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FEATURES OF STATE POLICY THE FIELD OF HEALTH CARE

The paper analyzes the formation and implementation of state policy, which is a multi-stage, problem-based, interconnected process in which there are various decision-making blocks, in the context of the existence of three branches of government within the framework of the general state direction of conducting affairs. It is not possible to single out the most significant type of state policy, since state policy in its conceptual content clearly expresses the general interests of the population and citizens as a whole, is their concentrated reflection, which contributes to the maintenance and reproduction of the socio-political integrity of society.

The healthcare system is one of the links in the social sphere along with education, culture and other spheres of society. The relevance of the study lies in the fact that the healthcare system is currently in the process of reform and modernization, concepts, programs, projects are being adopted, but as part of social integrity, public administration in this segment has a number of specific characteristics, analysis and special attention to which are the basis for the effectiveness and efficiency of public policy in the field of healthcare.

The object of the study is state policy as a set of basic principles, norms and activities for the implementation of state power.

The subject is state policy in the field of health care.

Keywords: state policy, state mechanisms, healthcare, social state policy.

Problem setting. In accordance with the basic principles of state social and humanitarian policy, almost all countries with developed market economies have created public health systems that are accessible to all or the vast majority of citizens. Issues of state policy on public health, social security, cost and availability of treatment, living conditions concern the interests of broad groups of the population, shape sentiments, and become the subject of discussions about the effectiveness of the implementation of management functions by government bodies.

The purpose of the paper is to identify the features of the state policy implementation in the field of health care, which are the basis for the effective and efficient operation of the health care system. We consider it appropriate to achieve the goal through the analysis of basic concepts.

Recent research and publications analysis. The problems of formation and improvement of state policy for development of the healthcare sector were studied by such scientists as: Pashkov V.M., Berezhnaya Yu.V., Malichenko V.S., Nadyuk Z.A., Kaminskaya T.M. and many others.

From a political-sociological point of view, politics is a powerful way of organizing society, a political process of achieving and maintaining its integrity based on the coordination of various interests, and the management of society by the political elite based on institutions.

If we are talking about a process that is carried out with the participation of society, politics takes on a managerial aspect.

During the study of state policy, which is a product of the managerial nature of state policy, various approaches to defining this category have developed. If we consider the theory of Public Administration, it interprets state policy as an institutional and managerial practice of the state bureaucracy that is sensitive to public needs and aimed at effectively and efficiently satisfying public needs.

Studying state policy as a public phenomenon, one cannot help but pay attention to political leadership, which is very actively analyzed and compared with politics in foreign political and sociological literature. In this case, management is understood as a consolidated cooperation of state and non-governmental institutions and structures that excludes bare administration to ensure the satisfaction of socially significant needs. It should be especially emphasized that in Ukrainian scientific literature the content of this concept has not yet been sufficiently covered.

Political leadership is a certain way of implementing state policy, in connection with which state policy is also revealed through the government's activities in preparing and implementing a set of political decisions regarding the allocation of public resources, production, distribution and redistribution of public goods.

Thus, state policy is a political process of managerial influence of state institutions on the main spheres of society, based on the direct application of state powers both in the development and implementation of the strategy and tactics of regulatory and organizational influence on all components and aspects of the functioning and development of the economy, social sphere and other subsystems of society through the allocation of resources, distribution, redistribution of public goods and other measures.

State policy is the targeted activity of government bodies to solve public problems, achieve and implement generally significant goals for the development of spheres of society's life. Using legal, economic, and administrative methods of influence, state policy is a means of achieving certain goals in a specific area, relying on the resources available. Policy must be open, competitive and results-oriented [4, c.121].

The system of state policy is not a simple sum of certain elements, but a holistic set of them, which, when interacting, creates new integral qualities. Consequently, the system of state policy is understood not as a simple sum of the components of its content, but as their integral and holistic unity within the framework of this system, the presence of which turns it into an independent object of study.

Thus, from a political-sociological point of view, state policy is an integral system, the content of which necessarily includes state power, social subjects, government and procedural components. They actively interact with respect to regulatory influence on the economy, social sphere and other objects. Influence is exerted in specific ways and on the basis of specific rules.

State policy is developed taking into account a variety of circumstances and conditions by the highest bodies of state power with the participation of parties, civil society associations, universities and research centers, influential figures in business, culture and science.

The development of state policy is based on the basic interests of society, the strategic needs of the corresponding stage of state development, expressed in the form of basic principles and strategic goals that have found appropriate public support. In the process of policy

development, the problem of the adequacy of the expression of the basic interests of society in the corresponding political line of the state arises.

The development of state policy can be understood as a set of stages, factors, activities of policy subjects and influence groups in the course of choosing strategic goals and their consolidation in relevant documents (programs, statements, laws, doctrines).

Modern requirements for the policy making process include the following provisions:

- 'Fore sight' expressed in the presence of clearly defined results that the policy is trying to achieve.
- 'Broad view', which involves taking into account the influence of both internal and external factors.
- 'Innovation, flexibility and creativity'.
- 'Information Fundamentals', which involves analyzing all available sources of information at the earliest stage of goal formulation.
- 'Engagement', which is expressed in taking into account the needs of people who directly or indirectly influence policy.
- 'Unification' implies the interdependence of moral, ethical and legal factors of politics.
- 'Control'.
- 'Assessment' of policy effectiveness is built into the policy-making process itself.

Public policy acts as a process of transforming political goals into state programs and practical actions to achieve the corresponding results. Depending on the sector of impact and, accordingly, the result, the following main directions of state policy are distinguished:

State economic policy is a set of measures and actions of the government to select and implement economic decisions at the macroeconomic level. There are monetary, budgetary, tax (fiscal) investment policies, policies in the field of labor and employment, the labor market, income regulation, and foreign economic policy.

State social policy can be presented as a form of conscious influence on the social sphere of people's life with the aim of changing it in the interests of the participants in these relations. Social policies are distinguished in the areas of education, health care, housing and social insurance (including pension provision and individual social services).

State national policy, the main objective of which is to coordinate the needs and interests of all peoples living in the country, also regulates the legal and material basis for their development, taking into account their voluntary, equal and mutually beneficial cooperation.

State environmental policy is a set of methods for achieving the goals and objectives set by the environmental strategy. They distinguish between global, state, regional and corporate environmental policies.

International policy of the state is the political activity of subjects of international law aimed at solving issues of the human community, developing mechanisms for coordinating the interests of subjects of world politics, preventing and resolving global and regional conflicts, creating a just order in the world. It represents the core of international relations, is an important factor in peace and stability, and the development of equality in the system of international relations [7].

Thus, the system of state policy covers all spheres of society's life, regulating, controlling and systematizing relations within it.

Politics is a sphere of social activity, a system of certain social relations, interactions

of classes, nations, other social groups, and states. The implementation of state policy is expressed in the implementation of specific measures to achieve the set goals through the efforts of all sectors of society with the leading role of the executive branch. The focus of politics is power and governance in society. Each social institution that integrates and coordinates the activities of people in the sphere of implementing state policies of various directions acts as a certain organization of people that performs a set of functions on behalf of the entire group.

In modern society, there is an awareness that many health-related problems have a social nature, the health and life of people are recognized as the highest social values, and on the part of medicine there is an increase in attention to the study of the social causes of diseases. The totality of these facts gives every right to consider the study of the peculiarities of state policy in the sphere of health care as relevant and scientifically appropriate.

Healthcare as a special social institution developed gradually, institutional changes in medicine formed a collective system of health protection for people. In the 20th century, healthcare became a scientifically developed and socially significant system of society. Today it is the largest social institution. Healthcare is a branch of state activity, the purpose of which is to organize and provide accessible medical care to the population, maintaining and improving the level of its health [1, c. 215].

Healthcare is a system of socio-economic and medical measures aimed at maintaining and improving the health of the population. The complex of these measures is aimed at preventing and treating diseases, ensuring healthy working conditions, high working capacity and active longevity of a person.

The principles of the state health care system include:

- state character;
- free and generally accessible;
- preventative orientation;
- unity of science and practice, treatment and prevention;
- continuity in the provision of medical care;
- public character;
- internationalism.

The healthcare system in Ukraine is one of the elements of a set of social institutions and is fundamental from the point of view of the physical development of society and, as a consequence, the state. At the same time, society is a complex system of interconnected social institutions.

The healthcare system, being a social institution, integrates and organizes that sphere of human activity that is responsible for the physical, spiritual and moral state of society. People's satisfaction with receiving medical services and social expectations from the reforms carried out in the healthcare system ensure the stability of the social institution.

Healthcare is the most important branch of the social sphere, as close as possible to people. It is he who bears the main responsibility for preserving the life and health of citizens, preventing and reducing the incidence of disease among the population.

The current stage of development of the domestic healthcare system is marked primarily by its reform, the main driving force of which is the complex of problems of the national healthcare system, including the problem of the socio-economic efficiency of the implementation of state policy in the field of healthcare in the country regions.

In recent years, an extremely unfavorable situation has developed in the healthcare sector in the country: the quality and availability of medical care to the population has decreased; the number of socially dangerous diseases has increased; the medical and demographic situation is characterized by an increase in mortality and a decrease in the birth rate, negative natural population growth, which has become the beginning of a comprehensive reform of the health care system.

The formation of an effective process for managing the healthcare system both in the regions and in Ukraine as a whole depends on the activities of government agencies to timely update the regulatory framework governing the processes occurring in the healthcare sector, as well as on the level and relevance of public policy pursued in the state.

State policy in any area, including healthcare, begins with an analysis of the situation and identification of a list of problems. In public policy, the problem is understood as a contradiction between constantly emerging human needs and the ability of the state and society to satisfy them. In the healthcare system, a problem arises when the population does not meet its needs for quality medical care. This issue can be resolved in the presence of a state policy that determines the vector of development of the entire healthcare system for the future.

State policy in the field of health care is based on the principles of supporting measures to preserve and strengthen the health of the population and classifying the health of the population as a factor in ensuring national security; respect for human and civil rights in the field of public health protection and ensuring state guarantees associated with these rights; prioritizing the financing of the healthcare system; ensuring guarantees for the provision of medical care to citizens that meets established standards of its quality; providing the healthcare system with appropriate financial resources; observing the unity of interests of citizens and the state in the field of healthcare; accessibility of medical care to citizens on the territory of Ukraine; development of international cooperation in the field of health care [6, c.18].

The practice of implementing state policy in the field of health care has a number of features that express the social significance of health care as a social institution and a regulator of the level of people's livelihoods, including diseases, birth rates, and mortality.

State policy in the field of healthcare has a very important specific feature associated with the presence of the opinion and support of those without whom healthcare does not exist – medical workers and patients. In the absence of these indicators, all actions within the framework of the policy being pursued become ineffective.

Any policy presupposes the presence of a subject in the mechanism of its implementation. The healthcare system is no exception, but in this sector the subject – the state – is not a single actor. Without the participation of the medical community in the development of ideology, goals, objectives, principles and mechanisms of change, understanding and approval of the proposed actions by public organizations of patients and other public organizations, explanation to society of the scenario of actions and forecast of the expected results to which the changes will lead, the subject of activity will not be able to achieve the intended goals and set objectives.

Obviously, no activity to implement the actions prescribed by programs, concepts and policies in general can be carried out without sufficient resource support. The quantitative characteristics of the resources required for changes should be determined depending on the goals, the achievement of which is defined as the planned result, and the tasks that need to be solved to achieve the goals. We are talking about legal, financial, human resources, material

and technical and information resources.

Experience shows that when developing plans, programs and projects aimed at solving problems in the health care system, the environment in which events related to change occur is of particular importance. Any changes can be implemented only within the framework that objectively exists in each specific case. These are the environmental factors that influence change-related activities. The following factors influence the process of implementing state policy in the healthcare system: political, economic and social situation in the country; international treaties of the country (economic and political); demographic situation in the country; social stratification of society; socio-cultural characteristics of society, including national and ethnic ones; the presence and activities of parties, socio-political organizations, trade unions, corporate organizations (elements of civil society).

In most countries, the main mechanisms for implementing state policy and ensuring the activities of the health care system to meet the needs of the population in receiving medical care are the regulatory framework of the industry, regulating the provision, management and control of medical care; standardization of the industry, carried out through regulatory and technical documents, and the system of expertise [6].

Obviously, effective management of the healthcare system is impossible without the creation of a regulatory framework governing medical activities at all levels.

The regulatory framework of the industry is a system of interrelated regulatory legal acts from laws to regulatory and technical documents, mandatory for execution by all healthcare institutions regardless of the form of ownership and regulating the legal basis for the provision of medical care, its quality, accessibility and control. In each country, the regulatory framework for the industry is formed taking into account national traditions of providing medical care.

Normative legal acts that regulate and govern the activities of the healthcare system in Ukraine can be divided into two spheres of influence: the first is the practical implementation of activities by medical organizations, the second is represented as the influence of government bodies on the organization of the process of providing medical services, expressed through programs, concepts and projects based on the analysis of existing problems.

We also consider it appropriate to say that a distinctive feature of state policy in the field of healthcare is the presence of standards. Medical standards (patient management protocols) are drawn up with an understanding of the limited resources and the specifics of providing care in various medical and preventive institutions, so they include a minimum level of necessary care. Sometimes this conflicts with the goal of providing technologically advanced care.

The Ministry of Health of Ukraine has developed a set of standards for the provision of outpatient and polyclinic and health resort care to patients with various diseases. These standards represent a formalized description of the minimum necessary volume of medical care that must be provided to a patient with a specific disease entity, syndrome, or in a specific clinical situation. Work on their creation was initiated in connection with the need for regulatory and legal support for the provision of additional free medical care to citizens entitled to a set of social benefits.

Without standardization in healthcare, it is impossible to rationally implement state policy, effectively manage the industry, maintain uniform approaches to planning, licensing and certification, ensure the quality of medical care, and rationally use human and material re-

sources.

We also consider it appropriate to conduct an analysis of the regulatory framework, which reveals the level of influence of government bodies on the organization of the process of providing medical services and is based on an analysis of existing problems.

The specificity of the healthcare system is such that all activities within it are aimed at people and for people. A systematic and comprehensive study of the regulatory framework allows us to analyze the main state programs in the field of healthcare, which will more deeply reveal the features of state policy in this system. For many decades, the following problems have been observed: unfavorable infant mortality rates, high rates of growth of social diseases (tuberculosis, AIDS, drug addiction), low average life expectancy compared to Western countries, a high gap in life expectancy between men and women (13 years), and “excess mortality” of men of working age.

The social policy measures adopted in the field of health care in the last 5-7 years have somewhat improved the situation, expressed in an increase in the average life expectancy and a decrease in infant mortality. Despite the implementation of a number of organizational and economic reforms and the enshrinement of socially approved principles in legislation, the healthcare sector is in a difficult situation: mortality has increased, a significant portion of the population is not satisfied with the quality of medicine, and there is a constant lack of funding. In addition, it is worth special attention that the life expectancy of women in Ukraine is 10 years longer than that of men, while in other countries this gap is only 3 (China) to 6.5 years (France, Japan) [3, c.9].

Social policy measures in the area of healthcare provide some increase in the population's satisfaction with this area, but over the past five years it has amounted to only 4.7 percentage points. The main result of the survey is that almost 60% of Ukrainians are not satisfied with medical care. The subjective opinion about the “diseases” of Ukrainian healthcare comes down to three main problems, each of which is multifaceted: quality, professionalism, material resources.

The main principles of healthcare are: respect for the rights of citizens in the area of health protection and provision of state guarantees related to these rights; priority of the patient's interests in the provision of medical care and protection of children's health; social protection of citizens in the event of loss of health; responsibility of state authorities and local government bodies, officials of organizations for ensuring the rights of citizens in the field of health care; accessibility and quality, as well as the inadmissibility of refusal to provide medical care; priority of prevention in the field of health care; observance of medical confidentiality [5, c.60].

Thus, it can be concluded that state policy in the field of healthcare is a set of goals, objectives, priorities, principles, strategic programs and planned activities that are developed and implemented by state or municipal authorities to improve the level and quality of medical care and strengthen the health of the nation. The implementation of state policy is a continuous, dynamic process of achieving set goals, in which various government bodies and civil society institutions participate. Implementation begins immediately after the approval and legitimization of state policy or a separate program and is the main activity of the state apparatus.

State policy aimed at improving the efficiency of various sectors of the healthcare system is in the development stage, which, based on the results of the study, should be considered

progressive. The Ukrainian healthcare system itself is at the stage of reform and modernization, concepts, programs, projects are being adopted that cover the facets of the complex process of providing medical care, but being part of the social integrity, public administration in this segment has a number of specific characteristics, analysis and special attention to which are the basis for the effectiveness and efficiency of state policy in the field of healthcare.

The main feature of state policy in healthcare is that since the goal of all events and actions is to improve and strengthen the health of the nation, therefore, state policy, the subject of which is the healthcare system, places the satisfaction of the needs of the population, including high-quality and accessible medical care, at the basis of all decisions taken. The problematic field in the creation of a new program or concept should contain the results of monitoring the opinion on the problems in the healthcare system and the needs of consumers of medical services, i.e. society as a whole, the opinion of the medical community on the appropriateness of the stated problems, and only then will public administration be effective, and the achieved result will receive a positive social assessment from the population.

The implementation of state policy in the field of healthcare based on the results of the analysis of the identified features involves the introduction of a system of clear and mandatory research into the current state of the healthcare system, but due attention is paid to this issue only when drafting and developing program documents in recent years. Particular attention must be paid to studying the mistakes of past reforms, which are also revealed by analyzing not only reporting data, but also the opinions of the population.

Therefore, the increasing social role of the healthcare system actualizes the need for a more profound and thorough approach to the formation of policy in this area, the development of programs and concepts, as well as the development of algorithms for the implementation of measures. The modernization and reform of the healthcare system is being carried out in a comprehensive manner for the first time in many years, and for a long time there were no obvious results.

Currently, the social effect of a goal-oriented and rational approach to the formation of state policy in the field of healthcare is expressed in the increasing level of satisfaction with medical care, which grows annually, positive demographic indicators, and special attention to the problems of the healthcare system. At the same time, it is worth noting in conclusion that the tendency to actualize problems in the sphere of providing medical services is only at the stage of primary coverage of this issue, and authorities need to more competently use those features of state policy in the sphere of health care that contribute to an effective and socially necessary mechanism for implementation.

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