechanisms leveraging smart technologies.

Therefore, the objective is to enhance how the target municipalities manage urban services by enabling the production, spatial visualization, and shared use of service-level monitoring information to support coordination and accountability.

This assignment aims to:

1. Assess existing monitoring and accountability frameworks, processes, and tools for urban services within targeted MMAs, and identify institutional, organizational, and operational gaps that hinder effective service oversight.
2. Co-design participatory monitoring tools adapted to priority urban services that incorporate citizen feedback and facilitate evidence-based decision-making;
3. Test and refine these tools through pilot implementation to ensure practicality, usability and responsiveness to local needs;
4. Support the deployment of simple digital tools to enable regular data collection, spatial visualization of service-level indicators, and information sharing across municipal departments;
5. Upgrade municipal websites as integrated channels to share monitoring outputs, engage citizens, and link physical and digital participation to strengthen transparency and accountability.
6. Strengthen municipal capacities to integrate these tools into planning, coordination and evidence-based decision-making processes

4 Scope of Work and Tasks

4.1 Preamble

- **EU visibility and Proof Discipline (Cross-Cutting Requirement):**

All public-facing web pages, posts and media outputs developed under this assignment shall comply with EU and MLGCRA visibility requirements. The Consultant shall provide practical checklists and templates (web banners, page footers, standard captions, photo credits) and shall set up a minimum evidence archiving routine (links, screenshots, photos, sign-in sheets where relevant) to support reporting and donor visibility audits.

- **Gender-Responsive Approach (Cross-Cutting Requirement):**

Throughout all phases, the Consultant shall apply a gender-responsive approach, ensuring that monitoring indicators, citizen feedback mechanisms, and capacity-building activities are designed to capture and address differentiated needs, uses and constraints of women and men in relation to urban services. Data collected under this assignment shall be disaggregated by gender wherever feasible. Workshop participants and community consultation processes shall explicitly include women's organisations, female-led community groups, and gender-mixed Civil Society Organisations. The Consultant shall document gender-inclusive participation in all multi-stakeholder processes and report on gender-disaggregated findings in each deliverable.

- **Scope Guard:**

Communication-related activities under this ToR are limited to enabling tools, standards and routines (templates, SOPs, governance, minimum website backbone and publication practices). Day-to-day content production remains primarily under Assemblies responsibility, with the Consultant providing coaching, quality control and light support during piloting.

- **Communication and Participation Channels (websites-first) – Tasks Embedded Across Phases 1 to 4:**

The Consultant shall ensure that the monitoring and accountability mechanisms supported under this assignment are operationalised through a practical communication backbone. This backbone is intentionally based on existing municipal websites (authoritative source and archive), complemented by structured relays through the most relevant channels in Ghana (Facebook, WhatsApp, YouTube, and where appropriate Instagram/TikTok) and selective use of radio.

4.2 Phase 1 – Assessment of Existing Monitoring and Accountability Systems

The Consultant shall conduct an institutional and operational assessment in each targeted Metropolitan and Municipal Assembly (MMA) to review existing monitoring and accountability practices related to urban services.

This phase shall include the following activities:

1. An assessment of municipal websites considered as governance and participation interfaces: as part of the baseline, the Consultant shall conduct a structured assessment in each municipality to determine:
 - a. Current website status (functionality, hosting/CMS, admin access ownership, mobile/low-bandwidth performance, language, and basic security;
 - b. Institutional capacity to maintain updates (named focal points, validation chain, content workflow);
 - c. Availability and condition of existing social media pages/channels (if any) and how they are currently used;
2. A document review of key planning, monitoring and accountability documents, including:
 - a. MTDP Monitoring and Evaluation Plans;
 - b. Quarterly and Annual Monitoring Reports;
 - c. Internal Audit Reports and Auditor General's Reports;
 - d. Complaints, grievance redress and feedback records;
 - e. Minutes and records of community meetings, town halls and consultations;
3. An analysis of existing monitoring systems and practices, focusing in particular on:
 - a. Monitoring tools and indicators currently in use;
 - b. Data collection processes, data flows and reporting practices;
 - c. Institutional roles and responsibilities across municipal departments;
 - d. Existing capacities for data collection, analysis, interpretation and use;
4. A specific assessment of monitoring practices related to services supported under Component 4 (Solid Waste Management) and Component 5 (Access to Water and Recreational Areas), in order to understand how service-level information is currently produced, used and shared within municipalities.

The objective of this phase is (i) to identify gaps and systemic weaknesses in current service monitoring and accountability systems, and (ii) define a common minimum website standard (structure and core functions) to ensure coherence across municipalities. These findings will inform the design of a tailored monitoring approach and methodology to be co-designed and tested in subsequent phases.

Deliverable 1 : Institutional assessment report on existing monitoring and accountability systems for urban services highlighting key findings and identified gaps.

4.3 Phase 2 – Co-Design of Participatory Monitoring and Communication Systems

Based on the assessment findings, the Consultant shall facilitate a series of multi-stakeholder workshops bringing together relevant municipal technical departments, Civil Society Organisations (CSOs), Zonal Councils and, where relevant, private sector actors. These workshops will provide a structured space for joint analysis and dialogue on existing monitoring practices, identified gaps and priority needs in the management of urban services.

The co-design workshops shall explicitly address not only monitoring tools and indicators, but also the public exposure of information and interaction with users.

Participants shall jointly define what information can be made public, in which format, through which channels (websites and relays), and under which validation and response conditions. This includes agreement on the role of municipal services, CSOs, Zonal Councils and other stakeholders as contributors to content, relays of information, and intermediaries with citizens.

Through this co-design process, the Consultant shall support MMAs and stakeholders in defining a shared monitoring methodology to be applied during the subsequent phases of the assignment. In particular, the workshops shall aim to:

- 1) identify priority urban services and key monitoring needs to be addressed (taking also into account the monitoring practices for component 4 and 5 of the project);
- 2) define relevant, operational and feasible service-level indicators;
- 3) clarify data collection responsibilities, reporting frequency and validation processes within the Assemblies;
- 4) agree on how monitoring information will be consolidated, analyzed and used to support internal coordination and accountability.
- 5) Design of progressive web-enabled citizen interaction tools (feedback from services, complaints/alerts channel).

Particular attention shall be paid to ensuring that the proposed monitoring methodology supports cross-departmental coordination, enables a territorial reading of service performance, and strengthens accountability mechanisms.

The workshops will also foster shared ownership of the monitoring framework and enable the formal validation of the agreed methodology and indicators before their testing and piloting in selected cities. Through this process, participants will define a progressive participation framework aligned with municipal response capacity. As a minimum, Phase 1 will introduce a basic service-categorized feedback form. More advanced tools, such as geo-referenced complaints or alert mechanisms (with location and photo features) and perception surveys, will only be introduced once response protocols, routing mechanisms, and institutional handling capacity have been validated.

The co-design process shall also agree on a validation chain for public-facing content (service data, maps, complaints summaries), defining who validates what and within which timelines, and identifying sensitive cases requiring escalation.

The co-design process shall also explore, with municipal stakeholders, how communication and participation tools can reinforce citizens' understanding of the link between taxes and public services, building on the ongoing property tax activity. Specific synergies shall be proposed by the Consultant in the inception note and validated through the co-design workshops.

Deliverable 2:

The co-designed package shall comprise the monitoring framework and methodology, as well as the website participation backbone note, including:

- The agreed monitoring approach, principles and scope;
- Minimum website standards (structure, core pages, and governance requirements) ;
- A defined set of service-level indicators including data sources and frequency;
- Draft SOPs for citizen feedback and complaints handling ;
- Clearly defined roles, responsibilities and processes for data collection, validation and use.
- A training and coaching plan
- An inception note on communication formats and feedback mechanisms designed to reinforce citizen understanding of the taxes-services relationship, in coordination with the property tax consultant

4.4 Phase 3 – Testing, Piloting and Inter-City Learning

This phase will test a complete participatory governance and communication cycle: production of evidence, publication through municipal websites, activation through outreach, collection of citizen feedback, institutional response, and documentation of lessons learned.

The pilot will therefore validate not only the monitoring tools, but also the institutional roles, routines, and coordination mechanisms required for effective implementation prior to selective scale-up.

The Consultant shall support the testing of the agreed monitoring approaches in two selected cities to assess their operational relevance, usability, and institutional uptake before wider roll-out.

This phase shall include the following tasks:

1. Support the practical application of defined service-level indicators and monitoring processes under real operating conditions, ensuring that data collection responsibilities, reporting frequency, and validation mechanisms are clearly embedded within existing municipal workflows.
2. Provide technical support for the consolidation and basic spatial analysis of monitoring data, enabling service-level information to be transformed into accessible outputs (e.g., simple maps or structured databases) that strengthen internal understanding, coordination, and facilitate the progressive integration of these data into urban planning documents developed under Component 2.
3. Deliver targeted training and on-the-job support to municipal staff participating in the pilot, focusing on data collection procedures, interpretation of indicators, basic spatial analysis, and the use of monitoring outputs to inform internal discussions and decision-making.
4. Systematically document implementation challenges, institutional constraints, adjustments made, and lessons learned throughout the pilot phase, applying an iterative and adaptive approach.
5. Facilitate peer-learning exchanges among pilot cities, enabling municipal teams to share experiences, collectively analyse challenges, validate adjustments, and define conditions for scaling up and replication in other project cities.

This phase is explicitly designed as a learning and adjustment stage, allowing the refinement of monitoring approaches and preparing their progressive roll-out across the remaining project cities. In terms of communication, during this piloting phase, the Consultant shall support each pilot municipality to publish a limited set of evidence-based pages on the municipal website, including at minimum :

- One service update/accountability page per priority service;
- Feedback received, actions taken (including pending constraints or limitations when relevant);
- Simple visuals and, where relevant, basic maps.

All public engagements (radio, press, or public events) shall be grounded in verified evidence and confirmed milestones, avoiding any overstatement of progress. A brief recap, summarizing key messages, visuals, and, where relevant, a “next steps” section, shall be systematically published and archived on the municipal website. This approach ensures traceability, mitigates reputational risk, and transforms one-off media exposure into sustainable public accountability records.

The Consultant shall operationalise a clear hierarchy of communication channels: municipal websites will serve as the authoritative source and official archive; social media platforms will function as amplification and engagement channels that systematically redirect users to relevant website pages; and video platforms will be used to preserve durable audiovisual evidence. In the Ghanaian context, the approach will prioritize Facebook and WhatsApp for broad reach and community engagement, YouTube for structured documentation and long-form storytelling, and Instagram and TikTok for short-form mobilization (where relevant and strategically appropriate), particularly among youth, while consistently linking all contents back to the municipal websites.

Project activities and city events (e.g., Town Halls/City Days, clean-up campaigns, community consultations, public hearings among others) shall follow a structured participation cycle: **announce → implement → publish outcomes and next steps → collect feedback**. This will ensure continuity and traceability beyond one-off events.

Deliverable 3: Pilot implementation and learning report, including documentation of the pilot process, challenges encountered, adjustments made, refined monitoring approaches, and recommendations for scaling up and dissemination.

4.5 Phase 4 – Support to Digitalisation and Capacity Building

Building on the results and lessons from the pilot phase, the Consultant shall support the target municipalities to strengthen the use of monitoring data and communication through context-appropriate digital solutions and targeted capacity building.

The roll-out across project entities will follow a phased approach. Progression to each stage will depend on meeting predefined operational and capacity criteria (e.g., functional tools, clearly assigned roles, operational response protocols, and minimum required outputs).

During the digitalisation phase, the Consultant shall support the upgrading of municipal websites¹ as the main platform for public information, participation, and accountability. Clear guidelines will be developed for publishing and archiving selected monitoring outputs.

Social media platforms (Facebook, WhatsApp, YouTube, and, where relevant, Instagram and TikTok) will serve as relay channels that direct users back to the official websites of the Municipalities.

This phase shall include the following tasks:

- 1) Support municipalities in identifying and using appropriate digital solutions based on needs identified during the assessment and pilot phases, specifically to:
 - a. Consolidate service-level monitoring data from multiple sources and departments;
 - b. Spatialise service information in a clear and readable manner, aligned with urban planning documentation and spatial analyses under Component 2, where relevant;

¹ There is a need to consult the National Information Technology Authority (NITA) on planned website upgrade to ensure compliance and clarify any potential technical or procedural requirements. Since government websites are hosted by Smart Infracore Limited for a stipulated fee, NITA may facilitate coordination with the hosting provider.

- c. Facilitate information sharing and accessibility across municipal departments.
- 2) Provide targeted capacity-building for municipal staff involved in monitoring and service management, focusing on:
 - a. Strengthen municipal staff capacity to use and interpret service-level indicators;
 - b. Support basic spatialisation of monitoring data and reading of service maps (in line with urban planning tools developed under component 2);
 - c. Enhance the use of monitoring information for internal coordination, prioritisation, and decision-making.
 - 3) Support the progressive roll-out of improved monitoring practices and digital approaches across the seven Assemblies, considering differences in capacity and local context.
 - a. Adapt monitoring practices and digital approaches to varying municipal capacities;
 - b. Ensure institutional uptake and sustainability beyond the assignment period.
 - 4) **Strengthen integration with communication platforms**
 - a. Assess integration with existing municipal or project communication channels, including websites or online platforms.
 - b. The Consultant in consultation with the Assemblies shall determine how selected monitoring outputs, such as maps, indicators, or summary information, can be published.
 - 5) **Upgrading municipal websites will involve the following tasks;**
 - a. Define and apply a minimum website information architecture for each municipal entity (core pages: services, project, results/evidence, feedback/complaints, contacts);
 - b. Develop a lightweight editorial toolkit (templates for service snapshots, City Focus pages, recaps; writing guidance; EU/MLGCRA visibility checklist; archiving rules);
 - c. Set up and test citizen feedback and (where feasible) complaints/alerts forms integrated into the website, including categorization by service, acknowledgement practice and routing rules;
 - d. Establish a publication validation protocol (technical validation → comm validation → escalation for sensitive cases) and ensure that public exposure remains proportional to response capacity;
 - e. Define social media governance rules (official pages, naming, bios, linking policy) and ensure all social media posts redirect users to the relevant website pages (traceability + evidence);
 - f. Support the production of a limited set of high-value visibility assets during the pilot (e.g. one explainer video, a small number of service snapshot pages, and 'what we heard/what we did' (Feedback to Action) summaries), focusing on repeatable workflows and knowledge transfer to municipal focal points.

6) Strengthen the communication link between service delivery and local revenue mobilisation

Building on the property tax component already implemented under the Project, the Consultant shall identify and operationalise, where relevant, communication synergies between the monitoring and participation tools developed under this assignment and the local revenue mobilisation work conducted in the 6 cities. This shall focus specifically on the citizen-facing dimension: how municipalities communicate on service delivery efforts and constraints, and how feedback mechanisms can capture citizen perceptions in ways that are relevant to local revenue mobilisation. The Consultant shall propose specific modalities in the inception note, in coordination with the property tax assignment.

Deliverable 4:

- a. A finalised websites and participation toolkit (minimum website standard, editorial templates, SOPs for feedback and validation protocols, social media governance rules);
- b. Final report including documentation of lessons learned during the digitalisation and capacity-building phase,
- c. Recommendations on appropriate digital solutions

- d. Practical manuals and quick-reference guides enabling municipal teams to sustain monitoring and communication routines beyond the assignment.
- e. A document reporting on synergies implemented between communication tools and local revenue mobilisation, and recommendations for consolidation; including communication formats tested, citizen feedback collected in relation to taxation and services, and recommendations for consolidation beyond the project period.

5 Deliverables and Indicative Timeline

The assignment is expected to be implemented over an indicative period of 12 months.

Deliverables are structured to reflect a staged approach, and to ensure that municipal websites operate as the backbone of participatory governance and communication:

Deliverable 1 – Institutional assessment and baseline diagnosis (Month 2)

- Institutional assessment report on existing monitoring, accountability, communication and participation systems for priority urban services, highlighting key findings and gaps.
- Annexes: (i) rapid website/communication diagnostic per municipal entity (status, hosting/CMS, access ownership, workflow, minimum security), (ii) mapping of current feedback/complaints channels (online/offline) and routing practices.
- Brief mapping of existing municipal communication practices related to local taxation, identifying gaps in citizen-facing information on the link between property rates and service delivery.
- Assessment of potential barriers to participation and access to information, including gender-related aspects.

Deliverable 2 – Co-design package: monitoring methodology + website participation backbone (Month 4)

- Monitoring framework and methodology note, including minimum indicator package, data sources, collection responsibilities, frequency and limitations.
- Minimum website standard (mandatory pages/structure) and editorial governance (roles, validation chain, update routines).
- Draft SOPs for citizen feedback and complaints handling (intake, categorization, acknowledgement, routing, response standards, escalation, data protection and anonymity).
- Publication validation and safety protocol for public-facing information (service results, maps, feedback summaries).
- Training and coaching plan for municipal focal points and key stakeholders (including CSOs/Zonal Councils where relevant).
- A dedicated section proposing communication synergies between the participation tools and the property tax component, based on the diagnostic findings, and validated through the co-design workshops.

Deliverable 3 – Pilot implementation and learning report (Month 8)

- Pilot implementation and learning report documenting the tested cycle (information → publication on websites → activation through communication → feedback → response → learning), challenges encountered, adjustments made and refined tools.
- Pilot package of public-facing accountability pages hosted on municipal websites (service snapshots, 'You said – We did' (service improvements) summaries, validated simple visuals/maps).
- Operational matrix (per municipality and consolidated) tracking activities, responsibilities, timing, evidence to capture and decision gates.

Deliverable 4 – Final consolidation package and scale-up recommendations (Month 12)

- Final report consolidating lessons learned, refined recommendations on appropriate digital solutions, and a staged scale-up roadmap across the seven municipal entities. The final report shall document also communication approaches implemented to strengthen the perceived link between local taxation and service delivery, and formulate recommendations for consolidation beyond the project period
- Website, participation and visibility toolkit (final, in editable format): minimum website standard; SOPs; publication validation protocol; City Focus planning template; EU/MLGCRA visibility and evidence kit; monitoring & analytics templates.
- Capacity-building materials and manuals (including quick guides/checklists) enabling municipal teams to sustain routines beyond the assignment.

The table below presents the expected deliverables and their indicative time-frame :

No.	Tasks	Deliverables	Indicative Timeline
1	Assessment of Existing Monitoring and Accountability Systems	Institutional assessment report on existing monitoring and accountability systems for urban services.	T0+2 month
2	Co-Design of Participatory Monitoring Systems	Monitoring framework and methodology note.	T0+4 months
3	Testing, Piloting and Inter-City Learning	Pilot implementation and learning report.	T0+8 months
4	Support to Digitalisation and Capacity Building	Final capitalisation and capacity-building report.	T0+12 months

6 Required Expertise

The assignment requires a multidisciplinary team combining expertise in urban governance, accountability, participatory approaches, digital solutions/e-governance and capacity building. Bidders may propose a team composed of a lead expert supported by key experts, or a consortium of complementary profiles.

Team Leader – Urban Governance and Accountability Expert

- At least 10 years of proven experience in urban governance and public service management, preferably in decentralized contexts;
- Demonstrated expertise in accountability, monitoring and performance management systems for urban services;
- Strong experience working with local governments and public administrations;
- Proven capacity to coordinate multidisciplinary teams and multi-stakeholder processes;
- Experience in Ghana or similar contexts is an asset.

Participatory Monitoring and Citizen Engagement Expert

- 8 years of solid experience in participatory approaches, citizen engagement and social accountability mechanisms;
- Practical experience designing and implementing participatory monitoring tools at local level;
- Experience working with CSOs, community-based organisations and local authorities;
- Strong facilitation skills for workshops and participatory processes.

Digital Solutions / E-Governance Expert

- 8 years of experience in designing or adapting simple digital tools for public sector monitoring, citizen feedback or service delivery;
- Strong understanding of usability, interoperability and sustainability issues in low-resource contexts;
- Experience working with local governments on digitalisation of monitoring or accountability processes;
- Capacity to translate governance and accountability needs into functional and pragmatic digital solutions.
- Digital expertise is expected to focus on appropriate, scalable and user-centred solutions, rather than complex IT system development.

Data and Monitoring Expert (Optional)

- 7 years of experience in defining indicators, monitoring frameworks and data management systems;
- Capacity to align local-level monitoring data with higher-level indicator frameworks and dashboards;
- Experience in data consolidation, analysis and visualisation for decision-making;
- Familiarity with results-based management and performance assessment approaches.

Capacity Building and Training Expert

- 5 years of demonstrated experience in designing and delivering training programmes for public institutions and civil society organisations;
- Strong knowledge of adult learning methodologies and practice-based training approaches;
- Experience in developing training materials, operational manuals and learning tools;
- Capacity to adapt training content to diverse audiences, including municipal technical staff, elected officials and CSOs.

Additional profile (part-time or call-off): Communication and Digital Content Support

- Graphic design and visibility compliance support (templates, layout, infographics, EU/MLGCRA branding alignment);
- Short video editing and storytelling coaching (smartphone workflow + YouTube evidence assets);
- Independent quarterly communication QA (sample-based review of claims, evidence, and visibility compliance).