

PRACE POGLĄDOWE
REVIEW ARTICLES**PLANNING OF EFFECTIVE EVALUATION OF THE ACTIVITIES OF HOSPITAL DISTRICT AT THE EXAMPLE OF POLTAVA REGION****PLANOWANIE SKUTECZNEJ OCENY DZIAŁALNOŚCI SZPITALA OKRĘGOWEGO NA PRZYKŁADZIE REGIONU POŁTAWY**

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ABSTRACT

Introduction: Increasing of the availability and quality of health care in rural areas is one of the priority directions of public health and regional development policy. The need for reforming of the network of secondary health care facilities is due to the fact, that they are unable to meet the needs of the population in this specialized type of medical care in the conditions of the existing structure and funding system.

The aim: to analyze the existing legislation regulating the establishment and operation of hospital districts; to determine the methodology for monitoring and evaluating of the activity of the hospital district on the example of the Poltava region.

Materials and methods: In this work a set of methods is used: system approach, bibliosemantic, legal, logical modeling.

Review: A managerial tool capable of tracking the process and demonstrating the impact of projects, programs and development policies is monitoring and evaluation. The basis of evaluation is the creation of different indicators and indexes. The system of these indicators provides an opportunity to assess the social, medical, economic and environmental aspects of development of hospital district. The monitoring and evaluation program should include monitoring of implementation (contributions and activities) and monitoring of the results of work of the hospital districts (short-term and long-term).

Conclusions: Hospital districts are created with the aim of optimizing of the organization and functioning of the network of health facilities. The Management Board's decision should be based on valid, reliable information on the development of the hospital district. Compliance with the monitoring and evaluation methodology makes it possible to provide the health care system with qualitative and timely data at all stages of its reformation.

KEY WORDS: hospital district, monitoring and evaluation, secondary medical care, management

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INTRODUCTION

Health is an integral indicator of the success of the development of society. It is recognized as an inalienable human right, an indispensable component of well-being, a global public good. In today's conditions of existence a special significance becomes the problem of preserving and strengthening the health of the population as a fundamental value, strategic goal and criterion of the success of the society. [1,2].

Improving the availability and quality of health care in rural areas is one of the priority directions of public health policy and regional development [3].

Hospital districts are established in order to optimize the provision of medical care to the rural population. The establishment of hospital districts in pilot regions is defined by the Law of Ukraine "On the Procedure for Reforming the Health Care System in Vinnytsia, Dnipropetrovsk, Donetsk Regions and the City of Kyiv" dated July 7, 2011 No. 3612-VI. The law states that the hospital district is an organizational-functional association of the pilot region's

health facilities that satisfies the need of the population of one or several administrative-territorial units of this regions in secondary (specialized) medical care.

The need to reform the network of secondary health care facilities is due to the fact that they are unable to meet the needs of the population in this type of medical care in the conditions of the existing structure and funding system (in the absence of complete protection of patients from financial risks in case of illness) [4].

In developing countries, an urgent problem is the development of an effective management system. Initiatives to reform the healthcare sector have led to the introduction of public administration systems to assess such activities. The monitoring and evaluation system provides critical information to the performance of the public sector or individual organization [5].

The development of the monitoring and evaluation system becomes an extremely useful management tool during the reform period.

Table I. Distribution of administrative-territorial units of the Poltava region to the hospital districts.

Name of the hospital district	Composition of the hospital district
Eastern Hospital District (EHD)	all health care establishments that is provide secondary (specialized) medical care and that placed on the territory of: Poltava city Dikansky district Zinkivsky district Karlivsky district Kotelevsky district Mashivsky district Novosanzharsky district Poltavsky region Reshetylivsky district Chutovsky district
Southern Hospital District (SHD)	health care establishments located on the territory of: Kremenchuk city Gorishni Plavni city Globinsky district Kobelyatsky district Kozelshchinsky district Kremenchugsky district
Western Hospital District (WHD)	health care establishments located on the territory of: Lubny city Hrebinkivsky district Lubensky district Orzhitsky district Pyryatynsky district Semenivsky district Khorolsky district Chernukhinsky district
Northern Hospital District (NHD)	health care establishments located on the territory of: Mirgorod city Gadyach city Velikobagachansky district Gadyatsky district Lokhvitsky district Mirgorodsky district Shishatsky district

THE AIM

Aim: to analyze the existing legislation regulating the establishment and operation of hospital districts; to determine the methodology for monitoring and evaluating of the activity of the hospital district on the example of the Poltava region.

MATERIALS AND METHODS

In this work a set of methods is used: system approach, bibliosemantic, legal, logical modeling.

REVIEW AND DISCUSSION

The reform of the organization of provision of medical and preventive care to the population has led to its distribution to the appropriate levels, from which the primary, secondary and tertiary health care. Providing of the medical care to the rural population is complicated by socio-economic, medical and demographic factors.

In January 2017, the Poltava Regional State Administration, in compliance with the resolution of the Cabinet of Ministers of Ukraine of 30.11.2016, No. 932 "On Approval of the Procedure for the Establishment of Hospital Districts", the projects of the hospital districts for submission to the Government for consideration in the established procedure was submitted for to the Ministry of Health of Ukraine.

By the Order of the Cabinet of Ministers of Ukraine, dated 22.03.2017 № 198-p, were approved the list and composition of the hospitals of Poltava region, which has begun the establishment of hospital councils, strategic planning of the districts for 5 years and the attraction of investments in the medical sector.

The list and composition of the hospital districts of the Poltava region is established. According to this document, there is four hospital districts were created on the territory of the Poltava region, that is (Tabl. I).

The purpose of the creation of the hospital districts is to promote the organization and functioning of a network of

Table II. The number of members of the hospital councils of the hospital districts of the Poltava region.

Name of the hospital district	The number of members of the hospital council
Eastern Hospital District (EHD)	24
Southern Hospital District (SHD)	24
Western Hospital District (WHD)	28
Northern Hospital District (NHD)	26

Table III. Program theory for achieving of the long-term results.

Results	Influences	Increasing the satisfaction of the population with medical aid
	Long-term results	Decreasing of the morbidity, disability. Improvement of the demographic indicators
	Short-term results	Improve access to health care for the rural population Ensure geographic accessibility to medical services Improve the availability and quality of maternal and child health services To expand and improve services for treatment and control of socially significant diseases
Realization	Actions	Strengthen, expand and improve disease prevention and health promotion services. Strengthen, expand and improve services for the treatment and control of diseases. Provide the highest achievable quality of health.
		Provide financing and optimization of the technological process of medical assistance provision. To introduce modern management in health care.
	Contribution	Rational using of personnel, logistical and financial resources of health care

health care institutions, in a way that will ensure the quality and timeliness of provision of secondary (specialized) and emergency medical care to the population, efficient use of budget funds.

Activities of the hospital district are based on a number of normative documents: the Constitution of Ukraine, the Economic and Budget Codes of Ukraine, the laws of Ukraine “On Local Self-Government in Ukraine” and “On Cooperation of Territorial Communities”, the decree of the Cabinet of Ministers of Ukraine dated November 30, 2016, No. 932 “On Approval of the Procedure for the Establishment of Hospital Districts” and other acts of the Cabinet of Ministers of Ukraine, as well as normative legal acts on health care system.

According to the plan of development of the hospital district, it must include at least one multidisciplinary intensive care hospital of the first and / or second level and other health care establishments providing secondary (specialized) and emergency medical care in the service area of this hospital district

Hospital councils have been created to identify problem issues, to coordinate actions, to develop urgent documents regarding the implementation of state health policy in the hospital district, as well as the provision of medical care in the hospital.

The Hospital council is an advisory organization, that created by the members of the hospital district to identify problematic issues, to coordinate actions, to develop proposals and recommendations for the implementation at the level of the hospital district of state health policy, as well as for the organization and financing of medical care in the hospital district [6].

The number of members of the hospital councils was calculated according to the formula recommended by the Cabinet of Ministers of Ukraine (Tabl. II).

Members of the Hospital Council were representatives of regional-significant cities, districts, public associations.

The functions of the Hospital council include the development of proposals for the financing of programs for secondary (specialized) and emergency medical care; to the plan of development of the hospital district; to the reorganization and re-profiling of institutions providing secondary (specialized) medical care within the hospital district, etc. It is from the receipt by the members of the Hospital council of valid, reliable information on the development of the hospital district depends on the adoption of adequate and timely management decisions.

A management tool that is able to track the process and demonstrate the impact of projects, programs and development policies is monitoring and evaluation (M&E). Monitoring means continuous activity using systematic data collection. The evaluation should be understood as evaluating the performance of the program with a specified periodicity.

Using the guidelines of the strategic documents of the Ministry of Health of Ukraine, the main strategic directions were identified as:

1. Leadership and Management
2. Clinical services
3. Clinical and auxiliary services
4. Training and clinical training
5. Human Resources
6. Financial management
7. Information and communication technologies
8. Quality and safety management

The basis of evaluation is the creation of indicators and indexes. The system of indicators provides an opportunity to assess the social, medical, economic and environmental aspects of development.

The methodology for creating metrics should meet the CREAM criteria [5]:

- “clear” - clearly articulated and unambiguous;
- “relevant” - to be relevant to the subject of assessment;
- “economic” - economical (costs related to their tracking should be moderate);
- “adequate” - be able to create a basis for assessing efficiency;
- “monitorable” - to be controlled (must be independently verified).

Implementation of the monitoring and evaluation program with the targeting of the result should take place in a separate direction, according to the set goals. Moreover, it is necessary to conduct both monitoring of implementation (means and strategies) and monitoring of results.

For example, one of the goals of the organization of medical care at the hospital district level is to reduce mortality rates from cardiovascular diseases. The long-term result, according to the program, is to reduce the incidence of this disease (Table III). The goal is to reduce the incidence of heart attacks, strokes, etc. The means and strategies for achieving the goal are to improve prevention programs, promote healthy lifestyles, inform about the risk factors existing in this population group, ensure timely access to health care.

CONCLUSIONS

1. Improving the availability and quality of health care in rural areas is one of the priorities of state policy.
2. Hospital districts are created with the purpose of optimizing the organization and functioning of the network of health facilities in a manner that will ensure the quality and timeliness of provision of secondary (specialized) and emergency medical care to the population, as well as the efficient use of budget funds.
3. Adoption of a management decision by the Hospital Council should be based on valid, reliable information on the development of the hospital district.
4. Compliance with the monitoring and evaluation methodology makes it possible to provide the healthcare system with qualitative and timely data at all stages of its reformation.

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