





Reforms in the Health Care System of Ukraine

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Abstract: The health care system of the country is in the conditions of constant transformational changes. The health of the citizens along with the standard of living is one of the criteria for determining the development of the state. Also, it determines the state's preparation for being included in the processes of globalization as an equal participant. Unfortunately, in Ukraine, there was a system that had a number of defects for a long time. Financial and personnel shortages were accompanied by a lack of focus on the final result. This led to the fact that even with the availability of funds it was not possible to spend them rationally. As well as the loss of truly qualified professionals despite their availability, due to the lack of motivation for quality work. Improving the quality and efficiency of the health care system is recognized as one of the best investments, since healthy citizens and a healthy society, in general, are more prone to economic growth. In general, much has been done to reform the health care system, but this is just the beginning. There is still a lot of work to be done, both on the part of regulatory managers in this area and ordinary health professionals, who will implement the adopted programs and contact patients directly.

1 INTRODUCTION


Ukraine, had experienced social upheavals and shifts in 2013-2014, once it has chosen to develop towards the European path. The Association Agreement between Ukraine and the European Union, ratified by the Law of Ukraine of 16.09.2014 №1678-VII, defined the directions of modernization of the state, in particular the need for health care reform.


The health care system of the country is in the condition of constant transformational changes. As a multi-level and diversified structure, the system is forming complex approaches to define governance mechanisms in the public and private health sectors. In them the state reproduces a new system of governance mechanisms, which need to be considered in the aggregate of influences of meso-, macro- and micro-factors with the emergence of new forms of governance at all levels.


2 RELATED WORKS


The National Strategy for Reforming the Medical System of Ukraine for the period 2015-2020 identifies key issues, potential directions and ways to solve them in order to form a new state policy in the field. This includes in-depth protection of normative standards for human rights. Under such conditions, the country's medical system should be based on three basic principles: focus on the human, on the result and on the implementation of the best technologies, as well as the best experience in providing medical services.

During the years of independence, the Ukrainian health care system has practically failed to switch to the health insurance system. Only in 2017, the first step in this direction has been taken. Thus, on December 27, 2017, the Law of Ukraine "On State Financial Guarantees for the Provision of Medical

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Services and Medical Devices” of October 19, 2017, № ° 2168 III was signed. While in Poland the Law on Compulsory Health Insurance, which initiated the reform of Polish health care financing, was adopted in 1997. As a result, Ukraine may find it useful to use foreign stages of the introduction of insurance medicine.

In a broader context, the problems of public health management were considered by domestic scientists N. Kryzina, C. Mokretsov, O. Prikhodko, J. Radish, N. Ringach, I. Solonenko, N. Yarosh and others.

Considering the importance and scientific value of existing research, it should be recognized that the analysis of scientific literature showed the lack of comprehensive developments to critically evaluate the experience of implementing health care reform.

3 PROPOSED APPROACHES

Protecting the health of the country's citizens is the primary duty of the state. It is the first social function and a condition for sustainable development. Reforming the health care system affects all levels of government. After the introduction of the program-target method, the targeted funding of the Ministry of Health and programs related to health care in Ukraine has increased. Unfortunately, the allocated funds are used inefficiently. Therefore, not only the health care system and the Ministry of Health need to be improved, but also the procedure for financing programs, their control and evaluation of results. Following the adoption of the Association Agreement, Ukraine is gradually bringing its healthcare system closer to European standards and trying to implement international programs.

All institutions of the Ministry of Health are budgetary, meaning that they are financed from the states and local budgets. The system of extra-budgetary health insurance is poorly developed.

Inefficient use of limited budget resources is primarily due to the funding of military and national medicine, as well as research institutions and various departments and commissions. Thus, it is not the health of citizens that is financed, but medicine.

Among the main problems of the health care system of Ukraine, experts have identified the following:

- Insufficient funding for health care;
- lack of a list of free services;
- lack of connection between the financing of public health care institutions and the final results of their work;

- lack of effective resource management and indicators for their definition;

- corruption.

The Organization for Economic Co-operation and Development (OECD) spends about 9% of GDP on health care. The leader is the United States - 17.2% of GDP, but despite this, their system has certain shortcomings, and funding is growing every year with declining efficiency. Switzerland - 12.4% and Germany - 11.3%. The lowest expenditures in Turkey are 4.3% of GDP. However, the cost of medical care does not guarantee the quality of medical services. For instance, although the United States spends the most money on the treatment of its citizens, the effectiveness of their use is questionable (Karamishev, 2006).

After analyzing the information collected in the table 1 shows how similar the systems and the problems of medicine of the former Soviet countries are. Like all industries in the USSR, health care was controlled and planned. However, this system was working and has even been effective. Almost all Soviet sanatoriums, clinics, hospitals, and prevention facilities are still operating. Unfortunately, most countries have failed to preserve and reform what was functioning. Only the updated health care system in Poland has improved, in contrast to the improved systems of Russia and Bulgaria, which have received more problems than benefits after the introduction of new strategies.

Table 1: Characteristics and shortcomings of the medical system of post-Soviet countries.

Cou ntry	Characteristics of the system	Disadvantages
Pola nd	According to the Law on Compulsory Health Insurance, regional state insurance funds, such as health insurance funds, finance medical care on a contractual basis by reimbursing medical institutions.	Expenditures on the industry increased by 2%, and fundraising at health insurance funds was lower than expected. lack of uniform standards and approved list of medical care, lack of uniform standards that define insurance guarantees, inconsistency of tariffs for medical services make it impossible to control the level of costs. Imperfect controls have led to an increase in the chain

		of medicines, medical equipment and medical supplies.
Russia	All citizens are subject to compulsory health insurance. Insurance contribution is 3.6% of the payroll and is paid by the employer. The contribution to the MHI is provided in the single social tax. Instead, a citizen of the Russian Federation receives a medical insurance policy, with which he is obliged to seek medical care.	Russia's healthcare system is in crisis. The resource provision of the industry not only does not meet the needs for medical care but also brings the health care system to a final collapse. Compulsory health insurance does not compensate for the reduction of state budget allocations for health care.
Bulgaria	The meaning of the reforms was to ensure the transition to contractual relations between health care providers and the Health Insurance Fund, as well as with commercial structures of health insurance. The consequence of such a transformation of health care was the transformation of the industry into a profitable sector of the economy, improving the quality of medical services.	In the European Union, health contributions account for 7-8% of GDP, and in Bulgaria - about 4%. The allocated funds do not cover all costs, which leads to underfunding of the system. Lack of competition in the health insurance system. Ineffective mechanism for protecting patients' rights. Corruption.

According to the funding in post-Soviet countries has clearly been insufficient. Thus, per capita expenditures range from \$400 - 500. In the USA, the highest figure in Poland is \$629. USA (Some issues of improving the health care system: Resolution of the Cabinet of Ministers of Ukraine of February 17, 2010 № 208). In Ukraine, the procedure for allocating funds for the health care system is regulated by the Law of Ukraine "On State Financial Guarantees of Medical Care" (Solonenko et al., 2017).

One of the main requirements of Ukraine's European integration, in addition to compliance with international agreements and standards in the field of health care and cooperation with world organizations, is the creation of a patient and health-oriented system. This system has to be capable of creating conditions for disease prevention and treatment. Ukraine has the lowest level of life expectancy.

Also, except for increasing the cost of medical care, it is necessary to develop projects and programs that are aimed at creating a quality European health care system by using their specifics and experience of the leading countries (Table 2).

Table 2: The health care system and its financing in some countries of the world.

Country	Characteristics of the health care system
France	France's health protection system is centralized. Control over the efficiency of the health protection system Ministry of Health and Social Security. The region has a single insurance organization - National Health Insurance Fund with branches. It is also voluntary insurance.
	The main problem in the organization of health care in France - is the rapid growth of spending on the industry. They are growing faster than the general welfare of the country.
The United Kingdom	The UK provides free medical care to all who have the right to reside in the country, regardless of income and nationality.
	Provides significant benefits for the purchase of medicines. They are provided free of charge to certain categories of citizens. For retirees, there is a system of discounts on pharmaceuticals, which is determined depending on the size of the pension and the level of welfare.
Sweden	Sweden's public health policy aims to ensure equal opportunities for health care and a healthy lifestyle for all members of society.
USA	The health care system in the country is organized according to the market model.
	There is no nationwide program to provide health care to the working population in the United States.
	The negative features of the organization of the health care system in the United

	States are its high prominence and lack of social orientation.
Germany	The country has historically developed a system of health insurance, which copes with its tasks autonomy and independently of the state budget. In the health insurance system, the number of contributions corresponds to the financial ability of the insured. Medical services are provided in accordance with the patient's state of health and do not depend on the number of his personal contributions. The main disadvantages: a large administrative apparatus, an increase in unnecessary services, the maintenance of too large hospitals.
Italy	The main disadvantages: are large administrative apparatus, an increase in unnecessary services, the maintenance of too large hospitals. Medical health care service is available to all citizens. Health care systems are financed from the state budget and contributions from employers and the working population.
Switzerland and	The organization of health care in the country is built on the principle of compulsory health insurance for every citizen. Health insurance funds provide both types of insurance: compulsory and voluntary.
Austria	There is no planning for federal hospitals in Austria. The Ministry of Health and the Environment has no direct authority over local health services. They are subordinated to local governments.

Medical programs in Ukraine:

- state target program "Diabetes";
- a national program of immunoprophylaxis and protection of the population from infectious diseases;
- state program for the development of the system of medical care for patients with nephrological profile;
- a national program to combat cancer;
- reproductive health of the nation;
- program to combat cancer;
- a program of immunoprophylaxis and protection of the population from infectious diseases;
- program to combat tuberculosis;
- a program of prevention, diagnosis and treatment of viral hepatitis;
- HIV/AIDS prevention program (Kaminska, 2006).

Most health programs in the world focus on the fight against HIV, cancer, smoking, pollution and promote healthy eating and lifestyle, reduce mortality and increase life expectancy.

The main programs that are currently operating in Ukraine:

- "Available drugs";
- "Treatment abroad";
- "Ohmatdit";
- "Reimbursement of the cost of insulin drugs";
- "Development of a network of cardio centers";
- "Free diagnostics".

The program "Reproductive Health of the Nation" gave positive results, which, by conducting informational activities and providing modern contraceptives, prevented unwanted pregnancies and abortions. Unfortunately, "in terms of a healthy lifestyle and parenthood", as well as family planning, Ukraine is inferior not only to the United States, France and Germany but also to Poland, Bulgaria and the Czech Republic. This requires continued funding for a program aimed at improving the reproductive health of citizens " (Pak, 2011).

Ukraine was one of the first to sign the WHO Framework Convention on Tobacco Control. Due to this, in the period 2008-2013, we managed to reduce the number of smokers by 2 million people.

Also, with the support of the Government of the Swiss Confederation, the Maternal and Child Health Program (On approval of normative documents on the use of telemedicine in the field of health care: Order of the Ministry of Health of Ukraine of October 19, 2015 № 681) has been implemented (Zlepko, 2017). The winning project has been developed and implemented to implement international standards for the circulation and production of medicines. The program "Association of French-Ukrainian Cooperation in Health and Pharmacy" is also in action (Gorachuk, 2012).

The number of growing projects target combating non-communicable diseases, aimed at improving the skills of doctors and conducting information activities.

The WHO-Ministry of Health of Ukraine project "Non-communicable diseases (NCDs): prevention and health promotion in Ukraine" (Moskalenko, 2008) of the Swiss Agency for Development and Cooperation is very important for Ukraine. Its main objectives are to reduce premature mortality from NCDs through prevention and treatment, especially due to cardiovascular disease.

International cooperation in the field of medicine is becoming more and more popular over time, commissions and programs are being created that unite states to fight the "common enemy" - diseases.

According to the official website of the Ministry of Health in Ukraine, there are international programs in the medical field, grouped in the table. 3.

Table 3: International medical programs.

Program name	Donor	Executer	Content
Ukrainian-Swiss Maternal and Child Health Program	Swiss Agency for Development and Cooperation, represented in Ukraine by the Swiss Bureau Cooperation	Swiss Institute of Public Health and Tropical medicine (Basel, Switzerland), Represented in Ukraine by the Program Implementation Office	Improve the quality, efficiency and accessibility of maternal and child health services
Support for the development of the medical standards system in Ukraine	European Commission	NI-CO, Ireland	Improve the quality and efficiency of medical care through the introduction of a unified methodology or the development of medical standards based on the principles of evidence-based medicine
Financing and management in the field of healthcare in Ukraine	European Commission	GVG/CII/EPOS, Germany	Promoting the development of effective and efficient financing and management in the field of healthcare in Ukraine
Preventive and primary healthcare measures	European Commission	CII Group and EPOS Consortium	Promoting healthcare reforms in order to provide effective prevention and primary health care in Ukraine adapted to socio-economic conditions

Changes that have been foreseen by the reform of the medical system of Ukraine:

- introduction of the state-guaranteed package of medical care;
- introduction of the principle "money follows the patient";
- budget program "Affordable Medicines" and others;
- reform of medical education;
- exercise of the local authority in the field of medicine;
- transparent and efficient purchases of medicines;
- development of the state program of medical guarantees.

Therefore, based on the above, we can formulate further actions of the Government:

- Continuation of reforming the system of financing of the health care system within the PCM;
- introduction of the program "Free diagnostics";
- continuation of the budget program "Affordable Medicines";
- development of a network of reperfusion and cardiac centres;
- continuation of funding for the modern medical and diagnostic complex NDSL "Okhmatdyt";
- the transformation of medical education;
- improving the quality of emergency medical care;
- control over the use of budget funds by conducting inspections and audits of budget programs (Zhalilo, 2003).

Health care reform is one of the main reforms that can really change Ukrainian society. Anti-corruption or education reform is undoubtedly also extremely important.

However, health is more important than ever when most people have a critical time in their lives. When we grow old, this always happens, but young people sometimes need medical attention, for example, if they suddenly become ill or injured due to various reasons.

A smarter, stronger and more productive society among young people creates a healthy lifestyle and quality medical care.

All other problems take a back seat when we face health problems. People need only one thing at any age - effective, high-quality, affordable health care provided by an effective health care system.

Unfortunately, not only within its borders but also beyond its borders, Ukraine is an example of how badly this system can work.

When patients in Ukraine seek help from a regular district clinic, they are almost always ready for the fact that basic medical equipment is in poor condition and is lacking, and sometimes not present at all. Patients are well aware of the salaries of the doctors they trust their health with, so corruption is not perceived as a reward for doctors. Patients are often forced to buy their own medicines, gloves for doctors or even bring food. All these sometimes ineffective payments are a burden on patients and stop many from seeking medical care.

Ukrainian medicine lacks numerous improvements, but what is most shocking is the lack of a clear course on what to do with the sad state of the health care system.

Citizens of Ukraine are not able to fully enjoy access to affordable and high-quality medical services, despite the relatively high level of health care costs.

In Europe, life expectancy, especially for men, is much higher than in Ukraine, and Ukrainians are forced to bear half of all costs to ensure good health. Therefore, the population has many questions. Europe's neighbours have much higher incomes than Ukrainians. However, it is Ukrainians who pay the largest share of medical expenses out of their own pockets. Compared to the wealthier people of the European Union, this amount is even a larger share of their income.

Dangerous infectious diseases, such as tuberculosis, cholera, etc., appeared on the way to the development of society. They have returned and continue to spread. The prevalence of multidrug-resistant tuberculosis, poliomyelitis and HIV is particularly dangerous, and at this stage COVID 19. As mentioned earlier, life expectancy in Ukraine is much lower than in the EU. Nevertheless, unfortunately, the level of public access to quality, free medical services remains very low.

But despite all the above, there is a bright side - we have recently seen real political determination and the will to make changes in the country. Medical reform is a big, though initial step towards better change, after all, it is the primary responsibility of all states to ensure the right of citizens to health care.

Based on the best international experience, a Comprehensive Health Care Reform Strategy has been developed (Fig. 1).

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- budget program "Affordable Medicines" and others;

- reform of medical education;
- exercise of the local authority in the field of medicine;
- transparent and efficient procurement of medicines;
- development of the state program of medical guarantees.

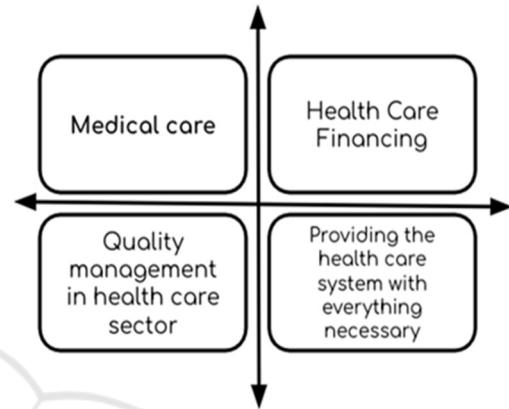


Figure 1: Component Strategies for Reforming the Health Care System in Ukraine.

The government supports the necessary health care reform strategy. In the field of accessibility, availability and quality assurance in the health care system in Ukraine, step by step ensures the work of parliamentarians and government decisions that apply political will and implement theoretical concepts in action that will be implemented and can deliver real results.

The key project was "On state financial guarantees of medical care". This law offers a radically new vision of the health care system. It will radically change the entire health care system and provide for all categories of citizens, without discrimination, to improve access to quality medical services.

This law changes the approach and provides a better balance between public and private interests. Such a system works well in other countries and in Ukraine's ability to significantly improve the health care system in line with international best practices.

As noted, in October 2017, a significant event took place in Ukraine - more than 226 people's deputies trusted the new team of the Ministry of Health (MOH) of Ukraine and made the right choice. They voted for the law "On state financial guarantees of medical care" (Lehan, 2005). It came into force in 2018 and has given impetus to the current changes in

healthcare. These include state financial guarantees, the program of medical guarantees, the National Health Insurance Fund, raising the status of primary health care (PHC), the emergence of contracts. According to Art. 95 of the Constitution stipulates that "all expenditures of the state for public needs are carried out within the funds provided for this in the State Budget" (Petrashik, 2014). As it is limited, there was a need for mechanisms that would ensure compliance with the Constitution. However, it did not provide an opportunity to promise what the state would never be able to do. The decision was a new law, which introduced the concept of "state financial guarantees". Currently, the state guarantees payment from the budget in full for medical services, but only those that are included in the Medical Guarantee Program.

The program of medical guarantees, the draft of which is currently being worked on by the National Health Insurance Fund. It will be approved by the Ukrainian Parliament as part of the Law on the State Budget of Ukraine for the year and will contain a clear list of services referred to as art.4 of the law "On a state financial guarantee of medical care (Lehan, 2005), as well as tariffs." Most likely, it will be part of one of the annexes to the Law on the State Budget to prevent a rapid change in tariffs for medical services. However, the possibility to change them is provided: tariffs should be fixed in the Law on State Budget, but the Ministry of Health of Ukraine will have the right to approve adjustment factors (Order of the Ministry of Health of Ukraine, mandatory agreed with the Ministry of Finance). During the transition period, they are approved by the Cabinet of Ministers of Ukraine (CMU), and since 2020 this right has appeared in the Ministry of Health (Marchuk, 2016).

Every citizen of Ukraine is affected by changes in the health care system. The purpose of the transformation is to have the patient at the centre of the health care system and to ensure equal access to quality medical services for all citizens of Ukraine.

According to experts, the modernization and reform of the health care system should outline goals and objectives, the implementation of which will help realize social aspirations and values in the direction of the traditions of developed democracies. The human right to have good health care must be based on economic and social development and, most importantly, on political stability.

Ukraine requires an effective functioning of managerial, organizational, structural, legal, economic, financial, information and communication institutions. That is required to achieve optimal results for the health of citizens (level, average

duration, etc.), financial security when receiving medical care, as well as prompt satisfaction of citizens' requirements and expectations and overall efficiency of the industry.

In the long run, the system should be guided by the following principles:

1. Guaranteed package of services available to every citizen.

2. Compliance with national standards of quality and professionalism.

3. Mutual respect for patients and medical staff.

4. Cooperation of various sectors of the economy, services, organizations in the interests of patients, communities and the population (intersectoral cooperation).

5. Value for money and the most efficient, fair and sustainable use of limited resources.

6. Accountability to communities and patients (Kaminska, 2006).

That is, it is assumed that medical care services are guaranteed in accordance with the constitution without discrimination on the basis of age, sex, national, religious, political or other characteristics. Moreover, the state should address the issue of providing medical services to more vulnerable categories of citizens to ensure the necessary living conditions. Today this is quite relevant, as Ukraine lags far behind developed countries in these indicators.

4 CONCLUSIONS

A study of the state of theoretical support for health care reform in Ukraine and abroad suggests that specific data on the state of society in a country dictates ways and means to improve the organization of the health care system and its state regulation. Changing economic and social relations create the conditions for the existence of different types of health care systems.

Any health care system has a goal, which can be formulated as providing affordable, high-quality medical care to the population, improving the health of society as a whole and each individual citizen.

Obviously, there is no ideal health care system outside of a particular political and economic situation. The development of society, science, and health care practice forces to carry out reforms in this area, to try to increase the efficiency of the country's health care system, to improve its structure, to specify the functions of the elements in health care systems, optimize their interaction. Society determines the features of the health care system, its legal basis,

mechanism, and ways to meet the needs of citizens in health care, providing these needs with the necessary resources. Healthcare is a dynamic system so this area is constantly evolving, improving and reforming.

In a view of all the above, we can list the tasks that usually need to be addressed in the process of health care reform:

- creation of a new legislative framework for health care, meets the requirements of the time and the current economic situation.

- development of mechanisms for adapting the health care system to work in new conditions.

- bringing in line with the goals and objectives of the reform of methods of interaction between health and the economy - development of mechanisms for financing health care.

- development and implementation of organizational principles of functioning of health care institutions in new conditions.

European countries have also been identified as having problems with their health care systems. However, due to the long path of development and focus on quality medical services, there are effective systems that can ensure a high standard of living and quality medical care.

Improving the health care system involves a number of measures and the introduction of modern mechanisms of state regulation of health care in Ukraine. Among the main mechanisms are professional and personnel fulfilment of the health care sector, logistics and information mechanism, as well as the mechanism of financial support of state regulation of the health care system.

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