

Best Practice:

Ensuring Access to Social, Health-Care and Public Services through the Introduction of the Social Taxi Service in the Korosten City Territorial Hromada



Project: “Strengthening Child-Oriented Budgeting at the Subnational Level”

This document has been prepared to inform and disseminate among the Project's partner hromadas an example of a managerial decision that may be used to improve access to social, health-care and other public services for people with limited mobility. The practice described does not constitute an assessment of the effectiveness of a particular hromada's policies and does not include an analysis of needs coverage, trends in the provision of the Social Taxi service, or detailed financial calculations. The primary purpose of this document is to raise awareness among local self-government bodies of potential managerial and budgetary approaches that are being applied in hromadas and may be adapted to local circumstances.

1. Context and Rationale for the Practice

The accessibility of social, health-care and public services in the Korosten City Territorial Hromada is determined not only by the existence of an appropriate network of institutions, but also by service recipients' ability to physically access them.

The hromada is home to population groups for whom travelling to service-providing institutions is difficult or impossible without assistance from others, including persons with disabilities, persons with musculoskeletal impairments, older persons with limited mobility, as well as children with disabilities and families with children requiring accompaniment. These categories of hromada residents constitute the potential cohort of individuals for whom transport is a determining condition for access to services.

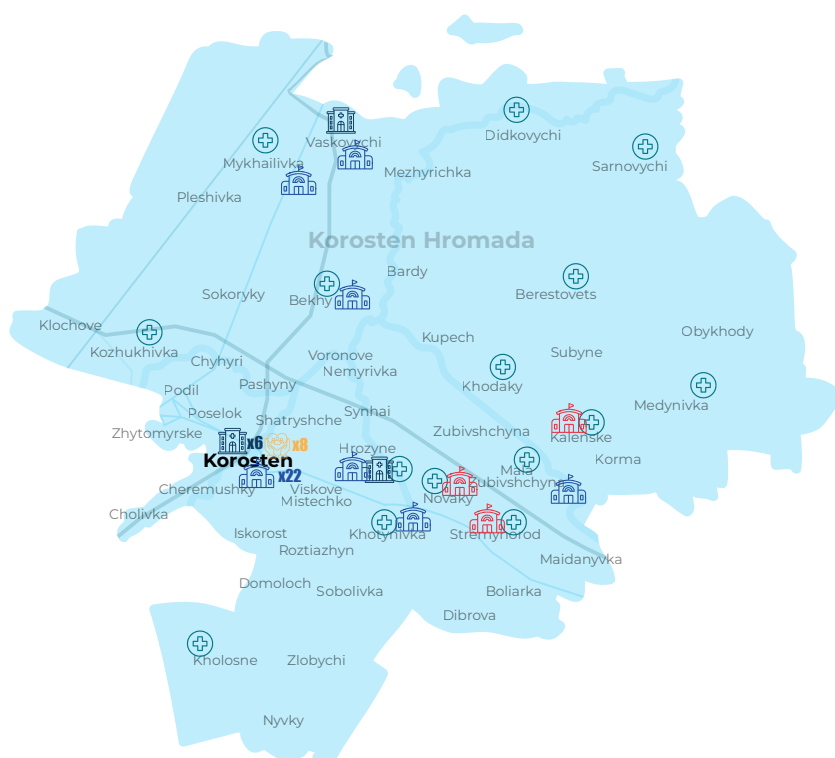
At the same time, the network of institutions and facilities accessed by these population groups is geographically dispersed and includes health-care facilities, social protection authorities, the Territorial Centre of Social Services, the Administrative Services Centre, banking institutions and other establishments (Figure 1). For people with limited mobility, independent access to these institutions is restricted.

Figure 1

Network of the Main Institutions to Which Recipients of the Social Taxi Service Are Transported in the Korosten City Territorial Hromada

Korosten Hromada

-  Early Childhood Education Institutions
-  Feldsher-Midwife Stations
-  Outpatient Clinics / Hospitals
-  Social Services
-  Liquidated



Thus, a gap emerged in the hromada between the availability of services and the actual ability of certain population groups to access them. The principal barrier to access is transport inaccessibility. To address this barrier, the hromada introduced the Social Taxi service as a mechanism for ensuring access to services.

In this context, the Korosten City Territorial Hromada developed a transport support model for people with limited mobility through the organisation of the Social Taxi service, which ensures access to social, health-care and other public services for hromada residents.

2. Essence of the Best Practice

The practice involves organising transportation for people with limited mobility to institutions that provide social, health-care and public services within the hromada.

The Social Taxi service forms part of the social services system and ensures recipients' actual access to services without altering the existing network of institutions. The service has been provided since 2013 and is integrated into the operation of the hromada's social protection system. The practice demonstrates the feasibility of organising transport support for population groups with limited mobility at the hromada level.

Over the course of the service's operation, a stable level of service provision has been established: the service is used each year by recipients from among persons with disabilities and other population groups with mobility limitations, including children and families with children, and the number of journeys provided amounts to several hundred trips.

The regulatory framework governing the provision of the service is established by [Decision No. 14 of the Executive Committee of the Korosten City Council dated 18.01.2023](#), which approved the list of social services and the conditions and procedures for their provision. The specific arrangements for organising and delivering the transport service are set out in the Regulations on the Provision of the Social Taxi Service, approved by Decision No. 370 of the Executive Committee of the Korosten City Council dated 02.06.2021.

Thus, the hromada adopted a managerial decision aimed at removing the accessibility barrier through the organisation of transportation for service recipients.

3. Service Delivery Model

The Social Taxi service in the Korosten City Territorial Hromada is organised on the basis of [the Municipal Institution "Territorial Centre of Social Services \(Provision of Social Services\)"](#) and is delivered by the relevant structural unit of the institution.

The service delivery model combines organisational, resource and service components and includes:

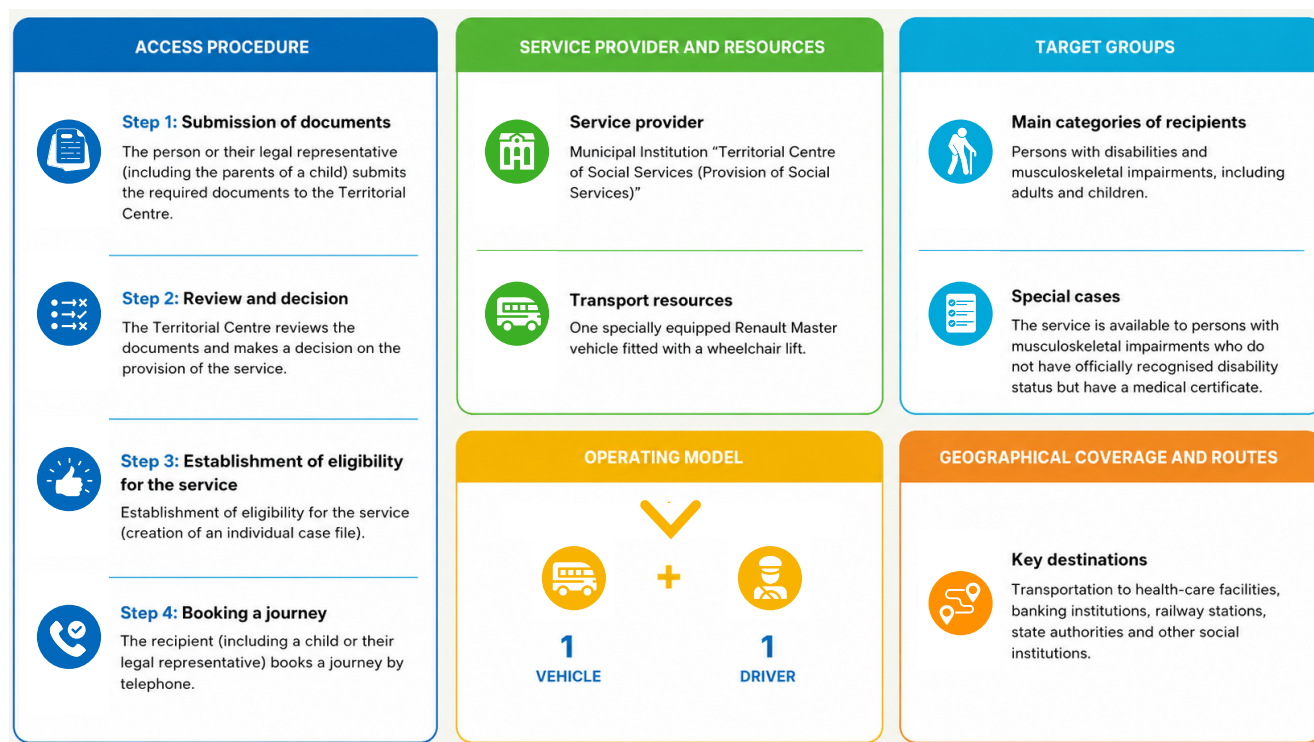
- **organisational component** – determining eligibility for the service through the submission of an application and a package of supporting documents, their review and the adoption of a decision on the provision of the service, and the establishment of the recipient's individual case file;
- **resource component** – the use of a specialised vehicle (Renault Master) equipped with a lifting device for transporting persons using wheelchairs and the engagement of a driver;
- **service component** – provision of the service upon prior booking made by the recipient or their legal representative (including the parents of a child) by telephone, with the date, time and route of the journey agreed in advance.

The service is provided within the territory of the hromada, taking into account the individual needs of recipients, including children and families with children, and ensures their transportation to health-care facilities, social protection authorities, administrative institutions, transport infrastructure facilities and other service access points.

A summary of the service delivery model is presented in Figure 2.

Figure 2

Service Delivery Model for the Social Taxi Service in the Korosten Hromada.



4. Child Focus

The Social Taxi service is aimed at ensuring access to essential services for people with limited mobility, including children with disabilities and families with children.

The operation of the service helps reduce barriers to children's access to health-care, rehabilitation and social services, particularly in cases where independent mobility is difficult or impossible.

The availability of the Social Taxi service ensures that children with disabilities can access health-care facilities in a timely manner, undergo rehabilitation, and receive administrative and social services, which is critically important for their development and well-being.

The service also helps reduce the burden on families with children requiring accompaniment and enhances their social inclusion in the life of the hromada.

Thus, the Social Taxi service functions as a mechanism to ensure children's equal access to services and to create a more inclusive environment in the hromada.

5. Recommendations for Hromadas on Implementing the Practice

5.1. Managerial and Analytical Steps

To implement the practice of ensuring access to services through the organisation of the Social Taxi service, hromadas should consider a set of managerial and analytical steps.

In particular, at the planning and implementation stage of the service, it is important to:

- identify the need for the service, particularly among people with limited mobility, including children with disabilities and families with children;
- ensure that the provision of the service is supported by an appropriate regulatory framework (approval of the regulations and determination of the conditions and procedures for service provision);
- identify a service provider, in particular on the basis of a municipal institution providing social protection services;
- make provision for funding the service within budget programmes in the field of social protection services for the population;
- where feasible, integrate measures for organising transportation for population groups with limited mobility into local targeted programmes, including the definition of relevant measures and performance indicators;
- ensure the definition and application of performance indicators that make it possible to assess the effectiveness of service provision (number of recipients, number of journeys, etc.);
- establish record-keeping for service recipients and monitoring of service provision.

Implementation of these steps will contribute to a more systematic approach to implementing the practice, greater transparency in financing, and enhanced capacity to assess its performance.

5.2. Formalisation of the Managerial Decision

To ensure the systematic functioning of the service, hromadas should provide for the regulatory framework governing its provision through the adoption of appropriate regulations and the establishment of procedures for service provision.

The regulatory framework for the service should be established through the approval of the Regulations on the Provision of the Social Taxi Service, which define the conditions, procedures and categories of service recipients. A recommended structure of the Regulations on the Provision of the Social Taxi Service is provided in [Annex 1](#).

It is also advisable to integrate the service into the hromada's social services system through the approval of the list of social services provided by the Territorial Centre of Social Services (Provision of Social Services).

The relevant decisions should define:

- the service provider;
- the organisational arrangements for the operation of the service;
- the procedures for applying for and receiving the service;

- the categories of recipients, including persons with disabilities and families with children.

Thus, the Social Taxi service is underpinned by an appropriate regulatory framework at the hromada level, ensuring its systematic functioning and accessibility for the identified population groups.

5.3. Delineation of Responsibilities among Participants in the Implementation of the Practice

The implementation and operation of the Social Taxi service in the hromada are ensured through a clear delineation of responsibilities among the key participants in the budgetary and managerial process.

The main budget holder in the field of social protection services for the population is responsible for planning expenditures, formulating and implementing the budget programme, as well as ensuring the overall coordination of social service provision.

The hromada's financial authority ensures the planning and financing of the expenditures necessary for the operation of the service.

The Municipal Institution "Territorial Centre of Social Services (Provision of Social Services)" acts as a lower-level budget holder and the direct service provider, ensuring the organisation of transportation, the receipt of requests, and the provision of the service to recipients.

This distribution of responsibilities ensures the coherence of managerial decisions, the efficient use of budget funds, and the proper organisation of service delivery at the hromada level.

5.4. Record-Keeping on Service Recipients, Including Children

As part of the provision of the Social Taxi service, the hromada should establish a system for maintaining records of service recipients and the volume of transportation services provided.

Record-keeping should be carried out by the institution providing the Social Taxi service and should include the creation and maintenance of recipients' individual case files, as well as the recording of requests and journeys provided.

As part of the record-keeping process, data should be collected on the categories of recipients, including children with disabilities and families with children who use the service, thereby enabling their needs and patterns of service use to be identified.

Maintaining such records will provide a basis for:

- analysing demand for the service;
- planning the volume of service provision;
- developing performance indicators for budget programmes;
- making managerial decisions on the further development of the service.

Thus, the record-keeping system constitutes an important element of service management, making it possible to take into account the needs of children and families with children in planning and delivering the service.

Relevant approaches to developing performance indicators that take into account records of service recipients, including children, are presented in Annexes 2 and 3.

6. Planning and Financing

Planning and financing of the Social Taxi service should be carried out within the framework of programme-based budgeting, which aligns managerial decisions, budget programmes and local-level measures.

Financing of the service should be ensured from local budget resources within budget programmes in the field of social protection services for the population, particularly those providing for the delivery of social services and the maintenance of municipal institutions.

Expenditure planning for service provision may be carried out through:

- **local targeted programmes** that define areas of intervention and measures to ensure access to services for people with limited mobility, including children with disabilities and families with children;
- **budget programmes (Programme Classification Code of Expenditures and Lending of Local Budgets (PCCELLB))**, within which financing of the service provider's activities and the organisation of transportation for service recipients are ensured.

Within local targeted programmes, it is advisable to provide for measures formulated, inter alia, as follows:

- organisation of transportation for persons with disabilities and other population groups with limited mobility to health-care facilities, social protection authorities and other institutions;
- ensuring the operation of the Social Taxi service.

Within budget programmes, performance indicators should be defined to enable the assessment of the volume and effectiveness of service provision, including:

- number of service recipients;
- number of journeys provided;
- volume of budget expenditures;
- share of children and families with children among service recipients.

Recommendations on taking expenditures for the provision of the Social Taxi service into account during budget planning are provided in [Annex 2](#).

Thus, the combination of programme and budget planning will ensure the systematic financing of the service and will provide a basis for its monitoring and further development.

Examples of the formulation of measures under local targeted programmes, as well as of performance indicators, are provided in [Annex 3](#). Examples of the formulation of budget programmes (PCCELLB) and corresponding performance indicators are provided in [Annex 4](#).

RECOMMENDATIONS

on the Structure of the Regulations on the Provision of the Social Taxi Service

The Regulations on the Provision of the Social Taxi Service should be developed taking into account the following structural elements and indicative wording.

1. General Provisions

This section defines the purpose, legal basis and general characteristics of the service.

Illustrative wording:

The Social Taxi service is introduced with the aim of ensuring access to social, health-care and other public services for people with limited mobility, including children with disabilities and families with children.

2. Categories of Service Recipients

The categories of persons eligible to receive the service should be defined.

- It is advisable to include:
- persons with disabilities;
- persons with musculoskeletal impairments;
- children with disabilities;
- families with children requiring access to services;
- other population groups with limited mobility.

3. Conditions and Procedures for Service Provision

The procedure for establishing eligibility for the service should be described. It is advisable to specify the grounds for refusal to provide the service and the procedure for notifying the applicant of the decision taken.

Illustrative wording:

The service shall be provided on the basis of a submitted application and a package of supporting documents. Following the review of the documents, a decision on the provision of the service shall be made and an individual case file for the recipient shall be established.

The grounds for refusal to provide the service may include:

- *submission of an incomplete set of documents;*
- *submission of inaccurate information;*
- *the applicant's failure to meet the defined categories of service recipients;*
- *the absence of the technical capacity to provide the service.*

The applicant shall be notified of the decision by the means specified in the application no later than ____ working days after the date of the decision.

4. Procedures for Requesting and Booking the Service

The procedure for booking a specific journey should be defined.

Key element:

The service recipient or their legal representative (including the parents of a child) books a journey by contacting the service provider by telephone.

It is also advisable to specify the procedure for cancelling or rescheduling a journey at the initiative of the service recipient or the service provider.

Illustrative wording:

The service recipient or their legal representative shall notify the service provider of the cancellation of a journey no later than ____ hours before the scheduled transportation time.

Where transportation cannot be provided at the scheduled time, the service provider shall immediately notify the service recipient and, where possible, offer an alternative time or date for service provision.

A journey shall be rescheduled by agreement between the service recipient and the service provider, taking into account the available transport resources and previously submitted requests.

5. Organisation of Service Provision

The conditions governing the provision of transportation should be described.

The following should be defined:

- the geographical coverage of the service;
- possible routes (to health-care facilities, social services institutions, administrative institutions, etc.);
- operating hours;
- the procedure for planning routes taking into account the needs of service recipients;
- criteria for prioritising service provision in the event of the simultaneous receipt of several requests or limitations in available transport resources.

Illustrative wording on service prioritisation:

In the event of the simultaneous receipt of several requests or limitations in transport resources, priority in service provision should be determined in the following order:

1. *urgency of access to medical, social or other public services;*
2. *absence of alternative means of travelling independently;*
3. *date and time of receipt of the request.*

Where the service cannot be provided at the requested time due to limitations in transport resources and the application of prioritisation criteria, the applicant shall be offered an alternative time or date for service provision.

It is also advisable to provide for arrangements for accompanying service recipients during transportation, particularly children and persons requiring assistance from another person, and to define the requirements applicable to accompanying persons.

Illustrative wording:

Minor service recipients shall use the Social Taxi service when accompanied by an adult (parents, legal representatives or other authorised persons).

Adult service recipients who, due to their health condition or level of mobility, require assistance from another person during transportation may use the service when accompanied by one accompanying person.

The accompanying person shall assist the service recipient during boarding, alighting and throughout the journey.

It is also advisable to define special transportation arrangements for persons using wheelchairs, mobility aids or requiring additional assistance during boarding and alighting.

Illustrative wording:

The Social Taxi service shall be provided taking into account the needs of persons who use wheelchairs, crutches, walking frames or other mobility aids.

When transportation is organised, arrangements shall be made to ensure the safe boarding, alighting and transportation of the service recipient and their mobility aids.

The Regulations shall define the rights and responsibilities of service recipients, accompanying persons and the service provider, as well as general provisions regarding the responsibilities of the parties.

Illustrative wording:

The service recipient and the accompanying person shall comply with the rules of safe conduct during transportation.

The service provider shall organise transportation in accordance with the requirements of the legislation and road safety regulations.

The responsibilities of the parties in the provision of the service shall be determined in accordance with the legislation of Ukraine.

6. Rights and Responsibilities of the Parties

The rights and responsibilities of service recipients and the service provider should be defined.

7. Financing of the Service

Illustrative wording:

The Social Taxi service shall be financed from local budget resources within budget programmes in the field of social protection services for the population (name of programme).

8. Record-Keeping and Reporting

Provision should be made for maintaining records of service recipients and services provided.

It is advisable to provide for:

- the maintenance of individual case files;
- the recording of journeys;
- the preparation of reports on the volume and results of service provision.

It is also advisable to provide for the maintenance of a journey log (in paper or electronic form) indicating the date and time of the journey, the route, the category of recipient and the purpose of transportation.

9. Monitoring the Need for the Social Taxi Service

It is advisable to define in this section the procedure for monitoring the need for the Social Taxi service, including the frequency of monitoring, sources of information, methods for consolidating the results and the procedures for their use in planning and developing the service.

Illustrative wording:

For the purpose of determining the need of hromada residents for transport support, assessing the accessibility of the service and planning its development, the service provider or an authorised structural unit shall monitor the need for the Social Taxi service at least once a year.

The following shall be taken into account during the monitoring process:

- *number of service recipients;*
- *number of journeys and transportation routes;*
- *requests for the provision of the service;*
- *need for the service across the settlements of the hromada;*
- *requests concerning the inability to access the service.*

For the purposes of monitoring, data from records of service recipients, the journey log, and information from starosta districts, health-care facilities, social protection authorities and other institutions may be used.

The results of the monitoring shall be documented in the form of an information note or an analytical brief and shall be taken into account in planning expenditures, determining transport resource requirements and developing the service.

10. Monitoring of Service Provision

The procedure for monitoring the quality of and compliance with the conditions for service provision should be defined.

RECOMMENDATIONS

on Taking Expenditures for the Provision of the Social Taxi Service into Account during Budget Planning

When planning expenditures for the provision of the Social Taxi service, it is advisable to distinguish between:

- one-off (capital) expenditures;
- current expenditures related to ensuring the operation of the service.

1. Examples of One-Off (Capital) Expenditures

One-off (capital) expenditures may include:

- acquisition of a vehicle;
- modification or adaptation of a vehicle for transporting population groups with limited mobility;
- acquisition of specialised equipment;
- branding of the vehicle;
- establishment of a transportation dispatch or coordination unit.

2. Examples of Current Expenditures

Current expenditures may include:

- remuneration of drivers;
- employer social contributions;
- procurement of fuel and lubricants;
- maintenance and repair of vehicles;
- vehicle insurance;
- mandatory technical inspections;
- procurement of spare parts;
- payment for communication and transportation dispatch services;
- other expenditures related to ensuring the operation of the service.

When planning expenditures, it is advisable to take into account the number of service recipients, the territorial characteristics of the hromada, the length of transportation routes, the number of settlements and the need for transport support for population groups with limited mobility.

EXAMPLE of the Formulation of Measures and Performance Indicators for a Local Targeted Programme

1. Programme Objectives and Implementation Measures

No.	Programme Objective	Measure Description	Implementation Period	Implementing Entities	Sources of Financing	Amount of Financing	Expected Outcome
1	Ensuring access to social, health-care and other services for people with limited mobility, including children with disabilities and families with children	Organisation and provision of the Social Taxi service for persons with disabilities and other population groups with limited mobility, including children and families with children.	2024–2026	Municipal Institution “Territorial Centre of Social Services (Provision of Social Services)”, the relevant executive body for social protection	Hromada Budget	To be determined within available budget appropriations	Access to social, health-care and other services for population groups with limited mobility has been ensured

2. Programme Performance Indicators

No.	Indicator	Unit of Measurement	Value (Year 1)	Value (Year 2)	Value (Year 3)
I. Input Indicators					
1	Number of persons with musculoskeletal impairments residing in the hromada	persons			
	<i>including children</i>	persons			
2	Amount of expenditures on service provision	UAH			
3	Number of specialised vehicles	units			
II. Output Indicators					
4	Number of persons who received the Social Taxi service	persons			
	<i>including children</i>	persons			
5	Number of journeys provided	units			
III. Efficiency Indicators					
6	Average expenditure per service recipient	UAH per person			
7	Average cost per journey	UAH			
IV. Quality Indicators (Accessibility/Coverage)					
8	Share of persons with musculoskeletal impairments covered by the service	%			
9	Share of children with musculoskeletal impairments covered by the service	%			

Note: Performance indicators for the number of children may also be applied by age groups from 1 to 3 years and from 3 to 6 years, and for children with disabilities, children with special educational needs, and children from families of internally displaced persons, among others.

EXAMPLE of the Formulation of a Budget Programme and Performance Indicators

1. Budget Programme Passport (Abbreviated Example)

PCCELLB: 0813104 (*indicative, as applied to territorial centres*)

Title of the Budget Programme: Provision of Social Services by the Municipal Institution “Territorial Centre of Social Services (Provision of Social Services)”

Main Budget Holder: City Council Executive Body for Social Protection

Responsible Implementing Entity: Municipal Institution “Territorial Centre of Social Services (Provision of Social Services)”

Programme Objective: Ensuring access to social, health-care and other public services for people with limited mobility, including children with disabilities and families with children.

2. Budget Programme Objectives

Objective
Ensuring the provision of the Social Taxi service for persons with disabilities and other population groups with limited mobility, including children and families with children

3. Areas of Budget Expenditure

No.	Area of Expenditure
1	Organisation and provision of the Social Taxi service
2	Maintenance and operation of the specialised vehicle
3	Remuneration of personnel (driver)

4. Budget Programme Performance Indicators

No.	Indicator	Одиниця виміру	План (рік 1)	План (рік 2)	План (рік 3)
I. Input Indicators					
1	Amount of expenditures on service provision	UAH			
2	Number of specialised vehicles	units			

II. Output Indicators					
3	Number of service recipients	persons			
	<i>including children</i>	persons			
4	Number of journeys provided	units			
III. Efficiency Indicators					
5	Average expenditure per service recipient	UAH per person			
6	Average cost per journey	UAH			
IV. Quality Indicators					
7	Share of persons covered by the service	%			
8	Share of children covered by the service	%			

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