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Sustainable Cities - Phase 1

EU-Ghana Partnership for Sustainable Cities Project

Terms of Reference

Component 2 – Support of Urban Planning in 6 cities of Northern Ghana

Urban Planning Expert - Technical Oversight of the Spatial planning component

July 2026

I BACKGROUND

The Sustainable Cities - Phase I project is part of the EU-Ghana Partnership for Sustainable Cities. The project is funded by the European Union and implemented by Expertise France under the supervisory authority of the Ministry of Local Government, Chieftaincy and Religious Affairs (MLGCRA). The project aims to enhance urban prosperity by supporting the development of sustainable, inclusive and climate-resilient cities in Ghana.

The project targets six cities in Northern Ghana: Greater Tamale Metropolitan Area, including Tamale and Sagnarigu, Wa, Damongo, Nalerigu, Bolgatanga and Yendi. Under Component 2, the project supports integrated urban planning through the preparation of statutory spatial planning instruments, namely Spatial Development Frameworks, Structure Plans and Local Plans. These plans are expected to guide urban growth, improve land-use management, strengthen development control, integrate climate and social inclusion considerations, and support better coordination of infrastructure and service delivery.

Within this framework, Expertise France is seeking an Urban Planning Expert to provide technical oversight and support to the contractual follow-up of the spatial planning consultancy, coordinate the involvement of Ateliers de Cergy in the process, support strategic inter-jurisdictional planning, ensure integration with the Urban Observatory, and strengthen the capacity of local and national institutions involved in spatial planning.

2 OBJECTIVES OF THE ASSIGNMENT

The overall objective of the assignment is to ensure the high-quality, timely and operational delivery of Component 2 spatial planning activities, with a particular focus on the supervision of the spatial planning consultancy, the translation of planning outputs into implementable priorities, tools and pathways, and the institutionalization of planning capacities within local partner institutions such as the MMAs.

The specific objectives of the Urban Planning Expert mission are to:

- i. Coordinate and provide technical oversight of the spatial planning consultancy, ensuring technical quality, contractual compliance, clear technical recommendations for milestone validation and effective risk management
- ii. Ensure that the statutory planning process is fully aligned with Ghana's planning framework, including the Land Use and Spatial Planning Act, LUSPA standards, LUPMIS requirements and relevant national and regional planning instruments
- iii. Coordinate the preparation, implementation, follow-up and integration of the Ateliers de Cergy process into the statutory planning framework and deliverables
- iv. Support inter-jurisdictional planning processes, especially within the Greater Tamale area, where coordinated spatial planning between neighboring jurisdictions is essential for coherent urban growth management
- v. Ensure that Component 2 effectively serves as the spatial integration framework for the project by promoting systematic coordination with the other components, so that planning outputs inform and support investments, governance reforms, service delivery, urban resilience, local economic development and Urban Observatory activities throughout implementation
- vi. Support capacity development and institutionalization of spatial planning practices within MMAs, national institutions and relevant technical bodies.

3 SCOPE OF WORK

3.1 Scope of services

The Urban Planning Expert role is to supervise, coordinate, review, challenge, consolidate and quality-assure the work carried out under Component 2, while ensuring that the process is operationally useful for the MMAs, translated into practical implementation tools and institutionally sustainable beyond the duration of the project.

The Expert will work under the overall supervision of the project's Technical Coordinator, and in close coordination with the experts and teams mobilized across all project components.

The Expert will provide technical advice, quality assurance and recommendations to support project management. Contractual decisions, including formal acceptance or rejection of deliverables, validation of contractual milestones, payment authorization, contractual instructions, amendments and any other contractual measures, remain the sole responsibility of Expertise France.

A close collaboration with the national and local stakeholders and project beneficiaries - MLGCRA, the 7 MMAs, LUSPA, RCCs, NDPC, EPA, utility agencies, traditional authorities, civil society organizations and other relevant actors is also expected.

3.2 Detailed scope of work

3.2.1 Task 1 - Inception, planning and supervision set-up

At the beginning of the assignment, the Expert will establish the operational and technical framework for Component 2. This first phase is essential to avoid fragmented implementation between the various topics and activities that must be addressed within the component, as well as cross-cutting topics between the project's components. This must include:

- i. The preparation of a consolidated workplan aligned with the spatial planning consultancy schedule, Les Ateliers de Cergy calendar, other components milestones and project reporting requirements;
- ii. Co-definition with the Technical Coordinator of a clear review and technical recommendation workflow for consultancy deliverables, including responsibilities, review timelines, decision points, formal approval levels within Expertise France and escalation mechanisms;
- iii. Set up of regular coordination mechanisms with the Expertise France team, the Spatial Planning consultancy team, Les Ateliers de Cergy, the other project components, MMAs and national institutions.

3.2.2 Task 2 - Technical oversight of the Spatial Planning consultancy

The Expert is expected to provide continuous technical oversight of the Spatial Planning consultant responsible for preparing the SDFs, Structure Plans and Local Plans. The purpose is to ensure that the consultancy delivers outputs that are technically robust, contractually compliant, realistic for implementation and aligned with national statutory requirements.

This oversight should cover planning, quality assurance, technical recommendations for milestone validation, risk management and stakeholder coordination. It shall also support the Project Director and Technical Coordinator in documenting whether payment-related milestones are technically achieved. More specifically, the Expert must review the following aspects of the consultancy:

- i. Planning and mobilization: review the consultancy's team mobilization, detailed workplan, mission schedule, city sequencing, stakeholder engagement calendar and deliverable structure. Identify inconsistencies, unrealistic assumptions and missing inputs at an early stage;
- ii. Methodological review: assess whether the proposed methodology is practical, Ghana-specific, aligned with national guidelines, manuals and standards manuals, and sufficiently adapted to the institutional and territorial realities of each city;
- iii. Quality assurance: review all major outputs, including inception report, territorial diagnostics, spatial data assessments, SDFs, Structure Plans, Local Plans, GIS databases, maps, implementation plans, monitoring frameworks and training materials;
- iv. Technical recommendation for milestone validation: prepare concise technical review notes for each key deliverable, recommending whether Expertise France should accept the deliverable, accept it subject to specified revisions, or require substantial revision and resubmission. Each note shall include a comment-resolution tracker. Formal acceptance remains the responsibility of Expertise France;
- v. Contractual follow-up: support the Project team in monitoring the consultant's compliance with contractual obligations, including deadlines, staffing, field presence, stakeholder engagement, deliverable formats, data submission and visibility requirements;
- vi. Risk management: alert the Technical Coordinator of issues that may affect quality, timelines, statutory validation or political/institutional ownership, and propose corrective measures and follow up their implementation;

- vii. Stakeholder coordination: facilitate structured technical exchanges between the consultancy, MMAs, RCCs, LUSPA, MLGCRA and other institutions, ensuring that comments are consolidated, clear, actionable and formally tracked;
- viii. Implementation orientation: ensure that spatial plans are not limited to descriptive documents but are translated into prioritized and sequenced action plans, with realistic phasing, implementation responsibilities, indicative resource and financing needs, potential delivery and partnership pathways, monitoring indicators, and clear links to investments, service delivery, governance reforms, local economic development and revenue mobilization. The Expert should help identify early actions and practical tools that MMAs can use during implementation.

3.2.3 Task 3 - Coordination of the Ateliers de Cergy process and integration into planning deliverables

Les Ateliers de Cergy will contribute to the project through a participatory and strategic urban workshop process. The Expert will ensure that this process is well prepared, implemented in coordination with the statutory planning work, and effectively translated into planning deliverables. The workshop process should become a source of strategic inputs for the SDFs, Structure Plans, Local Plans and project dialogue with the cities.

The Expert is expected to coordinate the Ateliers de Cergy process across four stages: preparation, implementation, follow-up and integration.

During the preparation stage:

- Clarify the objectives, expected outputs, geographic focus, stakeholder groups and methodological articulation of the workshop process with Component 2 planning activities;
- Ensure that the workshop agenda addresses concrete urban planning questions, such as growth management, public spaces, environmental resilience, service access etc.
- Coordinate the mobilization of MMAs, traditional authorities, civil society, technical departments, youth and women's groups, private actors and national institutions.

During implementation stage:

- Participate in key workshop sessions and ensure alignment with statutory planning processes and project priorities;
- Support technical interpretation of discussions and ensure that proposals remain spatially grounded, implementable and compatible with Ghanaian planning instruments;
- Identify emerging recommendations that can inform spatial visions, growth scenarios, public-space strategies, environmental buffers, land-use choices and priority intervention areas.

During follow-up and integration:

- Prepare a structured integration note showing how each relevant Ateliers de Cergy recommendation will be reflected in the SDFs, Structure Plans, Local Plans or other project outputs, including responsible follow-up actors and practical implementation pathways;
- Organize debriefing sessions between Les Ateliers de Cergy, the spatial planning consultancy, MMAs and the Project team;
- Track whether workshop recommendations are effectively considered by the spatial planning consultancy and documented in revised deliverables;
- Identify recommendations that are outside the statutory planning scope but relevant for other components, future investments or policy dialogue.

3.2.4 Task 4 - Support to inter-jurisdictional planning processes, with a focus on Greater Tamale

The Expert will provide dedicated support to inter-jurisdictional planning processes for the Greater Tamale area, which represents one of the most strategic territorial processes currently supported by the project.

In close coordination with Components 1, 3, 4 and 5, as relevant, the Expert will support the emergence of a coherent Greater Tamale planning dialogue, while ensuring that the process remains compatible with the statutory responsibilities of each MMA and with national planning procedures.

In particular, the Expert is expected to participate in identifying shared spatial challenges across jurisdictions, including urban growth corridors, peri-urban expansion, protection of agricultural and ecological areas, mobility and service corridors, solid waste and water infrastructure, land-use conflicts and climate-risk zones.

He/She will also:

- Support the operationalization of Greater Tamale inter-jurisdictional committee (coordination needs, institutional arrangements and priority planning questions to be addressed);
- Facilitate joint technical meetings between the two MMAs, RCCs, LUSPA, MLGCRA and other actors to discuss common scenarios, management principles and implementation responsibilities;
- Ensure that the SDF and Structure Plan outputs for Tamale and Sagnarigu are coherent with each other and, where relevant, with wider urban-region dynamics;
- Promote practical coordination tools, including shared maps, action matrices, priority project lists and monitoring arrangements;
- Identify lessons from the Greater Tamale process that can inform other inter-jurisdictional planning approaches in Ghana.

3.2.5 Task 5 - Integration with the Urban Observatory and Component 1 data systems

The Expert is also expected to ensure that spatial planning activities are fully connected to the Urban Observatory developed under Component 1. The objective is twofold: planning processes should benefit from improved data and indicators, and the outputs of the spatial planning consultancy should enrich the Urban Observatory with structured, reusable and regularly updatable datasets.

The Expert will work closely with the Urban Observatory Expert, Data Expert and relevant national/local institutions to define how planning data, maps, indicators and monitoring tools will be generated, validated, stored and reused. He/ She will specifically be in charge of:

- Identifying the datasets required for SDFs, Structure Plans and Local Plans, and clarify which datasets can be sourced from the Urban Observatory, MMAs, LUSPA, GSS, EPA, utilities, project studies or other sources;
- Define a data exchange and quality assurance protocol between the spatial planning consultancy and the Urban Observatory, including file formats, metadata, coordinate reference systems, update responsibilities and folder structure;
- Ensure that GIS outputs produced under Component 2 comply with LUPMIS/LUSPA requirements and can be uploaded or referenced in the Urban Observatory where appropriate;
- Support the definition of urban planning indicators that can be monitored through the Urban Observatory;
- Review the spatial planning consultancy's GIS database, metadata sheets, map layouts and data handover package before final submission.

3.2.6 Task 6 - Capacity development, coaching and institutionalization

A central objective of Component 2 is to strengthen the ability of local authorities and national institutions to prepare, update, implement and monitor spatial plans. The Expert should therefore ensure that capacity development is not limited to one-off training events, but is embedded in the planning process through coaching, peer learning, practical tools and learning by doing processes.

In this regard, the Expert is expected to perform the following tasks:

- Review and strengthen the capacity-building approach proposed by the Spatial Planning consultancy, ensuring that it is based on actual capacity gaps and operational needs of MMAs and national institutions;
- Support preparation and implementation of coaching sessions for MMA officers on spatial diagnosis, GIS data use, scenario interpretation, plan review, stakeholder facilitation and plan implementation monitoring;
- Ensure that MMAs are involved in field data collection, validation, map review, scenario discussions, and comment-resolution processes;
- Lead the institutionalization and implementation of Technical Review Committees for each MMA;

- Promote peer learning between the 7 MMAs, especially around common issues such as peri-urban growth, informal development, climate-risk areas, service access, land-use conflicts and property addressing;
- Identify capacity-building needs that should be carried forward beyond the spatial planning assignment, including needs related to GIS, plan enforcement, data governance.
- Contribute to knowledge transfer and long-term institutionalization by fostering linkages with research institutions, universities and academic partners. The Expert should ensure that the methodologies, tools, and planning approaches developed through the project are properly documented, shared and appropriated by local and national stakeholders, so that they can be maintained, updated and further used beyond the project's implementation period.

3.2.7 Task 7 - Reporting, capitalization, inter-component coordination and implementation support

The Expert will contribute to the overall coordination, implementation monitoring and reporting of Component 2. He/she will provide regular technical inputs to Expertise France management tools, donor reporting, steering committee documentation and project communication where relevant, while helping ensure that spatial planning outputs are used as practical coordination and implementation tools across the project.

In particular, it is expected that the Expert:

- Maintain concise monthly management tools, such as supervision notes, action trackers, decision logs and risk updates, summarizing progress, issues, decisions required and next steps;
- Prepare quarterly progress reports covering the spatial planning consultancy, Ateliers de Cergy process, Urban Observatory integration, inter-jurisdictional planning, implementation follow-up, capacity-development activities and operational synergies with the other project components;
- Contribute to project dashboards, action plans, technical and steering committee documents and meetings, and donor briefings;
- Document lessons learned, good practices, institutional bottlenecks and replicable tools emerging from the Component 2 process;
- Support the final capitalization and handover of spatial planning outputs, datasets, review tools, institutional arrangements and implementation recommendations.
- Ensure that Component 2 effectively serves as the spatial integration framework for the project by promoting systematic coordination with the other components, ensuring that planning outputs inform and support investments, governance reforms, service delivery, urban resilience, local economic development and Urban Observatory activities throughout implementation.

4 EXPECTED DELIVERABLES AND TIMELINES

The deliverables below relate to the Urban Planning Expert's mission. Deadlines are indicative and may be adjusted depending on the actual start date of the Expert and the start date of the spatial planning consultancy. Unless otherwise specified, T0 refers to the start date of the Urban Planning Expert's assignment. To avoid unnecessary administrative workload, short technical notes, review trackers, meeting records and monthly supervision updates may be managed as recurring tools or annexes to quarterly reports rather than as standalone contractual deliverables, unless otherwise requested by Expertise France.

Deliverable	Main content / expected output	Indicative deadline
D1. Inception and Component 2 supervision framework	Consolidated document covering the Expert's understanding of the assignment; immediate priorities and initial risk scan; detailed workplan; review and technical recommendation workflow; Technical Review Committee arrangements; stakeholder coordination mechanisms; and reporting and management tools.	Initial priorities and risk scan by T0 + 2 weeks; consolidated framework by T0 + 1 month

Deliverable	Main content / expected output	Indicative deadline
D2. Review note on the spatial planning consultancy inception report	Technical review and recommendations on the consultancy's methodology, staffing, workplan, stakeholder engagement strategy, data approach, deliverable structure and proposed validation calendar.	Within 5 working days after receipt of the consultancy inception report
D3. Ateliers de Cergy follow-up and integration report	Consolidated summary of workshop outputs; strategic recommendations; integration matrix showing how recommendations feed into SDFs, Structure Plans, Local Plans or other project components; responsible actors; and practical follow-up and implementation actions. Short cycle updates will be handled through routine management reporting.	Consolidated version by T0 + 8 months; interim updates as needed through monthly or quarterly reporting
D4. Spatial data and Urban Observatory integration protocol	Data flow and quality assurance protocol between Component 2 and the Urban Observatory, including datasets, formats, metadata, responsibilities, indicators and handover arrangements.	T0 + 4 months
D5. Greater Tamale inter-jurisdictional planning note	Strategic note on shared territorial issues, inter-MMA coordination needs, common spatial assumptions, priority cross-boundary issues, recommended governance and validation arrangements, and practical coordination tools and action matrices.	Draft by T0 + 4 months; updated after SDF review and before Structure Plan validation
D6. Review note on territorial diagnostics and spatial data assessments	Consolidated technical comments on city profiles, institutional and regulatory analysis, spatial data inventory, GIS gaps, baseline maps and quality of evidence used for planning.	Within 10 working days after receipt of each relevant deliverable; consolidated by T0 + 5 months
D7. SDF technical review and milestone recommendation package	Review of draft and final SDFs, including scenario logic, preferred spatial strategy, climate and inclusion integration, prioritized actions, implementation pathways, monitoring framework, stakeholder comments and a technical recommendation to Expertise France on milestone clearance.	Aligned with the consultancy schedule; expected around consultancy milestone Tsp + 6 months
D8. Structure Plans and Local Plans technical review and milestone recommendation package	Review of Structure Plans and Local Plans, including zoning, infrastructure corridors, public facility locations, parcel-level planning, development control provisions, property addressing, prioritized implementation actions, delivery pathways, GIS quality, consistency with approved SDFs and a technical recommendation to Expertise France on milestone clearance.	Aligned with the consultancy schedule; expected around consultancy milestone Tsp + 18 months
D9. Capacity development and institutionalization package	Consolidated coaching and training records; capacity-gap update; practical tools; and institutionalization recommendations for MMAs, LUSPA, MLGCRA and other actors.	Progressively throughout the assignment; consolidated by T0 + 18 months
D10. GIS, metadata and Urban Observatory handover quality assurance note	Final check of geodatabases, metadata, map layouts, data organization, LUPMIS and LUSPA compatibility, Urban Observatory upload readiness and update responsibilities.	Before Expertise France decides on acceptance of the consultancy final data package

Deliverable	Main content / expected output	Indicative deadline
D11. Quarterly progress reports and recurring management tools	Quarterly report covering technical progress, consultancy performance, Ateliers de Cergy integration, Greater Tamale process, Urban Observatory linkage, implementation follow-up, capacity development, inter-component synergies and risk mitigation. Monthly supervision notes, action trackers, comment-resolution matrices and meeting records will be maintained as concise recurring management tools and annexed or compiled as appropriate.	Quarterly; recurring management tools updated as needed
D12. Final supervision, capitalization and handover report	Final synthesis of the Expert's supervision mission, deliverables reviewed, technical recommendation status, implementation progress, lessons learned, remaining risks, institutional recommendations, reusable tools and roadmap for continued implementation and monitoring.	At the end of the assignment; no later than T0 + 27 months

DURATION OF ASSIGNMENT

The assignment is expected to cover the full supervision period of the spatial planning process. The indicative duration is up to 27 months, aligned with the main milestones of the spatial planning consultancy, the Ateliers de Cergy process, the Greater Tamale inter-jurisdictional planning process, Urban Observatory integration, capacity development activities and the statutory validation process.

The total estimated level of effort is an indicative maximum of 270 working days over up to 27 months. The reference of 10 working days per month represents an average for planning and budgeting purposes only and does not imply an even monthly allocation. Mobilization is expected to be more intensive during inception, supervision set-up, consultancy mobilization, field missions, major deliverable reviews and statutory validation milestones, and lower during less intensive periods. The detailed allocation will be agreed and adjusted with Expertise France through the workplan, within the overall ceiling and according to actual implementation needs.

Average indicative mobilisation rate	10 working days per month over the full duration, for planning purposes only; not a fixed monthly allocation
Indicative duration	Up to 27 months
Total estimated level of effort	Indicative maximum of 270 working days
Mobilisation principle	Flexible and milestone-based allocation, with more intensive mobilisation during start-up and key review or validation phases, adjusted with the prior agreement of Expertise France and within the overall ceiling

WORKING ARRANGEMENTS

The Urban Planning Expert will report to the Sustainable Cities' Technical Coordinator and work in close day-to-day coordination with the other experts. He/she will be based in Ghana and will undertake regular field missions to the six target cities.

The Expert's mobilisation schedule will be planned in advance with the Technical Coordinator and adjusted as necessary to match project phases, priority deliverables and field requirements, while remaining within the approved overall level of effort.

The Expert will participate in internal progress meetings, technical review meetings, stakeholder consultations, validation workshops, Ateliers de Cergy activities, Urban Observatory coordination sessions, Technical Review Committee meetings and steering committee preparation as required.

All deliverables shall be submitted in English, in editable format, and in accordance with Expertise France visibility and formatting requirements. Final public-facing outputs, presentations and training materials shall include the required visibility references to the European Union, Expertise France and relevant national partners.

5 QUALITY ASSURANCE AND VALIDATION PRINCIPLES

The Expert is expected to apply a structured quality assurance approach to all deliverables reviewed under Component 2. Technical comments should be clear, prioritized and actionable. Each major deliverable review should distinguish between critical issues that prevent validation, important improvements required before acceptance, and minor editorial or formatting comments.

The Expert will use a comment-resolution tracker to document how the Spatial Planning consultancy has addressed review comments. Where a deliverable is assessed as not ready for acceptance, the Expert should clearly explain the reasons and recommend corrective actions. Where a deliverable is assessed as ready subject to revisions, the Expert should identify the minimum revisions required before recommending technical clearance.

Technical review and milestone recommendation notes will support Expertise France's internal decision-making and contractual follow-up. The Expert will provide the technical evidence and a clear recommendation on whether a milestone appears technically achieved, achieved subject to specified revisions, or not yet achieved. Formal acceptance or rejection of deliverables, contractual validation of milestones, payment decisions and any contractual instruction remain exclusively with Expertise France.

6 REQUIRED PROFILE

The Urban Planning Expert shall demonstrate the following qualifications and experience:

- Advanced university degree in Urban Planning, Spatial Planning, Geography, Urban Development, Development Policy, Sustainable Development, Environment or a related field
- At least 15 years of professional experience in urban and spatial planning in Ghana
- Strong knowledge of Ghana's statutory planning system, including SDFs, Structure Plans, Local Plans, Act 925, LUSPA procedures, LUPMIS requirements
- Proven experience in supervising consultants, reviewing technical deliverables and coordinating complex multi-stakeholder planning processes
- Strong understanding of GIS, spatial data management, cartographic quality assurance, metadata and planning indicators
- Experience linking spatial planning with local revenue mobilization, service delivery and local government decision-making
- Experience in participatory planning, workshop facilitation, institutional capacity development, coaching and learning-by-doing approaches
- Ability to integrate climate resilience, gender equality, social inclusion and vulnerable populations into spatial planning processes
- Excellent analytical, writing, facilitation, negotiation and communication skills
- Fluency in written and spoken English
- Ability and willingness to travel regularly to the six target cities.