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EDITORIAL ARTICLE REVIEW ARTICLE



ANALYSIS OF THE LEGISLATIVE ACTIVITY OF THE MINISTRY OF HEALTH OF UKRAINE IN THE CONDITIONS OF THE RUSSIAN-UKRAINIAN WAR IN 2022

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ABSTRACT

The aim: To analize the legislative activity of MOH of Ukraine in wartime.

Materials and methods: Were conducted a study of the orders for the first 30 days of the Russian military invasion by the method of content analysis. Using the method of deduction, the all orders was divided into areas of their influence.

Conclusions: Twenty-nine orders were found during the first month of the war, which regulated the issues of medical care, circulation of drugs, blood transfusions, drugs, medical records, etc. Particular attention is paid to the organization of affordable medical care for all segments of the population, including the involvement of interns, senior students of medical institutions of higher education, as well as foreign professionals.

The analysis of the legislative activity of the Ministry of Health of Ukraine to optimize the functioning of the medical care system for both military and civilian population in the context of Russian military aggression showed the Ministry's prompt response to time and high activity in the first two weeks of the war.

KEY WORDS: war, Ukraine, medical care, legislation, organization and management

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INTRODUCTION

The Russian invasion of Ukraine is an open military attack by Russia with the support of Belarus, which began at 3:40 on February 24, 2022 [1]. The armed conflict involved the emergence of conditions such as injuries and violent killings with weapons. Already the first day of the war confirmed these expectations, and on February 24, more than 40 Ukrainian soldiers and 18 civilians were killed. According to the Ministry of Health of Ukraine, a total of 57 people were killed and 169 wounded in the first days of the war [2].

Wartime conditions create tensions for all processes in the country, and this is especially true for the organization of medical care for both servicemen directly involved in hostilities and civilians affected by the actions of the aggressor country. Along with this, it is extremely important to ensure the proper functioning of the health care system, for the planned needs of medical care, rehabilitation, medical and social examination, preparation of medical and accounting documents, etc.

To ensure this goal, it is extremely important to create a new and optimize the existing regulatory framework for the functioning of the medical sector, and in this regard the most important role belongs to the Ministry of Health, on the actions of which the successful resolution of these issues is depends.

THE AIM

The aim of the study was to establish the character of the response of the health care system on the invasion of the Russian Federation and to examine the completeness of the regulatory framework of the main health care processes in Ukraine in terms of wartime.

MATERIALS AND METHODS

In order to achieve our aim, we conducted a study of the orders of the Ministry of Health of Ukraine for the first 30 days of the Russian military invasion of Ukraine by the method of content analysis: of all orders, only those that related to the organization of health care in wartime were selected. To analyze the background processes in the country (dynamics of the number of wounded and dead, the issue of internally displaced persons), which took place during the issuance of orders the official information resources were analyzed - the media, the website of the Government Contact Center, the website of the International Organization for Migration. Using the method of deduction, the conglomerate of relevant orders was divided into areas of their influence: the organization of medical care; outpatient medical care; regulation of demographic phenomena; regulation of blood products, narcotic and psychotropic drugs; issues related to mobilization; regulation of drug

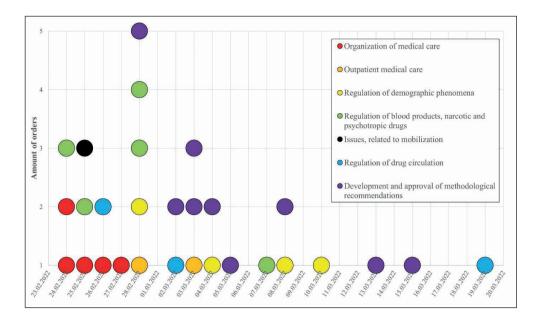


Fig.1. Frequency analysis of issuing of orders by the Ministry of Health of Ukraine during the first month of Russian-Ukrainian war, 2022

circulation; development and approval of methodological recommendations. The last step of the study was to conduct a frequency analysis of the issued orders.

REVIEW

Selected orders that met the purpose of the article were distributed according to the field of health care they regulate (Table I).

ORGANIZATION OF MEDICAL CARE

Challenges to the organization of health care are changing - prerogatives are shifting from routine, planned care to the standards of disaster medicine, when a large number of victims is expected and at the same time there is a shortage of resources and medical forces. Therefore, the Ministry of Health on the first day of the war generates an order that allows to establish the priority of medical care. This standard of emergency medical care "Medical sorting for mass admission of victims in the early hospital stage" allows you to create an effective algorithm for medical sorting of victims who come to the emergency department, which will quickly determine the severity of their condition and division into related sorting groups.

The algorithm includes the main clinical elements: the state of consciousness, respiratory and cardiovascular systems, the presence and frequency of respiration, the state of perfusion - consistent and comprehensive analysis of which would quickly and accurately determine the severity of the victims and their distribution into sorting groups, which ensures the adoption of the most accurate clinical decisions on the scope of medical care (to the extent possible in the conditions of available forces and means) and further correct determination of the patient's route to health care facilities [3].

Shifting the emphasis on the benefits of providing medical care to the wounded and injured as a result of hostilities

has led to legislative optimization and the Order of the Ministry of Health of Ukraine №374 of 24.02.2022 made a number of adjustments, resulting in temporary measures: temporary suspension of planned hospitalizations of patients; conducting medical and social examination in a simplified procedure and in absentia; prepare additional surgical teams to help victims; take measures to increase the provision of medical care with the use of telemedicine. At the same time, this order emphasized that urgent hospitalizations and hospitalizations, that cannot be transferred and related to: provision of medical care due to the complicated course of pregnancy and childbirth are not subject to termination; providing medical care to pregnant women, parturient, newborns; providing medical care to patients with cancer; providing palliative care in an inpatient setting; other urgent hospitalization and planned operations, when their transfer poses a serious risk to life and health stay without changes [4].

Regulatory changes were implemented to ensure the work organization of all health care facilities under management to ensure the uninterrupted provision of medical care to all victims and wounded around the clock; ensuring the hospitalization of the injured and wounded in the nearest health care facilities that are able to provide care in accordance with the profile of the lesion; suspension of planned secondary and tertiary assistance to the Armed Forces till the situation in the country became stabilize [5].

For the same purpose doctors-interns, junior specialists with medical education, as well as doctors-specialists without requirements for certification for assignment or confirmation of qualification category are involved for the period of martial law in Ukraine. However, it is noted that these categories are involved in the presence of the need that has arisen in the relevant administrative-territorial units in connection with hostilities, and also emphasizes that it is recommended to involve interns who are currently undergoing practical training in internships. In addition, on a voluntary basis, applicants for 4-6 years of study in

Table 1. Orders issued by the Ministry of Health during the first month of the war

Scope of the order	Order	Date
Organization of medical care	№368. «About the statement of the Standard of emergency medical care «Medical sorting at mass receipt of victims at an early hospital stage.»	24.02.2022
	№374. «About approval of Temporary measures in health care institutions for the purpose of ensuring their readiness for rendering of medical aid to victims of military aggression of the Russian Federation against Ukraine.»	24.02.2022
	№ 379. «On the provision of medical care in martial law to servicemen participating in a joint force operation.»	25.02.2022
	№ 383. «On the involvement of foreign medical workers to provide assistance to victims of martial law.»	26.02.2022
	N° 385. «On the involvement of interns and some other persons in the implementation of measures related to the provision of medical care to persons affected by the emergency situation that arose during the martial law in Ukraine.»	27.02.2022
Outpatient	№ 388. «To ensure the functioning of the health care sector.»	28.02.2022
medical care	№ 404. «About providing patients with medicines in inpatient health care facilities.»	03.03.2022
Regulation of demographic phenomena	№ 390. «Some questions of establishing the fact of death.»	28.02.2022
	№ 407. «About ensuring registration of the newborn child in the conditions of martial law.»	04.03.2022
	№ 428. «On approval of the Procedure for equipping special groups during the collection of bodies with materials and equipment.»	08.03.2022
	№ 458. «About approval of the Minimum requirements for ensuring sanitary and epidemic well-being of the population during emergency arrangement of places of temporary stay of the persons who are compelled to leave places of permanent residence in connection with military aggression of the Russian Federation.»	10.03.2022
Regulation of blood products, narcotic and psychotropic drugs	№ 377. «On meeting of the needs of donated blood and blood components in martial law.»	24.02.2022
	№ 382. «On the establishment of a special regime in the field of production and sale of drugs containing narcotic drugs, psychotropic substances and precursors, other potent substances.»	25.02.2022
	Nº 386. « On the establishment of the operational headquarters of the Ministry of Health to coordinate activities in the field of blood donation and blood components, the functioning of the blood system in martial law»	28.02.2022
	№ 387. «On amendments to the order of the Ministry of Health of Ukraine of February 24, 2022 № 377.»	28.02.2022
	№ 425. «About storage of drugs, psychotropic substances and precursors in martial law.»	07.03.2022
Issues, related to mobilization	№ 381. «About bringing the functional subsystem of medical protection in readiness for performance of tasks on purpose in the special period.»	25.02.2022
Regulation of drug circulation	№ 384. «Some issues of emergency state registration of medicines during martial law.»	26.02.2022
	№ 394. «About a ban on use in the territory of Ukraine of separate medicines.»	02.03.2022
	№ 503. «About a ban on use in the territory of Ukraine of medicines, originating from the Republic of Belarus.»	19.03.2022
Development and approval of methodological recommendation	№ 389. «On approval of Methodical recommendations concerning primary surgical treatment of gunshot wounds.»	28.02.2022
	№ 391. « On approval of Methodological recommendations on the phased provision of medical care to the wounded and injured.»	02.03.2022
	№ 402. «On approval of Methodical recommendations concerning medical care to victims with burns at stages of evacuation «	03.03.2022
	№ 405. «On approval of Methodical recommendations for the provision of first aid and prevention of post-traumatic stress disorder.»	03.03.2022
	Nº 412. «On approval of Methodical recommendations concerning conversion of a turnstile at the injured in zones of tactical emergency medical care.»	04.03.2022
	№ 418. «On approval of Methodical recommendations concerning application of the protocol of mass transfusion of components of blood to victims at evacuation stages.»	05.03.2022
	№ 431. «On approval of Methodical recommendations concerning tactics of surgery of control of damages and stabilization of a condition of victims at evacuation stages.»	08.03.2022
	№ 478. «On approval of Methodical recommendations concerning the organization of rendering of emergency medical care to victims as a result of action of chemical agents at stages of evacuation.»	13.03.2022
	№ 488. «On approval of Methodical recommendations concerning rendering of emergency medical care to victims at a pre-hospital stage in the conditions of military operations / martial law.»	15.03.2022

the field of knowledge 22 "Health care" can be involved in providing assistance to victims entering health care facilities [6].

The requirements of wartime in the context of full-scale aggression of the Russian Federation in Ukraine require maximum efficiency in providing medical care, so the order of the Ministry of Health was adopted, which allows voluntary admission to victims by foreigners and stateless persons who staying in Ukraine legally, provided that they have documents confirming the relevant education and professional qualifications [7].

OUTPATIENT MEDICAL CARE

The reduction in planned hospitalization has affected the outpatient medical service, which is to take over the lion's share of medical care. Given the fact that some cities in Ukraine are occupied and some accept large numbers of migrants, there is an urgent need to provide medicines to patients who are discharged from hospitals. An order was introduced, according to which the heads of structural units for health care of regional military administrations to form stocks of medicines for the organization of outpatient treatment of patients discharged from the hospital - should be free of charge.

It is also necessary to ensure the possibility of free distribution of medicines to patients who have sought outpatient care in primary or secondary health care facilities (subject to the availability of appropriate medicines) [8].

Prior to the war, some drugs, registered in Ukraine, were subject to reimbursement according the medical guarantee program. The dispensing of such medicinal products was carried out on the basis of prescriptions issued in accordance with the rules for prescribing medicinal products and medical devices [9] through the electronic health care system [10]. In the absence of the possibility of issuing electronic prescriptions for drugs to be reimbursed, primary care physicians obtain the right to prescribe paper prescriptions for such drugs. Electronic referrals for examination or treatment, medical records in the electronic health care system are also allowed to be made on paper forms of primary accounting records, and health professionals enter these medical records in the Register after obtaining of technical capacity [11].

REGULATION OF DEMOGRAPHIC PHENOMENA

There is 36,425 children have been born in Ukraine since the beginning of the full-scale war. The largest number of them was born in Lviv region - 3640 children [12]. This number can be explained by the fact that this region has the largest number of migrants, reaching almost 290 thousand people. At the same time, on March 9, in Mariupol, the occupiers shelled a maternity hospital and a children's hospital: three people were killed, including a one child, and 17 people were injured.

Anticipating such consequences of the war, the Ministry of Health of Ukraine adopts Order № 388 of 28.02.2022

"On ensuring the functioning of the health care sector" which simplifies the registration of births: in the absence of technical feasibility of forming of medical certificates about birth, in accordance with the Procedure for maintaining the register of medical opinions in the electronic health care system, the record is not made, and filling in and issuing a paper medical birth certificate (form N^0 103/o). If it is not possible to fill in a medical birth certificate, the medical worker is obliged to issue a certificate of any form for each case of birth of a living child [11, 13].

During the period since the beginning of hostilities in Ukraine, 2,665 civilians were killed [14]. The death registration procedure required temporary changes in these circumstances, which were introduced in the issue of registration of deaths. According to these changes, health care facilities are allowed in case of inability to comply with the joint order of the Ministry of Health of Ukraine, the Ministry of Internal Affairs of Ukraine and the Prosecutor General's Office of Ukraine of September 29, 2017 № 807/1193/279 "On approval of the Procedure for interaction bodies and subdivisions of the National Police, health care institutions and prosecutor's offices of Ukraine in establishing the fact of death" [15], to issue a permit for burial of bodies, subject to mandatory examination of the corpse at the place of his discovery and drawing up an appropriate protocol and conducting photo-recording of injuries in case of presence (in case of signs of violent death). Copies of the completed documents together with the completed certificate of the cause of death should be kept in a health care facility until a separate order [16].

After the start of a full-scale war with Russia, more than 7.7 million Ukrainians became internally displaced persons [17]. The World Health Organization and the World Migration Organization in many reports emphasize the urgency of regulating of migration issues and health care organization in view of the challenges of the worldwide spread of many diseases [18]. A study of the needs of internally displaced persons found that 34% had problems with medicines and medical services [19].

Therefore, taking into account the problems arising in the process of migration, the Ministry of Health of Ukraine adopted Order № 458 "On Approval of the Minimum Requirements for Ensuring Sanitary and Epidemic Welfare of the Population during Emergency Arrangements Of the Russian Federation "according to which places of temporary stay of migrants are arranged at a sufficient distance from conflict zones and other potentially dangerous areas, issues of sanitary and epidemiological well-being of persons in temporary places are regulated, infrastructural requirements are determined (available transport, medical, trade, sports and health facilities) hygienic norms are determined: lighting, water supply; moments of comfort are recommended - access to the Internet, etc. [20].

Timely collection of bodies of victims of hostilities is important during the war, so the Ministry of Health of Ukraine issues an order approving the Procedure for equipping special groups during the collection of bodies with materials and equipment, which approves equipping special groups during the collection of bodies (remains): protective equipment, equipment for collecting, transporting and storing the bodies (remains) of the dead and equipment for recording of information [21].

REGULATION OF BLOOD PRODUCTS, NARCOTIC AND PSYCHOTROPIC DRUG

Given the imposition of martial law and active hostilities, to cover existing needs and to form a strategic stock of blood components by order of the Ministry of Health of Ukraine provides for the involvement of regular donors of blood and blood components, and also organized the reception of donors in accordance with the curfew and the establishment of a special regime of light masking. In addition, fast and free (based on expense invoices) donation of blood and blood components is provided at the request of the Ministry of Internal Affairs of Ukraine, the Ministry of Defense of Ukraine, the State Emergency Service, the Security Service of Ukraine and the State Border Service of Ukraine [22, 23].

An operational headquarters of the Ministry of Health of Ukraine has been set up to coordinate the activities of blood system entities in martial law to ensure uninterrupted supply of needs. This headquarters coordinates and takes measures to manage, monitor and control the activities of the blood system, as well as cooperation with central and local executive authorities, health care institutions, specialists in various fields [24].

Due to the severe consequences of the war on human health, manifested in numerous injuries and contusions, accompanied by severe pain, special attention is paid to an important aspect of drugs that contain narcotic agents.

The Order of the Ministry of Health of Ukraine № 382 establishes a special regime in the field of production and sale of drugs containing narcotic agents, psychotropic substances and precursors, other potent substances, which consists in restricting access to the apartments where medicines are stored; strengthening the protection of facilities and apartments intended for the production and sale of medicines, as well as changes in the order of transportation which provides for transportation only accompanied by police or security [25].

A separate order allows the storage of narcotic drugs, psychotropic substances and precursors in health care facilities in quantities not exceeding the three-month needs of the institution in them [26].

ISSUES, RELATED TO MOBILIZATION

The urgent step was to prepare the medical service for wartime requirements, so the order of the Ministry of Health of Ukraine № 381 decided to bring the functional subsystem of medical protection ready to perform the assigned tasks in a special period. This envisages the implementation of the civil protection plan of the functional subsystem of medical protection for a special period, establishing the degree of readiness "FULLY READY" and ensure the man-

agement of the functional subsystem at the state level by organizing cooperation with the State Emergency Service of Ukraine. The content of this order, all subjects of the functional subsystem must ensure the implementation of civil protection measures in accordance with the plans of civil protection for a special period [27].

REGULATION OF DRUG CIRCULATION

Along with legislative activity to improve and optimize the work of the health care system in wartime, some orders were adopted on the circulation of medicines in Ukraine. First of all, the procedure of emergency state registration of medicines, medical immunobiological drugs, blood products supplied to Ukraine was approved and in accordance with this procedure the Ministry of Health introduces a simplified algorithm for filing an application for registration and accelerated mechanism for reviewing this application [28].

In connection with the imposition of martial law in the country issued an order, which prohibits by terminating the registration certificates the use in Ukraine of medicinal products, manufacturers of which according to the State Register of Medicinal Products of Ukraine have a legal address and/or address of the place of business in the Russian Federation [29]. A similar situation was adopted in relation to medicinal products from the Republic of Belarus [30].

DEVELOPMENT AND APPROVAL OF METHODOLOGICAL RECOMMENDATIONS

A separate important function of the Ministry of Health is the implementation of modern medical guidelines for the prevention and treatment of various conditions and diseases. Within this function and in accordance with the requirements of wartime The Ministry of Health of Ukraine implements in practice methodical recommendations on primary surgical treatment of gunshot wounds [31], on the phasing of medical care for the wounded and injured [32], on medical care for victims of burns during evacuation [33], on first aid and prevention of post-traumatic stress disorder [34], on the conversion of the turnstile in the injured in the areas of tactical emergency care [35], on the application of the protocol of mass transfusion of blood components to victims of evacuation [36], on tactics of surgery to control injuries and stabilize the victims of evacuation [37], on the organization of emergency medical care for victims of chemical agents during the evacuation stages [38], on the provision of emergency medical care to victims in the pre-hospital stage in combat / martial law [28].

FREQUENCY ANALYSIS OF ISSUING OF ORDERS BY THE MINISTRY OF HEALTH OF UKRAINE

The frequency analysis of the publication of normative documents of the Ministry of Health of Ukraine showed that among the 29 orders aimed at regulating health care during the war showed that the vast majority of orders were developed and issued in the first two weeks of the war - 25 orders, against 4 orders issued in the next 2 weeks. At the same time, 16 orders were issued during the first week, and 9 orders in the second week (Fig. 1).

Qualitative analysis of the content of the adopted orders shows that first of all orders were issued on the organization of medical care, mobilization and regulation of blood products, narcotic and psychotropic drugs and regulation of drug circulation, and only after that the focus was on regulating outpatient care and demographic processes. The implementation of methodological recommendations was considered gradually throughout.

DISCUSSION

The largest number of orders was adopted in the first days of the war and the first of them concerned the organization of medical care – 5 orders. One of the first was an order about sorting of wounded soldiers. Ukrainian doctors have previously had experience in providing of medical care to the wounded since the beginning of the war in Donbass (2014), so the organization of this service was of paramount importance. The importance of sorting the wounded was proved by M. Pirogov in the Crimean War as an important guarantee of successful military field surgery: "Well-organized sorting of the wounded," he wrote, "is the main way to provide proper care and prevent helplessness and harmful disorder."

Given the consequences of the war (bombing, shelling, etc.) on the health of military and civilians (wounds, fractures, bleeding), a number of orders were adopted to regulate the circulation of blood products, narcotic and psychotropic drugs – 5 orders.

Recognizing the importance of the issue of registration of births and deaths (natural population movements) and the issue of providing assistance to displaced persons (mechanical population movements), the Ministry of Health of Ukraine issues 4 orders that regulate these circumstances.

The Ministry of Health did not ignore the provision of assistance to civilians, the most common diseases of which - non-communicable diseases forced the government to focus on outpatient care - 2 orders.

One orders were devoted to the regulation of the circulation of medicines - this concerned the simplification of the procedure for state registration of drugs acquired during the war. Two orders were approved specifically to ban the use of medicines in the territory of Ukraine by the Russian Federation and the Republic of Belarus in response to aggression by these states against Ukraine.

Methodological work was devoted to 9 orders and they were dedicated to urgent medical needs or were a response to threats from the aggressor to use prohibited weapons. Thus, the guidelines covered the algorithm of medical care for all possible injuries from the war.

CONCLUSIONS

The analysis of the legislative activity of the Ministry of Health of Ukraine to optimize the functioning of the med-

ical care system for both military and civilian population in the context of Russian military aggression showed the Ministry's prompt response to time and high activity in the first two weeks of the war. At the same time, the orders qualitatively covered all important aspects of health care - the provision of medical care, the turnover of medical products, medical records, and so on.

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