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PUBLIC HEALTH PROJECTS IN UKRAINE

Abstract. Public systems are constantly searching for new management approaches to have better performance and be more transparent to society. The public health systems are not an exclusion. Governments in some countries have started to use the project approach in this area. The dominant purpose of this research is to analyze the advantages and disadvantages of operating projects in public health systems worldwide and in Ukraine. Systematization of literary sources and articles connected with a public health projectification indicates that project management has many valuable tools to control and impact public health, including stakeholder management, team management, risk management, and result management. In contrast to the positive impact of using projects, researchers have been concerned about the wrong success factors in the health projects and the unavailability to make long-term programs to make a systematic influence on society. The present study analyzed the domestic and foreign approaches to implementing healthcare projects to analyze public health project fulfillment worldwide and provides the systematization of public health project types in Ukraine, with illustrations of each type of project made by the Center of Public Health by the Ministry of Healthcare. On top of that, the current legal condition of the Ukrainian healthcare system was analyzed due to the strategy of healthcare reformation. The object of the study is the projects implemented by the Center for Public Health by the Ministry of Healthcare as the central institution of public health execution in Ukraine. The author has emphasized that healthcare reformation requires the use of project-management staff since changes in public health are designed to create conditions for the operation of patient-oriented medical institutions. The research results can be helpful for further development of the Ukrainian health system or any other healthcare system or for future research in the projectification of the public sector.

Keywords: public health, project management, public project, health services management, success criteria

Introduction. The public health sector has faced many challenges over the past years. Covid-19 requires the medical industry to act fast and deal with public opinion. And it is predicted that world society will face a lot of similar or even more complicated problems in the future.

Ukrainian society is suffering from the Russian-Ukrainian war, which is shown on every side of public life. And public health is not an exclusion. Despite a massive number of wounded people among the civilian population and the military services, new epidemics are also a significant threat. The reason for it is humanitarian catastrophes in the captured cities like Mariupol, where civilians don't have the minimum required things to survive as drinking water. Also, there is a considerable problem with unburied bodies. Consequently, the public health sector has to solve all these problems to save the life of Ukrainians.

The project approach is now considered preferable for many health care systems as it is supposed to help deal with the problems faster and have a strong connection with the stakeholders from local communities. This article will analyze how public health projects occur in the reformed Ukrainian healthcare system.

Literature Review. The term «public health» concerns assessing and monitoring the health of communities and populations at risk, formulating public policies to solve identified problems, and setting

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priorities. The main aim of the health care system is appropriate and cost-effective care, including health promotion and disease prevention services (WHO, 2014).

Public health governance is strongly recommended to be committed to a whole-of-government and whole-of-society approach (Nilsen, 2022). Usage of such an approach relates to the vertical, multilevel relationships between government at national and local levels and the horizontal cross-sectional aspects of governance involving multiple actors.

According to Drucker (1993) the most complex organizational structure exists in healthcare. The public health sector has numerous stakeholders, multiple missions, decision-makers with professional autonomy, and a shortage of information when managing a change process (Abyad, 2021). Each industry has its own rules, but the complicity healthcare is determined by continuous close control of the government and private organizations such as the Joint Commission. One of the best approaches to managing such complex systems is project management.

The Project Management Institute's (PMI) in Project Management Body of Knowledge (PMBOK) gives such definition to the term «project»: a temporary endeavor undertaken to produce an original product, service, or result (PMI, 2008). The term «project management» refers to applying knowledge, abilities, tools, and techniques to project activities to meet the project's requirements. Project management is used across disciplines and is systematically planning, organizing, and executing a predetermined set of steps to maximize resource utilization and accomplish specific objectives.

The start of using project management in the public sector can be called by term «projectification». Public sector projectification denotes an approach to public administration and management in which work is organized in a series of projects alongside routine public services activities (Hodgson, 2019). Developing and implementing a public health plan can be understood as a means that decision-makers use to combat some of the implementation challenges described above.

Public health project is a project that aims to decrease the health risk of the population. According to the Massachusetts Hospital Association (Abyad, 2021), project management in healthcare permit organizations to avoid any potential risk as they complete various array of projects. Additional complexities, such as regulatory constraints and various stakeholders, amplify the importance of project management in healthcare. Project managers must adhere to many procedures and regulations on patient safety, quality, and privacy. These increased restrictions emphasize the critical nature of project planning and execution.

Methodology and research methods. The methodological basis of this research involved a systematic approach to investigating the theoretical aspects of project management in public health systems to clarify and define the essence of basic concepts of project management in healthcare system, systematize concepts, factors of successful usage of project management tools for public health industry, define the gaps in public health project's researches and practical implementation.

The definition of critical concepts according to which it is possible to study the aspects of public health projects performance in more depth is considered. The method of scientific literature analysis in the public health project management was applied. The analysis of the legislation and the governmental strategy of Ukraine on health care is carried out the same as an overview of international allegations on improving the performance of health public project. The peculiarities of worldwide project management success models are studied by describing the main success characteristics of public health projects. Also the logical analysis was implied to formulate dependencies between different factors and make conclusions. Systematization of existing types of public health projects in Ukraine allowed to separate the main directions of further development of Ukrainian health care system projectification.

Results. The use of project management approach has a long history of usage all around the world. Despite the strong associations with IT sector, during last decades it has become one of the primary methods of government and non-governmental organizations. It can be argued that public health is little permeable to PM's classical methods and metrics. After World War II, by the middle of 1940, PM was

already considered as a relevant discipline in multiple industrial sectors. The Centers for Disease Control and Prevention (CDC) launched a framework for PM success 12 years ago. The relevance and applicability of PMBOK, a standard in PM, have been recognized in long-term care management (Silvestre, 2015).

To emphasize the benefits of using projects in healthcare system we can go through the possible weak sides of using it. Critics of public policy projectification – the growing reliance on project organization of policies- have pointed out that project organization offers fragmented and unsustainable short-term solutions (Hodgson, 2019), as usually, people think about short-term projects. Moreover, responsibility is delegated from ordinary administration structures and roles to time-limited project management and teams, which can be seen as a depoliticization of policies.

The facilitators and barriers to the project management approach in the public health sector are shown in Table 1.

Table 1. Summary of findings: facilitators and barriers

Domain	Constructs	Facilitators	Barrier
Intervention characteristics	Complexity		x
	Adaptability	x	
	Relative advantage		x
Implementation process	Planning	x	
	Opinion leaders	x	
	Implementation leaders	x	
	Engaging the public	x	
Inner setting	Structural characteristics		x
	Networks and communications		x
	Compatibility with existing processes		x
	Relative priority		x
	Readiness for implementation	x	
	Leadership engagement	x	
	Available resources		x
Outer setting	Needs and resources of those served	x	
	External policy and incentives	x	x

Sources: developed by the authors in the basis of (Nilsen, 2022).

Factors enabling flexibility and innovation in the organization, and predictability and control, were simultaneously perceived to facilitate implementation. Barriers included tension between a project logic, requiring networked organization and extensive collaboration, and established organizational structures. Most importantly, the inherent complexity of trans-sectoral cooperation for public health was seen as a significant threat to successful public health plan implementation.

Another critical point in implementing projectification in public health is understanding the project's success. Because success is a crucial factor for project managers, the literature on the criteria and factors contributing to project success is relatively generalist and extensive. However, critical success factors can vary according to the characteristics of the project (Pinto and Slevin, 1998). For example, the expected outcomes in projects developed in private organizations with a profit motive may differ from those set in non-profit organizations. This logic applies to public health initiatives to prevent disease, promote health, and extend life for the general population (Abyad, 2021). Indeed, the impalpability of the majority of outcomes and the difficulty of quantifying effects are some distinguishing characteristics of health promotion projects. The comparison of the ordinary project success factors and the public health ones on the bases of complex literature review (Santos et al., 2020) are shown in the Table 2.

Table 2. Summary table: success criteria and factors of projects

description	Success criteria		description	Success factors	
	general	public health		general	public health
Triangle of virtue (cost, time, and quality)	x	x	Mission, vision, and goals	x	x
Client satisfaction	x		Top management support	x	
			Planning	x	x
			Stakeholder management	x	x
Stakeholder satisfaction	x		Community participation	x	x
			Team performance	x	x
Efficiency	x	x	Monitoring and evaluation	x	
			Communication and cohesion	x	x
			Troubleshooting	x	
Impact on business volume	x		Project manager performance	x	x
			Resourcing	x	x
Opportunities for future growth	x		Leadership	x	x
			Consumer involvement	x	x
			Project management	x	x
System technical strength	x		Organizational structure, culture, and climate	x	x
PM key performance indicators	x		Benchmarking	x	
Value creation	x		Agile processes	x	x
Impact on community		x	Innovation		x
Impact on policy and systems change		x	Change management		x
Total	9	3		17	15
Common		1			13

Sources: developed by the authors in the basis of (Santos et al., 2020).

The public health system in Ukraine. The public health system of Ukraine is faced with a lot of challenges, as well as hole Ukrainian government and economic systems. There is a high demand for leaders able to develop the Ukrainian economy. Indeed, crisis phenomena in public life require leaders ready to overcome them. Therefore, organizations seek effective managers who will focus on getting the results in these conditions. and the new approaches for better performance. Healthcare reformation in Ukraine has made some adjustments to Ukrainian citizens' lives and healthcare institutions. As a result, these institutions need enlightened managers targeting the patient. It would result in healthcare development and positively impact national social and economic development (Shvindina et al., 2022).

Public health was the priority area of the medical reform that began in 2018. Steps being taken in this area are: to ensure adequate healthcare funding, increase medical personnel financial security, set efficient quality control of healthcare, update and develop the national industry standards and treatment protocols, perform state assessment of medical techniques, and create a competitive environment for healthcare infrastructure, promote voluntary health insurance, encourage public-private healthcare partnership, attract private capital, apply preferential tax policies concerning income tax, empower the healthcare facilities network, develop telehealth and eHealth, promote cutting-edge medical technologies, the transplantation system, and emergency care, provide treatment to patients with tuberculosis, mental illnesses or orphan diseases, launch and implement the National Cancer Strategy, define the basic

principles and processes of public health in Ukraine. Moreover, the government plans to manage the risks and challenges of the spread of COVID-19 caused by coronavirus SARS-CoV-2 in the world and Ukraine and update the drug control law system for the transparency of the pharmaceutical market and develop medical education and research (CMU, 2022).

How health infrastructure meets the needs of society in previous years is shown in the Figure 1. This information is taken from IMD World Competitiveness ranking (IMD, n.d).

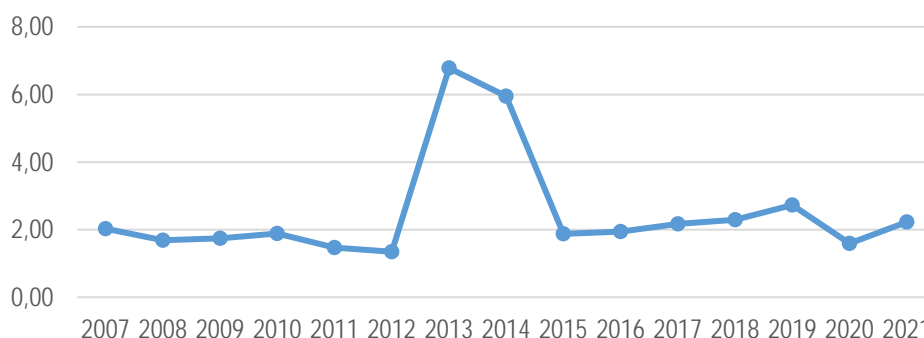


Figure 1. The Health infrastructure (WCY) criteria of Ukraine

Sources: developed by the authors in the basis of (IMD, n.d).

The new public Ukrainian health system is based on the principles of decentralization and subsidiarity. The Center for Public Health of the Ministry of Health should be the coordinator and technical leader of programs and projects in this area. The center will have access to medical statistical information, process databases, and prepare scientifically sound solutions and analytics in public health (Zaporozhan and Kravets, 2021). He will also manage regional public health agencies. Public health policy will be implemented at the regional level by local governments. They will be responsible for the sanitary and epidemiological well-being of the population, the implementation of the National Public Health Strategy at the local level, and public awareness.

To reduce the impact of non-communicable diseases on society, the Ministry of Health plans to take an integrated approach that will allow people to choose measures to improve their health and require local governments to take appropriate decisions (Zaporozhan and Kravets, 2021). A thriving single territorial community must have its strategic development plan. And it is essential that strengthening and maintaining the population's health is one of its key issues. This area should include tasks that contribute to improving the population's health. And based on a strategic plan, the local community can create and approve public health programs, activities, and projects (Shafranskyi and Slabkyi, 2017).

State Institution «Public Health Center of the Ministry of Health of Ukraine» (CGH) – a health care institution responsible for maintaining and promoting public health, socio-hygienic monitoring of diseases, epidemiological surveillance and biological safety, group and population prevention of diseases, control of epidemics and strategic management in the field of public health (PHC, n.d.). It was formed in pursuance of the order of the Cabinet of Ministers of Ukraine by order of the Ministry of Health of Ukraine dated 18.09.2015 № 604.

The main task of the Center for Public Health is to work in the field of public health. The center performs treatment-and-prophylactic, scientific-practical, and organizational-methodical functions in health care to ensure the quality of treatment of patients with socially dangerous diseases, including HIV / AIDS, tuberculosis, drug addiction, viral hepatitis, etc., and disease prevention in the context of system

development public health. The CG participates in formulating regulatory policy and cooperates with other ministries, research institutions, and international and non-governmental organizations working in public health and combating socially dangerous diseases.

Types of Ukrainian public health system projects. There are assorted distinct types of health projects (Abyad, 2021). We list these types illustrating them with Ukrainian health projects.

- Research projects to increase knowledge that can be used to make «evidence-based» decisions.

An example of this type of project is «Assessment of barriers to HIV prevention and treatment caused by the COVID-19 pandemic». It realizes with the School of Medicine, the University of Zagreb (Medicinski fakultet Sveučilišta u Zagrebu) in the period of 06.2021–06.2022. The project aims to identify critical factors influencing the continuing treatment of HIV and other care programs for HIV-infected people, such as prevention of mother-to-child transmission (PMT) and pre-exposure prevention (PrEP), as well as the continuity of different services for people living with HIV, during the COVID-19 pandemic and related quarantine measures. Within the project, such activities are fulfilled:

- Development projects entail designing and pretesting an intervention aimed at resolving a specific issue within a particular population or target group.

An example of this type of project is the project to support the HIV epidemiological surveillance system and the laboratory management/improvement system of the Ministry of Health of Ukraine, improve the use of strategic information and build public health capacity under the US President's Emergency Initiative. HIV / AIDS (PEPFAR), implemented by the Public Health Center of the Ministry of Health of Ukraine with the support of the US Centers for Disease Control and Prevention (CDC)

The project aims to achieve sustainable control over the HIV epidemic and maximize the National Targeted Social Program on HIV / AIDS by improving the use of strategic information on HIV, strengthening the epidemiological surveillance system for HIV, and implementing a management/quality management system for laboratories.

- Implementation projects focus on disseminating and implementing an existing intervention among a specific target group or population.

The project «Accelerate progress in reducing the burden of tuberculosis and HIV in Ukraine», fulfilled in partnership Global Fund to Fight AIDS, Tuberculosis, and Malaria (GF), is an example of such projects

The project aims to support the fight against HIV and tuberculosis in Ukraine by implementing evidence-based and human-centered approaches with a particular focus on crucial at-risk populations and ensuring overall coordination and complementarity of measures, programs, and appropriate stakeholder engagement mechanisms. Decisions; sustainable funding of relevant programs and activities; improving the organization and provision of services, improving the quality of data for event planning; ensuring the continuous development of human resources, and maintaining high standards in the field of education and science-based on respect for human rights, elimination of gender and other barriers.

Conclusions. Project management is a great tool to use in the public health system. The most significant advantages are tools for stakeholder control and influence on project, easy way for cooperation between state and private organizations, even from different countries. The weak sides are usually defined as short duration of projects and focus on wrong success factors. But researchers and practices from other parts of the world consider projects as a valuable form of work for public health.

In Ukraine, the projectification of the public system of Ukraine is fulfilled through the Public Health Center of the Ministry of Health of Ukraine. It is mainly concentrated on working with grants from other countries. The central theme of the current projects is the fight against HIV / AIDS. But the tools for applying public health are available even for small local communities due to the health system reform.

The further discussion could stay based on project usage in some small communities with a local budget. Most Ukrainian projects are used for international projects with grant money usage. But the

frequent use of the project approach can be quite useful, as all these projects can be easily controlled by society. So future analyses and research can be considered on such types of projects.

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Проекти в сфері громадського здоров'я в Україні

Державні системи постійно шукають нові підходи до управління, щоб мати кращі результати та бути більш прозорими для суспільства. Системи охорони здоров'я не є винятком. Для забезпечення цієї мети уряди деяких країн почали використовувати проектний підхід у цій сфері. Основною метою даного дослідження є аналіз переваг та недоліків діючих проектів у системах охорони здоров'я в усьому світі та в Україні. Систематизація літературних джерел і статей, пов'язаних із проектуванням охорони здоров'я, вказує на те, що управління проектами має багато цінних інструментів для контролю та впливу на здоров'я населення, включаючи управління зацікавленими сторонами, управління командою, управління ризиками та управління результатами. Окрім позитивного впливу використання проектів, дослідники стурбовані неправильним визначенням факторів успіху в проектах охорони здоров'я та відсутністю можливості створення довгострокових програм для систематичного впливу на суспільство. У цьому дослідженні проаналізовано вітчизняні та зарубіжні підходи до реалізації проектів охорони здоров'я. Крім того, проведено систематизацію типів проектів охорони здоров'я в Україні з ілюстраціями кожного типу проектів, реалізованих Центром громадського здоров'я Міністерства охорони здоров'я. Крім того, проаналізовано сучасний правовий стан української системи охорони здоров'я у зв'язку зі стратегією реформування системи охорони здоров'я. Об'єктом дослідження є проекти, що реалізуються Центром громадського здоров'я Міністерством охорони здоров'я як центральною установою охорони здоров'я в Україні. Автор наголосив, що реформування охорони здоров'я потребує залучення кадрів з управління проектами, оскільки зміни в охороні здоров'я покликані створити умови для роботи медичних закладів, орієнтованих на пацієнта. Результати дослідження можуть бути корисними для подальшого розвитку української системи охорони здоров'я чи будь-якої іншої системи охорони здоров'я або для майбутніх досліджень у проектуванні державного сектору.

Ключові слова: громадське здоров'я, проектний менеджмент, громадський проєкт, менеджмент у сфері надання медичних послуг, критерій успіху.