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The Public Health Governance in Ukraine: Constitutional Foundations, Structure, and Practical Implementation

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ABSTRACT

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The article examines the characteristics of public health governance in Ukraine, including its constitutional foundations, organizational structure, and practical implementation at the central, regional, and local levels. The relevance of the study is determined by the need to ensure the efficiency, accessibility, and quality of healthcare services under complex socio-economic conditions, regional disparities, and crises, including pandemics, military conflicts, and other emergencies that significantly affect the stability of the healthcare system. The aim of the study is a comprehensive analysis of the organizational structure and functions of public health governance, the identification of key problems and challenges that hinder the effective delivery of medical services, and the development of proposals to improve the quality of management processes. The study employs a systemic approach, methods of legal and regulatory analysis, comparative analysis of international experience, statistical evaluation, and management process analytics. Particular attention is paid to examining the interaction between central authorities, such as the Ministry of Health of Ukraine and the National Health Service, with regional health administrations and local governments, as well as the role of the public and professional associations in decision-making and monitoring the provision of healthcare services. The results of the study indicate that public health governance in Ukraine is implemented through a multi-level coordination system that includes the application of regulatory, financial, personnel, organizational, and control mechanisms. Key challenges identified include unequal access to healthcare services across regions, system fragmentation, limited financial and human resources, insufficient digitalization, and low data integration for management decision-making. The article emphasizes that improving the efficiency of the system requires strengthening coordination among central, regional, and local governance bodies, optimizing resources, enhancing control and monitoring mechanisms, actively involving the public, and utilizing modern digital management tools. The implementation of these approaches is expected to improve the accessibility and quality of healthcare services, strengthen the institutional capacity of the system, and develop a more resilient model of public health governance adapted to contemporary challenges.

KEYWORDS

public administration, healthcare, constitutional principles, accessibility of services, efficiency, management structure, digitalization, coordination, public policy, public administration mechanisms, medical services, healthcare system, medical reform, medical infrastructure, financing, war, health insurance, human resource potential, treatment, healthcare institutions, system, doctor, patient.



Публічне управління охороною здоров'я в Україні: конституційні засади, структура та практична реалізація

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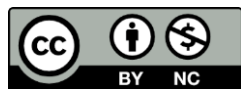
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У статті досліджено особливості публічного управління охороною здоров'я в Україні, його конституційні засади, організаційну структуру та практичну реалізацію на центральному, регіональному та місцевому рівнях. Актуальність дослідження зумовлена необхідністю забезпечення ефективності, доступності та якості медичних послуг у складних соціально-економічних умовах, регіональних диспропорціях та кризових ситуаціях, включно з пандеміями, військовими діями та іншими надзвичайними обставинами, що суттєво впливають на стабільність функціонування системи охорони здоров'я. Метою дослідження є комплексний аналіз організаційної структури та функцій публічного управління в сфері охорони здоров'я, визначення основних проблем і викликів, що перешкоджають ефективному наданню медичних послуг, а також формування пропозицій щодо підвищення якості управлінських процесів. У дослідженні застосовано системний підхід, методи аналізу нормативно-правових документів, порівняльного аналізу міжнародного досвіду, статистичної оцінки та аналітики управлінських процесів. Особлива увага приділена вивченню взаємодії центральних органів влади, таких як Міністерство охорони здоров'я України та Національна служба здоров'я, з регіональними управліннями охорони здоров'я та місцевими адміністраціями, а також ролі громадськості і професійних асоціацій у процесі прийняття рішень і контролю за наданням медичних послуг. Результати дослідження показали, що публічне управління охороною здоров'я в Україні реалізується через багаторівневу систему координації, яка включає застосування нормативно-правових, фінансових, кадрових, організаційних та контрольних механізмів. Виявлено ключові проблеми, серед яких нерівномірний доступ до медичних послуг у різних регіонах, фрагментація системи, обмежені фінансові та кадрові ресурси, недостатній рівень цифровізації та низька інтеграція даних для прийняття управлінських рішень. В статті підкреслено, що для підвищення ефективності системи необхідне посилення координації між центральними, регіональними та місцевими органами управління, оптимізація ресурсів, удосконалення механізмів контролю та моніторингу, активне залучення громадськості та використання сучасних цифрових інструментів управління. Застосування запропонованих підходів сприятиме підвищенню рівня доступності та якості медичних послуг, зміцненню інституційної спроможності системи та формуванню більш стійкої моделі публічного управління охороною здоров'я, адаптованої до сучасних викликів.



КЛЮЧОВІ СЛОВА

публічне управління, охорона здоров'я, конституційні засади, доступність послуг, ефективність, структура управління, цифровізація, координація, державна політика, механізми державного управління, медичні послуги, система охорони здоров'я, медична реформа, медична інфраструктура, фінансування, війна, медичне страхування, кадровий потенціал, лікування, заклади охорони здоров'я, система, лікар, пацієнт.

1. Introduction

Among the priorities of state policy in Ukraine, the central place is occupied by providing the population with an appropriate level of health care [20]. The right of citizens to health care and medical care is determined by Articles 49 and 50 of the Constitution of Ukraine, which enshrine the relevant constitutional guarantees. In practice, however, a number of economic, institutional and crisis factors complicate the implementation of these rights [20]. Additional requirements for the system of public health care management are imposed by modern challenges, in particular martial law, large-scale armed aggression by the Russian Federation, and internal displacement of the population [23].

Some progress in the modernization of the medical industry in Ukraine is combined with the presence of significant problems. The imbalance in resource provision, the insufficient level of integration of the national system with international standards and the uneven access of the population to medical services are confirmed by analytical data [6; 7]. At the same time, there is a gradual introduction of modern models of public administration focused on efficiency, transparency and accountability [1; 7].

On the basis of a number of regulatory legal acts, a system of public health care management in Ukraine is being formed. Among them are the Laws of Ukraine "On Health Care" [18], "On Central Executive Bodies" [19], "On Local State Administrations" [22] and "On Local Self-Government in Ukraine" [21]. Managerial functions at the central level are carried out by the Ministry of Health, the State Service of Ukraine on Medicines and Drug Control and the State Expert Center of the Ministry of Health of Ukraine [12; 15; 16], while at the regional level these functions are implemented by the territorial divisions of these institutions [8].

The financial support of the industry demonstrates a positive trend: healthcare expenditures increased from UAH 217.4 billion in 2023 to UAH 238.7 billion in 2024 [9; 10], and further increases are expected in 2025 [19]. New challenges in the field of cybersecurity, which require effective information protection systems and prompt response to incidents, are facing the industry at the same time [4; 14].

The approval of the Strategy for the Development of the Health System until 2030 and the approval of the operational plan for its implementation for 2025–2027 were a response to these challenges, providing for the modernization of management processes, the development of infrastructure and the provision of improved access to medical services [2; 3; 11]. Thus, public health care management in Ukraine is a key tool for guaranteeing the constitutional right of citizens to medical care against the background of structural transformations, financial reinforcement and growing data security needs. There is a need not only for legislative initiatives, but also for the formation of effective mechanisms for coordinating, monitoring and evaluating the results of the activities of government bodies at all levels of the system.

2. Literature Review

The sphere of public health care management in Ukraine is a complex system that requires the integration of organizational, managerial and strategic mechanisms. Y. F. Zhovnirchuk, V. D. Dolot and A. V. Antonov emphasize that the modern system of public administration in the field of health care is in the process of transformation, in particular in the conditions of martial law and external aggression, which requires adaptation of organizational structures and management practices [23].

V. Khmelik notes that trends in the development of health care require modernization of the system of medical services, provision of resource and personnel support, as well as integration with international standards [6]. N. Kolisnichenko focuses on the global context, emphasizing that effective public health care management involves systematic planning, transparency of the activities of government bodies and coordination between central and regional bodies [7].

M. M. Babenko considers the development of public management of the health care and pharmacy system, emphasizing the importance of institutional reforms and strategic planning to ensure the effective functioning of health care institutions [1]. V. D. Dolot also emphasizes the need to choose a national model for the development of the health care system, which corresponds to the socio-economic conditions of the country [5]. M. M. Prystaya and O. Y. Lyalyuk focus on the role of territorial bodies in ensuring proper management of health care institutions [8; 13].

Thus, modern scientific literature shows that effective public health care management requires a comprehensive combination of organizational, managerial and strategic mechanisms, integration of the activities of central and regional bodies, as well as the use of strategic planning for the development of the industry.

3. Problem Statement

The purpose of this study is to analyze the constitutional foundations, structure and practical implementation of public health care management in Ukraine, assess the effectiveness of existing governance mechanisms and propose improvements to legislative and organizational approaches, taking into account modern challenges, such as martial law, cyberattacks and resource constraints.

4. Methods and Materials

The study was based on a comprehensive analysis of regulations, official documents and scientific publications on public health care management in Ukraine. The main goal was to study the constitutional foundations, organizational structure of the health care system and mechanisms for implementing state policy in the field of medical care.

The methodological basis of the study was a systematic approach that considers health care as a public good, the protection of which is a priority of the state. This approach involves a comprehensive assessment of legal regulation, financing, staffing, institutional infrastructure, logistics and mechanisms for monitoring the quality of medical services.

Data collection and analysis were carried out on the basis of official state statistical sources, including data on the number of medical institutions, funding, staffing capacity and availability of medical care at different levels [17]. Quantitative methods made it possible to assess the resources and efficiency of service delivery in different regions, and qualitative analysis of regulatory documents and management practices provided an assessment of the role of public administration bodies in policy formation, regulation and quality control of medical services.

For the systematic assessment of public administration in healthcare, a conceptual model was developed covering the main components of the management system, including organizational structure, financing, personnel policy, quality control and implementation of digital platforms. The model allows you to assess the effectiveness of management of health care institutions, the availability of services for the population and the coordination of actions between central and regional authorities.

5. Results and Discussion

Ukraine is considered as a socio-economic system, the legal basis for the functioning of which is enshrined in the Constitution. In particular, the Basic Law declares that "A person, his life and health, honor and dignity, inviolability and security are protected in Ukraine as the highest social value" [20], which reflects the priority of the social component of the state's development and determines the guidelines of state policy in the field of health care and social security. Conceptually and methodologically, this approach means that health care is considered not as a private matter of individuals or a set of medical services, but as a public good, the protection of which is entrusted to the state as the main subject of the socio-economic system.

The priority of life and health enshrined in the constitution requires state institutions to systematically organize health care, which includes a complex of interrelated elements: legal regulation, financing, institutional infrastructure, staffing, logistics, and quality control and assessment mechanisms. Such a systematic approach involves not only the creation of rules and mechanisms at the central level, but also effective coordination at the regional and local levels, where direct measures for the provision of medical services and public health are implemented. As Y. Zhovnirchuk, V. Dolot and A. Antonov rightly emphasize, ensuring an appropriate level of medical care is both a social need and a duty of the state, which determines the imperative of a systematic approach to the organization and management of the industry in order to achieve efficiency, accessibility and quality of services [23, p. 444].

Awareness of health care as the "highest social value" has several domains of practical implementation. Firstly, we are talking about the legal guarantee of human rights in the field of health:

the state must provide mechanisms for the implementation of the right to health care, form clear standards of services, and guarantee the protection of patients and their information security. Secondly, it is an organizational and managerial requirement – the creation of effective management systems that provide planning, financing, educational support of personnel and logistics aimed at the sustainable functioning of health care institutions. Thirdly, it is a socio-economic imperative: the health care system must be financially sustainable, but at the same time ensure social justice – equal access to basic health services for all segments of the population, especially for vulnerable groups.

The practical implementation of such requirements requires specific management decisions: the introduction of state regulation mechanisms and financial instruments (budget financing, mixed models of payment for services, subsidy systems), the development of primary health care as a “front” for the availability of services, the creation of effective networks of secondary and tertiary care, the formation of mechanisms for quality assurance and accreditation of institutions. No less important is the human resources policy: training, certification, motivation and rational distribution of medical personnel, adequate working conditions and a system of continuous professional development.

V. Khmelik reasonably considers the system of public administration in the field of health care as a multi-level and integrated structure that includes state and local bodies, institutions and officials. Its purpose is to implement managerial functions that ensure the organization, regulation and control of the activities of medical institutions, as well as the implementation of state policy in health care [6, p. 19–20].

N. Kolisnichenko’s position expands this vision, emphasizing the critical role of the system in the development and implementation of regulations, the development of clinical standards and protocols, as well as in the formation of state programs aimed at improving the availability and quality of medical care. She emphasizes the importance of coordinating the actions of all participants of the system at the national, regional and local levels [7, p. 42].

Based on the above approaches, it is advisable to define “public administration in the field of healthcare” as a purposeful, systematic activity of the management subsystem in relation to the health care system managed to ensure the effective functioning of the health care system, its high accessibility and quality of medical services. Such influence is realized through a set of interrelated tools, which include management methods and techniques, algorithms of organizational actions, management technologies, procedural standards, communication strategies and organizational approaches. The use of these mechanisms contributes to the coordination of the activities of all subjects of the health care system, optimization of the use of material and financial resources, and also provides systematic monitoring of the results of management decisions.

The functional structure of public administration in health care includes policy formation and strategic planning, regulatory and legal support, financial and economic regulation, personnel policy, organization of care and treatment at the primary, secondary and tertiary care levels, quality control and accreditation system, information support and analytics, as well as mechanisms for public engagement and intersectoral coordination. Each of these functions contains its own subsystems of tools: policy and strategy are implemented through national strategic documents and operational plans; regulatory and legal support – through laws, by-laws and standards; financing – through models of payment for services, budget and insurance system; personnel policy – through professional standards, training and certification system; information support – through e-registers, e-health systems and analytical platforms.

From the point of view of the practical implementation of public administration, the coordination function is of particular importance, which ensures the harmonization of activities between central executive authorities, regional health care structures, local self-government bodies, administrations of medical and preventive institutions, as well as non-state and public actors of the health care system. Effective coordination is achieved through a set of tools for inter-level planning, the conclusion of agreements on intermunicipal cooperation, formalized reporting and information exchange systems, as well as through the creation of coordination councils and thematic working groups focused on the implementation of specific programs and projects.

In the context of modern management technologies, procedural standards and algorithms play a key role, which act as tools for the unification of practices in the field of healthcare. Such mechanisms include clinical protocols, standards of medical care, accreditation requirements for institutions, procurement regulations and provision of pharmaceutical resources. The implementation of these

standards allows for reducing the variability of practical approaches, increasing the predictability of performance results, and minimizing the risks of inefficient use of material and financial resources.

At the same time, communication strategies, covering both internal management channels and external information interaction with the population, contribute to the formation of citizens' trust in the health care system and increase the adaptability of the system in crises. Thus, the integration of coordination mechanisms, standardized procedures and effective communication strategies creates prerequisites for increasing the sustainability, effectiveness and quality of functioning of the national health care system.

Control and evaluation in public administration act as feedback: monitoring and evaluation systems, performance indicators (key performance indicators – KPIs), audits, independent inspections, public reporting and accountability mechanisms allow you to identify problems, optimize processes and adjust policies. To ensure this, it is critically important to fill the information infrastructure: patient registers, electronic medical records, health insurance funds, and analytical platforms that allow for operational analysis of the quality, accessibility, and cost-effectiveness of medical services.

An equally important element is the human factor – the personnel capacity of the system. Public administration should form a policy of professional development, motivation and distribution of personnel that takes into account demographic and regional disparities, stimulates work in remote and inaccessible regions and supports continuous professional development of medical workers. A universal requirement is also the formation of transparent and fair remuneration mechanisms that combine financial and non-financial incentives.

Among the challenges facing public administration in the field of healthcare, it is necessary to highlight the fragmentation of the system, lack of financial resources, uneven access to services in the regions, weak information integration, corruption risks and insufficient intersectoral coordination. Removing these barriers requires comprehensive measures: streamlining functions and responsibilities between levels of government, creating sustainable financing mechanisms with elements of redistribution to support vulnerable regions, developing e-infrastructure, introducing transparent public procurement procedures and a system of anti-corruption guarantees.

In accordance with the Law of Ukraine “Fundamentals of the Legislation of Ukraine on Health Care” of November 19, 1992 No. 2801-XII, health care is enshrined as a priority area of activity of society and the state, which reflects its special role in ensuring basic human rights and freedoms, protecting the life and health of citizens, as well as in forming prerequisites for the sustainable development of society and the state [18]. In this aspect, health care cannot be considered exclusively as a branch of the social sphere: it acquires the importance of a strategic factor of state policy, which determines demographic stability, the quality of labor potential, the level of national security and social cohesion.

As M. Babenko rightly emphasizes, the level of development of the health care system and medical care for citizens is a significant integral indicator of the socio-economic well-being of the state [1, p. 6]. This means that the efficiency of the functioning of the medical sector directly affects other segments of public life: the economy (through maintaining the working capacity of the population and reducing the cost of losing labor resources), the social sphere (through ensuring social justice and equal access to medical services), politics (through the formation of trust in the state and its institutions), as well as the international image of the country (through the compliance of the health care system with global standards and practitioners).

In modern conditions, effective management of health care institutions is considered not only as a technical tool for organizing their activities, but primarily as an objective state need that ensures the stable and balanced functioning of the entire health care system and its ability to adequately respond to modern challenges. In general, the complex of management measures in this area includes strategic planning, formation and improvement of the regulatory framework, financial support, personnel policy, a system for monitoring and controlling the quality of medical services, the introduction of innovative technologies and the development of information systems. At the same time, only such a holistic approach creates prerequisites for ensuring the accessibility, timeliness, efficiency and safety of medical care, which are the key criteria for assessing the effectiveness of any modern health care system.

Public administration entities in the field of health care are determined by the provisions of Article 15 of the Fundamentals of the Legislation of Ukraine on Health Care [18]. These include:

1. The Ministry of Health of Ukraine (MOH of Ukraine) is the central executive body responsible for the formation and implementation of state policy in the field of healthcare.

2. Other central executive bodies that ensure the implementation of state policy in related areas related to healthcare, in particular the National Health Service of Ukraine (NHSU) and the State Service of Ukraine on Medicines and Drug Control.

3. Public administration bodies at the regional level, including the Council of Ministers of the Autonomous Republic of Crimea and local state administrations.

For a comprehensive assessment of the administrative impact of these bodies on the health care sector, it is necessary to take into account their competencies and powers in the relevant areas of activity [5]. In addition, a clear delineation of functions between state institutions creates prerequisites for the consistency and consistency of managerial decisions, which becomes especially important in the conditions of multi-level organization of the state apparatus.

According to Article 12 of the Fundamentals of the Legislation of Ukraine on Health Care, the state forms the general principles of health care policy and ensures their implementation at all levels of the management system – from central to local. At the central level, fundamental principles, strategic priorities and regulatory foundations are laid, which are further specified in the activities of specialized executive bodies and transformed into mechanisms of practical implementation.

The decisive position in the system is occupied by the Cabinet of Ministers of Ukraine (CMU), which, according to Article 113 of the Constitution of Ukraine, is the supreme executive body and accountable and controlled by the Verkhovna Rada of Ukraine and the President [18]. The Government plays the role of coordinator and regulator of all major processes in the field of healthcare, since it is it that determines the directions of state policy, approves strategic plans for the development of the medical industry and ensures their resource and Organizational basis.

Among the main tasks of the government in the field of health care are the following:

- development and implementation of targeted state programs, in particular in the field of combating infectious diseases, the development of transplantology or digitalization of medical services;
- formation of legal, economic and organizational mechanisms to stimulate the efficiency of medical institutions;
- development of a network of health care institutions, including issues of material and technical support and personnel policy;
- coordination of international cooperation, which involves the conclusion of intergovernmental agreements, participation in global programs of the World Health Organization and integration into the European medical space;
- the exercise of other powers provided for by Article 14 of the Fundamentals of the Legislation of Ukraine on Health Care, as well as special laws and by-laws.

It is important to emphasize that the government's activities are not limited to legal regulation only. It is of a strategic nature, since the coherence of all levels of the healthcare system and their ability to adequately respond to modern challenges, including pandemic threats, demographic changes and reforming the financial model of the industry, depend on the effectiveness of government decisions.

At the next level of functioning of the public administration system are the central executive bodies. According to the Law of Ukraine "On Central Executive Bodies", this category includes ministries, public services, agencies, inspections, committees, bureaus and bodies with a special status [19]. Their role is to concretize the general strategic decisions of the government and transform them into practical tools for regulatory, control and supervisory activities.

For a more detailed understanding of the structure of public health care management at the central level, it is advisable to consider the corresponding hierarchical scheme presented in Table 1.

These bodies perform regulatory, control and coordination functions, which ensures the implementation of state programs and supports the effective functioning of health care institutions at the national level. It should be emphasized that the Ministry of Health of Ukraine is the leading central executive body responsible for the formation and implementation of state policy in the field of health care. At the same time, the main areas of its activity are the protection of the population from infectious and socially dangerous diseases, combating HIV/AIDS, preventing non-communicable diseases and ensuring an appropriate level of medical care [13, p. 258].

The management structure of the Ministry of Health of Ukraine includes the State Service of Ukraine on Medicines and Drugs Control and the National Health Service of Ukraine (NHSU), whose activities are coordinated through the Minister of Health. The State Service exercises control over the quality and safety of medicines, medical equipment and medical devices, but does not directly manage health care institutions [8, pp. 29–30].

Table 1. Powers of the Ministry of Health of Ukraine in the Field of Management of Health Care Institutions

Category of powers	Functions	Purpose/Objectives	Examples of implementation	Evaluation mechanisms
Legislative and regulatory regulation	Development of regulations on health care, approval of standards of medical care, approval of licenses and permits	Providing a legal basis for the activities of institutions; Unification of quality standards	Adoption of orders on standards for the provision of medical services, licensing of medical institutions	Monitoring compliance with standards, inspections of institutions, audit of documents
Financing and resource provision	Distribution of budget funds, determination of tariffs for medical services, provision of medicines and equipment	Cost optimization; ensuring the availability of medical services	Distribution of subventions, procurement of medicines through centralized programs	Expense reports; control over the use of budget funds
Contracting and contractual activities	Conclusion of agreements with institutions for the provision of services under state programs; Determination of the scope of services	Ensuring the availability of medical services and transparency of financing	Contracting hospitals for outpatient and inpatient service packages	Monitoring the implementation of contracts, auditing the results of the provision of services
Monitoring and quality control of medical care	Tracking compliance with treatment standards; control of clinical protocols; Checking the work of personnel	Improving the quality and safety of medical services	Conducting inspections of institutions, analyzing patient complaints, using electronic medical records	Audit reports, institution ratings, personnel certification
Analytics and strategic planning	Collection, processing and analysis of statistical data on the activities of institutions; forecasting the needs of the population	Optimization of health care system management; support for strategic decisions	Preparation of annual reports, planning the development of the hospital network	Internal audit, performance analysis, reporting to the Cabinet of Ministers
Development of medical technologies and innovations	Introduction of electronic medical records, telemedicine, digital platforms for patients	Improving management efficiency, availability and quality of services	Integration of electronic medical records, launch of telemedicine centers	Monitoring the implementation of IT solutions, analyzing the effectiveness of new technologies
Organizational and coordination powers	Coordination of the activities of medical institutions at the national and regional levels; Interaction with local authorities	Ensuring the unity of management, implementation of state health care programs	Joint meetings with heads of regional health departments; development of joint plans	Monitoring the implementation of regional plans, audit of coordination activities
Training and development of medical personnel	Organization of training, advanced training, certification of personnel	Improving the professional level of health care workers	Conducting training, certifying doctors and nurses, and implementing training programs	Training reports; Assessment of competencies after advanced training programs
Security and emergency response	Organization of anti-epidemic measures, planning of medical care in emergencies	Protection of the population; preparedness of the health care system for crises	Planning of medical care during epidemics, natural disasters	Inspections of the readiness of institutions, audit of response plans
Communication and information activities	Informing the public about services and standards; development of information campaigns	Raising public awareness; building trust in medical institutions	Disease prevention campaigns, creation of websites and platforms for patients	Evaluation of the effectiveness of communications, public surveys

Source: author's own development.

The NHSU plays the role of a customer of medical services and is responsible for the implementation of state financial guarantees of medical care for the population. The main tasks of the service include:

1. Implementation of state policy in the field of financial guarantees of medical care;
2. Performing the functions of a customer of medical services, medicines and medical devices within the framework of the medical guarantee program;

3. Preparation of proposals for the formation of state policy in the field of financial support of medical services [19, p. 31].

Among the powers of the NHSU, which are directly related to the management of health care institutions, the following are distinguished (Table 2).

Table 2. Powers of the National Health Service of Ukraine in the Field of Management of Health Care Institutions

Powers	Main activities	Purpose/Objectives	Examples of implementation	Sources of regulation
Contracting of medical services	Conclusion of contracts with medical institutions for the provision of services under the state and programs of the Ministry of Health	Ensuring the availability of medical services for the population; optimization of state budget expenditures	Contracting hospitals for packages of medical services (outpatient, inpatient, emergency)	State budget; financing programs of the Ministry of Health
Financing of health care institutions	Distribution of budget funds between institutions in accordance with concluded agreements	Ensuring the efficient use of resources; stimulation of the quality and effectiveness of services	Transfer of funds for actually provided services; formation of tariffs for service packages	State and local budgets; NHSU
Monitoring and quality control	Monitoring the quality of medical services, compliance with standards and regulations	Increasing the level of medical care; prevention of inefficient use of resources	Audit of the work of institutions; analysis of patient complaints; Use of electronic health records	NHSU, legislation in the field of health care
Analysis and evaluation of the effectiveness of institutions	Collection, processing and analysis of statistical data on the activities of institutions	Optimization of management; determining the needs of the population; Strategic planning support	Preparation of annual reports, rating of institutions, assessment of compliance with standards	Electronic health care system, state statistics
Development and implementation of standards of medical services	Establishment of minimum requirements for equipment, personnel, treatment protocols	Ensuring uniform standards of quality and safety of medical care	Implementation of clinical protocols; control of the availability of personnel certifications	Ministry of Health, regulations, ISO/EN standards
Support and development of the electronic health care system	Implementation of EHR, electronic prescription accounting, telemedicine	Improving management efficiency, transparency of financing and accessibility of services	Integration of electronic medical records into the work of hospitals; online service delivery monitoring	State digitalization programs, grants, NHSU
Development of new models of health care	Piloting and implementation of new forms of organization of medical services	Increasing the availability and quality of medical care; Resource optimization	Family Medicine Programs, Integrated Health Care Centers	State and international programs; Partnership with private institutions
Information and communication support for institutions	Providing feedback, staff training, methodological support	Improving the professional level of personnel; effective implementation of reforms	Seminars, webinars, methodological recommendations for institutions	NHSU, educational platforms, government programs
Regulatory activities	Control over compliance with the legislation and requirements of the NHSU in institutions	Ensuring legal compliance with the activities of institutions; Patient protection	Issuance of orders, inspections, consideration of complaints	Legislative acts, orders of the National Health Service of Ukraine
Analytics and strategic planning	Preparation of forecasts, analysis of the needs of the population, recommendations for the development of the network of institutions	Formation of long-term plans for the development of the health care system	Development of strategies for optimizing the network of hospitals, analysis of demographic changes	Statistical data, state programs, strategic documents of the Ministry of Health

Source: Compiled by the author based on [23, pp. 454–455].

It has been established that public management of health care in Ukraine is based on constitutional principles that define life and health as the highest social value, and is implemented through a system of central and regional bodies, in particular the Ministry of Health and the National Health Service. The system covers legal regulation, financing, personnel policy, organizational and control mechanisms, ensuring the efficiency, accessibility and quality of medical services. Despite the development of management infrastructure and the introduction of digital technologies, there are problems of uneven access to services, fragmentation of the system and limited resources. Addressing these challenges requires increased coordination between levels of government, optimization of resources, improvement of control mechanisms and active involvement of the public in the evaluation and monitoring of the system's activities.

6. Conclusions

It has been established that the constitutional definition of health care as "the highest social value" forms the foundation of state policy in the field of medical care and determines the priority of a systematic approach to the organization and management of the industry. Public health care management in Ukraine encompasses a complex of interrelated elements: legal regulation, financing, personnel policy, institutional infrastructure, logistics and quality control mechanisms, implemented both at the central, regional and local levels.

Public administration in the field of health care is carried out through the work of central executive bodies, including the Ministry of Health of Ukraine, the National Health Service and the State Service for Medicines and Drug Control, as well as through the activities of local self-government bodies. The use of strategic planning, regulatory frameworks, effective financial mechanisms, modern technological solutions and coordination tools allows to increase the effectiveness, accessibility and quality of medical services, as well as ensures proper interaction between different levels of the management system.

An important component is human resource management: training, certification, motivation and rational distribution of medical personnel determine the ability of the system to respond to modern challenges, including demographic changes and emergencies. Also, key is the development of electronic and analytical infrastructure that ensures monitoring, performance assessment and transparency of management decisions.

Despite significant progress, the public health management system faces a number of problems: uneven access to services between regions, fragmentation of the system, limited financial resources, weak inter-level coordination and risks of corruption. Removing these barriers requires comprehensive measures: optimizing the distribution of powers and resources, increasing the transparency of funding, introducing digital platforms, creating effective mechanisms for monitoring and assessing the quality of medical services, as well as active public involvement.

Further research should focus on improving inter-level coordination mechanisms, assessing the effectiveness of management decisions, increasing the system's capacity to respond to emergency challenges, and optimizing the resource provision of health care institutions, taking into account current digitalization trends and international experience.

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