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The USAID Program “Decentralization Offering Better Results and Efficiency” (DOBRE)

REPORT

On Pilot Project Implementation

“Developing a Performance Measurement System for Consolidated Communities”



KYIV 2021



Report on Pilot Project Implementation, “Developing a Performance Measurement System for Consolidated Communities”

This Report presents findings of the pilot stage of the development of a performance measurement system for consolidated communities. During its pilot phase, experts developed the first indicators for the performance measurement system for the following three services in consolidated communities: solid waste management; drinking water; and school education. 47 pilot communities from 21 Oblasts of Ukraine collected and reported their data according to these defined indicators.

The Report data will be useful for representatives of local self-government; experts in the field of public services; specialists in the field of developing indicators and criteria for assessment, including other stakeholders.

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The USAID Program, “Decentralization Offering Better Results and Efficiency” (DOBRE), is a six-year program, implemented by Global Communities and funded by the United States Agency for International Development (USAID). DOBRE is working to help consolidated communities (CCs) in Ukraine to meet the challenges and seize the opportunities that decentralization brings, by improving their local governance and increasing the engagement of their citizens in policy- and decision-making. Areas of support include strategic planning; financial management; public service delivery; local economic development; and gender- and youth-responsive policies. DOBRE is also working to foster linkages and cooperation across CCs. Partners with Global Communities in the DOBRE Program Consortium include the Ukrainian Crisis Media Center (UCMC); SocialBoost; the Foundation in Support of Local Democracy (FSLD/FRDL), the Malopolska School of Public Administration at the Krakow University of Economics (MSAP/UEK), Poland; and the National Democratic Institute (NDI).

The USAID DOBRE Program is working closely with 100 CCs in 10 Oblasts of Ukraine: Dnipropetrovsk, Ivano-Frankivsk, Kharkiv, Kherson, Kirovohrad, Mykolayiv, Ternopil, Chernivtsi, Chernihiv and Zaporizhzhia.

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GLOSSARY

- **EIE** - External Independent Evaluation
- **CMU** - the Cabinet of Ministers of Ukraine
- **MCTD** - the Ministry of Communities and Territorial Development
- **LG** - local government
- **CC** - consolidated community
- **TU** - technical Unit
- **System** - performance measurement system
- **MSW** - municipal solid waste
- **CEA** - central executive authorities

INTRODUCTION

Starting from 2016, the USAID Program “Decentralization Offering Better Results and Efficiency” (DOBRE) has been implemented by the international organization Global Communities. The Program creates preconditions for improved resource management, higher quality of public services, enhanced local economy and higher engagement of citizens in building capacities of their communities. As part of supporting capacities of local governments, USAID DOBRE, in cooperation with the Ministry of Communities and Territorial Development, set a goal to develop **a Performance Measurement System for Consolidated Communities (hereinafter – the System)**. Below is a proposed definition of this term.

Performance measurement system – a strategy that aims to enhance efficiency, responsibility and transparency of new local administrations for all citizens, whose priorities include management and service delivery improvement. The performance measurement system focuses on the identification, collection and analysis of data according to set indicators that will enable the evaluation of completeness, effectiveness, quality and efficiency of service delivery in territorial communities.

The Pilot Project on the development of the performance measurement system was launched in early February 2021. Following consultations for the pilot stage, specialists selected three services and developed their first indicators of the performance measurement system, in particular:

- **solid waste management;**
- **drinking water supply; and**
- **school education.**

Pilot Project Participants

To ensure the success of the pilot project implementation, USAID DOBRE specialists invited representatives of key stakeholders:

- **The USAID Program “Decentralization Offering Better Results and Efficiency” (DOBRE)** – initiator and administrator of the performance measurement system development; facilitates activities of all project participants; analyzes and reports on its results.
- **The Ministry of Communities and Territorial Development** – the main beneficiary, it makes decisions on implementing the performance measurement system.
- **Coordination group** – experts; representatives of the local government; associations; and the MCTD, approves directions of sectoral expert group performance and results.
- **Sectoral expert groups** – experts; field specialists; representatives of local governments; associations; ministries; and international technical assistance programs; develop and approve indicators according to a set of services.
- **Pilot consolidated communities** – take part in the coordination and sectoral expert groups, participate in training sessions, collect data according to the defined set of indicators.

Advantages of Evaluation

Application of the performance measurement system will allow providing detailed diagnostics of local problems in specific areas to help consolidated communities:

- to understand community needs better;
- to know that set goals are reached;
- to identify ways for improvement;
- to help with efficient decision-making;
- to make reporting more direct (to ensure accountability);
- to promote transparency;
- to win public support (to build up the trust).

Purpose of Evaluation

To identify a real situation in communities, in particular, in delivering services, it is important to provide the measurement that provides:

- an opportunity for benchmarking, positive competition and developing directions;
- a tool for planning, comparing, managing and reporting (for local governments);
- data for decision-making and encouraging development (for CEA).

Pilot Project Stages

Consistency and effectiveness of the pilot project were provided within the following stages:

- inviting consolidated communities to take part in the pilot initiative;
- conducting a survey among consolidated communities;
- selecting services for implementing the pilot project;
- setting up coordination/expert groups and their activities on developing assessment criteria/indicators for these three services;
- developing instructions for data collection according to the set of indicators;
- conducting training sessions for community representatives;
- collecting data in consolidated communities;
- analyzing collected data;
- presenting pilot project results;
- making decisions on the next stages of developing a performance measurement system.

Participation of Consolidated Communities in the Pilot Project

Key participants of the pilot project were consolidated communities from 21 Oblasts of Ukraine that were also very active during all stages of project implementation, specifically:

- 124 CCs took part in the survey;
- 111 CCs declared to take part in the pilot project;
- 74 CCs submitted guarantee letters about their participation in the pilot project;
- 47 CCs provided data according to the set of indicators;
- 34 CCs shared their feedback about the convenience of data provision.

List of CCs that took part in the pilot project and submitted their data to the USAID DOBRE according to the defined set of indicators

№	Oblast	Name of community	Quantity
1	Volyn	Smidynska CC Liubeshivska CC Liublynetska CC	3
2	Dnipropetrovsk	Pokrovska CC Sofiiivska CC Zelenodolska CC Mezhiska CC Mykolaivska CC of Petropavlivka Raion	5
3	Donetsk	Avdiivska CC Dobropilska CC	2
4	Zhytomyr	Ovrutska CC	1
5	Zakarpattia	Mukachivska CC	1
6	Zaporizhzhia	Polohivska CC	1
7	Ivano-Frankivsk	Nadvirnianska CC Solotvynska CC Horodenkivska CC Pechenizhynska CC	4
8	Kirovohrad	Vylykoseverynivska CC of Kropyvnytskyi Raion Malovyskivska CC	2
9	Luhansk	Shulgynska CC Novopskovska CC	2
10	Mykolaiv	Voznesenska CC Arbuzynska CC	2
11	Odesa	Bilhorod-Dnistrovska CC	1
12	Poltava	Kolomatska CC Pyriatynska CC Poltavska CC	3
13	Rivne	Varkovytska CC Zdolbunivska CC	2
14	Sumy	Krolevetska CC Hluhivska CC Novoslobidska CC	3
15	Ternopil	Baikovetska CC Berezhanska CC	2
16	Kharkiv	Merefianska CC Borivska CC Starosaltivska CC Rohanska CC	4

No	Oblast	Name of community	Quantity
17	Kherson	Velykokopanivska CC	1
18	Khmelnytskyi	Dunaievetska CC Stara Ushytsia Kamianets-Podilska CC	3
19	Cherkasy	Palanska CC	1
20	Chernivtsi	Hlybotska CC Khotynska CC	2
21	Chernihiv	Talalaivska CC Snovska CC	2
Total			47

Consolidated Communities by Population

Taking into account peculiar features of pilot project participants, they could be divided into three groups based on their population:

- below 10 thousand – 25%;
- 10-50 thousand – 69%;
- above 50 thousand – 6%.

Highest Priority Services According to Consolidated Communities

On February 2-11, 2021, consolidated communities were taking part in the survey to define the priority of services for performance measurement. Communities were offered a list of services, from which they choose at most five. As a result of rated voting, experts determined the following highest priority services based on 124 responses:



▪ **solid waste management** – 63 votes (50.8% of all responses);



▪ **drinking water supply** – 60 (48.4%);



▪ **school education** – 43 (34.7%).

Representatives of Coordination/Expert groups

Representatives of the following agencies provided high levels of expertise during the pilot project implementation:

- the Ministry of Communities and Territorial Development, including other line ministries;
- associations of local governments;
- academia;
- non-governmental organizations;
- consolidated communities;
- USAID DOBRE Program;
- international technical assistance programs;
- independent experts.

Groups of System Indicators

Key elements of the performance measurement system are groups of indicators:

- statistical data, institutional and organizational capacities;
- service coverage, accessibility;
- service quality and efficiency;
- level of satisfaction with the service.

Statistical data, institutional and organizational capacities predict a range of authorities and resources that consolidated communities possess to execute activities as part of a specific public service. This foundation characterizes the internal organization of consolidated communities and the performance of their assigned functions and responsibilities. A list of necessary regulatory acts, institutional support, expressed in a statistical form, characterizes the level of capacities to deliver a service in a consolidated community.

Service coverage, accessibility predicts territorial accessibility, proper material and technical capacities, the transparency of information about services, procedures, circumstances and professional approaches to delivering them.

Service quality is the ability of the service to satisfy the known and expected needs of citizens, who use this service.

Performance measurement identifies best practices and ensures that the service is provided based on the principle “value-for-money”, reflected in a need to reach the goal through quality service delivery with minimum budget expenditures and the most efficient outcomes.

The level of satisfaction with a service identifies the level of citizens' expectations while using a specific service.

Quantity Indicators by a Defined Set of Services

	Solid Waste Management	Drinking Water Supply	School Education
Statistical data, institutional and organizational capacities	5	8	6
Service coverage, accessibility	7	6	6
Service quality and efficiency	6	7	6
Level of satisfaction with a service	2	2	1
Total	20	23	19



Assessment Criteria for the "Solid Waste Management" Service

Result	Indicator	Unit and Calculation Methodology
	Statistical data, institutional and organizational capacities	
	Amount of municipal solid waste (in tons and cubic meter) during a year in the CC, which is being: <ul style="list-style-type: none"> - generated; - collected and transported; - recycled; - disposed; - buried 	t, cub. M
	Tariff for MSW service in UAH for 1 cubic m, in particular for transportation, recycling and burial	UAH/cub. m
	Amount of: <ul style="list-style-type: none"> - waste bins on the streets; - containers for collecting mixed waste: (volume: 0.75 cub. m/1.1 cub. m/120 l/240 l/ other); - containers for separate waste collection; - arranged container sites for waste collection and transportation 	Unit amount
	Availability in the CC: <ul style="list-style-type: none"> - landscape improvement inspector; - specialist responsible for MSW; - morphological research of MSW composition conducted; - local government's act about MSW tariff approval; - competition on the selection of the organization to provide MSW services conducted; - act on adopting current standard rates of MSW allocation (after 2015); - developed and approved norms for landscape improvement; - approved and agreed according to procedures of the settlement sanitary 	YES/NO

Result	Indicator	Unit and Calculation Methodology
	cleaning routes; - schedule of the waste collection; - program documents on MSW or other ecological strategic planning acts, which include sections on MSW (programs, management plans, action plans, strategies, concept notes etc.)	
	Availability of information on the CC's official website: - a decision on the tariff approval; - norms of service delivery; - sanitary cleaning routes; - schedule of MSW services; - contact information for complaints or proposals	YES/NO
Result 1	Service coverage, accessibility	
Indicator 1	% of service coverage: - settlements; - districts (raions); - households; - population	% $A = B * 100 / C$, where B is the number of settlements, residential zones (raions), households, citizens with access to the service, units C is the total quantity of settlements, districts (raions), households, citizens with access to the service, units
Indicator 2	Share of waste, which: 2.1 is recycled, out of the entire volume of waste; 2.2. is buried on the polygon	% 2.1. $R = Q * 100 / G$, where Q is the waste amount, which is forwarded for recycling, in tons or cubic meters G is the total amount of waste collected, in tons or cubic meters $L = D * 100 / G$, where D is the volume of waste, which is forwarded for burying on the polygon, in tons or cubic meters G is the total volume of waste collected, in tons or cubic meters

Result	Indicator	Unit and Calculation Methodology
Indicator 3	The number of technical units for waste transportation: - garbage truck; - garbage truck (with the function of waste condensation); - % TU depreciation	units, units, % Defined as the arithmetic mean of all TU depreciation $D = K/F$, where K is the sum of depreciation coefficients of all TU, % F is the total number of TU, units
Indicator 4	% of citizens with access to a separate collection of MSW	% $P = Pp_3 * 100 / P_3$, where P_3 is the total number of citizens in CC, persons Pp_3 if the number of citizens who have access to a separate collection of MSW, persons
Indicator 5	% of consumers, who concluded an agreement for MSW management	% $S = Sp * 100 / Sc$ Sp is the number of consumers, who concluded an agreement on MSW management Sc is the total number of consumers (individuals and legal entities) with access to the service
Indicator 6	% of occupancy of certificated landfills and polygons	% 1. $C_{occup} \sum_I C * 100 / pot$ I is a polygon C is the volume of waste restricted on the certificated landfill or polygon since the beginning of its exploitation, cubic meters or tons pot is the total projected capacity of the certificated landfill or polygon during the entire exploitation period, cubic meters or tons 2. Determined as the arithmetic mean of all certificated polygons and landfills. For all polygons and landfills, only one calculation unit should be taken, tons or cubic meters

Result	Indicator	Unit and Calculation Methodology
Indicator 7	<p>The share of landfills and polygons from the total number, which have:</p> <p>7.1. A certificate;</p> <p>7.2. An isolated layer of the landfill or polygon's bottom;</p> <p>7.3. A system of collection and filter cleaning;</p> <p>7.4. A system of collection and utilization of landfill gas;</p> <p>7.5. A decision on the allotment of land for the landfill or polygon;</p> <p>7.6. A set sanitary and protective zone;</p> <p>7.7. A defined and approved tariff on MSW burial</p>	<p>%</p> <p>7.1. The number of certificated landfills and polygons, units/ The total number of landfills and polygons, units x100</p> <p>7.2. The number of landfills and polygons with the isolated bottom layer, units/The total number of landfills and polygons, units x100</p> <p>7.3. The number of landfills and polygons with a system of collection and filter cleaning, units/The total number of landfills and polygons, units x100</p> <p>7.4. The number of landfills and polygons with a system of collection and utilization of landfill gas, units/The total number of landfills and polygons, units x100</p> <p>7.5. The number of landfills and polygons, that have s decision on the allotment of land for a landfill or polygon, units/ The total number of landfills and polygons, units x100</p> <p>7.6. The number of landfills and polygons with a set sanitary and protective zone, units/The total number of landfills and polygons, units x100</p> <p>7.7. The number of landfills and polygons with a defined and approved tariff on MSW burial, units/The total number of landfills and polygons, units x100</p>
Result 2	Service quality and efficiency	
Indicator 1	The quantity of generated MSW per one person a year	<p>Cub. m/person/year, kg/person/year</p> <p>The total volume of transported MSW during a year, cubic meters or tons/ The total number of citizens in the CC in the reported year, persons</p>

Result	Indicator	Unit and Calculation Methodology
Indicator 2	The number of non-certified illegal dumpings, which appeared during the year. The number of eliminated non-certified illegal dumpings during a year	Quantity The number of non-certified illegal dumpings, which appeared during the year. The number of eliminated non-certified illegal dumpings during the year, units
Indicator 3	The share of payments for the service during the year from the accrued payment for delivered MSW management services	% The total amount of payments collected for provided MSW management services, UAH/ The accrued amount for provided MSW management services, UAH x100
Indicator 4	The level of expenditure coverage (economical validity of the tariff)	% The total amount of accrued payments for the MSW management service in the reported year, UAH/ The real amount of actual costs of the company on the MSW management service in the reported year, UAH x100
Indicator 5	The share of community budget expenditures on MSW management in all budget expenditures for all focus areas	% The total amount of expenditures from all community funding sources for MSW management, UAH thousand*/ The total amount of budget expenditure in all focus areas, UAH thousand x100 * Expenditures from the general and special funds of the local budget
Indicator 6	The quantity per 1000 citizens: - waste bins on the street; - containers for collecting mixed waste:	Quantity: - waste bins on the streets/ the total number of citizens

Result	Indicator	Unit and Calculation Methodology
	<ul style="list-style-type: none"> ▪ 0.75 cub. m ▪ 1.1 cub. m ▪ 120 l ▪ 240 l ▪ Other - containers for separate waste collection; - arranged container sites for waste collection and transportation 	<p>with access to MSW management service, persons x1000;</p> <p>- containers for collecting mixed waste:</p> <ul style="list-style-type: none"> ▪ 0.75 cub. m/the total number of citizens with access to MSW management service, persons x1000 ▪ 1.1 cub. m/the total number of citizens covered by MSW management service, persons x1000; ▪ 120 l/the total number of citizens with access to the MSW management service, persons x1000 ▪ 240 l/the total number of citizens with access to the MSW management service, persons x1000 ▪ other/the total number of citizens with access to the MSW management service, persons x1000 <p>- containers for separate waste collection/The total number of citizens with access to the MSW management service, persons x1000;</p> <p>- equipped container sites for waste collection and transportation/the total number of citizens with access to the MSW management service, persons x1000</p>
Result 3	The level of Citizen Satisfaction with a Service	
Indicator 1	<p>% of citizens (from the total number of surveyed citizens), who are satisfied with:</p> <ul style="list-style-type: none"> - the quality of MSW management service in their CC; - the level of the fee for the service; - rules of polygons and landfill use; - regularity of MSW disposal; - service accessibility 	<p>%</p> <p>The number of satisfied citizens/ The total number of surveyed citizens x 100 (according to the results of a representative survey)</p>

Result	Indicator	Unit and Calculation Methodology
Indicator 2	The number of complaints (claims, etc.) from citizens concerning MSW management/per 1000 citizens	Quantity The number of complaints/ 1000

Glossary (“Municipal Solid Waste Management” Service)

Waste management – activities to prevent the generation of waste, its collection, transportation, sorting, storage, processing, conversion, utilization, removal, neutralization and burial, including control over these transactions and supervision of places of removal.

Waste collection – activities that center on removing, accumulating and placing waste in designated sites or objects, including sorting of waste for the purposes of further utilization or removal.

Waste storage – temporary placement of waste in designated sites or objects (before their utilization or removal).

Waste processing (recycling) – any technological activities connected with changes in the physical, chemical or biological properties of waste to prepare it for ecologically safe storage, transportation, utilization or removal.

Waste transportation – transportation of waste from places of its generation or storage to places or objects of its processing, utilization or removal.

Waste recycling – the use of waste as secondary material or energy resources.

Waste disposal – any operations with waste, which do not lead to its utilization.

Waste burial – the final placement of waste during its removal in designated sites or objects in a way providing that long-term harmful effects of waste on the surrounding environment and health of persons do not exceed the established standard rates.

Designated sites or objects – places or objects (landfills, storages, polygons, complexes, constructions, subsoil plots, etc.) utilized under the received permit for conducting activities in the field of waste management.

Waste management activities – waste collection, transportation, storage, sorting, processing (recycling), utilization, removal, neutralization and disposal.

Placement of waste – waste storage and disposal in sites or objects that are designated for this purpose.

Household waste – waste generated in the course of life and activities of persons in apartments and non-residential buildings (solid, large-size, repair, liquid, except waste related to manufacturing activities of companies) and is not used in places of their accumulation.

Services of household waste disposal – collection, storage and transportation of household waste, performed in communities according to beautification rules approved by local governments.

Services of household waste recycling (processing) – any technological operation, connected with changes of physical, chemical or biological properties of household waste to prepare it for safe ecological storage, transportation, utilization or removal.

Services of household waste burial – the final placement of household waste after its recycling (processing) in designated sites or objects, providing that the long-term adverse effects of waste on the surrounding environment and health of persons do not exceed the established standard rates.

Waste sorting – mechanical separation of waste based on its physical and chemical properties, technical components, energy value, commodity indicators, etc., to prepare waste for its utilization or removal.

Source of household waste generation - a place (an apartment house, a company, an organization, a plot of land), where household waste is generated.

Household waste management services – disposal, recycling and burial of household waste, provided in communities according to rules of community territory beautification, which are developed with due consideration of sanitary cleaning routes within the community and approved by the local government.

Assessment Criteria for the “Drinking Water Supply” Service



Result	Indicator	Unit and Calculation Methodology
	Statistical data, institutional and organizational capacities	
	A managing company that provides a service, ownership type	Name, ownership type (private, state, community)
	Length of the water supply system (km): - in villages; - in cities	Km

Result	Indicator	Unit and Calculation Methodology
	The total number of consumers who signed agreements for water supply provision: - households; - legal entities	Quantity
	The quantity of drinking water meter devices installed in: - households; - legal entities	Quantity
	Tariff for 1 cub. m of water	Amount in UAH
	A standard rate of drinking water supply	Volume, liters According to Decree No. 1107 dated August 25, 2004, issued by the Cabinet of Ministers of Ukraine (CMU)
	The volume of consumed drinking water during a year (thousand cub. m) from the central water supply system	Thousand cub. m
	Availability of sewage purification	YES/NO
Result 1	Service coverage, accessibility	
Indicator 1	% of citizens with access to the centralized water supply: - in villages; - in cities	% The total number of village and city residents with access to the central water supply/ The total number of the village, city residents x100
Indicator 2	% of citizens with access to the central drainage system: - in villages; - in cities	% The total number of village and city residents with access to the central drainage system/ The total number of the village, city residents x100
Indicator 3	The average daily amount of water per one citizen of CC, who uses the services of the centralized water supply system	Cub. m The total amount of consumed drinking water during a year/ The total number of citizens with access to drinking water from the centralized water supply system/365
Indicator 4	Cost of 1 cub. m of water delivery to a consumer	Amount in UAH The total cost of water delivery in the CC/The total amount of water in cub. m

Result	Indicator	Unit and Calculation Methodology
Indicator 5	% of households, connected to the system that receives water regularly: - in villages; - in cities	% Quantity of households, which receive water regularly/total amount of households x100
Indicator 6	% of households, connected to the system, which receives water according to the schedule: - in villages; - in cities	% The number of households, which receive water according to the schedule/The total number of households x100
Result 2	Service quality and efficiency	
Indicator 1	% of water losses in the water supply system	% The amount of water delivered to consumers during a year, thousand cub. m – the amount of water lost because of pipe bursts and damages – the amount of water, used for technical purposes – the amount of water, which was paid for by consumers/ the amount of water delivered to consumers x100
Indicator 2	% of water supply pipes, which require replacement (overhaul or restoration)	% The length of the water supply system that requires replacement (overhaul or restoration), km/The total length of the water supply system x100
Indicator 3	% of equipped sources of drinking water and sanitary protection zones around them, according to established norms	% The number of equipped sources of drinking water and the territory around them, according to sanitary and hygienic norms/The total number of sources of drinking water x100
Indicator 4	% of payment collected for services of water supply and drainage during a year: - in villages; - in cities	% The total amount (in UAH) of collected payments for services of water supply and drainage/ Accrued amount for provided services of water supply and drainage x100

Result	Indicator	Unit and Calculation Methodology
Indicator 5	The level of expenditure coverage (economical validity of the tariff)	% The total amount of accrued payment for services of water supply and drainage in the reported year, UAH/Real amount of actual costs of the company providing this service in the reported year, UAH x100
Indicator 6	The quotient of community budget expenditures for water supply and drainage in the total budget spending for all focus areas	% The total amount of expenditures from all community financial sources for water supply and drainage, thous. UAH*/The total amount of budget expenditures for all focus areas, thous. UAH x 100 * Expenditures from general and special funds of the local budget
Indicator 7	The number of drinking water quality tests that do not meet the norm; % of tests that meet the norm	Quantity; % The number of drinking water quality tests; The number of tests with results that meet the norms/The total number of tests x 100
Result 3	The level of citizen satisfaction	
Indicator 1	% of citizens, who are satisfied or somewhat satisfied with: - the quality of the provided water supply service; - the quality of water	% The number of satisfied persons/The total number of surveyed persons x 100 (according to the results of the representative survey)
Indicator 2	The number of citizen complaints concerning drinking water/per 1000 citizens	Quantity The number of complaints/1000

Glossary (“Drinking Water Supply” Service)

Balance of water distribution and drainage – the ratio between the actually used quantities of water from all sources of water supply and the amount of sewage, taken for a certain period.

A company, supplying drinking water and drainage – a managing entity that produces or creates services for supplying centralized drinking water and drainage.

Drinking water – water, the structure of which meets state standards and hygienic requirements for organoleptic, microbiological, chemical, physical and radiation indicators.

Water supply system – a system of pipelines, corresponding constructions and equipment for distributing and supplying drinking water to consumers.

Drainage system – activities for the collection, transportation and sewage treatment, by means of systems of water disposal or other constructions of branch and/or sewage treatment.

Water supply – supplying water of particular quality to consumers.

Water supply – a complex of structures, including water intake, water pumping stations, water purification or water treatment station, water supply network and tanks for the supply of water of appropriate quality.

Setting tariffs – approval of tariffs for licensees by the relevant resolution of the National Energy Regulation Commission for centralized water supply and sewerage according to the established structure.

Water loss in a water supply system – the amount of water lost during transportation, storage, distribution and cooling.

Source of drinking water supply – water object, the water from which is used for drinking water supply after its appropriate processing or without it.

Metering device – a technical device for accounting quantitative and/or qualitative indicators of housing and municipal services, which has standardized metrological characteristics.

Norms of consumption – quantitative indicators of consumption of housing and municipal services, approved in accordance with legislation by relevant executive authorities and local governments.

Standard rates of drinking water supply – settlement amount of drinking water, required to satisfy drinking, physiological, sanitary and hygienic, domestic needs of one person during one day in a specific settlement; on a separate object or vehicle in case of the normal functioning of systems of drinking water supply in case of their violation and in emergencies of technogenic or natural origin.

Drinking water supply – activities, connected with production, transportation and/or supply of drinking water to consumers, protection of sources and systems of drinking water supply.

System of drinking water supply – a set of technical means, including networks, constructions, equipment (devices), for the centralized and non-centralized supply of drinking water.

Consumer of drinking water – a legal entity or individual using drinking water to meet their physiological, sanitary and hygienic, domestic and economic needs.



Assessment Criteria for the “School Education” Service

Result	Indicator	Unit and Calculation Methodology
	Statistical data, institutional and organizational capacities	
	The total number of educational institutions in the CC	Number
	The number of educational institutions that provide training for students of: - 1-4 grades; - 5-9 grades; - 10-11 grades	Number
	The total number of students studying in educational institutions in the CC: - 1-4 grades; - 5-9 grades; - 10-11 grades	Number
	The availability of amenities in the CC educational institutions: - gym; - sports ground; - library; - dining room; - hot food; - heating; - medical care center; - restrooms inside the building; - the Internet coverage (including in settlements, where children live)	YES/NO
	The availability in the CC of: - regulations on the competition for a position of the head of educational institutions; - approved form of a model contract with heads of educational institutions; - provisions on determining a hub institution; - education development strategies/education development programs;	YES/NO

Result	Indicator	Unit and Calculation Methodology
	<ul style="list-style-type: none"> - plan for setting up a capable educational network; - “School Bus” program; - program of meals; - provisions on the remuneration for teachers, students; - approved regulations on the board of trustees/the board of trustees established 	
	Availability in educational institutions of: <ul style="list-style-type: none"> - a development strategy of the educational institution; - provisions on the internal education quality assurance system; - approved criteria for teacher evaluation; - provisions on bonuses for teachers; - provisions on organizing distance learning 	YES/NO
Result 1	Service coverage, accessibility	
Indicator 1	1.1. % of students with special educational needs, who receive educational services in general secondary education institutions 1.2. % of students with special educational needs from a total number of students enrolled in individual education	% 1.1. The number of children with special educational needs, enrolled in general secondary education institutions/The total number of school-age children with special needs in the CC x100 1.2. The number of students with special educational needs, enrolled in individual education/The total number of students, enrolled in individual education x100
Indicator 2	Class capacity rate	Coefficient (total) Coefficient (s) (for each individual educational institution) Actual class capacity/Estimated class size (general and by educational institutions)
Indicator 3	Coefficient of transportation for students to school	Coefficient The number of students that use transportation services to commute to their educational institutions/The total number of students, who need

Result	Indicator	Unit and Calculation Methodology
		transportation to their educational institutions x 100
Indicator 4	4.1. The number of students per one teaching staff member 4.2. The number of students per one non-teaching staff member	Quantity 4.1. The total number of students/The total number of teaching staff in educational institutions 4.2. The total number of students/The total number of non-teaching staff in educational institutions (general and by educational institutions)
Indicator 5	% of first graders, who received preschool education	% The total number of first-grade children, who received preschool education/The total number of first-grade students x 100
Indicator 6	Coefficient of equal access to quality education services	Coefficient The number of students studying under an individual program, other than for health reasons/The total number of students in the educational institution (general and by educational institutions)
Result 2	Quality, service efficiency	
Indicator 1	% of students, who passed the threshold, "passed/failed" according to the EIE results	% Students, who passed the EIE threshold/The total number of graduates x 100
Indicator 2	% of students, who passed the EIE with at least 160 points	% Students, who passed the threshold > 160 points/The total number of graduates x 100
Indicator 3	Cost of education for one child per year	Amount in UAH Community budget expenditures on general secondary education/The total number of students (general and by educational institutions)
Indicator 4	The share of community spending on school education	% Total expenditures from all

Result	Indicator	Unit and Calculation Methodology
		sources of community funding for general secondary education, thousand UAH*/The total amount of expenditures, provided in the community budget for all focus areas, thousand UAH x 100 * Expenditures from general and special funds of the local budget
Indicator 5	% of teaching staff members, who teach subjects they are not qualified to teach	% The total number of teaching staff members, who teach subjects they are not qualified to teach)/The total number of teaching staff members x100
Indicator 6	The coefficient of teaching staff certification	Coefficient The number of teaching staff members, who passed the certification/The number of teaching staff members, who were supposed to pass certification
Result 3	Level of Satisfaction among Citizens	
Indicator 1	% of resident satisfaction with the quality of education services: - general assessment; - transportation of students; - learning conditions; - quality of food; - level of material support of the educational process; - attitude to children; - the condition of bathrooms at school; - the level of extra-curricular activities at school; - the level and regularity of medical examination (including the dentist) at school; - working conditions of school camps; - the level of heating at school; - the level of parent involvement in the management processes in educational institutions	% The number of satisfied persons/The total number of respondents x 100 (according to the representative survey results)

Glossary (“School Education” Service)

Educational institution – a legal entity of public or private law, mainly engaged in educational activities.

Recipients of education (students) – pupils, students, cadets, trainees, graduate students (adjuncts), doctoral students, and other persons, receiving education in any type and form of education.

Educational service – a set of activities, defined by the legislation, educational program and/or contract of the educational activity entity, which has a certain value and aims at achieving expected learning outcomes by students.

A person with special educational needs – a person, who needs additional permanent or temporary support in the educational process to ensure their right to education.

Territorial accessibility – a set of conditions that contribute to ensuring a child's right to receive full quality general secondary education at the expense of the state and local budgets in the educational institution that is most accessible and close to their place of residence.

Quality of education – the correspondence of learning outcomes to the requirements, established by law, the relevant standard of education and/or contract for the provision of educational services.

Quality of educational activity – a level of organization, provision and implementation of the educational process that ensures the acquisition of quality education; and meets the requirements, established by law and/or contract for the provision of educational services.

The Level of Satisfaction with the Service

The information on indicators of the “Level of Satisfaction with the Service” was obtained according to the methodology developed by USAID DOBRE. A local community used DOBRE's methodology or another one at its own discretion, which allowed for a representative public opinion poll.

Key survey requirements:

- representative survey;
- general population – all residents of the community aged 15 or older;
- coverage – the territory of the entire community;
- statistical error – no more than 5%;
- the level of satisfaction is defined as the sum of responses: “Very satisfied” and “Rather satisfied”;
- confidence interval – 0.95;

- a minimum list of answers:
 - very satisfied;
 - rather satisfied;
 - rather dissatisfied;
 - very dissatisfied.

Basic Requirements for Local Communities for Entering Data and Reporting within the System

Participation in the pilot project for local communities was voluntary and involved a number of requirements.

- 1 A consolidated community guarantees the provision of reliable data according to selected assessment criteria.

- 2 A consolidated community collects and enters data into the System independently.

- 3 A consolidated community determines a person responsible for collecting and entering data into the System for measuring the performance of consolidated communities.

- 4 All data are entered into the electronic form (<http://tiny.cc/sysevalcc>).

- 5 Before entering data, it is necessary to determine what data already exist and are known, and what data need to be collected.

- 6 All data, statistical information and other calculations are entered into the System as of December 31, 2020.

- 7 A period indicated in the indicators as “during the year”, “per year”, etc., shall be considered the period from January 1, 2020 to December 31, 2020.

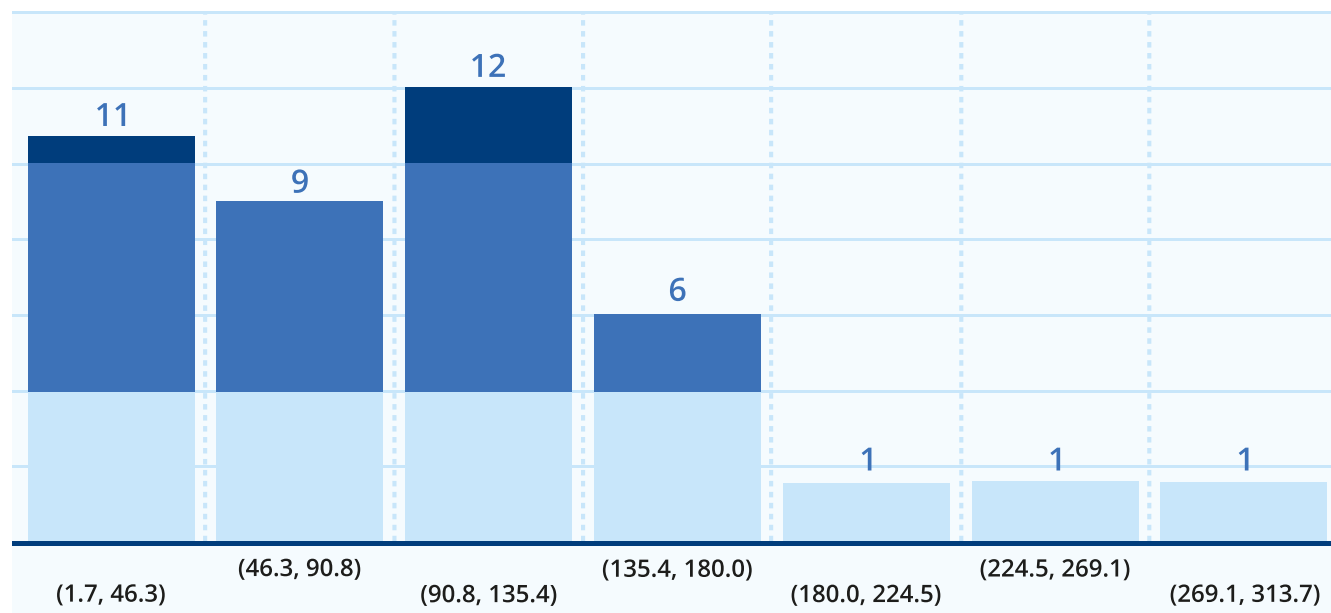
Analysis of Collected Data

Participants of the pilot project provided their data on approved indicators **until May 31, 2021** by completing the electronic form. Collected data were analyzed in accordance with the approved list of indicators for three services.

Municipal solid waste management Statistical data, institutional capacity and organizational support

The average tariff on solid waste management service, including the disposal, processing, burial, amounted to 95 UAH 45 kopykas per 1 cub. m. The maximum tariff is 313 UAH 69 kopykas, the minimum is 1 UAH 68 kopykas. Almost half of the communities have a tariff of over 100 UAH per 1 cub. m.

The tariff on solid waste management service, UAH per 1 cub. m



Only a half of participating communities have inspectors responsible for landscape improvement, waste management program documents or other environmental strategic planning documents containing a section on waste management (programs, management plans, action plans, strategies, concepts, etc.), approved and agreed in accordance with procedures for sanitary cleaning routes in the settlement.

In 2/3 of communities, the decision on approving the current norms of MSW generation (after 2015) was approved, and in 3/4 of communities, the LG decision on approval of the tariff for waste management services was approved and a competition was held to determine a business entity as a service provider for handling household waste.

The best situation is observed with the waste collection schedule, which is available in 80% of communities, and 85% of communities have developed and approved their policies for landscape improvement.

Only 8.5% of communities conduct a morphological study of the MSW composition.

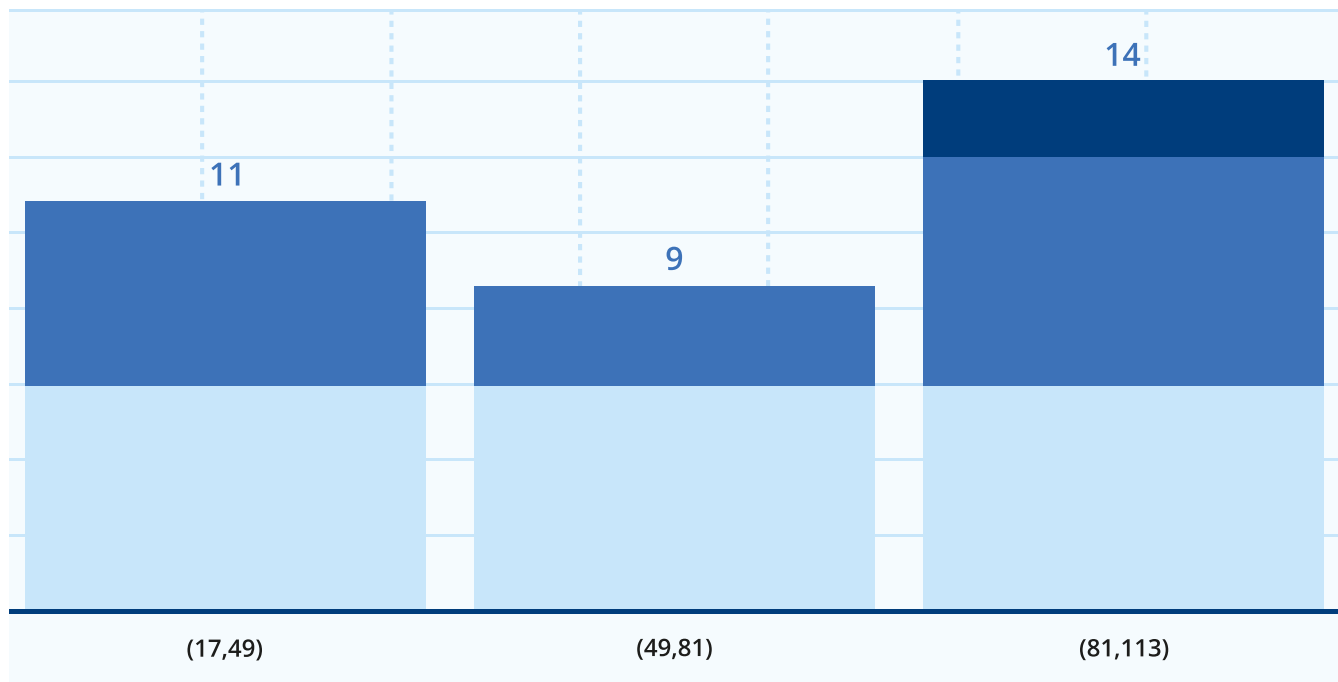
The situation with the availability of information on the official website of CC is outlined below.

Nearly half of communities published schedules for waste disposal services. More than half of communities report service delivery standards and contact information for complaints or suggestions. 3/4 of communities indicate the decision to approve the tariff. However, only one-third of communities provide a Sanitation Scheme.

Result 1/Coverage of the service, availability

On average, 67.4% of the population has access to waste management services. It is worth noting that 20% of communities cover 100% of the population. The lowest figure is 17%.

% of public service coverage



Only 13.3% of the population has access to the service of separate MSW collection, on average. In particular, in 46% of communities that participated in the pilot project, their population does not have access to the service of separate MSW collection, or such data are missing.

On average, 67.6% of consumers have concluded contracts for municipal solid waste management. It should be noted that in 25% of communities, this indicator is at the level of 100%. The lowest indicator in this segment is 4% of consumers, who have concluded contracts for MSW management.

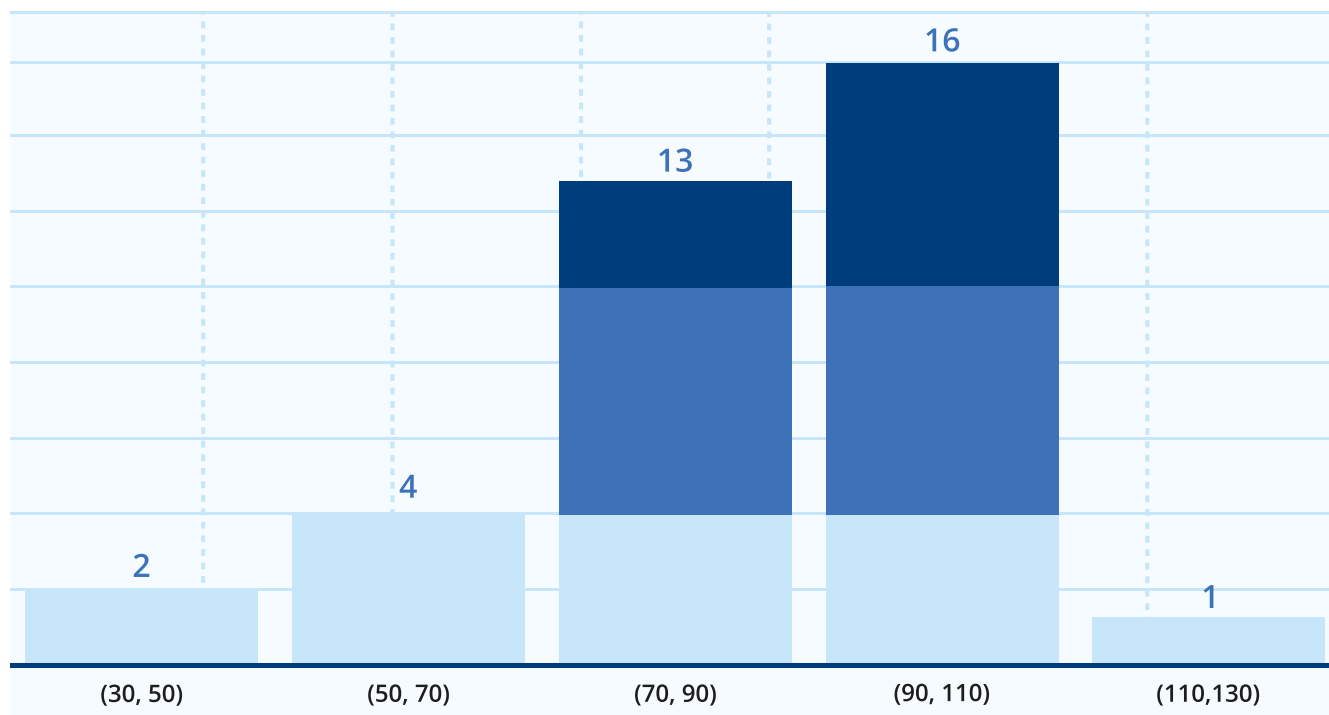
Result 2/Quality and efficiency of service

To summarize the information provided by consolidated communities, in each community, 9 unauthorized landfills were formed during the year. However, it is important to note that 47% of communities indicated that no unauthorized landfills were formed during the year.

The share of payments for the service during the year from the amount of the accrued fee for the provision of waste management services on average amounted to 83.3%. In 40% of communities, this figure is at the level of 90% or more, and in 17% of communities, the share of the payment is 100% or even more in some communities.

The level of cost recovery (economic feasibility of the tariff for individuals and legal entities) on average constitutes 84.9%. In particular, in 25% of communities, the level of cost recovery is 100% or even higher than costs. In two communities, this figure is at the level of 1/3 of the necessary costs.

The level of cost recovery (economic feasibility of the tariff)



Result 3/The level of satisfaction with the service

58.7% of citizens (from the total number of respondents) are on average satisfied with the quality of municipal solid waste management services in CC.

Proposals concerning indicators for the MCTD to the national System:

- 1 Tariff for solid waste management service, UAH per 1 cub. m, incl. for the disposal, processing, burial.
- 2 % of consumers who have concluded agreements on MSW management.
- 3 % occupancy of certificated landfills and polygons.
- 4 The share of waste, which is recycled, from the total volume of waste.
- 5 The share of waste, which is buried on the polygon.
- 6 The amount of MSW generated per 1 person per year.
- 7 The number of illegal dumpings formed during the year.
- 8 The level of cost recovery (economic feasibility of the tariff).

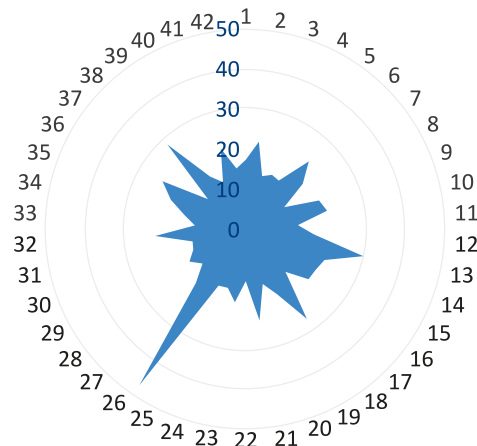
Drinking water supply

Statistical data, institutional capacity and organizational support

According to statistics provided by communities, it is possible to determine the average tariff for the supply of 1 cubic meter of drinking water. In 90% of communities that provided relevant data, the average tariff is 18 UAH 53 kopiyykas per 1 cubic meter, while the maximum tariff is 47 UAH and the minimum is 11 UAH.

Drinking water supply standard (norm) is the estimated amount of drinking water, required to meet the drinking, physiological, sanitary, hygienic and household needs of one person during the day in a particular settlement, specific facility or vehicle. Drinking water supply standards are used to determine the volume of drinking water supply in the absence or temporary failure of metering devices, used to measure drinking water consumption.

Tariff for 1 cub. m of water



Only 76% of communities provided relevant information. The average norm in communities was 97.6 liters per person per day. However, the data for this indicator differs significantly by CCs, from the maximum of 250 liters to the minimum of 4 liters per person per day.

Almost all participants of the pilot project provided information on the availability of wastewater treatment, and the corresponding service is provided by 58% of communities. Accordingly, nearly half of communities do not have wastewater treatment.

Almost 100% of legal entities in local communities that have concluded contracts on water supply have installed drinking water meters. In turn, the average rate of drinking water meters installation in households was 92.7%, of which 27.5% are covered by meters in 100% of households. The lowest rate among all communities is 19% of installed appliances among households that are connected to the centralized water supply.

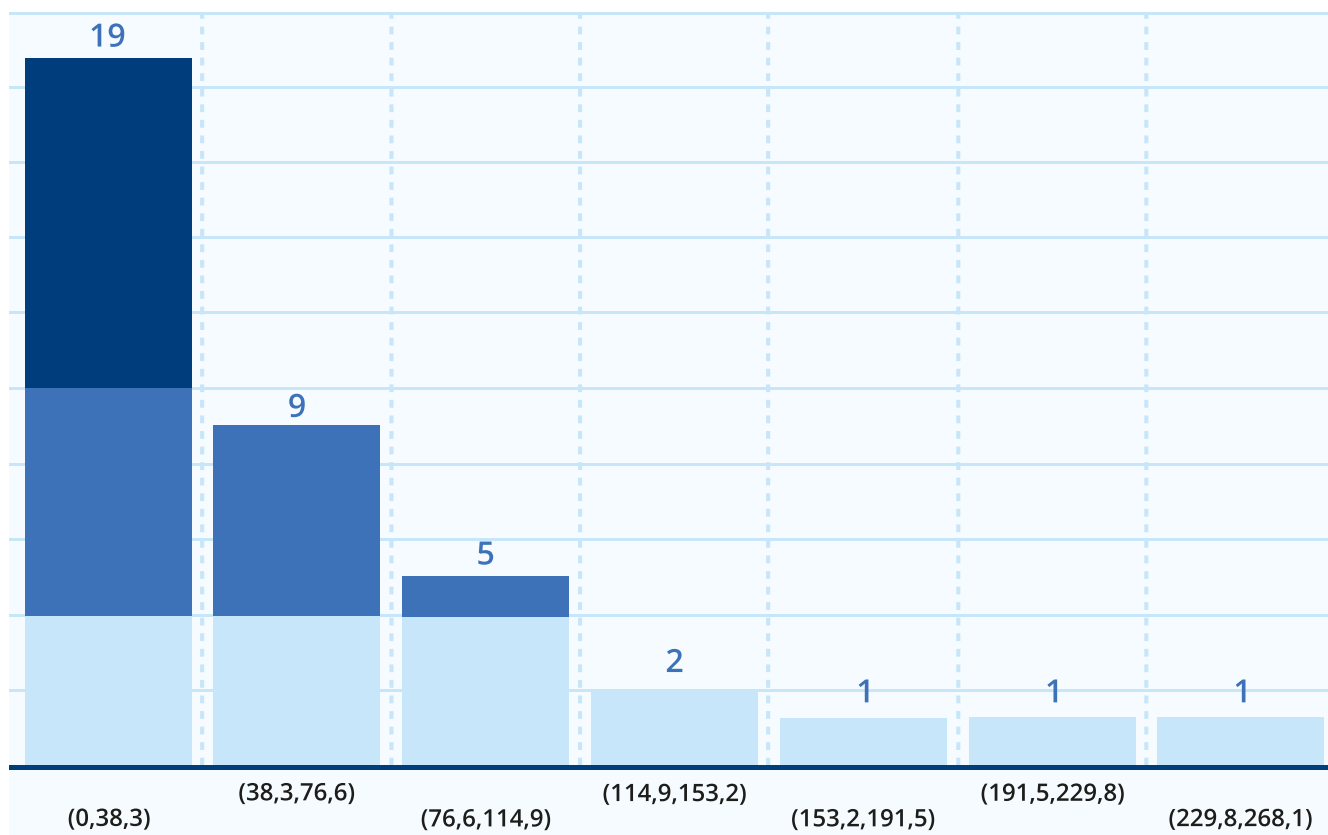
Result 1/Coverage of the service, accessibility

The situation with the access of the rural and urban population to the centralized water supply differs significantly. Of those communities that provided information about the availability of such service, only 32.1% of the rural population is covered by the service, while the urban population coverage rate is 71.4%. It should be noted that in two rural and four

urban territorial communities this figure is 100%. The lowest coverage by the service in the rural community is 1%, and in the urban community – 4%, respectively.

The average annual volume of drinking water used per day by one CC resident, who uses a centralized water supply, was 53.5 liters. At the same time, the highest rate is 230 liters per day, while in 27% of communities, this figure is minimum – only 1 liter per person per day.

The volume of drinking water per capita per day



The average cost of delivery of 1 cubic meter of water to the consumer was 19 UAH 48 kopykas, including the maximum figures at the level of 50 UAH 50 kopykas, and the minimum cost – 3 UAH 65 kopykas.

The average rate for rural households connected to the system, which receive water supply around the clock, was 73.7%. In particular, 65% of communities provide this service at the level of 100%.

The average rate of urban households, connected to the system, which receive water supply around the clock, was 83%. In particular, 53% of cities provide this service at the level of 100%.

Result 2/Quality and efficiency of service

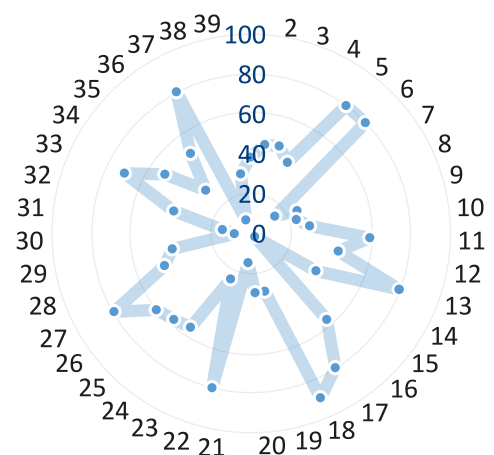
On average, each community that participated in the pilot project, annually loses 26.5% of its water in the water supply network. In particular, the largest rate of losses is 69% and the lowest – 2%.

45.6% of water supply systems require replacement (overhaul or restoration). The worst situation with the condition of water supply systems is observed in 20% of communities, where 80% or more of water supply systems require replacement, in particular, the highest rate is 90%. Only in 7% of communities, water supply systems are in good condition and require replacement at the level of 7% or less, while the lowest rate is 3%.

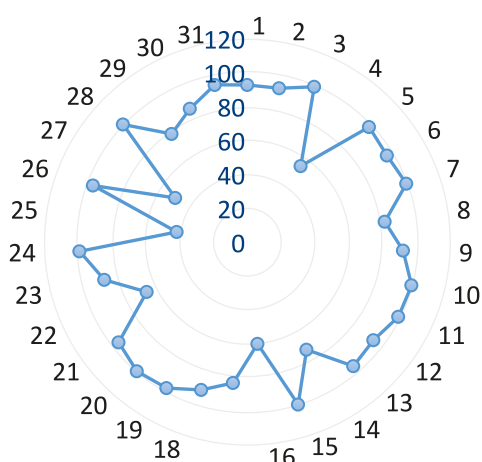
However, unsatisfactory water supply is not always the main reason for water losses in the water supply network. This should be specially noted by communities, where the percentage of water supply systems in need of replacement is lower than average, but water losses in the water supply network are much higher than the average.

On average, the level of cost recovery (economic feasibility of the tariff) constitutes 85%. In 36% of communities, tariff validity is found at the level of 100% and higher, in particular in 11% of CCs, the tariff is higher than the costs, with the highest indicator as high as 127%. In communities where the level of costs is 100% and higher, water losses in the water supply network are mostly at the level of the average value or well below average. This is direct evidence that the level of tariffs, which is as close as possible to the market value, enables the improvement of the infrastructure, including the minimization of water losses in the network. In 8% of communities, the level of cost recovery is 40%.

% of water pipes that require replacement



% of the payments collected for the provision of rural water supply and sewerage services for the year



% of the fee collected for the provision of rural water supply and sewerage services for the year on average constitutes 87.1%. In general, in 48% of communities, this figure is around 100%, and in one community, residents even pay in advance, so the % of their annual payments there amounts to 101%. It is worth noting that in all communities with a high percentage of the payment for water supply services for the year, water losses in the water supply network are mostly at the level of the average value or well below the average.

The average share of community expenditures on water supply and sewage in the total community expenditures in all focus areas constitutes 3.28%. In the vast majority of communities, this share of expenditures is at the level of 1% or much less, in particular, the lowest figure is 0.001%. On the other hand, in 42% of communities, this share is over 2%, and the leader is the community, where the share of water expenditures is 37%.

Result 3/The level of citizen satisfaction

% of citizens, who are satisfied or somewhat satisfied with the quality of water supply services, and % of citizens, who are satisfied or somewhat satisfied with water quality, on average constitute 66%.

Proposals concerning indicators for the MCTD to the national System:

- 1 Tariff of 1 cubic meter of water.

- 2 The cost of delivery of 1 cubic meter of water to the consumer.

- 3 % of water losses in the water supply network.

- 4 Drinking water supply standard (norm).

- 5 The average daily volume of drinking water a year per inhabitant of the territorial community, who uses centralized water supply.

- 6 The number of drinking water quality tests that do not meet the standard.

- 7 % of drinking water tests that meet the standard.

School education

Statistical data, institutional capacity and organizational support

One school in the CC per population quantity:



Up to 10 thousand
- 1175;



10-50 thousand
- 2730;



More than 50 thousand
- 5000.

According to indicators of pilot project participants, almost 100% of communities (1 participant did not provide data) are fully provided with the infrastructure necessary for the organization of the school process. It should be noted that the situation differs only in the matter of the presence of a medical center, which is available in 91% of educational institutions.

It is also worth noting that the electronic data submission form was intended for the provision of background information on the consolidated community, although for the data to be valid, they should be collected from all educational institutions. This error must be taken into account in the statistical data. However, during data collection, consolidated communities examined their conditions in detail, which is a priority in assessing the real situation with regard to a particular service.

Regulatory support at the level of the consolidated community on average constitutes about 70%. Documents, such as "Regulations on the competition for the position of the educational institution head", "Form of the model contract with heads of educational institutions," and "Education Development Program," are available in almost all communities. However, "Regulations on Determining a Hub Institution" and the "Meal Plan" are available in just above half of communities, and the "Regulations on the Board of Trustees/Setting up of the Board of Trustees" are available in only 41% of communities.

In turn, internal regulations of educational institutions are available in 75.4% on average. In particular, almost every school has the "Educational Institution Development Strategy" and "Regulations on Teacher Bonuses." However, only two out of three educational institutions have approved "Teacher Evaluation Criteria."

Result 1/Coverage of the service, accessibility

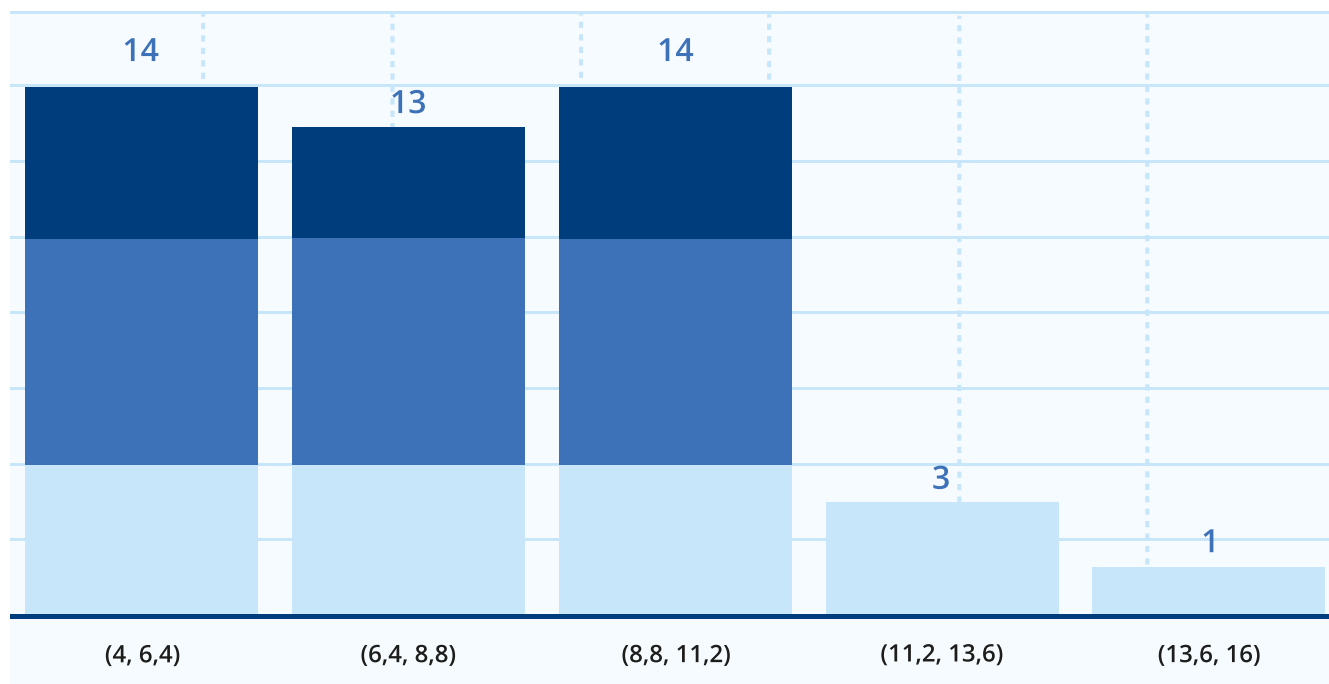
The average % of students with special educational needs, who receive educational services in general secondary education establishments, constitutes 77%. In more than half of consolidated communities, this figure is 100%.

The average class occupancy rate among those consolidated communities that provided information was 0.86. In particular, 21% of communities have overcrowded classes, and 58% of communities have classes that are not filled to the full. Diametrical indicators are the lowest coefficient – 0.08, and the highest – 1.52, which indicates a pressing need to have local governments settle this matter.

The percentage of students using transportation to commute to school is quite high – 94.2% in communities that require such a service. It should be noted that 17% of all communities that participated in the pilot project either did not need such service or data were not provided.

The average number of students per teacher is 8.2. In particular, the largest number is 14, and the smallest – 4.

The number of students per one teaching staff member



The average number of students per non-teaching staff member is 15. In particular, the largest number is 38, and the smallest – 6.

86.2% of first-graders received preschool education, while in 39% of communities, this figure was 100%.

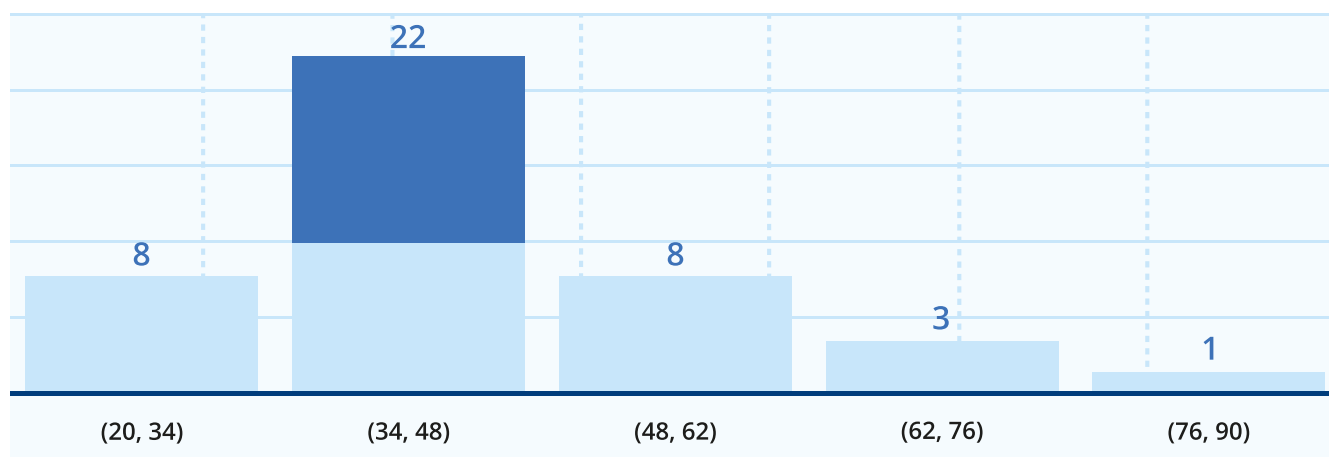
Result 2/Quality and efficiency of service

The average % of students, who successfully passed EIE was 91.7%, while only 34.2% passed EIE with a score higher than 160. In general, in 19% of communities, 100% of children successfully passed EIE. The highest indicator is found in the consolidated community, where children passed EIE with a score higher than 160, which is 86%, and the lowest is 14%.

The average cost of teaching one child per year is UAH 32,494. In particular, the highest cost is UAH 63,200 per year, and the lowest is UAH 2,700 per year.

The average community spending on school education is 44%. In particular, the highest rate is 78% and the lowest - 20%.

The share of community spending on school education



The average % of teachers, who teach subjects they are not qualified to teach is 5%, while 34% of communities declared that they do not have teachers who teach subjects they are not qualified in. And the highest figure is 41%.

Result 3/The level of service satisfaction

The overall assessment of the level of citizen satisfaction with the “School Education” service is 77.4%.

Proposals concerning indicators for the MCTD to the national System:

- 1 Cost of training per one student.
- 2 The share of expenditures on school education.
- 3 Class occupancy rate.
- 4 The number of students per one teaching staff member.
- 5 % of students who passed the threshold “passed/failed” following EIE results.
- 6 The coefficient of transportation of students to school.
- 7 % of students with special educational needs who receive educational services in general secondary education institutions.

Analysis of Results, Conclusions, and Recommendations

- 1 Insufficient information at the community level, especially in newly established communities.
- 2 Insufficient resources for data verification.
- 3 The most difficult thing was to determine the level of satisfaction with the service.
- 4 For some communities, there is no data due to the lack of relevant services.
- 5 None of the indicators alone can illustrate the completeness, quality and efficiency of service provision.
- 6 Conclusions on indicators, expressed in % or other indicators, are made by the consolidated community independently, as the same digital results for different communities may mean different things.
- 7 The provision of statistical information enables the consolidated community to assess

its capacity for providing a particular service. The set of statistical indicators provides for minimum requirements for the consolidated community in terms of institutional capacity, organizational, and regulatory support. A negative answer to any question indicates that this issue should be resolved as soon as possible.

- 8 Reporting.** Reporting to citizens is a mandatory element of the System functioning, which will include methods and sources of information collection.
- 9 Benchmarking.** The results of certain indicators can be compared. Such comparisons are especially useful when results of different consolidated communities are compared, as it is important to know why different territorial units get different results with approximately the same financial and other resources.
- 10 Best practices.** The analysis of results of using the System allows to quickly identify best practices that can be used by all System participants.
- 11 Planning.** After the first year of using the System, the consolidated community can set targets for the following years both in the long term (5-10 years) and in the short term (1-3 years).
- 12 Budget process.** The results of a single indicator or set of indicators can serve as a basis and justification for the budget process.

Coverage of Pilot Project in Local Media

Below are links to articles and posts, published in Ukrainian:

- DOBRE Program Invites Communities to Participate in its Pilot Project on Monitoring and Evaluation – <https://decentralization.gov.ua/news/13206> (views: 2,379);
- DOBRE Program Invites Communities to Participate in its Pilot Project on Monitoring and Evaluation – <https://www.prostir.ua/?grants=prohrama-dobre-zaproshuje-hromady-do-uchasti-u-pilotnomu-projekti-monitorynhu-ta-otsinky>;
- DOBRE Program Invites Communities to Participate in its Pilot Project on Monitoring and Evaluation – <https://gurt.org.ua/news/events/66349/>;
- 42 Experts Developed Indicators for the System of Measuring the Performance of Consolidated Communities – <https://decentralization.gov.ua/news/13436> (views: 1,751);
- 42 Experts Developed Indicators for the System of Measuring the Performance of Consolidated Communities – <https://uacrisis.org/uk/42-eksperty-rozroblyaly-indykatory-dlya-systemy-otsinky-efektyvnosti-terytorialnyh-gromad>;
- MCTD and DOBRE Program Discussed Ways for Further Cooperation within the framework of Decentralization – <https://decentralization.gov.ua/news/13413> (views: 2,253).

List of Services for the Development of the National Performance Evaluation System:

1. Primary medical care services.
2. Finance.
3. Cleaning streets and other public places.
4. Construction, repair and maintenance of roads and sidewalks.
5. Social security services.
6. Public transport.

7. Street lighting.
8. Parks and green areas.
9. Civil protection.
10. Support of cultural life in the community.
11. Sports.
12. Public safety.
13. Central heating.
14. Maintenance of housing stock in the municipal ownership.
15. Administrative services.
16. Regulation of land relations.
17. Spatial planning.
18. Opportunities for doing business in the community.
19. Youth support.
20. Environmental protection.
21. Preschool, extra-curricular education.

Recommendations for the Implementation of the National System:

- Necessary resources for the implementation (qualified staff on the ground, institutionalization at the national level).
- The System must be implemented gradually, with no more than 3-4 indicators per service.
- It is necessary to introduce training for System users (data collection and analysis, practical application).
- It takes time (3-4 years) to fully implement the System.

