

ინოვაციური ეკონომიკა და მართვა

INNOVATIVE ECONOMICS AND MANAGEMENT

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ჯანდაცვის სისტემის ფინანსირების რეფორმირება უკრაინაში: რეფორმის პოტენციური საფრთხეები და წარმატებები

REFORMING THE HEALTH FINANCING SYSTEM IN UKRAINE: POTENTIAL THREATS TO THE SUCCESS OF THE REFORM

ანოტაცია. ნებისმიერი სახელმწიფოს ერთ-ერთ უმთავრეს ამოცანას წარმოადგენს ჯანდაცვის სისტემის ეფექტური ფუნქციონირების უზრუნველყოფა, კვალიფიციური სამედიცინო მომსახურების მიწოდება და მოქალაქეთა ჯანმრთელობის შენარჩუნება. უკრაინის ტერიტორიაზე სამედიცინო რეფორმის დანერგვის პროცესი ამ სფეროს განვითარების საკმაოდ რთული და მნიშვნელოვანი ეტაპია. ჯანდაცვის სფეროში არსებული ცვლილებების დინამიკის მაღალი დონე და პრობლემის სირთულე მოითხოვენ იმ საფრთხეების ღრმა შესწავლას, რომლებიც შეიძლება შეგვხვდნენ რეფორმების რეალიზაციის გზაზე. სტატიაში განხილულია ჯანდაცვის სისტემის ფინანსირების რეფორმირების პროცესები უკრაინაში 2017-2020 წწ სამედიცინო რეფორმის შესაბამისად. ჩატარებულია უკრაინის ჯანდაცვის სისტემის ფუნქციონირების ძირითადი პრინციპების ფუნქციონირების შედარებითი ანალიზი რეფორმებამდე და რეფორმის შემდეგ. გამოვლენილია რეფორმების რეალიზაციის პოტენციური საფრთხეები და შემოთავაზებულია მათი თავიდან აცილების გზები ზოგიერთ ნორმატიულ-სამართლებრივ აქტებში ცვლილებების შეტანის გზით; სამედიცინო სფეროს კანონმდებლობის კოდიფიკაცია, რაც ხელს შეუწყობს ცნებების უკეთესი სისტემისა და განსაზღვრებების ფორმირებას. ფინანსირების ახალი მექანიზმის თანახმად ძირითად წყაროდ რჩება საერთო სახელმწიფო გადასახადები, მაგრამ თანხების მუდმივი უკმარისობის გამო პრაქტიკამ გვიჩვენა მისი დაბალი ეფექტურობა. პრობლემის გადაწყვეტა შეიძლება შესაძლებელი იყოს საერთო სავალდებულო სახელმწიფო სოციალური სამედიცინო დაზღვევის შემოღებით. სამედიცინო დარგის რეფორმა, რომლის რეალიზებაც ამჟამად ხდება უკრაინაში, მიზნად ისახავს ჯანდაცვის დარგში არსებული პრობლემების მოგვარებას და მიმართულია მოსახლეობისათვის სამედიცინო დახმარების ხარისხის ამაღლებისა და მისანდომლობის უზრუნველყოფისაკენ. განსაკუთრებული ყურადღება ეთმობა პირველადი სამედიცინო დახმარების სისტემის რეფორმირებას, კერძოდ სოფლად. აქედან გამომდინარე, სამედიცინო რეფორმის წარმატებით დანერგვისათვის განსაკუთრებულად მნიშვნელოვნად მიგვაჩნისამისი რეალიზაციის დროს შესაძლო საფრთხეების აღმოფხვრა.

საკვანძო სიტყვები: ჯანდაცვის სისტემის ფინანსური მხარდაჭერა, სამედიცინო რეფორმა, პირველადი სამედიცინო-სანიტარული დახმარება, სამედიცინო მომსახურების მიწოდების სახელმწიფო რეგულირება, სამედიცინო მომსახურება.

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ABSTRACT. Ensuring the functioning of an effective health care system, the provision of qualified medical services and maintaining the health of citizens are among the most important tasks for any state. The process of introducing medical reform in Ukraine is a rather complicated and important stage in the development of this sphere. The high level of dynamics of change and the complexity of the problems in the health sector require an in-depth study of the threats that can be encountered on the way to reform implementation. The article discusses the processes of reforming the system of financing health care in accordance with the medical reform in Ukraine in 2017-2020. A comparative analysis of the basic principles of the functioning of the health system of Ukraine before and after the reform. Potential threats to the implementation of the reform have been identified and ways have been proposed to prevent them by amending certain regulatory acts; codification of medical legislation, which will help to form a more advanced system of concepts and definitions. According to the new financing mechanism, national taxes remain the main source, but practice has proven low efficiency due to the constant lack of funds. The solution to the problem may be the introduction of obligatory state social health insurance. The reform of the medical industry, which is currently being implemented in Ukraine, aims to solve a number of problems in the health care system and is aimed at improving the quality and accessibility of median assistance for the population. Particular attention is paid to the reform of the primary health care system, particularly in rural areas. Thus, for the successful implementation of medical reform is extremely important to eliminate possible threats in its implementation.

Key words: financial support of the health care system, medical reform, primary health care, state regulation of provision of medical services, medical service.

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ANALYSIS OF RECENT RESEARCH AND PUBLICATIONS.

The issue of the formation of the health insurance system in Ukraine was studied by such domestic scientists as O. Voronina [1], O. Rubtsova [2], T. Steciuk [3], T. Kaminskaya [4] and others. The issues of reforming the healthcare sector and the role of the state in these processes were reflected in the publications of N. Avramenko [5], O. Firsova [6], G. Slabky [7] and others. At the same time, the complexity of the problem and the high level of dynamics of the changes taking place in the field of health care necessitate an in-depth study of the threats to the success of the implementation of medical reform in Ukraine.

PRESENTATION OF THE MAIN MATERIAL.

The importance of a sustainable functioning of the health care system in the state is difficult to overestimate. The state regulation of the proper development of the health sector guarantees not only the improvement of the social welfare of the population, but also improvement in the economic sphere, as a healthy nation is more productive.

The Constitution of Ukraine confirms the human right to free and affordable medical care in communal and state health care facilities. However, getting qualified medical care free of charge in Ukraine today is a difficult task. Medical institutions have introduced payment for treatment either by making a charitable contribution, or by purchasing the necessary medicines for treatment. The consequence of the formal approach to the guarantee of medical care was the loss of citizens in public medicine. Hence, one of the most important aspects of the functioning of the medical sector is its proper financial support.

According to the State Statistics Service of Ukraine, funds allocated for the medical sector currently cover, first of all, the cost of maintaining staff and paying for utilities. In particular, 64% of the total public funding is spent on wages of medical workers, 10% - on utility bills, 24% - on production of services, 2% are other expenses [8].

In terms of mortality rate among the countries of the world in 2017, Ukraine ranked fifth, with a life expectancy of 150, which is a direct consequence of health problems [9].

The underfunding of the health care system requires the Government of the country to build an effective model of financial support for medicine, which will include both compulsory and voluntary health insurance.

The reform of the medical sector, currently being implemented in Ukraine, aims to address a number of health financing problems. Among the main steps of the reform, the implementation of which is scheduled for the period from 2017 to 2020, we note the following:

- introduction of a new model of financing primary health care;
- creation of a national customer of medical services;
- creation of an electronic medical information system;
- formation of a new model of financing of secondary and tertiary medicine;
- the establishment of hospital districts;
- introduction of reimbursement system;
- ensuring the autonomy of budgetary institutions health care system.

The main principles of the state reform of the health care system of Ukraine are the introduction of amendments to the mechanism of financial provision of the medical sector. The main principles of the planned changes were set out in the relevant Concept of Health Care Financing Reform, which was approved by the Decree of the Cabinet of Ministers of Ukraine dated November 30, 2016 No. 1013-p [10]. They include:

- introduction of a state guaranteed package of medical care;
- formation of a single national customer of medical services;
- creation of new opportunities for the implementation of local authorities' powers in the field of health care;
- autonomy of medical care providers;
- introduction of the principle of "money goes for the patient";
- development of a modern system of management of medical information.

As a result of the implementation of medical reform, the list of principles and approaches to healthcare is expanding. The main approach in this approach is patient orientation and availability of medical care. The main characteristics of the changes proposed by the reform are evident when comparing with the peculiarities of providing medical care before the beginning of the reform (Table 1).

The reform of the health care system currently being implemented in Ukraine aims to introduce effective mechanisms for the provision of medical care. However, notwithstanding the compliance of its basic principles and proposed measures with the urgent needs of Ukrainian medicine, as well as the current world trends in medical care, not all aspects have been taken into account. Let's dwell on some of the potential threats to the success of the reforms that need to be addressed.

It should be noted that the implementation of medical reform is based on a set of normative and legislative acts. The basic principles of medical reform are set out in the Laws of Ukraine "On State Financial Guarantees of Medical Care of the Population", "On Amendments to Certain Legislative Acts of Ukraine Regarding Improvement of Legislation Regarding Activities of Health Care Institutions", "On Increasing the Availability and Quality of Medical Services in Rural terrain". Also, several by-laws were adopted, which clarify the provisions of the above-mentioned laws - the CMU resolutions, Orders of the Ministry of Regional Development of Ukraine, Orders of the Ministry of Health of Ukraine. However, the separate provisions of these documents contradict each other. We believe that the elaboration and implementation of the Medical Code of Ukraine would avoid contradictions and would facilitate the systematization of approaches to the functioning of the health care system.

Table 1. A comparative analysis of the basic approaches to the provision of medical services in Ukraine before and after the reform

Criterion	What happened before the reform	What does reform offer
The essence of the medical care provided	Episodicity of medical care orientation to the treatment of cases of the disease.	Continuity of medical care the focus on disease prevention, the management of chronic diseases.
Financial support	Funding at the expense of budget funds at different levels, hospital planning, based on the budget limit for the year and subvention in case of its receipt.	Creating an "unfragmented budget", introducing a guaranteed package of medical care. Getting hospital funding in terms of workload.
Fund manager	Relevant bodies of executive power and local self-government.	The only national customer of medical services is the National Health Service of Ukraine.
The mechanism of relationship "supplier - customer" medpulse	Command-administrative model.	Implementation of a contractual relationship model, granting health care providers the status of autonomy.
Subject of financing	Financing of cost items in view of the need to maintain the infrastructure of a medical institution: beds, regular units.	The introduction of the principle of "money goes for the patient"
Management of medical information	An outdated system of patient registration for paper card files.	Introduction of electronic registers, data exchange protocols, patient identification systems

Source: compiled by the author.

Some changes should be made to the Law of Ukraine "On the basis of the legislation of Ukraine on health care". In particular, in the normative legal acts defining the new conditions for the functioning of the health care system, the term "medical service" is used, but its definition does not contain any of the laws. The codification of legislation in the medical sphere will allow us to form a more perfect system of concepts and definitions.

According to the new financing mechanism of the health care system, the main source of financing in Ukraine is national taxes. However, the practice of preemptive use of such an instrument proved its low efficiency due to the constant lack of funds. A broad diversification of the sources of funding for the industry should be envisaged.

Despite the urgency of the problem of inadequate financing of medicine and the active discussion of the need for the introduction of mandatory state health insurance in Ukraine, consideration of draft laws on its implementation has been suspended. Given the need to finance a significant amount of expenditures, which requires the implementation of the measures proposed by the reform, the need for medical industry in funds is only increasing. One of the options for solving the problem of inadequate financial support for the health sector may be the introduction of a compulsory state social health insurance.

Problematic issue is personnel provision of medical institutions in the countryside. The government proposes that local governments use the incentive system to attract qualified medical personnel to rural medicine. However, it is doubtful that all local governments are able to independently identify and finance such incentives for physicians.

There is a risk that there will not be any medical worker in newly built and equipped outpatient clinics. Today in rural areas there is a significant lack of primary care physicians. Involvement of medical workers in rural areas should be carried out as a complex of measures, which include not only material incentives, but also housing, car, communication facilities, etc.

In our opinion, in order to provide assistance to local authorities, it is appropriate to develop a national program to stimulate the provision of medical services in rural areas.

There is also the risk of a situation in which a doctor invited by the community signs a declaration of the inhabitants of another community. At the same time, the invitees community provided laboratory equipment, provided housing to the doctor, while residents of another community received medical care. Since one doctor-therapist does not have more than two thousand people for medical care, some residents of the inviting community may not even sign a declaration with a visiting doctor. From the point of view of the Ukrainian legislation, there are no violations in such an organization providing primary health care, but the rights of the community are violated. However, nobody has the right to oblige doctors to sign declarations with the population of a specific community. Therefore, today this issue remains open and requires consideration and legislative regulation.

It is important to ensure the training of medical staff. In addition to the training of young professionals and the implementation of government orders in higher education institutions, attention should be paid to retraining in accordance with the peculiarities of the new mechanism of functioning of the health system of already practicing medical workers. In particular, a significant number of primary care physicians are retired people who do not always have the perfect computer skills, but have intentions to continue to work in the health care system. For such physicians it is necessary to conduct seminars explaining the specifics of the use of the medical information system.

Another problem is that most family doctors today are former medical professionals who have specialized in a particular area. To practice a family doctor, a broad specialization is required. That is why the focus should be on checking the qualifications of a physician who intends to carry out family practice and, if necessary, to provide retraining for such a healthcare worker.

Local state administrations should assume the role of controlling the quality of purchased medical equipment and equipment and the progress of the provision of medical facilities by them. But even with the purchase of certain equipment, there is a question of its operation. In particular, according to the equipment board, the ambulance should be provided with a car, and funds from the state budget are allocated for its procurement. However, for the maintenance of a vehicle, the chief physician may not want to spend money from the NHS.

In connection with the introduction of the national eHealth system, it is important to ensure the protection of personal data of patients and physicians contained in this system. At the legislative level, responsibility for hijacking and trade in such data should be strengthened. In practice, the protection of the electronic system requires the use of effective software products and compliance with the requirements of the legislation on information protection in information and telecommunication systems.

The functioning of the electronic health system as a whole and its individual components requires the proper continuity of the servers and the availability of high-quality Internet.

Legislators paid special attention to the infrastructure of territorial communities, because it largely determines the availability of not only secondary and tertiary, but also primary care. In accordance with the Order of the Ministry of Health of Ukraine and the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine "On Approval of the Procedure for the Formation of Potential Networks of Provision of Primary Health Care" dated February 6, 2018 No. 178/24 [11], the level of access to the place of delivery of PMD is determined for a distance of no more than seven kilometers. In fact, this distance is not too small, especially in view of the underdeveloped transport infrastructure.

The Law of Ukraine "On improving the accessibility and quality of health care in rural areas" identifies the development of transport infrastructure as one of the areas of development of health care in rural areas. Consequently, the

implementation of approved norms of laws on infrastructure development is necessary, which is possible in case of the allocation of necessary funds for this.

Any implemented reforms should be supported by the public, the actors for whom reform is being implemented. Therefore, the implementation of medical reform requires information and awareness campaigns that would provide information on the proposed changes, the course of reforms and the expected result. It is important to choose channels of communication with the public. The largest amount of information on reform is available on the Internet, while most rural residents have an elderly age and do not have access to electronic networks. Therefore, the best means by which you can inform such people - local radio and print media.

Consequently, the reform of the health care system that is currently being implemented in Ukraine is aimed at improving the quality and accessibility of medical care for the population. Particular attention is paid to reforming the system of primary health care, in particular, in rural areas. However, in spite of the positive and progressive changes proposed by the reform as a whole, it is possible to identify some threats to its implementation. Their breakthrough can be:

- codification of the legislation regulating the functioning of the health care system;
- introduction of compulsory state health insurance;
- development of a state program for the involvement of medical workers in rural areas;
- training and retraining of medical workers;
- development of transport infrastructure in rural areas;
- Enhanced protection of personal data of patients and physicians contained in the electronic system e-Health;
- A broad awareness campaign on the basic principles of medical reform and healthy lifestyle promotion campaigns.

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