

DOI: <https://doi.org/10.32782/2524-0072/2024-60-155>

UDC 33.338.4

# DEVELOPMENT OF THE CONCEPT OF THE DEVELOPMENT OF THE HEALTH CARE SECTOR

## РОЗРОБЛЕННЯ КОНЦЕПЦІЇ РОЗВИТКУ СФЕРИ ОХОРОНИ ЗДОРОВ'Я

**Shyshka Ihor**

Doctoral Student,

Classic Private University, Zaporizhzhia

ORCID: <https://orcid.org/0009-0003-4365-8638>**Шишка Ігор Васильович**

Класичний приватний університет, м. Запоріжжя

The article develops a conceptual approach to the process of strategic planning of long-term development of the health care sector, determination of strategic and tactical goals of such development. The development of the concept of the development of the health care sector uses the following results: the results of SWOT analysis, which justify the feasibility of applying recovery, restructuring and reengineering strategies; the results of the analysis of global trends in the development of the health care sector (increasing demand for care outside hospitals, shortage and exhaustion of medical workers, deterioration of mental health, increasing the role of personal relationships between the patient and doctor, increasing demand for affordable and safe treatment, remote monitoring and interaction between health care institutions, increasing use of mobile applications and information technologies); the results of identification and assessment of the impact of fundamental and specific risks; the key values and guiding principles of industry reform determined by the Ministry of Health of Ukraine. A system of factors affecting the development of a long-term strategy for the development of the healthcare sector of Ukraine is built. The article determines that the most important priorities of the health care sector are the further reform of the sector, ensuring European integration and post-war reconstruction. The indicated priorities are strategic goals, within each of which tactical goals are developed (digitalization of management and medical processes; formation and development of medical personnel; development of institutions of the health care system; creation of effective hospital districts; development and improvement of the management efficiency of medical facilities; improvement of quality the development of the public health system, the implementation of the public health system, the alignment of the processes of the provision of medical services with the EU standards provision of basic medical services; provision of physical and mental health of the population; measures to achieve the specified tactical goals are proposed: development of comprehensive strategies anti-crisis programs; ensuring a sufficient amount of funding; social development of collectives and social protection of employees; increasing the efficiency of communication processes in medical institutions; creation of conditions for employees' motivated improvement of their own qualifications; solving organizational problems of the formation of hospital districts, promoting the improvement of the efficiency of the management of medical institutions.

**Keywords:** concept, strategic goals, tactical goals, restoration, restructuring, reengineering, reformation, Eurointegration processes, post-war reconstruction.

У статті розроблено концептуальний підхід до процесу стратегічного планування довгострокового розвитку сфери охорони здоров'я, визначення стратегічних і тактичних цілей такого розвитку. Для розроблення концепції розвитку сфери охорони здоров'я використано: результати SWOT-аналізу, які обґрунтовують доцільність застосування стратегій відновлення, реструктуризації і реінжинірингу; результати аналізу світових тенденцій розвитку сектору охорони здоров'я (зростання попиту на отримання допомоги поза лікарнями, дефіцит і виснаження медичних працівників, погіршення психічного здоров'я, підвищення ролі особистісних стосунків між пацієнтом і лікарем, зростання попиту на доступне та безпечне лікування, дистанційний моніторинг та взаємодія між установами охорони здоров'я, зростання масштабів застосування мобільних додатків і інформаційних технологій); результати ідентифікації і оцінки впливу фундаментальних і специфічних ризиків; визначені МОЗ України ключові цінності і керівні принципи реформування галузі. Побудовано систему чинників, що впливають на розроблення довгострокової стратегії розвитку сфери охорони здоров'я України. Визначено, що найбільш вагомими пріоритетами сфери охорони здоров'я є подальше реформування галузі, забезпечення євроінтеграції і повоєнна відбудова.

**Ключові слова:** концепція, стратегічні цілі, тактичні цілі, відновлення, реструктуризація, реінжиніринг, реформування, євроінтергаційні процеси, повоєнна відбудова.

**Introduction.** A conceptual approach to the development of a health care development strategy allows us to determine key directions, priorities and development technologies taking into account key values, the influence of a number of factors of the external and internal environment, modern global development trends and potential risks of achieving strategic and tactical goals. Developed in 2023, the draft of “Strategies for the development of the health care system until 2030” does not provide a holistic and systematic understanding of the priorities of the long-term development of the industry.

**Analysis of recent researches and publications.** Ukrainian and foreign communities of scientists pay a lot of attention to the issues of further development of the health care system of Ukraine, which is connected both with significant gaps in the measures of pre-war reform of the industry, and the need for its post-war reconstruction. Among the authors are: Y. Horodnichenko, I. Sologub, B. Veder di Mauro, Y. Dzhigrya, K. Mainzyuk, A. Murphy, K. Propper [3], K. Bredenkamp, T. Dmytrachenko, O. Doroshenko, K. Fishchuk, Ya. Habikhta, D. Katsina, O. Yanovska, P. Pavlenko, B. Zinnera [4], T. Yurochko, O. Bablyaka, T. Badikova, V. Skibchyka, D. Kupyru, V. Kurpitu [5].

Developing strategic and tactical goals for the long-term development of the field of protection, the following normative legal acts were also developed: the Law of Ukraine “On the Public Health System” dated June 9, 2022 No. 2573-IX [6], the Law of Ukraine “On Amendments to Certain legislative acts of Ukraine on improving the provision of medical care” dated July 1, 2022 No. 2347-IX [7], the Law of Ukraine “On Insurance” dated November 11, 2021 No. 1909-IX [8], Decree of the Cabinet of Ministers of Ukraine “Some issues of organizing a capable network of institutions of Health Care” dated February 28, 2023 No. 174 [9] and two revisions of the “Health Care System Development Strategy until 2030” dated February 23, 2022 and February 13, 2023 [1; 2].

Despite the considerable amount of work carried out by the developers of strategic plans for the development of the industry and the authors of analytical reports, the authors consider it necessary to offer a conceptual approach to the process of strategic planning for the long-term development of the health care sector of Ukraine.

**The purpose and objectives of the study.** Understanding the potential directions of directing efforts to ensure long-term development of the

health care sector requires the determination of strategic priorities and tactical goals and objectives, which should be indicated in the corresponding strategic plan. Currently, there are two editions of the “Health Care System Development Strategy until 2030” [1; 2], which have the same shortcomings, as: the lack of consideration of the influence of factors of the external and internal environment of the industry, the most widespread global trends in the development of the health care system, the influence of current external and internal risks, the full range of necessary actions to ensure European integration, the main gaps in the process of reforming the industry.

The purpose of the article is to develop a conceptual approach to the process of strategic planning of the long-term development of the health care sector, to determine the strategic and tactical goals of such development.

**Presentation of the main results.**

**Factors of influence on the development strategy of the health care sector of Ukraine**

The results of the SWOT analysis determine that the optimal strategies for the further development of the health care sector of Ukraine are the strategies of the “Weakness and Threats” field of the SWOT matrix, since it is the external threats and weaknesses of the industry that have a numerical advantage. It is substantiated that the most appropriate strategies in this case are recovery, restructuring and reengineering strategies. The essence of these strategies is to improve the regulatory and legal support for the functioning of the industry; implementation of organizational, economic, technological and social transformations in order to improve the quality of medical services and manage the assets of medical institutions; radical rethinking of the processes of managing the activities of medical institutions.

The development of a strategy for the development of the industry requires taking into account certain global trends in the development of the health care sector, among which are: the growing demand for care outside hospitals, the shortage and exhaustion of medical workers, the deterioration of mental health, the increasing role of trusting personal relationships between the patient and the doctor, the growth demand for affordable and safe treatment, remote monitoring and interaction between health care institutions, increasing use of mobile applications (telemedicine, digital prescriptions and medical records, remote monitoring of patients using wearable devices, personalized medicine and

genomics, game applications, retail security health, clinical and fitness solutions, FinTech, mental health care) and information technology (big data, artificial intelligence, Internet of things, augmented and virtual reality, cloud computing, predictive analytics, chatbot, cyber security and data privacy, nanotechnology, 3D bioprinting and implants). The most intensive growth is expected for the volumes of medical technologies, the telemedicine sector, predictive analytics and the volumes of use of artificial intelligence.

To ensure the viability of the strategy, it is also necessary to take into account the influence of external and internal risks of its implementation, among which socio-political, personnel and production-financial risks have the greatest weight. At the same time, it is determined that socio-political and personnel risks have a tendency to increase during the next two years.

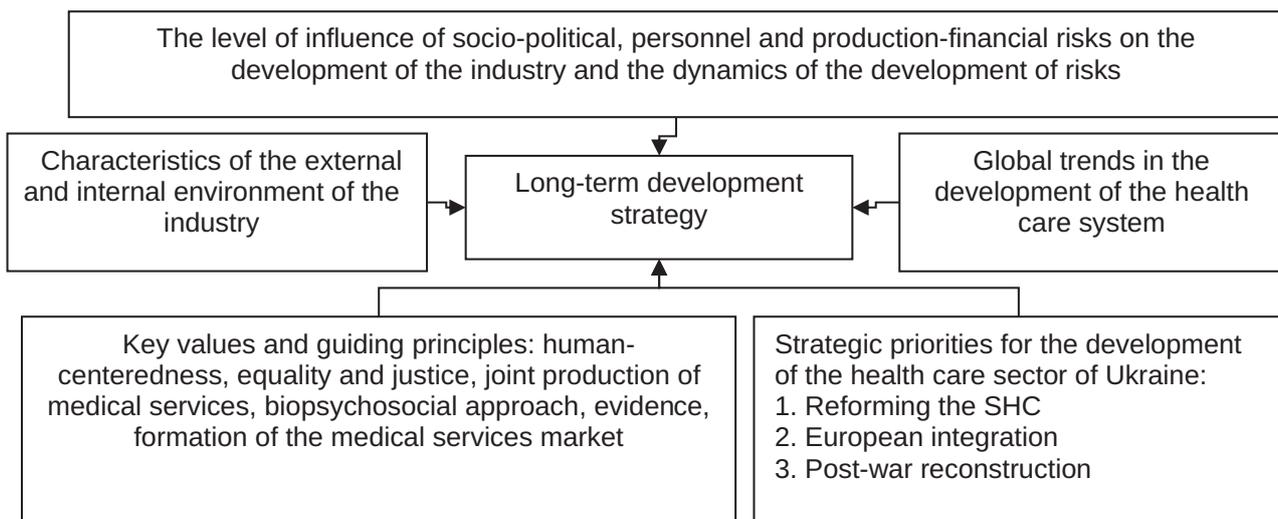
Acceptance as development priorities (strategic goals) of the health care system of the directions indicated by the Chairman of the Verkhovna Rada Committee on National Health, Medical Care and Medical Insurance M. Radutsky [10], which provide for the continuation of reform, ensuring the processes of European integration and post-war recovery, as well as taking into account the above-mentioned factors, create the basis of a conceptual approach to the development of a long-term strategy for the development of the industry. Also, a mandatory condition for the development and implementation of a strategy for the long-term development of the health care sector is the observance of key values and guiding

principles, namely: human-centeredness, equality and justice, joint production of medical services, biopsychosocial approach, evidence and formation of the market for services in health care sector (Figure 1).

**Strategic priorities and tactical goals of the development of the health care sector of Ukraine**

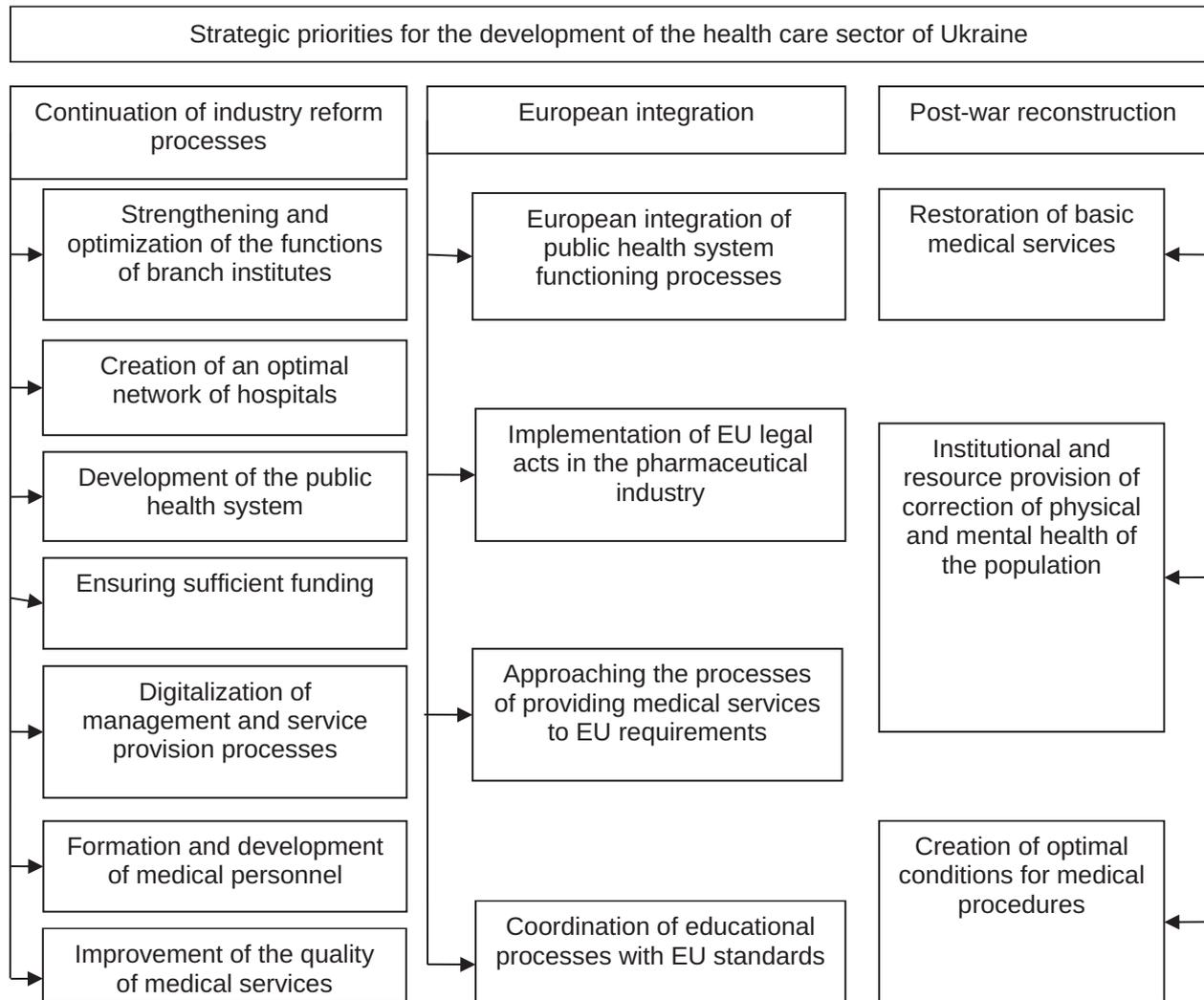
In our opinion, the strategic goal of “Continuing the reform of the health care sector of Ukraine” is to provide for the achievement of the following results: digitization of the processes of managing the health care system and providing medical services; ensuring the formation and development of medical personnel; ensuring the development of institutions of the health care system; restructuring of the industry by creating efficient hospital districts; stimulating and supporting the development and increasing the efficiency of the management of medical facilities; creation of conditions and appropriate resource provision for improving the quality of medical services; development of the public health system; ensuring sufficient amounts of funding for the health care sector (Figure 2).

The specified tactical goals correspond to the essence of restructuring and reengineering strategies (Table 1). To specify the content of tactical goals, it is necessary to specify the appropriate list of measures. All measures to achieve tactical goals indicated in the table involve the performance of a number of operational tasks, but listing them in a strategic plan is impractical, as it overburdens the content of the document.



**Figure 1. A system of factors affecting the development of a long-term strategy for the development of the health care sector of Ukraine**

Source: developed by the authors



**Figure 2. Strategic priorities and tactical goals for the development of the health care sector of Ukraine until 2030**

*Source: developed by the authors*

It is advisable to apply the main methodological approaches and methods of the reengineering strategy in the areas of finding sources of financing for the development of the industry, ensuring the digitization of the processes of management and provision of medical services, the development of medical workers, increasing the efficiency of the management of medical institutions and improving the quality of medical services, since all these processes require a radical rethinking.

One notes that the issues of financing and introduction of IC-technologies are to be considered during the planning of any of the operational measures. However, the determination of the main tactical goals and tasks in the indicated directions allows to ensure the systematicity of further actions.

The second strategic priority for the development of the health care sector of Ukraine until 2030 is to ensure the implementation of European integration processes. As a result of the initial assessment of the state of implementation of the legal acts of the European Union, among the directions of European integration activities in the field of health care, the Ministry of Health identified: public health (sanitary and phytosanitary measures, living environment, biological threats, tobacco, precursors and drugs, workers' health), the pharmaceutical industry (visa-free pharmacy, preclinical and clinical trials, pharmacovigilance, drug registration, drug verification, medical technology assessment, proper laboratory practice, medical products, cosmetic products), medical services (transplantation, blood system,

cross-border medical assistance, the quality of medical services, the fight against cancer) and medical education (adjustment of the duration of postgraduate studies with EU standards, introduction of residency, convergence of educational programs of Ukraine and EU countries) [11]. That is, the legal framework of the specified directions and their components needs appropriate coordination with the normative acts of the European Union.

The above-mentioned directions of European integration processes essentially determine tactical goals, the achievement of which will ensure the achievement of the strategic goal. The content and methods of implementing tactical measures aimed at achieving tactical goals correspond to strategies of recovery, restructuring and reengineering (Table 2).

The third strategic goal of the long-term development of the health care sector is the post-war reconstruction of the health care system.

Currently, several recovery plans are developed. They are:

- “Plan for the recovery of the health care system of Ukraine from the consequences of the war for 2022–2032. Version 2.4 (July 21, 2022)” [12], developed by specialists of the Ministry of Health;

- “Priorities in restoring the health care system of Ukraine. Joint document for discussion” [4], developed in December 2022 by experts from the WHO, the Delegation of the European Union to Ukraine, the United States Agency for International Development in Ukraine (USAID Ukraine) and the World Bank for the next 18-24 months;

- “Reconstruction of Ukraine: principles and policy. Paris Report 1” [3], compiled by experts from the Center for Economic Policy Research (CEPR), who are specialists in public finance, global health, social psychology, public economics and health economics.

Table 1

**Tactical goals according to the strategic priority  
“Continuation of the reform of the health care sector of Ukraine”**

The type of strategy	Tactical goals	Measures to achieve the tactical goal
1	2	3
Restructuring	Ensuring the development of institutions of the health care system	To strengthen the institutional stability of the NSHC by increasing the level of its autonomy
		Create and ensure the effective functioning of an independent state body that will be responsible for drug registration and market control of drugs and medical products
		Review the functions of the Public Health Center to ensure decentralization of public health system management
		To ensure optimization of the apparatus of the Ministry of Health by removing extraneous functions
		Define and normatively ensure roles and responsibilities for governance in the health care system at the national, regional and local levels
	Restructuring the industry through the creation of hospital districts	To ensure the formation of capable networks of hospitals taking into account the existing needs of the population during martial law and in the post-war period
	Development of the public health system	Ensure the performance of basic public health functions by creating a network of disease control and prevention centers with the appropriate resource base
		To ensure the timely implementation of measures to prevent the occurrence and overcome the consequences of emergency situations
Create conditions for the formation and maintenance of a valuable attitude to health		

(End of Table 1)

1	2	3
Reengineering	Ensuring sufficient funding for the health care sector	Create conditions for attracting investments and increasing the economic attractiveness of the medical industry
		To contribute to the development of regulatory and legal regulation of public-private partnership in the health care system
		To develop clear rules for the development of the voluntary medical insurance market
		Develop and implement an effective model of mandatory state health insurance
		Introduce additional mechanisms for ensuring financing of the health care system
	Digitization of health care system management processes and provision of medical services	To meet the infrastructural needs of digitalization of medicine
		Introduce standardization and technical regulation electronic medical information systems
		Ensure information protection and cyber security
		Create conditions for increasing the level of cyber literacy and cyber hygiene of doctors and patients
	Ensuring formation and development of medical staff	Create a register of human resources for health care
		Expand the qualification requirements for nurses/nurses and involve non-medical workers at the community level in the provision of medical services
		To introduce effective mechanisms for encouraging medical workers working in rural areas
		Introduce tools for professional liability insurance of medical workers
		Introduce individual licenses for doctors and specialists for medical practice
	Creation of conditions for improving the quality of medical services and corresponding resource provision	Regulate educational models of training managers of medical facilities
		Normatively regulate the mechanisms of licensing and accreditation of health care institutions
		Implement effective tools for monitoring the quality of medical services and the effectiveness of medical institutions
		Create conditions to ensure the capacity of national science and technology parks to carry out research and development in the field of health care
		Create appropriate conditions for the involvement of the private sector as a full-fledged participant in SHC
		Expand the list of medical services within the PMC and pay for actually provided services
		Prioritize prevention and early detection services based on a proactive approach
		Provide financial protection of people when receiving state-guaranteed medical services

Source: developed by the author

The plan of the Ministry of Health includes all aspects of further reform of the industry as priorities for recovery, while the developers emphasize the need to meet the special needs

of people, including IDPs and war veterans. According to WHO experts, the main priorities of post-war reconstruction should be the restoration of basic medical services, correction of the

Table 2

**Tactical goals on the strategic priority  
“Ensuring the implementation of European integration processes”**

The type of strategy	Tactical goals	Measures to achieve the tactical goal
Restoration	European integration of public health system functioning processes	To ensure the normative and legal regulation of legislative acts on the prevention and control of diseases in accordance with EU acts
Reengineering		Create an operational information mechanism for early warning of risks and emergency situations in the field of public health, integrated with other structures involved in emergency response and international operational warning systems (WHO, EU and others)
Restoration	Implementation of EU legal acts in the pharmaceutical industry	Ensure harmonization of the regulation of production, registration and circulation of medicinal products with EU legislation
Restructuring		Continue taking measures to harmonize the system of clinical trials in accordance with EU standards and directives
		To ensure the conditions of operation of the laboratory network that meet WHO standards
Restoration	Approaching the processes of providing medical services to EU requirements	Introduce tools for pharmacovigilance, registration and verification of medicinal products in accordance with EU standards
		Strengthen the mechanisms of cross-border exchange of information, international cooperation and scientific cooperation
Restoration	Approaching the processes of providing medical services to EU requirements	Ensure harmonization with EU legislation of the principles of development, adaptation and adoption of clinical recommendations in the health care system
		Strengthen control over the observance of intellectual property rights, including by fully introducing the Bolar principle and other modern tools into national legislation
Restructuring	Approaching the processes of providing medical services to EU requirements	To ensure the functioning of the national blood system to guarantee equal and timely access of patients to safe and high-quality components of donor blood by the state
Reengineering		Ensure the removal of national and regional barriers to the development of transplantology
		Start using paper express test systems for screening and diagnostic programs
Restoration	Coordination of educational processes with EU standards	To contribute to the regulation and development of the field of medical tourism in Ukraine
Reengineering		Bring educational programs of higher medical education institutions into line with European requirements and ensure their regular review
		Introduce a modern model of residency based on international experience
		Integrate educational and scientific activities in the field of health care in accordance with the modern international context
	Ensure monitoring of the quality of educational activities of institutions of higher education and improve the system of independent assessment of the quality of training of education seekers	

Source: developed by the author

physical and mental health of the population, and the creation of optimal conditions for medical manipulations.

Experts of the Economic Policy Research Center emphasize the need to increase external sources of funding, clearly define the Medical Guarantee Program, modernize the outdated system of medical education, divide tasks between doctors and nurses, invest in staff retention and use of electronic medical records and information technologies, concentration of international funding at the disposal of an independent central agency, the transformation of the National Health Service into an autonomous strategic purchaser, the introduction of publicly

available performance indicators at the level of national health care authorities and medical service providers.

We consider the WHO proposals to be the most appropriate priorities for the post-war reconstruction of the health care sector (Table 3).

At the same time, the priority measures are to be: organization of monitoring of international aid inflows; increasing the number of family doctors; improving access to medicines; ensuring supervision of public health; reduction of maintenance costs of multidisciplinary hospitals thanks to energy-efficient building design technologies, use of actual data to take into account the needs of the population during

Table 3

**Tactical goals on the strategic priority  
“Ensuring post-war reconstruction of the health care system”**

The type of strategy	Tactical goals	Measures to achieve the tactical goal
Restoration	Restoration of basic medical services	Develop a system for monitoring humanitarian inflows to Ukraine
		Expand networks of primary medical care
		Improve access to medicines
		Create public health oversight bodies
		Reduce maintenance costs of multidisciplinary hospitals thanks to an ecological approach to building design
		Ensure the use of factual data, consideration of the needs of the population during martial law and in the post-war period when planning and implementing measures for the restoration, development and reform of the health care system
Reengineering		Ensure comprehensive consideration of the needs of veterans, the population located in the territories liberated from occupation and internally displaced persons
		To ensure the development of a multi-level integrated model of providing rehabilitation care, its proper financing and integration into all levels of medical care
	Institutional and resource provision of correction of physical and mental health of the population	To ensure the development of mental health services that are close to people and communities
		Develop a funding and procurement model for integrated services that require coordination of health and social services, including long-term care, child protection and mental health support services
Restructuring	Creation of optimal conditions for medical manipulations	To ensure the development and formation of national networks of traumatological, orthopedic, burn centers and reconstructive surgery centers of intensive care services
		To ensure the development of aeromedical evacuation, its integration into the health care system and interaction within the framework of the civil protection system;
		To ensure the development of palliative care and access to effective pain relief

Source: developed by the author

martial law and in the post-war period. All these measures are in line with the recovery strategy.

The development of new business processes is necessary for: comprehensive consideration of the needs of veterans, the population located in the liberated territories and internally displaced persons; development of an integrated model of providing rehabilitation assistance; development of mental health services that are close to people and communities; developing a procurement model for integrated services that require coordination of medical and social services, including long-term care, child protection, and mental health support services.

Creating optimal conditions for conducting medical manipulations thanks to the formation and development of networks of traumatological, orthopedic, burn centers, reconstructive surgery centers, and intensive care services; the development of aeromedical evacuation, palliative care and access to effective pain relief will require the implementation of organizational, economic, technological and social transformations.

There are measures to minimize the socio-political risks of implementing the health care development strategy (such as the instability of the political situation in the country, high level of corruption, inhibition of economic reforms, international and internal population migration, population aging) such as political, economic, infrastructural and social settlement by developing comprehensive anti-crisis programs. The minimization of personnel risks, namely the inappropriate level of remuneration of employees, resistance to changes, reduction of personnel potential, personnel turnover, ineffective motivation is possible thanks to the provision of a sufficient amount of funding, social development of teams, social protection of employees, increasing the efficiency of communication processes in medical institutions, creating conditions for employees motivated improvement of their own qualifications. The management of production and financial risks, among which the article determines insufficient amounts of funding, organizational and economic problems of the formation of hospital districts, unsatisfactory assortment policy of medical institutions, lack of risk management activities at all levels of the health care system, inefficiency of the management of medical institutions, should provide for: search and development of additional sources of financing, solving organizational problems of the formation of hospital districts, promoting the improvement

of the efficiency of the management of medical institutions.

Therefore, effective risk management and the fulfillment of all the above-mentioned tactical tasks to ensure the development of the health care system, first of all, requires the provision of sufficient amounts of funding for the implementation of measures for its reform, restoration and European integration.

**Conclusions.** The proposed conceptual approach to the development of a strategy for the long-term development of the health care sector involves taking into account the influence of a number of factors, including: global trends in the development of the health care system; characteristics of the external and internal environment of the industry; the impact of external and internal risks of strategy implementation, among which the most significant are socio-political, personnel and production-financial risks; key values and guiding principles; strategic priorities for the development of the sphere of health care of Ukraine. Tactical goals within the framework of the strategic priority regarding the continuation of industry reform are defined as: digitalization of management and medical processes; formation and development of medical personnel; development of health care system institutions; creation of effective hospital districts; development and improvement of management efficiency of medical facilities; improving the quality of medical services; development of the public health system; ensuring sufficient amounts of financing. Among the tactical goals of the strategic priority "Ensuring the implementation of European integration processes" are defined: European integration of the processes of functioning of the public health system; implementation of EU legal acts in the activities of the pharmaceutical industry; approximation of processes of providing medical services to EU requirements, alignment of educational processes with EU standards. As the most expedient tactical goals of the post-war reconstruction of the health care sector, the priorities proposed by the WHO are identified, as: restoration of the provision of basic medical services; institutional and resource support for correction of physical and mental health of the population; creation of optimal conditions for medical manipulations.

There are measures to minimize socio-political, personnel and production-financial risks of strategy implementation, such as: development of comprehensive anti-crisis programs; ensuring a sufficient amount of

funding; social development of collectives and social protection of employees; increasing the efficiency of communication processes in medical institutions; creation of conditions for employees' motivated improvement of their own qualifications; solving organizational problems of the formation of hospital districts, promoting the

improvement of the efficiency of the management of medical institutions.

Prospects for further research in this direction may be the development of a system of measures to increase the amount of funding for the strategic development of the health care system.

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