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METHODOLOGICAL PRINCIPLES OF PUBLIC POLICY DEVELOPMENT ON HEALTHCARE STAFFING

The article provides a comprehensive analysis of the methodological principles of public policy development regarding human resources in the healthcare sector. It is noted that the majority of scientific works by domestic scientists are devoted to the study of public policy issues and management in the healthcare sector. All of them consider approaches to human resources policy and the competencies formation of healthcare managers.

It is proven that the result of the reform should be the creation of a national model of healthcare.

It's the activities and infrastructure will meet public needs and take into account the geographical, historical and cultural features of Ukraine. When developing and implementing reforms, it is necessary to take into account many regional features. Among them are the structure of morbidity, the material condition of medical and preventive institutions, the presence and characteristics of sports, medical and recreational facilities. We can't forget the importance of population density, the state of the transport and logistics sector, climatic and natural conditions, and the ecological situation in the region.

It is noted that today in the healthcare system of Ukraine, data is not calculated. The justified need for managerial personnel is not determined as well. So there is no Methodology for calculating the needs for managerial personnel in the healthcare system. Accordingly, it is not possible to ensure an effective state order for the training of managerial personnel. A particularly important direction of the state personnel policy in the healthcare sector should be the training and maintenance of a high professional level of managerial personnel. We must consider the formation of an effective personnel reserve, as well as the use of the method of current personnel rotation at the central and regional levels.

To achieve the best results in reforming the national healthcare sector, the personnel policy should be prioritized not formally, but reasonably developed taking into account the real needs of the industry. The proper level of medical services depends on two criteria. The first one is the quality of medical personnel training at different stages. And the second one is the training of managers for the medical industry.

Keywords: *public policy, human resources, healthcare, medical care payment mechanisms, advanced training.*

МЕТОДОЛОГІЧНІ ЗАСАДИ РОЗВИТКУ ПУБЛІЧНОЇ ПОЛІТИКИ ЩОДО КАДРОВОГО ЗАБЕЗПЕЧЕННЯ У СФЕРІ ОХОРОНИ ЗДОРОВ'Я

У статті проведено комплексний аналіз методологічних засад розвитку публічної політики щодо кадрового забезпечення у сфері охорони здоров'я. Зазначено, що більшість наукових праць вітчизняних учених присвячено вивченням питань державної політики й управління у сфері охорони здоров'я, а також розглядаються підходи до кадрової політики та формування компетентностей керівників сфери охорони здоров'я.

Доведено, що результатом реформування має стати створення національної моделі охорони здоров'я, діяльність та інфраструктура якої відповідатимуть суспільним потребам та враховуватимуть географічні, історичні й культурні особливості України.

Під час розроблення і здійснення реформ обов'язково мають враховуватися такі регіональні особливості, як структура захворюваності, матеріальний стан лікувально-профілактичних закладів, наявність та характеристики спортивних, лікувально-оздоровчих, рекреаційних закладів, щільність населення, стан транспортно-логістичної сфери, кліматичні і природні умови, екологічне становище в регіоні. Зазначено, що сьогодні в системі охорони здоров'я України не враховуються дані та не визначено обґрунтованої потреби в керівних кадрах, відсутня Методика розрахунку потреб у керівних кадрах системи охорони здоров'я, відповідно забезпечити ефективне державне замовлення на підготовку керівних кадрів не вдається можливим. Особливо важливим напрямом державної кадрової політики у сфері охорони здоров'я при цьому, має бути підготовка та підтримка високого професійного рівня керівних кадрів з формуванням дієвого резерву кадрів, а також використання методу поточної ротації кадрів на центральному та регіональному рівнях. Досягнення найкращих результатів у реформуванні вітчизняної охорони здоров'я галузева кадрова політика повинна виходити на пріоритетні позиції не формально, а обґрунтовано розроблятися з урахуванням реальних потреб галузі. Належний рівень надання медичних послуг залежить, в першу чергу, від якості підготовки медичного персоналу на різних етапах а також підготовки керівників для медичної галузі.

Ключові слова: *публічна політика, кадрове забезпечення, сфера охорони здоров'я, механізми оплати медичної допомоги, підвищення кваліфікації.*

Problem statement. Effective personnel policy is one of the powerful tools for reforming the healthcare sector. After all, the quality and timeliness of medical care depend primarily on the personnel availability, their expertise, and professionalism. Therefore, the national personnel policy development in the healthcare sector is an urgent need. It is also a condition for the successful implementation of reforms. This issue importance also lies in the fact that medical personnel is considered strategic capital. About 70% of all investments in the healthcare sector in the world are directed specifically to human resources. However, the human resources problems in the healthcare sector in Ukraine remain unresolved. They are deepening in the process of implementing reforms.

However, recently, significant changes have occurred. It happened because regulatory legal acts have been developed and adopted. They have initiated the reforming process of the healthcare sector. Thus, we have the Law of Ukraine dated 19.10.2017 № 2168-VIII “On State Financial Guarantees of Medical Services for the Population”, namely in clause 1 of article 4. It determines that

within the framework of the medical guarantees program, the state guarantees for some categories of people full payment from the State Budget of Ukraine for the medical services and medicines they need. These categories are citizens, foreigners, stateless persons permanently residing in the territory of Ukraine as well as the persons recognized as refugees or persons in need of additional protection,

The Law of Ukraine № 2002-VIII of April 6, 2017 “On Amendments to Certain Legislative Acts of Ukraine on Improving Legislation on the Healthcare Institutions Activities” initiated the process of changing the organizational and legal form to a municipal non-profit enterprise (automatization).

A decision was made to develop new mechanisms for paying for secondary (specialized) medical care using the example of the Poltava region by Resolution of the Cabinet of Ministers of Ukraine dated February 27, 2019 № 131. It says about “some implementing issues of a pilot project on the implementation of medical care state guarantees for the population under the program of medical guarantees for secondary (specialized) medical care in the Poltava region”.

Considering the above, the successful implementation of the healthcare system reform in Ukraine requires healthcare leaders to have appropriate knowledge, skills and abilities. In its turn this requires improving the system of training, retraining and advanced training of managerial personnel for the healthcare system.

Analysis of recent research and publications. Many domestic scientists have been concerned with the problems of personnel policy in the healthcare system. The need for training of management personnel is one of a great importance. In particular, M. Bilynska, V. Bogomaz, N. Vasyuk, D. Karamyshev, V. Knyazevich, T. Kurylo, V. Lekhan, L. Melnyk, T. Popchenko, Ya. Radysh, I. Rozhkova and others wrote about this problem.

However, they did not adequately consider the issue of forming a public policy on training managers for the healthcare system. They also didn't name the such problem as personnel reserve formation to fill managerial positions in the

healthcare system. In particular for the positions of medical institutions heads. That is why, at the current stage of healthcare system development in Ukraine, the issue of public policy on training managers for the healthcare system is of extreme relevance. It became the basis for choosing the topic of the current research and determined its relevance.

The purpose of this study is to substantiate the theoretical foundations and develop methodological provisions and practical measures to improve public policy on training managers for the healthcare system in the context of reforming the healthcare sector in Ukraine.

Presentation of the main material. The methodological principles study of the public policy development regarding staffing in the healthcare sector necessitated the scientific interpretations analysis of the main categories, concepts and terms. Among them we have got – “politics”, “public policy”, “public policy in the healthcare sector”, “managerial personnel in the healthcare sector”, “training of managerial personnel in the healthcare sector”.

Its common knowledge that from the Greek language politics is the art of governing the state. It is an extremely complex category. It is a complex social phenomenon. It is used in different meanings depending on the application scope. It is a general form of social relations [1].

The Large Explanatory Dictionary of the Modern Ukrainian Language understands the term "politics" as the general direction, nature of the activities of the state. It also defines it as a certain class or a political party [2].

Public policy was formed in the middle of the 20th century. Its task was to study the process of policymaking and create a methodological basis for making rationally justified decisions. It is a separate political and administrative discipline. T. Dye, E. Dror, C. Lindblom, G. Lasswell, K. Friedrich, J. Anderson and others, made an important contribution to the formation of public policy as a scientific and educational discipline. The University of Chicago, Carnegie Mellon University in Pittsburgh, Harvard University, the University of Mississippi, Indiana University are the most famous public policy research centers [3, pp. 484–485].

Public policy is a set of interrelated decisions. These decisions are made by political actors or a group of actors regarding the choice of goals and means of achieving them under certain conditions. Basically, these decisions should be within the competence of these actors. Thus, Public Policy is a process, not just a choice. Public policy is the openness and transparency of government actions. It is also the ability of citizens to influence the processes of developing and implementing state decisions. The most important condition for the existence of democracy is the publicity of politics. That means the publicity and openness of all political action [4].

Political activity is one of the social norms of people's life. That is why there are reasons to consider it public. The public political activity content is actions aimed at the conquest, maintenance, functioning and development of political-power relations. Each political activity has a specific character. Actually, it is carried out as an interaction of politics subjects and objects in social niches. Therefore, public political activity reflects the entire system of political-power relations prevailing in society [5].

The World Health Organization emphasizes the individual and social importance of health. The organization believes that health policy consists in determining certain priorities. These priorities introduce a system of measures aimed at ensuring the preservation and development of physiological and psychological functions. They also consider optimal working capacity and social activity of all members of society. It also takes into account the maximum biologically possible individual life expectancy of each person [6, p. 21].

Thus, Ukraine's health policy is based on the fact that the state recognizes the right of every citizen of the state to health care. Basically, it ensures its protection, and also guarantees all citizens the realization of their rights in the health care field [7].

Current trends in the development of the human resources potential of the health care sector indicate some serious problems. The first one is to change radically approaches in the health care system. It is necessary because we need to

distinguish clearly between managerial and medical positions. The first one includes civil servants, local government officials, heads of medical institutions, managers, etc.

The healthcare management system in Ukraine can practically be considered at two levels. The first level is intra-industry management. Level from the head of the department to the head of the healthcare institution belong to it. The second one is the state management. It spreads from the chief specialist of the healthcare department to the Minister of Health [8].

The modern science needs a more detailed concept essence study of the “healthcare management personnel”. We advise to analyze such concepts as “public (state) employees” and “local government official”, etc.

Thus, the Law of Ukraine “On Civil Service” defines the concept of “civil service” as a public, professional, politically impartial activity in the practical implementation of state tasks and functions [9].

The Law of Ukraine “On Service in Local Self-Government Bodies” defines that service in local self-government bodies is a professional, permanent activity of citizens of Ukraine. It is stated that it holds positions in local self-government bodies. Their activity is aimed at the implementation of its right to local self-government by the territorial community and executive bodies certain powers granted by law [10].

In order to regulate fully public service relations, one can turn to European practice in this area. For example, in Germany, the concept of “civil service” was replaced after the First World War by the concept of “public service”. In England, both the broad concept of “public service” and the narrow concept of “civil service” are used. Usually, the foreign countries legislation refers to public service as the professional activity of employees. It means that their activity is the state power unchangeable apparatus. Sometimes a broad meaning of “public service” is used as “the activities of all persons who receive remuneration. The persons vary from public funds and perform public functions. This is necessarily stipulated in the law.

In Estonia, in the law “On Public Service” of January 25, 1995 this concept is used directly in the title of this document. Continental European countries have mainly developed general legislation. It defines the organization principles and functioning of public service as well as the legal status of all civil servants. In Anglo-Saxon countries, law regulates the principles of only certain types of service. It considers the status of relevant civil servants., The legislator often uses the concept of “civil service”. That is so because it covers employees of local authorities and public corporations, judges, as well as the administration of some other state institutions. For instance, it could be usually higher education institutions and state healthcare institutions [11].

Therefore, according to M. Tsurkan, the most rational is the institutional approach when determining the boundaries of public service. It limits the scope of public service to the framework of public administration. We have this in Ukraine. These are primarily executive authorities and local self-government bodies. Based on this, one more feature of public service can be added. It is the implementation of administrative (managerial) functions and powers on a permanent basis. From this point of view, the norm in the Constitution of the Federal Republic of Germany is interesting. According to German practice the implementation of powers in the form of a permanent task, as a rule, should be entrusted to persons who are in public service. They are bound by public legal relations of service and loyalty [11].

It should be recognized that different approaches to understanding the category of “public service” are observed in the legislation of foreign states. Each of them is also taking into account the historical and legal traditions of specific countries.

For example, in countries with the Anglo-American legal system, the term “public service” applies to all public sector organizations. Moreover, the status of a public servant applies to most public sector employees, including teachers, doctors, etc. In contrast, the term “civil service” is usually used to describe the activities of professional officials. It concerns employees of the state (government) apparatus

in these countries. There is a wide variety of approaches to defining the concept of “public service” and its scope in countries with the Romano-Germanic legal system.

For example, in France there is a concept of public service (*fonction publique*). It covers service in the administrations of the state, regions, departments, communes and their public institutions. Public servants also include teachers and lecturers of higher education institutions, doctors of public health institutions. Each of them makes up separate corps. The general statute of the public service distinguishes between three institutions. They are the state public service, the territorial public service and the medical public service. At the same time, among all the “agents” the emphasis in legal regulation is on “officials” (or “functionaries”, French – *fonctionnaires*). They are persons appointed in accordance with public law [12].

In Great Britain as the monarchy, the Queen is a person to whom the leadership of the civil service formally belongs. In fact, the monarchy refers to the highest state bodies and officials. It is namely the Prime Minister and the Cabinet, ministers. The Memorandum for Civil Servants on these subject states that officials are in the service of the monarchy. In the UK along with the narrow understanding of the category of “civil service”, the expanded concept of “public service” is also used. The concept of “public service” in a broad sense includes the activities of all public sector employees. Among them are ministers, employees of the military, police, health care, teachers, etc. It also covers the employees of other central and local government bodies. They are hired too. Their service is paid for by funds allocated by Parliament. In a narrow sense, “public service” includes officials only of central government bodies. There is no clear definition of the “officials” concept. It is very interesting because it is stated that they are defined as “servants of the Crown who serve on the basis of “good will” [13]. It means free of charge.

Governance forms Analysis of in European countries allows us to make some conclusions. The most important one is that, along with the term “civil

service”, such terms as “civil service”, “public service”, “professional bureaucracy”, “public management”, “public administration” are used [14].

Foreign experience regarding the legal status of medical workers (including management personnel) is of a great interest in the context of our study.

Indeed, most healthcare workers in Spain are now civil servants. All hospital doctors and up to 75% of other healthcare workers are considered “semi-civil servants”. They are receiving a salary, rather than a fee, based on the services provided. This salary is based on years of medical practice and certain professional degrees. It must be said that it increases annually for everyone. Regardless of their level of professionalism or patient feedback [15].

In Portugal, general practitioners and hospital doctors are civil servants. They are usually paid directly by the national health system. However, doctors working in this system are allowed to practice privately. About half of them do so. As for specialists, they are usually doctors who have private practice. Basically, work for the state under contract [16].

In Japan, doctors working in hospitals are salaried employees. The rest of the medical profession is in the private sector. Their fees are set by the government. They are based on a fee-for-service basis. Though recently payments for patients with certain chronic conditions have been bundled into a single lump sum.

In Norway, most general practitioners and specialists who do not work in hospitals receive a fixed salary. Though some contract specialists receive fees for services rendered in addition to an annual grant. The government sets compensation level. Actually, overbilling is prohibited. Most other medical professions are salaried officials.

In conclusion we would like to say that state authorities and local governments need management personnel endowed with new competencies. This conclusion is based on the fact that healthcare services are public. They must be capable of solving current urgent tasks of reforming the healthcare system at three levels – the state, regional and local levels [17].

Conclusions. So, we agree with the analysis of literary sources conducted by domestic scientists. We also note that there are three concepts of employees in the field of health care. They are “specialist in public health care management”, “health care manager”, “head of a medical institution”. At first glance, these concepts are very similar. Only after studying their meanings, scientists have found certain differences. The first one is that a specialist in public health management is a civil servant. It is usually a doctor by profession. He holds a particular position in the public service in the health care field. They could be heads a district or works in a regional health care department. The second one is a health care manager. He is, primarily, not a civil servant. He is often not a doctor, who works in a medical and preventive institution or heads it. He performs organizational work on the implementation of an order on a contractual basis. As a rule, a manager may have a legal or economic education. The third one is a head of a medical institution. He is a manager of a technological profile. His job is to exercises general management of certain medical technological processes. He also coordinates the actions of its individual links. He can unite the efforts of the team to achieve the goal and obtain a high result.

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