

MAIN DIRECTIONS OF STATE POLICY OF UKRAINE CONCERNING THE SOLUTION OF PROBLEMS IN THE FIELD OF MEDICAL, PHYSICAL AND PSYCHOLOGICAL REHABILITATION OF PARTICIPANTS IN COMBAT ACTIONS

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Abstract. The article summarizes information on the main directions of the state policy of Ukraine in solving problems in the field of medical, physical and psychological rehabilitation of combatants. The study of the main directions of the state policy of Ukraine in solving problems in the field of medical, physical and psychological rehabilitation of combatants has a systemic nature. Therefore, research methods are also multidisciplinary, because the research concerns administrative law, public administration, and the field of health care. The functional-competence approach was specially applied, according to which the competence of the central bodies of the executive power of Ukraine was analyzed in terms of the development and implementation of state policy. The effectiveness of state policy in the field of state financial guarantees of medical care for the population under the medical guarantee program has been analyzed. Provision of sanatorium-resort treatment and medical benefits are considered. Problems have been identified when the transition of military personnel to civilian life will become a serious challenge for the country. The problem will arise in the context of ensuring a unified approach to the provision of benefits. The issue of rehabilitation financing was considered, in particular, it was noted that all the listed services are provided either exclusively at the expense of local budgets, or under a mixed system, when local authorities receive a partial subvention from the state budget. The problem of transfer of benefits administration functions to local self-government bodies and the introduction of an automated system for servicing the needs of veterans was declared.

Keywords: public administration, state policy, rehabilitation, medical rehabilitation, psychological rehabilitation, social protection, medical and social security, combatant.

JEL Classification: H 11, H 19

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Introduction. Before the start of the full-scale invasion, 500,000 people were registered as participants in the Anti-terrorist operation / Operation of the United Forces (English: ATO/ OUF) since 2014. In connection with the full-scale invasion of Russia, the number of people who were mobilized or joined the volunteer formations, as well as their families and the families of the fallen defenders, may exceed 5 million people.

Medical, physical and psychological rehabilitation of the demobilized members of the ATO/OUF can be done both in regional hospitals and in institutions subordinate to the Ministry of Health of Ukraine. Contracts with the National Health Service of Ukraine (English: NHSU) concluded 25 hospitals for war veterans for a total of UAH 722.7 million.

The first in Ukraine Medical Guarantee Program is based on the principle of universal coverage of medical services. That is, there is a principle according to which all citizens or persons equal to them had equal access to quality medical care. The National Health Service works in the interests of patients. And does not divide them into separate social categories. Every citizen has the right to quality free medical care. The National Health Service of Ukraine provides an opportunity to choose the best hospital, regardless of the patient's status and place of residence, and pays for his treatment to institutions that have a contract with the National Health Service.

Literature review. The article analyzes the joint efforts of the Ministry of Defense, the Ministry of Health, the Ministry of Digital Affairs, the Ministry of Veterans Affairs and experts, in particular, in the area of digitalization of the processes of solving the problems of rehabilitation of combatants and organizational and resource issues. Separately, the procedure for informing the combatants about the algorithm of actions during the rehabilitation process, after it, as well as the rights and guarantees available to them, in accordance with the legislation, is being worked out.

The article summarizes information on the implementation of Contracts with the National Health Service of Ukraine, the Program of Medical Guarantees, and documents of the Ministry of Health. The analysis of information exchanges between the electronic health care system, the "rehabilitation module" and the Unified Information Systems of the social sphere, in particular, the centralized data bank on disability issues, was carried out. This will simplify and speed up the document flow regarding the provision and financing of relevant services. The article analyzes data from the Ministry of Veterans Affairs, the Ministry of Digital Development, Digital Transformation and Digitalization, and the Minister of Internal Affairs.

Aims. The purpose of the article is to study the main directions of the state policy of Ukraine in solving problems in the field of medical, physical and psychological rehabilitation of combatants.

Methodology. The study of the main directions of the state policy of Ukraine in solving problems in the field of medical, physical and psychological rehabilitation of combatants has a systemic nature. Therefore, research methods are also multidisciplinary, because the research concerns administrative law, public administration, and the field of health care. The functional-competence approach was specially applied, according to which the competence of the central bodies of the

executive power of Ukraine was analyzed in terms of the development and implementation of state policy [1-3].

Special attention is paid to special methods that relate directly to the activities of executive authorities. In particular, the Ministry of Health is introducing a multidisciplinary approach to the process of rehabilitation of both civilians and military personnel. Thus, in one of the sub-departmental centers of complex rehabilitation of the Ministry of Social Policy, there are 2 multidisciplinary rehabilitation teams, whose work involves 5 social workers. A full range of inpatient and outpatient rehabilitation services is provided. Currently, the construction of information exchanges between the electronic health care system, the "rehabilitation module" and the Unified information systems of the social sphere, in particular, the centralized data bank on disability issues, is underway. This will simplify and speed up the document flow regarding the provision and financing of relevant services.

Results. Veterans need special attention in the field of medical care. That is why NHSUs work on solving problems and meeting the needs of each patient. Rehabilitation in the acute period of the disease is part of the inpatient treatment service. In addition, veterans will be able to receive medical services provided by mobile multidisciplinary mental health teams.

One of the main requirements for concluding a contract with the National Health Service this year is the creation of barrier-free access to medical facilities for people with disabilities. Hospitals of war veterans should also take care to make medical care even more accessible to each of their patients. Therefore, any health care facility, including a veterans' hospital, that meets the requirements will be able to enter into a contract with the National Health Service for the appropriate package of services and provide medical care to patients.

From April 1, 2020, medical institutions that provide specialized and highly specialized care switched to the new financing system. In particular, those hospitals that met the requirements for contracting with the National Health Service. In order to conclude a contract for each package of medical services, the institution must meet certain requirements. They refer, in particular, to the availability of modern equipment for treatment and diagnostics, qualified medical personnel, etc.

To date, 25 war veterans' hospitals have signed contracts with the NHSU. For a total amount of UAH 722.7 million. As of January 25, within the framework of the Medical Guarantee Program for 2020, the National Health Service paid out more than UAH 602 million to these institutions.

Hospitals mainly provide inpatient care services without surgical interventions (in particular, medical care for patients with COVID-19), outpatient services, rehabilitation of patients with damage to the nervous system or musculoskeletal system, and others under the contract with the NHSU.

Among the priorities of social policy in the field of rehabilitation: change of the system for assessing human functioning and transition of the system to the International Classification of Functioning; the possibility of providing social services in communities at the expense of the State Budget; solving the problem of the poor condition of a number of military hospitals and the need for these institutions to carry

out repair work; the need of district hospitals in "rehabilitation packages" of the National Health Service of Ukraine.

The head of the National Health Service of Ukraine also assured the meeting participants that the funds paid by the National Health Service for medical care in war veterans' hospitals are sufficient to provide free medical services, pay salaries to doctors and medical workers, as well as for the development of relevant institutions. In 2023, tariffs for rehabilitation rose significantly. Currently, for inpatient comprehensive rehabilitation of one person, UAH 33,600 per month must be paid, if, of course, the facility meets certain conditions. This includes the presence of an interdisciplinary team, special equipment, compliance with requirements and standards for human recovery [4].

At the same time, a number of hospitals for war veterans are located in the territories of active hostilities. Therefore, individual services and long-term treatment cannot be provided in such institutions, taking into account the safety conditions [5-6].

Today, it is possible to note the high effectiveness of state policy in the field of state financial guarantees of medical care for the population under the program of medical guarantees implemented by the National Health Service. Thanks to the system of providing "packages of services" payable by the National Health Service, hospitals began to feel normal. They have repairs to the appropriate level of service provision. The Ministry of Health emphasized the expansion of the "Affordable Medicines" program, which enables every Ukrainian, in particular, a war veteran, to receive a number of medicines for free or for a small fee. Currently, the list of the program includes 486 medicinal products. Provision of narcotic analgesics for palliative patients is currently being developed. Narcotic analgesics such as fentanyl patches and strips will be introduced in the second half of this year.

In turn, the Ministry of Veterans' Affairs reported a desire to take responsibility for providing war veterans with psychological help. The Ministry has separate budgetary funding for psychological assistance. It became known that the scope of this Ministry includes 36 institutions that provide a complex of preventive, medical, health and rehabilitation measures both for war veterans and for veterans of the Ministry of Internal Affairs, participants in hostilities, military personnel and certain privileged categories and members of their families. In addition, 8 medical rehabilitation centers operate in the system of the Ministry. Unfortunately, a number of institutions are not functioning due to temporary occupation, damage or mining. Since February 24, 2022, more than 6,000 wounded have already received inpatient treatment in health care facilities of the Ministry of Internal Affairs, and more than 2,000 wounded have received outpatient treatment. Also, in these institutions there is a VLK, medical and psychological rehabilitation is provided. Separate protocols have been developed for working with certain categories of our employees, in particular, those who have been released from captivity. The Ministry of Internal Affairs, together with the Ministry of Health, systematically implement measures to send the wounded abroad for treatment and prosthetics.

Joint efforts of the Ministry of Defense, the Ministry of Health, the Ministry of Digital, the Ministry of Veterans and experts regarding the change in the process of

passing the military medical commission (MMC), in particular, in terms of digitalization of processes and organizational and resource issues. Taking into account the growing load on MMCs, the network of commissions is expanding, including through the creation of additional garrison MMCs and the involvement of civilian health care institutions. The government officials plan to introduce electronic document flow between military units and military hospitals, as well as an electronic queue at the MMC. Separately, the procedure for informing military personnel about the algorithm of actions during the process of passing the military training, as well as the rights and guarantees available to them, in accordance with the legislation, is being worked out.

The Verkhovna Rada of Ukraine adopted as a basis two draft laws related to the work of the MMC, namely:

the draft Law of Ukraine on Amendments to Article 70 of the Fundamentals of the Legislation of Ukraine on Health Protection (regarding the work of military medical commissions);

the draft Law of Ukraine on Amendments to the Statute of the Internal Service of the Armed Forces of Ukraine regarding the improvement of documents processing and treatment of servicemen during martial law.

In accordance with the Law of Ukraine "On the status of war veterans, guarantees of their social protection", injured participants of the Revolution of Dignity, war veterans, as well as family members of the dead (deceased) of such persons have the right to sanatorium-resort treatment. Provision of sanatorium-resort treatment for war veterans from among the participants of the ATO/OUF, injured participants of the Revolution of Dignity, as well as family members of the dead (deceased) of such persons is carried out with budget funds in accordance with the procedure approved by the Resolution of the Cabinet of Ministers of Ukraine dated 31.03.2015 No. 200 [7] .

Sanatorium-resort treatment can be obtained in sanatoriums of Ukraine of one's own choice, in accordance with contracts concluded by structural subdivisions on issues of social protection of the population or bodies of social protection of the population with individuals and sanatorium-resort institutions.

Free sanatorium-resort treatment is provided by:

1) participants in hostilities, injured participants in the Revolution of Dignity - no more than once a year for a period of 21 days;

2) persons with disabilities as a result of the war - annually and every other year for a period of 21 days;

3) persons with disabilities as a result of the war with diseases of the nervous system (with the consequences of injuries and diseases of the spine and spinal cord) - in accordance with medical recommendations, of which:

I and II groups - to sanatoriums (departments) of the spinal profile with treatment for a period of 35 days;

Group III - to sanatoriums of a neurological profile with treatment for 21 days;

4) war participants - no more than once every two years for a period of 21 days;

5) persons whose status is established in accordance with the fourth, eighth and fourteenth paragraphs of Clause 1 of Article 10 of the Law (further - family members

of dead (deceased) war veterans) - no more than once every two years for a period of 21 days.

In accordance with paragraph 20, item 3 of the Final Provisions of the Law of Ukraine "On the State Budget of Ukraine for 2023" [8], the effect of item 3 of the first part of Article 12, item 3 of the first part of Article 13, item 3 of the first part of Article 14, item 3 is suspended for 2023 of the first part of article 15, paragraph 6 of the first part of article 16 of the Law of Ukraine "On the status of war veterans, guarantees of their social protection" [9] in terms of free provision of sanatorium-resort treatment or receiving compensation for the cost of independent sanatorium-resort treatment.

Currently, there are the following medical benefits:

- free receipt of medicines, medicinal products, immunobiological preparations and medical products according to doctors' prescriptions;
- priority free dental prosthetics (with the exception of prosthetics made of precious metals);
- free provision of sanatorium-resort treatment or receiving compensation for the cost of independent sanatorium-resort treatment. The procedure for issuing vouchers, the amount and procedure for paying compensation for the cost of independent sanatorium-resort treatment are determined by the Cabinet of Ministers of Ukraine;
- use upon retirement (regardless of the time of retirement) or change of place of work by polyclinics and hospitals to which they were attached at the previous place of work;
- annual medical examination and dispensary with the involvement of the necessary specialists;
- priority service in medical and preventive facilities, pharmacies and priority hospitalization;

Analysts are inclined to think that a preferential approach has strengthened in Ukraine, which is false by definition. Instead of providing the support necessary for an ex-combatant to become a successful independent citizen, the state encourages social parasitism.

Benefits, mostly of an economic nature (payments until May 5, discounts on utility bills, land plots that can be sold), are not supported by educational and educational measures (opportunities for training, professional development, trainings, consultations). As a result, small handouts from the state are quickly consumed, and the socio-economic situation and, accordingly, the psychological state of the veteran remain unchanged. Problems remain, and a person who has not independently adapted to a peaceful life, again goes for another dose of benefits, which in principle do not change anything. The most unfortunate thing is that the impact of the money spent is minimal, and, accordingly, the dissatisfaction of veterans is constantly growing. Since the number of veterans in Ukraine is increasing, public dissatisfaction can reach a critical level quite quickly.

It should be taken into account that the new generation of veterans are relatively young people, aged on average from 25 to 45 years old, the vast majority of whom are patriotic and quite socially active. The Internet and new technologies have simplified

access to information, but access to decision-making processes - both at the state and local levels - remains quite limited.

Preliminary calculations require full openness and cooperation from the Ministry of Finance and all central executive authorities that provide services to veterans. It is possible that it will be advisable to involve international auditors in this process.

The Ministry of Veterans Affairs created the Unified State Register of War Veterans with information on:

- war veterans (combatants, persons with disabilities as a result of war and war participants);

- persons who have special merits for the Motherland;

- injured participants of the Revolution of Dignity;

- family members of persons specified in paragraphs two to four of this clause, and family members of fallen (deceased) war veterans, family members of fallen (deceased) Defenders of Ukraine.

A Database (<https://eveteran.gov.ua/>) has also been created for veterans, where information is collected in an accessible and simple form about the benefits and statuses provided by legislation for persons of the categories in accordance with the Law "On the Status of War Veterans". E-Veteran is a system based on the Unified State Register of War Veterans [10].

Discussion. Today, the transfer of benefits administration functions to local self-government bodies and the introduction of an automated system for servicing the needs of veterans is an acute problem. In fact, the small number of state guarantees that veterans actually use are already in the sphere of competence of local authorities. It is local budgets that finance discounts on rent and utility bills, medical care (annual examinations, dispensation, medicines and medicinal products, etc.), free travel. Funds for the purchase of housing are received by the relevant categories of citizens after the local social security authorities submit an application for the allocation of subventions from the relevant programs for the purchase of apartments. The right to receive land plots is exercised almost exclusively locally and at the expense of local resources.

That is, from a legislative point of view, the process is quite regulated and will not require significant changes. The problem will arise in the context of ensuring a unified approach to the provision of benefits.

Currently, all the listed services are provided either exclusively at the expense of local budgets, or under a mixed system, when local authorities receive a partial subvention from the state budget. As a result, the level of support that a veteran receives directly depends on the size of the local budget. An automated system for serving the needs of veterans is another way to solve the issue of service availability and the quality of their provision. Meanwhile, the electronic administration of benefits and social guarantees is a slightly more complicated story.

The transition of military personnel to civilian life will be a serious challenge for the country. For example, disappointing US statistics show that suicides among veterans have long remained at an average of 22 cases per day. In Ukraine, such figures as of 2023, given the circumstances of a full-scale war, have not yet been made public.

Among the main problems that currently exist in Ukraine:

- not determining the real needs of veterans and their family members, as well as their radical change since the moment of the full-scale invasion;
- ignorance of veterans and their family members about opportunities from the state, budgetary institutions, international organizations;
- support for veterans is organized as a system of payments and benefits, for which veterans must apply separately.

The given statistics and characteristics show that the issues of veterans will remain relevant for Ukraine for at least the next 50 years. Challenges in the field of security and defense need to accelerate the process of finding solutions.

Today, the Unified State Automated Register of Persons Entitled to Benefits is operating in Ukraine - an automated data bank created to ensure registration of persons entitled to benefits on social grounds. Inclusion in the Unified state automated register of persons entitled to benefits is carried out by the social protection authorities after reviewing the submitted package of documents. This is a database containing information on all categories of persons entitled to benefits. The problem with this register is that it does not distinguish categories and does not provide for the possibility of collecting extended information about a person and updating it regularly.

In order to ensure the automated management of benefits, it is necessary to create a completely new electronic system, which would consist of a unified register and a veteran's personal electronic cabinet. Such a system would immediately solve a whole series of issues: from the need to constantly update information (a person can do this independently through a personal online account) to the formation of budget requests based on real numbers and real needs. In addition, it has long been known that minimizing direct personal contacts with officials has a positive effect on the reduction of corruption, shortens the waiting time for services and increases the level of satisfaction of the individual.

Conclusion. In conclusion, Ukraine's state policy concerning the medical, physical, and psychological rehabilitation of combat participants reflects a comprehensive and multidisciplinary approach, highlighting significant strides in addressing the needs of veterans. The National Health Service of Ukraine (NHSU), in partnership with various ministries, has introduced the Medical Guarantee Program and developed robust contracts with specialized hospitals to ensure accessible, quality healthcare services for veterans. The focus on digitalization, through initiatives like the "rehabilitation module" and the Unified Information Systems, promises to simplify and expedite service provision, contributing to more efficient and transparent processes.

However, despite notable progress, challenges remain. These include ensuring adequate funding and infrastructure, particularly in regions affected by ongoing hostilities, as well as addressing the long-term psychological and social reintegration of veterans into civilian life. Furthermore, the current system, while providing important benefits, still fosters a dependency that may inhibit veterans' successful reintegration. Addressing these issues, including developing educational and employment opportunities alongside financial support, is crucial for fostering independence and improving the overall well-being of combat veterans.

Looking forward, a unified and automated system for managing veterans' needs, combined with local and national level cooperation, can enhance the effectiveness of state policies. Continued efforts are required to ensure that veterans are provided not only with immediate support but also with opportunities for long-term personal and professional development, helping them transition into active members of society. This holistic approach is essential as Ukraine moves towards meeting the evolving needs of its growing veteran population in the aftermath of prolonged conflict.

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