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Formation of Professional Identity of Medical Workers in the Public Administration System: Challenges and Prospects

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ABSTRACT

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The article is aimed at analyzing the formation of the professional identity of medical workers in the context of public administration, taking into account modern socio-economic and technological challenges, as well as determining the prospects for its development. The paper emphasizes that the professional identity of a medical specialist is formed under the influence of internal personal determinants (value orientations, normative ideas, ethical attitudes and worldview positions), as well as external social and institutional factors, including societal expectations, occupational status, and career prospects in the healthcare system. The article analyzes the internal structure of professional identity, which includes cognitive, affective and behavioral components that determine the idea of the content of the profession, emotional and value attitude to activities and the practical implementation of professional functions. Attention is focused on the fact that in the modern system of personnel training, professional identity does not always act as an independent goal of the educational process, which requires the integration of purposeful mechanisms for its formation into the public administration system. Particular attention is paid to the regulatory and legal support of professional identity through the legislative definition of the status of a medical worker, the establishment of professional standards and the regulation of continuous professional development. The role of electronic systems for accounting for educational activities, a point system of assessment and digital competencies in stabilizing and updating professional identity is considered separately. The strategic aspect of human resources management is highlighted, which includes the stimulation of interprofessional interaction, autonomy and professional responsibility, which contributes to improving the quality of medical services and public confidence in the health care system. It is generalized that the integration of internal, external and regulatory and managerial factors creates a holistic system for the formation of professional identity, which is a key element of the effective functioning of the public health care sector and the sustainable development of human capital in the industry.



KEYWORDS

professional identity, medical workers, public administration, continuous professional development, electronic system, personnel policy.




Формування професійної ідентичності медичних працівників у системі публічного управління: виклики та перспективи

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СТАТТЯ	АНОТАЦІЯ
<p>Дослідницька</p> <p>DOI: 10.70651/3041-2498/2025.12.04</p> <p>Отримана: 24.10.2025 р.</p> <p>Прийнята: 27.11.2025 р.</p> <p>Опублікована: 11.12.2025 р.</p> <p>Авторське право © 2025 автора</p>  <p><i>Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0).</i></p>	<p>Метою статті є аналіз формування професійної ідентичності медичних працівників у контексті публічного управління з урахуванням сучасних соціально-економічних та технологічних викликів, а також визначення перспектив її розвитку. У роботі підкреслюється, що професійна ідентичність медичного фахівця формується під впливом внутрішніх особистісних детермінантів (ціннісних орієнтацій, нормативних уявлень, етичних установок та світоглядних позицій), а також зовнішніх соціальних та інституційних чинників, зокрема очікувань суспільства, статусу професії та перспектив кар'єрного зростання в системі охорони здоров'я. Стаття аналізує внутрішню структуру професійної ідентичності, яка охоплює когнітивний, афективний і поведінковий компоненти, що визначають уявлення про зміст професії, емоційно-ціннісне ставлення до діяльності та практичну реалізацію професійних функцій. Акцентовано увагу на тому, що у сучасній системі підготовки кадрів професійна ідентичність не завжди виступає самостійною ціллю освітнього процесу, що потребує інтеграції цілеспрямованих механізмів її формування в систему публічного управління. Особлива увага приділяється нормативно-правовому забезпеченню професійної ідентичності через законодавче визначення статусу медичного працівника, встановлення професійних стандартів та регламентацію безперервного професійного розвитку. Окремо розглядається роль електронних систем обліку освітніх активностей, бальної системи оцінювання та цифрових компетентностей у стабілізації та оновленні професійної ідентичності. Висвітлюється стратегічний аспект управління кадровими ресурсами, який включає стимулювання міжпрофесійної взаємодії, автономії та професійної відповідальності, що сприяє підвищенню якості медичних послуг та довіри суспільства до системи охорони здоров'я. Узагальнено, що інтеграція внутрішніх, зовнішніх та нормативно-управлінських чинників створює цілісну систему формування професійної ідентичності, яка є ключовим елементом ефективного функціонування публічного сектору охорони здоров'я та стійкого розвитку людського капіталу галузі.</p>



КЛЮЧОВІ СЛОВА

професійна ідентичність, медичні працівники, публічне управління, безперервний професійний розвиток, електронна система, кадрова політика.

1. Introduction

Personnel processes in the field of health care occupy a decisive place in ensuring the efficiency of the functioning of the public administration system and its ability to perform socially significant functions. At the same time, dynamic changes in the organization of professional activity, managerial approaches and regulatory regulation necessitate a rethinking of the internal principles of professional development of specialists. In this context, the problem of consistency of individual professional orientations with the requirements and expectations of public institutions is important. In view of this, the need for the study of relevant processes is actualized, which determines the significance of the chosen topic.

2. Literature Review

The analysis of recent studies and publications on the formation of personnel processes in the field of health care indicates the complex nature of the problem, which covers theoretical, organizational, legal and psychological aspects. Therefore, A. Rozumna focuses on the management of the formation of the normative professional identity of future doctors [17]. M. Denysenko, S. Breus and O. Levchenko highlight the methods and models of personnel management of health care institutions [5]. I. Borysiuk, O. Zahradzka and N. Nikitina investigate modern approaches to the continuous professional development of medical workers [2]. At the same time, O. Shevchuk analyzes the constitutional and legal guarantees of the availability of continuous professional development in Ukraine, which outlines the framework of legal support for the professional development of specialists [18]. O. Kraieva focuses on the psychological features of the professional identity of medical workers during transformational changes in society [11].

3. Problem Statement

The article is aimed at analyzing the formation of professional identity of medical workers in the public administration system, taking into account modern challenges and determining the prospects for its development.

4. Methods and Materials

In the process of the study, a set of general scientific and special methods was used, which provided a comprehensive analysis of the processes of formation of the professional identity of medical workers in the public administration system. The methods of analysis and synthesis are applied to generalize scientific approaches and identify the main factors of the formation of professional identity, a systematic approach to consider this phenomenon as an integrated result of the interaction of personal, social and normative-managerial determinants, as well as comparative and logical-analytical methods for studying the transformation of human resources management mechanisms in the field of healthcare.

The empirical basis of the study was made up of regulatory legal acts of Ukraine, strategic documents of state policy in the field of health care, scientific publications of Ukrainian and foreign authors, as well as official analytical and statistical materials from open state sources, which made it possible to form an objective idea of modern trends in the development of the health care system and the professional development of medical workers [15].

5. Results and Discussion

The formation of the professional identity of a specialist, in particular a medical worker, is determined by the cumulative action of multi-level mechanisms, which it is advisable to systematize into two interrelated groups: internal and external. First of all, personal determinants are meant, covering value orientations, normative ideas, ethical attitudes, life goals and worldview positions of the individual. It is these factors that determine the way of self-perception of a specialist, his attitude to the professional role and readiness for its conscious acceptance. At the same time, the external dimension of

the formation of professional identity is represented by social expectations, institutional norms and public perceptions regarding the status and prestige of the medical profession, the demand for relevant specialists in the labor market, as well as the prospects for professional growth in the structure of the health care system [11, pp. 203–204]. Therefore, the professional identity of a medical worker, being a derivative of the general personal identity, appears as a dynamic system that originates in the process of professional education and is gradually transformed under the influence of practical activities and the managerial environment.

In this context, it is advisable to pay attention to the managerial dimension of this process, because the public administration system sets the normative framework for the professional socialization of medical personnel. Therefore, from the standpoint of the science of public administration, the formation of the professional identity of medical workers should be considered as the result of the interaction of educational policy, personnel strategies in the field of health care and mechanisms of institutional support for professional standards. Under such conditions, the identity of a doctor acquires the characteristics of a publicly significant category, which directly affects the quality of managerial decisions, the level of responsibility and orientation to the public interest.

Clarification of the essence of the professional identity of medical workers requires an analysis of its internal structure. It is noteworthy that in scientific research, in particular in [17], it is mainly understood as a complex formation that combines cognitive, affective and behavioral components. The cognitive component covers the specialist's idea of the content and social mission of the profession, the affective component is the emotional and value attitude to professional activity, and the behavioral component is manifested in real professional practices and models of interaction with patients, colleagues and management structures. At the same time, in the modern system of training medical personnel, professional identity is mostly not defined as an independent goal of the educational process, which determines the vagueness of its formation and dependence on spontaneous social influences [17, p. 34]. In view of the above, it is appropriate to emphasize that the integration of the purposeful formation of the professional identity of medical workers into the public administration system creates prerequisites for increasing the institutional sustainability of the healthcare sector.

At the same time, in the regulatory and legal field of the formation of the professional identity of medical workers, the legislative definition of their status is of fundamental importance. Thus, in the Law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on Training, Continuous Professional Development and Professional Activities in Professions in the Field of Healthcare” dated 12.02.2025 No. 4246-IX [20], a medical worker is interpreted as a person who has a medical or nursing professional qualification, carries out activities to provide medical care and performs other functions directly related to this activity in accordance with the current legislation. At the same time, attention is focused on the fact that this activity can be carried out, in particular, in the form of entrepreneurial practice, subject to the availability of an appropriate license. This definition fixes the institutional framework for the inclusion of professional and qualification characteristics of a doctor in the system of public health care. In view of this, it is advisable to consider the legal consolidation of the status of a medical worker as an important factor in the institutionalization of professional identity.

It is significant that the legislative act [20] also details the mechanisms for regulating professional activity through a system of standards. In particular, it stipulates that the requirements for competencies, job duties and professional qualifications of health care workers are established by professional standards for the relevant professions, which are approved and put into effect in the manner prescribed by law. In the absence of such standards, qualification characteristics approved by the central executive body that forms and implements the state policy in the field of health care are applied, subject to coordination with the representative all-Ukrainian association of trade unions. It is worth noting that this mechanism for the normative definition of competencies creates a complex system of regulation of the professional activity of doctors, the structure of which combines state management tools and elements of professional self-government.

In addition, the consolidation of competence requirements at the level of professional standards objectively stimulates the transformation of educational and personnel policies in the public administration system. In this aspect, the professional identity of medical workers is formed within the framework of a certain regulatory and management structure, which ensures the continuity of personnel training and the integration of their professional activities with managerial responsibility. At the same time, the regulatory regulation of continuous professional development medical workers plays a decisive role in the formation of their professional identity in the public administration system. Thus,

in accordance with the Law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on Training, Continuous Professional Development and Professional Activity in Professions in the Field of Healthcare” dated 12.02.2025 No. 4246-IX [20], the obligation of health care workers to carry out continuous professional development by participating in educational events organized by providers of continuous professional development is enshrined. At the same time, the basic principles of such development, the procedure for registration of providers and events, as well as the financial mechanisms for their provision are determined by the regulations approved by the Cabinet of Ministers of Ukraine, and the methodology for calculating the fee is determined by the central executive body in the field of health care [20]. In view of this, it is advisable to consider continuous professional development as a mechanism for stabilizing and updating the professional identity of medical workers. At the same time, an important addition to this legal framework is the provision of the Order of the Ministry of Health of Ukraine “Some Issues of Training and Professional Activity in Professions in the Field of Healthcare” dated 05.07.2025 No. 1065 [7], which regulates the possibility of admission to professional activities of persons with professional qualifications other than those determined by the Basic List of Professions (Positions) of Health Care Workers (hereinafter referred to as the List), provided that they meet professional standards or qualification characteristics.

It is noteworthy that the approved List systematizes the personnel structure of the industry into several enlarged blocks. In particular, it covers medical professions and positions (including managerial, general and specialized, dental and combined with educational activities), pharmaceutical professions, as well as professions of professionals and specialists in the field of health care – from rehabilitation and medical and laboratory activities to psychological assistance, spiritual care and social services [14]. In this context, it is appropriate to emphasize that the normative expansion of the list of professions and qualifications contributes to the formation of a multicomponent professional identity of medical workers. Therefore, it is based on the awareness of one's own role in interdisciplinary teams and management processes.

It should also be noted that it is advisable to consider personnel management in health care institutions as a strategic component of the public administration system, which directly determines the quality of medical services, the level of patient satisfaction and the overall organizational effectiveness of medical institutions [6; 7]. Under these conditions, the introduction of innovative models of human resources management, which combine regular assessment of the effectiveness of professional activities of personnel with a set of financial and non-financial incentives, as well as with the creation of conditions for personal and professional growth, becomes especially relevant [5].

At the same time, the state at the regulatory level recognizes the priority of continuous professional development of medical personnel and declares appropriate guarantees for its provision. However, it is noteworthy that there is a significant imbalance between the declared constitutional obligations and their practical implementation. This discrepancy causes structural limitations in the functioning of the professional development system, which negatively affects the quality of medical services and the stability of the professional identity of medical workers. In particular, the constant lack of funding for the system of continuing medical education, which makes it impossible to form a modern educational infrastructure and ensure the proper quality of educational programs, remain important problems [16]; territorial asymmetry of access to educational opportunities, which creates additional barriers for specialists from remote regions; lack of effective mechanisms of state control over the quality of professional development programs and their compliance with the current needs of practical health care; imperfection of the system of motivation of medical workers for systematic professional development [18].

In view of the above, it is advisable to assert that the solution of the above problems requires a rethinking of the role of the state in the formation of a holistic policy of human resources management in healthcare [8]. In the structure of the above methodology, continuous professional development should be integrated into the system of strategic personnel management as an obligatory element of the professional career of a medical worker. In addition, ensuring the continuous professional development of medical workers reasonably requires coordinated interaction of public authorities, educational institutions, professional associations and industry specialists themselves. In this context, it is the constant updating of professional competencies, the introduction of innovative educational technologies and the strengthening of interprofessional cooperation that create the basis for ensuring high quality of medical care that meets modern standards and expectations of society [2, p. 224].

At the same time, it is advisable to emphasize that continuous professional development in the public administration system serves as an institutional mechanism for the formation of the professional identity of medical workers. In this aspect, educational activity acquires a managerial content, as it contributes to the integration of individual professional values with the goals of state policy in the field of health care and forms a sense of involvement of specialists in the implementation of public interests. It is noteworthy that the normative consolidation of the system of continuous professional development as a tool of public administration is reflected in the Regulation on the system of continuous professional development of health care workers, approved by the Resolution of the Cabinet of Ministers of Ukraine dated 14.07.2021 No. 725 [3] (hereinafter referred to as the Regulation). The above document defines the legal and organizational foundations of the functioning of the relevant system and outlines its role in ensuring the quality of human resources in the industry.

Given the content of the Regulation, it applies to a wide range of specialists, in particular persons with pharmaceutical education at the levels of professional junior bachelor, junior bachelor and bachelor's degree, professionals and specialists in the field of healthcare, as well as to employees with higher non-medical education who carry out professional activities in the health care system, starting from January 1, 2024.

It should be noted that the Regulation [3] also defines the basic principles for the implementation of continuous professional development for employees employed in health care and education institutions, as well as for persons operating in the professions referred to the sections "Managers" (if they have education in the field of knowledge 22 "Healthcare"), "Professionals" and "Specialists" of the Handbook of Qualification Characteristics of Professions of Employees (Issue 78 "Healthcare"), approved by the Order of the Ministry of Health of Ukraine dated March 29, 2002 No. 117 [12]. The presented detailing of regulatory regulation contributes to the streamlining of personnel policy and increases the predictability of management decisions.

In addition, in accordance with the provisions of the current Regulation [3], health care workers are obliged to carry out continuous professional development after completing the relevant stages of professional training. This means, in particular, obtaining higher education in the specialties 221 "Dentistry", 222 "Medicine", 224 "Technologies of Medical Diagnosis and Treatment", 225 "Medical Psychology", 228 "Pediatrics" in the field of knowledge 22 "Healthcare" with the subsequent receipt of a certificate of a specialist doctor; obtaining higher education in the specialties 223 "Nursing", 227 "Therapy and Rehabilitation", 229 "Public Health"; completion of training in the specialty 226 "Pharmacy, industrial pharmacy" with the acquisition of a certificate of a pharmacist or pharmacist-specialist. In addition, the obligation of continuous professional development after completing a postgraduate specialization and obtaining a specialist certificate in the nomenclature of specialties approved by the Ministry of Health of Ukraine, as well as after obtaining professional pre-higher education in the relevant specialties in the field of knowledge "Healthcare" is enshrined in law.

It is significant that the Regulation [3] provides for the introduction of a point system for accounting for the results of continuous professional development measures. Points are awarded in cases determined by the normative act, and the results themselves are mandatory to be taken into account during the attestation in order to assign or confirm the qualification category or professional qualification of a health care worker. At the same time, it is appropriate to focus on the fact that the Ministry of Health of Ukraine [3] assigns the function of determining the procedure for attestation, the number of points for passing continuous professional development activities, including participation in events organized outside Ukraine, [3], indicates the centralized nature of the management of professional development of personnel.

Among the modern tools of public administration, a special place is occupied by the electronic system of continuous professional development, which provides automation of key processes of advanced training of medical workers. The structure of this system stores information about educational service providers, the content and parameters of continuous professional development activities, learning outcomes in the form of accrued points, and also forms a personal electronic educational portfolio of each specialist. The main purpose of the system is to ensure transparency, accessibility and orderliness of professional development processes [3].

In turn, the functionality of the electronic system provides for registration and accounting of educational events, automated accrual and storage of points, submission of reporting information online, conclusion of electronic contracts, as well as the use of all services through a personal electronic account. The presented model of organizing professional development minimizes administrative

barriers and strengthens the focus on the independent responsibility of a medical worker for the results of their own training. At the same time, it should be emphasized that the digitalization of continuous professional development procedures is of social and managerial importance, as it contributes to the formation of a new type of professional self-awareness, within which a medical worker considers his own development as a continuous process integrated into the public administration system and accountable to society [10].

The regulatory basis for the functioning of this system is the Procedure for the Functioning of the Electronic System for Ensuring Continuous Professional Development of Health Care Workers, approved by the Order of the Ministry of Health of Ukraine dated 20.02.2024 No. 281 [13]. This document defines the mechanism for the functioning of the electronic system designed to store information about providers of continuous professional development events and relevant educational activities, accounting for points of continuous professional development and maintaining personal educational portfolios of medical workers in accordance with the Regulation approved by the Resolution of the Cabinet of Ministers of Ukraine dated July 14, 2021 No. 725 [3]. At the same time, the implementation of the above mechanism creates prerequisites for the strategic development of human capital in the field of healthcare.

In particular, the Strategy for the Development of the Health Care System for the Period up to 2030, approved by the Order of the Cabinet of Ministers of Ukraine dated 17.01.2025 No. 34-r [4] (hereinafter referred to as the Strategy), focuses on the need to create conditions for the development and full realization of the potential of the national health care system through continuous professional development of personnel and expansion of opportunities for self-realization of industry workers. In this aspect, human resources are considered as an important factor in the resilience and adaptability of the health care system to modern socio-economic and demographic challenges. At the same time, the implementation of these strategic guidelines is aimed at the formation of complex conditions for the functioning of human resources of the health care system, which ensure the ability of medical workers to perform official duties at the proper professional level. In this context, the provision of decent working conditions and development is an important prerequisite for strengthening professional identity as an integrative characteristic of a public sector specialist.

At the same time, the strategic provisions of the document define priority tasks aimed at updating the mechanisms of personnel policy in the field of healthcare. In particular, it is envisaged to stimulate the development of new forms of continuous professional development of managers, professionals and specialists in the field, coordinated with the national and sectoral priorities of the health care system [4]. Particular attention should be paid to the introduction of a system of professional self-government of health care workers and the strengthening of the role of professional associations in the formation of state policy, the development of the profession and the improvement of the quality of medical services. In addition, the Strategy provides for the introduction of a mechanism for granting an individual right to conduct professional activities in the field of healthcare. In the systemic dimension, this tool contributes to the personalization of professional responsibility and strengthening the autonomy of a medical worker, which directly affects the awareness of one's own professional role and social significance of activities [4].

An important place in the strategic priorities is occupied by the development of digital competencies of medical workers and other users of the electronic health care system, as well as the formation of information culture, digital literacy and cybersecurity skills [1]. In modern conditions, the digitalization of professional activity is becoming a component of the professional identity of a medical worker as a subject of the digital state. Along with this, it is envisaged to introduce transparent and competitive procedures for the selection, career development and professional growth of health care workers, as well as to provide state guarantees of remuneration for medical and other workers in the industry. A separate area is the expansion of qualification requirements for nurses and medical brothers and the involvement of non-medical workers in the provision of medical services, primarily at the level of territorial communities. This, in turn, contributes to the formation of interprofessional interaction and rethinking traditional professional boundaries in the healthcare system. A significant task is also the development and implementation of professional liability insurance tools for medical workers. In the public management dimension, these mechanisms act as a means of institutional protection of professional activity and at the same time increase the level of public trust in the health care system [19].

6. Conclusions

Thus, the analysis of the presented material allows us to state that the formation of the professional identity of medical workers in the public administration system integrates internal personal determinants, external social expectations, regulatory and legal regulation and management mechanisms. In this context, continuous professional development, the introduction of electronic accounting systems and the improvement of digital competencies are important tools for stabilizing and updating the professional identity. At the same time, strategic planning of human resources, coordinated with state policies and sectoral priorities, creates conditions for strengthening autonomy, professional responsibility and interprofessional cooperation, which, in turn, ensures an increase in the quality of medical care and strengthening public confidence in the health care system [9].

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