

The Transformation of Ukraine's Healthcare System: Challenges and Opportunities for Public Governance

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ABSTRACT

The article reveals the main directions of transformation of the health care system of Ukraine in the context of modern socio-economic and military challenges. It is established that the process of reforming the sector covers structural-organizational, regulatory, financial and managerial aspects aimed at increasing the efficiency and transparency of public administration. It is found that an important mechanism of reform is the introduction of the principle “money follows the patient”, which ensures the rational distribution of budget funds and stimulates competition among healthcare providers. It was emphasized that the creation of the National Health Service of Ukraine has become the institutional basis for the implementation of financial guarantees of the state in the field of medical care. It is emphasized that the Concept of Health Care Financing Reform, the Industry Development Strategy until 2030 and the Law of Ukraine “On State Financial Guarantees of Medical Care for the Population” laid the foundation for the modernization of management processes. It was stated that within the framework of the reform, a cluster model of the organization of medical institutions was formed, which made it possible to optimize patient routes and increase the efficiency of resource use. It is determined that the digitalization of the industry, in particular the introduction of the eHealth system, contributes to the control of the quality of services, cost monitoring and strengthening the accountability of medical institutions. It was noted that under martial law, the issues of restoring destroyed infrastructure and ensuring the stability of the functioning of the medical system have become especially relevant. It is emphasized that the financial policy of the state demonstrates positive dynamics – the volume of expenditures on health care has increased almost ninefold in recent years. It has been established that the reform contributes to strengthening intersectoral cooperation, the development of human resources and the implementation of the principle of “health in all policies”. It has been found that the overall result of the transformation is the formation of a sustainable, patient-centric and effective model of public management of the health care system of Ukraine.

KEYWORDS

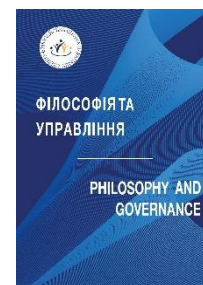
transformation of the health care system, public administration, financing, reform, development strategy, military challenges.



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Трансформація системи охорони здоров'я України: виклики та можливості публічного управління

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СТАТТЯ	АНОТАЦІЯ
Дослідницька DOI: 10.70651/3041-248X/2025.10.11 Авторське право © 2025 автора  Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0). 	У статті розкрито основні напрями трансформації системи охорони здоров'я України в умовах сучасних соціально-економічних і воєнних викликів. Встановлено, що процес реформування галузі охоплює структурно-організаційні, нормативно-правові, фінансові та управлінські аспекти, спрямовані на підвищення ефективності та прозорості публічного управління. З'ясовано, що важливим механізмом реформування є запровадження принципу «гроші йдуть за пацієнтом», який забезпечує раціональний розподіл бюджетних коштів і стимулює конкуренцію серед постачальників медичних послуг. Наголошено, що створення Національної служби здоров'я України стало інституційною основою реалізації фінансових гарантій держави у сфері медичного обслуговування. Підкреслено, що Концепція реформи фінансування охорони здоров'я, Стратегія розвитку галузі до 2030 року та Закон України «Про державні фінансові гарантії медичного обслуговування населення» заклали основу для модернізації управлінських процесів. Констатовано, що у рамках реформування відбулося формування кластерної моделі організації медичних закладів, що дало змогу оптимізувати маршрути пацієнтів і підвищити ефективність використання ресурсів. Визначено, що цифровізація галузі, зокрема впровадження системи eHealth, сприяє контролю якості послуг, моніторингу витрат та посиленню підзвітності медичних установ. Зауважено, що в умовах воєнного стану особливої актуальності набули питання відновлення зруйнованої інфраструктури та забезпечення стійкості функціонування медичної системи. Наголошено, що фінансова політика держави демонструє позитивну динаміку – обсяг видатків на охорону здоров'я зріс майже у дев'ять разів за останні роки. Встановлено, що реформування сприяє посиленню міжсекторальної взаємодії, розвитку кадрового потенціалу та впровадженню принципу «здоров'я в усіх політиках». З'ясовано, що загальний результат трансформації полягає у формуванні стійкої, пацієнтоцентричної та результативної моделі публічного управління системою охорони здоров'я України.

КЛЮЧОВІ СЛОВА

трансформація системи охорони здоров'я, публічне управління, фінансування, реформа, стратегія розвитку, воєнні виклики.

1. Introduction

Currently, the healthcare system of Ukraine is in a state of deep transformation, which is due to internal socio-economic changes and external challenges associated with the war, globalization processes and integration into the European space. In this regard, there is a need to rethink the principles of public administration in the field of healthcare, since traditional management models are not effective enough to ensure resilience and adaptability Industry. That is why the study of transformation processes in the health care system and the identification of opportunities to improve the efficiency of public administration are of particular relevance.

2. Literature Review

The works of modern scientists highlight various aspects of the formation and development of public administration in the field of health care. Thus, V. Junger focuses on the strategic provisions of public administration of the health care system [1]. At the same time, Y. Sokolenko and Y. Kharchenko analyze the mechanisms of public administration in the context of reform [2]. In turn, S. Stanislavska considers public administration as a structural and functional factor in improving the quality of life of citizens [3]. At the same time, V. Pashnev actualizes the issue of improving public administration under martial law [4]. Instead, R. Chernikhovskiy identifies directions for improving public administration in the field of health care [5]. In addition, A. Barzylovych identifies strategic aspects of reforming the health care system in Ukraine [6].

3. Problem Statement

The article is aimed at studying the transformation of the health care system in Ukraine, aimed at identifying the main challenges and identifying opportunities for improving public administration in the process of its modernization.

4. Methods and Materials

The work is of an analytical and theoretical nature, based on a systemic and structural-functional approach that integrates managerial, financial, and legal components. The methodology included regulatory analysis to study the four levels of regulation of the industry (constitutional, general, special, and conceptual) and key acts, such as the Law of Ukraine "On State Financial Guarantees of Medical Care for the Population" and the Concept of Financing Reform. Comparative analysis was used to assess the effectiveness of the "money follows the patient" mechanism and structural changes in financing. The materials of the study are formed on the basis of legislative acts, strategies of the Ministry of Health (in particular, the Development Strategy until 2030), and official financial data (2018–2024). The data of the National Health Service of Ukraine on concluded declarations (more than 31 million), information on damage to medical facilities (2481 objects, of which 326 were destroyed), as well as the works of modern scientists covering the problems of public administration in the context of reform and martial law, were also used. The tools used made it possible to identify disproportions caused by military challenges and substantiate strategies for strengthening the resilience of the industry.

5. Results and Discussion

Reforming the healthcare system of Ukraine involves the introduction of new management mechanisms aimed at improving the quality of medical services, optimizing public expenditures, and expanding the population's access to medical and preventive care [5, p. 328]. In this context, it is crucial to create and implement effective public administration tools that ensure proper regulation, control and coordination of activities in the field of health care.

Moving on to the issue of legal support, the transformation of the health care system of Ukraine is carried out by regulating the industry at four levels of regulatory and legal support: constitutional, general, special and conceptual. The given structure of the settlement determines the general direction of the industry's development, contributing to the systemic nature of changes. At the same time, a critical

element is the consistency of initiatives at all levels: violations at one level can limit the effectiveness of changes at others.

These areas of reform cover the following important areas: improving the quality of medical services and services; standardization of medical care, accreditation and licensing of health care institutions; introduction of social health insurance; decentralization and autonomy of medical institutions; financing of medical institutions; regulation of prices for medicines; prevention, diagnosis and treatment of certain types of diseases [6, p. 134]. The highlighted list emphasizes the integration of managerial, financial and legal components within the framework of reform.

Meanwhile, it is worth paying attention to practical experience that illustrates these areas. For example, as part of the resumption of primary health care in Ukraine, the “money follows the patient” financing model has been applied, in which a fixed budget is provided to the institution for each patient who has chosen a family doctor [7]. The reassessment of the funding mechanism made it possible to significantly expand access to primary care, which is one of the key areas of reform.

Also, taking into account the conditions of martial law and the challenges of the system, funding was introduced through the National Health Service of Ukraine (NHSU), which ensures the contracting of health care institutions and the management of state guarantees of medical services within the framework of the guaranteed medical package program [8].

In addition, the Concept of Healthcare Financing Reform, approved by the Cabinet of Ministers of Ukraine No. 1013-r of November 30, 2016 [9], defines the main directions of radical modernization of the industry, covering management, financing, resource provision and organization of medical services. The document provides for the creation of a new health care management system based on the principles of efficiency, accountability and financial transparency. In the context of this reform, the need to shift the emphasis from the maintenance of institutions to the payment of actually provided medical services is emphasized, which in turn stimulates competition between medical service providers and improves the quality of public services.

In practical terms, the implementation of this concept contributed to the creation of the NHSU – the central executive body responsible for the implementation of the principle “money follows the patient”. This mechanism provides a transition to a model in which the financing of a health care institution directly depends on the quantity and quality of medical services provided.

The experience of implementing this model shows that the institutional transformation of the financing system requires a change in the mechanisms of distribution of funds, as well as a rethinking of approaches to public administration in the field of healthcare. For example, according to the National Health Service of Ukraine [10], as of May 2025, more than 31 million citizens have signed declarations with family doctors, which made it possible to ensure a stable financial flow for primary health care and increase its availability in rural areas. In this regard, state policy is aimed at ensuring a fair distribution of resources and the formation of a management system focused on results, not on process.

At the same time, a comprehensive renewal of the industry requires a strategic vision of its development. It is for this purpose that the Strategy for the Development of the Health Care System of Ukraine for the period up to 2030 [11] was developed, which defines the conceptual guidelines of public administration in the medical field. Its main provisions are the formation of a patient-centered system, the improvement of personnel policy, the digitalization of management processes, as well as the integration of the principle of “health in all policies”. The latter stipulates that when developing and implementing state decisions in any sector, the consequences for public health must be taken into account.

The application of this principle opens up new opportunities for interagency cooperation and comprehensive planning of public policy. For example, within the framework of the implementation of strategic goals, joint programs of the Ministry of Health of Ukraine and the Ministry of Education and Science are being introduced to form a health-saving educational environment. At the same time, the Ministry of Infrastructure is implementing initiatives to improve road safety aimed at reducing mortality and injuries. Therefore, public administration in the field of health care goes beyond the sectoral approach, acquiring a systemic intersectoral character. [20]

However, the process of transforming the healthcare system is accompanied by numerous challenges, including insufficient funding, personnel shortages, uneven distribution of resources between regions, and the consequences of martial law. According to [12], as of October 2025, 2481 facilities belonging to 800 medical institutions were damaged or destroyed as a result of hostilities in Ukraine. Among them, 2,155 objects suffered partial damage, and 326 were destroyed. In such

conditions, there is a need to create flexible management mechanisms that can quickly respond to emergencies, optimize resources and ensure the sustainability of the system.

In response to these challenges, the state is intensifying public administration at the local level. In particular, within the framework of the decentralization process, communities receive more powers to plan a network of medical institutions, prioritize financing and organize medical services in accordance with local needs, which in turn strengthens the targeting of management decisions and increases the efficiency of resource allocation, which is one of the important factors in increasing the effectiveness of the reform.

At the same time, the Law of Ukraine "On State Financial Guarantees of Medical Care for the Population" dated October 19, 2017, No. 2168-VIII [13] enshrines the fundamental principles of financing medical care in Ukraine. According to Article 4 of this Law, an important element of the reform is the Medical Guarantee Program, within which the state provides full financing of a certain list of medical services and medicines at the expense of the State Budget of Ukraine. Thus, a mechanism of state funding is established, based on the principles of fairness, transparency and equality in citizens' access to medical services.

At the same time, the law defines the specifics of the provision of medical services to foreigners and stateless persons temporarily staying on the territory of Ukraine. The state provides payment for emergency medical care to these categories of persons, but requires compensation for its cost, unless otherwise provided by international treaties or laws of Ukraine [13].

In the context of the transformation of the healthcare system of Ukraine, this mechanism reflects the tendency to form a mixed financing model that combines state support with individual responsibility. The introduction of mechanisms for reimbursement of the cost of medical services for foreigners or temporary residents also helps to stabilize the budget burden and increases the financial stability of medical institutions.

An important component of the implementation of financial guarantees was the Affordable Medicines reimbursement program, which provides patients with the opportunity to receive medicines free of charge or with a partial surcharge in any pharmacy that has an agreement with the NHSU. The introduction of this mechanism has significantly increased the level of access to drug treatment, especially for people with chronic diseases. Under such conditions, the reform of financing of medical services ensured the transparency of the distribution of budget funds, as well as initiated the formation of a competitive environment among medical service providers. [19]

In this context, the transformation of the healthcare system of Ukraine has acquired a strategic direction focused on strengthening the institutional capacity of the medical network. Also in July 2022, the Verkhovna Rada of Ukraine adopted the Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine to Improve the Provision of Medical Care" No. 2347-IX [14], which initiated a new stage of reform – the formation of a capable network of health care institutions. To implement this law, the Cabinet of Ministers of Ukraine adopted Resolution No. 174 of February 28, 2023, "Some Issues of Organizing a Capable Network of Health Care Institutions" [15].

In accordance with these regulations, each region of Ukraine is defined as a separate hospital district, which is divided into clusters. Within the hospital district, health care facilities are divided into super-clusters, clusters, and general hospitals. The reform provides for the differentiation of levels of care by complexity: uncomplicated cases are treated in general hospitals, while more complex cases are treated in cluster or super-cluster institutions. This creates prerequisites for reducing the burden on large medical centers and improving the quality of local care. For example, within the Kyiv region, a cluster model of medical institutions was introduced, which made it possible to more rationally distribute equipment and staff between hospitals of different levels, reducing the average time of transportation of patients to specialized departments by 20% [15].

A significant consequence of these transformations is the possibility of rational distribution of resources between institutions in accordance with their functional role within the hospital district. The reform contributes to the modernization of infrastructure, the purchase of modern medical equipment and the development of human resources in the medical industry. In combination with electronic health management tools (in particular the eHealth system), this creates the basis for effective monitoring of the provision of medical services, cost control and accountability of state institutions.

A fundamentally new element of the Ukrainian reform was the creation of an integrated information and analytical system for accounting for the health of Ukrainian citizens, foreigners and stateless persons who are in the country legally. This system operates based on electronic identification

of patients, collection and analysis of data from preventive examinations, which makes it possible to use the information obtained for analytical, expert and statistical purposes [16].

It should also be noted that the Ukrainian healthcare system began the process of reform with a significant time lag compared to other post-Soviet states; in fact, only two decades after the declaration of independence. However, despite the delay, the transformation measures have yielded noticeably positive results. In particular, it was possible to increase the availability of primary health care in rural regions, improve early diagnosis of malignant neoplasms, reduce perinatal, infant and maternal mortality, and reduce the number of cases of childhood disability. In addition, the reform contributed to improving the level of diagnostics and the quality of treatment at the primary level of medical care. At the same time, an important result was the formation of medical awareness of the population, the growth of attention to disease prevention and a healthy lifestyle [2].

At the same time, the development of human resources in the health care system requires the integration of educational and scientific programs into the international context. This will ensure the training of specialists who are able to effectively respond to modern challenges of the industry. Special attention needs to be paid to the restoration of medical infrastructure, taking into account modern approaches to hospital planning, which provide for the rational allocation of resources and improving the quality of medical services at all levels [4, p. 181].

In view of the above, it can be summarized that the transformation of the healthcare system of Ukraine is unfolding within the framework of a holistic process of improving public administration, which combines strategic planning, regulatory and legal support, digital modernization and improving the quality of human potential.

In connection with the above, it is advisable to visualize important trends in the financial provision of the industry, which allows us to visually trace the dynamics of public investments in the field of medicine and determine their role in the overall structure of reform (Fig. 1).

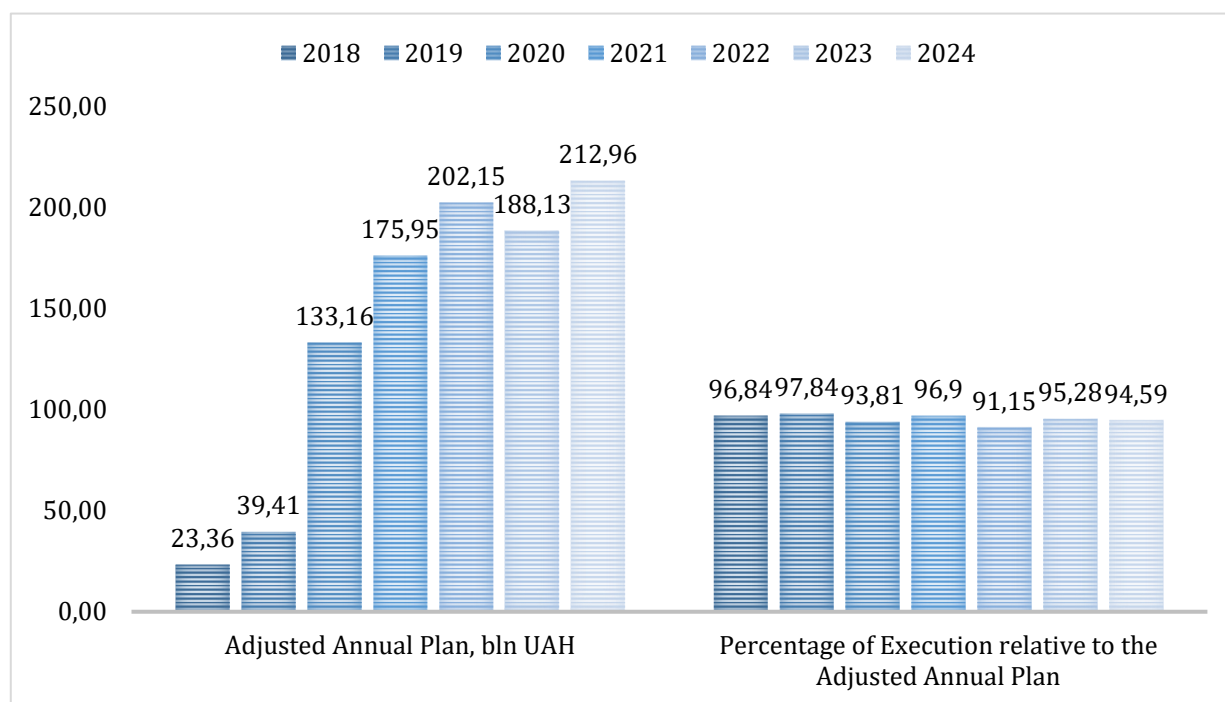


Figure 1. Expenditures on health care from the state budget

Source: Built based on [17].

The analysis of these statistics shows an increase in expenditures from UAH 23.36 billion in 2018 to UAH 212.96 billion in 2024, that is, an increase of almost nine times. The highlighted trend demonstrates a gradual shift in the priorities of state policy towards ensuring the resilience and adaptability of the health care system to internal and external challenges. As for the implementation of the revised annual plan, the analysis of the indicator indicates relative stability in the range of 91-97%, which indicates a sufficient level of budgetary discipline and managerial efficiency in the use of public funds [18].

Therefore, these data confirm that the financial transformation of the health care system of Ukraine is taking place in the direction of strengthening public administration and increasing economic efficiency. On the one hand, there is a steady increase in the volume of funding; on the other hand, there is a gradual institutional evolution of mechanisms for the distribution and control of budget resources. This means that the formation of a modern model of financial management in healthcare should be based on a combination of flexibility, transparency and result-oriented, which in turn creates prerequisites for strengthening the resilience of the system and ensuring its ability to respond to the latest challenges of socio-economic development.

6. Conclusions

Summarizing the results of the study, it can be concluded that the transformation of the healthcare system of Ukraine is aimed at the formation of an effective, sustainable and patient-oriented model of public administration. The reform covers strategic, regulatory, financial and organizational aspects that are interrelated and ensure the systemic nature of changes. The determining factor of success is the creation of transparent financing mechanisms based on the principle of "money follows the patient", thanks to which it was possible to ensure the sustainability of financial flows and increase the availability of medical services. At the same time, the regulatory framework for reform, in particular the adoption of the Financing Reform Concept, the Law of Ukraine "On State Financial Guarantees of Medical Care for the Population" and the Strategy for the Development of the Health Care System until 2030, creates an institutional framework for improving the effectiveness of management. At the same time, in the context of military challenges, the issues of preserving medical infrastructure and developing flexible management response mechanisms are of great importance. The analysis of statistical indicators shows a significant increase in healthcare expenditures, which reflects the priority of this area in public policy and the gradual evolution of budget management in the direction of effectiveness and transparency. Therefore, the transformation of the healthcare system of Ukraine is formed as an integrated process of modernization of public administration, which combines strategic planning, digitalization, financial responsibility and human development, which creates the basis for the sustainable development of the industry in the long term.

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