

Healthcare System in Ukraine 2024

A report by Swecare within the project "Support to Sustainable Healthcare in Ukraine" funded by the Swedish Government.



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This report provides an overview of the ongoing reform in the Ukrainian healthcare system since 2017, its main actors, their roles, the decision-making processes that guide the system's functioning, and the needs and priorities in the Ukrainian healthcare system due to the war.

The information will be of interest to representatives of government agencies, private companies, NGOs and academia in Sweden, who want to have a basic understanding of the healthcare system in Ukraine. Ukraine has a thirty-three-year-old state, but Ukrainians are a nation with more than a thousand years of history. The main challenges of Ukraine on its way to modern European standards in healthcare and universal healthcare coverage are the echoes of the inefficient Soviet healthcare financing system, the corruption generated by it, the state funding of the sector, which is meager compared to many other European countries, as well as the impoverishment of the population, the destruction and the losses caused by a full-scale war.

Despite all of the above, the resilience and endurance of healthcare workers, the capacity of the system as a whole, and the government's commitment to reform make Ukraine's healthcare system extremely interesting for research, experience and knowledge sharing, and even attractive as a business partner, despite the currency risks and challenges of today.

Key Statistics on Healthcare in Ukraine Before the Reform in 2017

Let us start with a short comparison between Ukraine and Sweden in healthcare based on WHO's Health Expenditure Database statistics.

Healthcare Expenditures and GDP in Ukraine and Sweden during the last 20 years:

World Health Organization Global Health Expenditure Database

Data Explorer Visualisations Documentation Centre Help

Visualisations > Country Profiles

Health Expenditure Profile

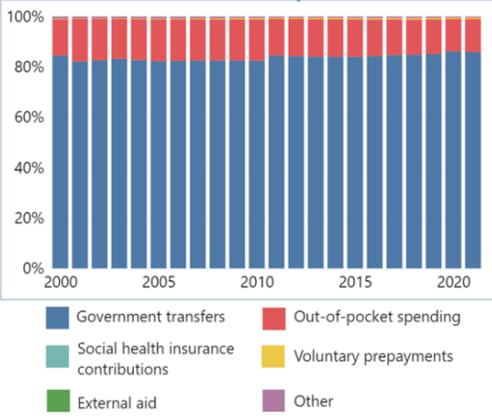
Sweden



Key Statistics

	2005	2010	2015	2021
Health spending US\$ per capita (CHE)	3,548	4,416	5,599	6,901
Government health spending % Health spending (GGHE-D%CHE)	82.3%	82.5%	84.0%	85.9%
Out-of-pocket spending % Health spending (OOPS%CHE)	16.6%	16.4%	14.9%	13.1%
Priority to health (GGHE-D%GGE)	12.8%	13.6%	18.4%	19.6%
GDP US\$ per capita	43,525	53,081	51,820	61,358

Sources of Health Expenditure



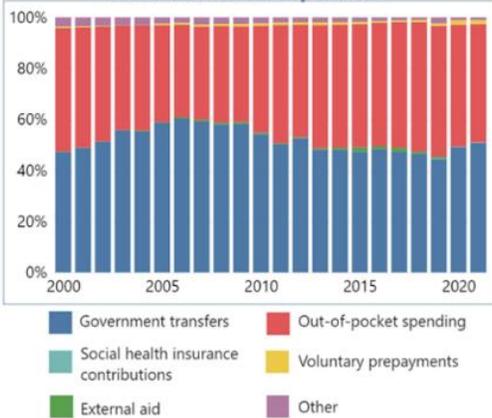
Ukraine



Key Statistics

	2005	2010	2015	2021
Health spending US\$ per capita (CHE)	116	203	158	368
Government health spending % Health spending (GGHE-D%CHE)	58.7%	54.1%	47.4%	51.0%
Out-of-pocket spending % Health spending (OOPS%CHE)	38.0%	41.8%	48.2%	46.3%
Priority to health (GGHE-D%GGE)	8.4%	7.5%	8.6%	10.1%
GDP US\$ per capita	1,832	2,977	2,024	4,596

Sources of Health Expenditure



The above figures explain the main features of Ukraine's healthcare system today.

Ukraine's healthcare system, inherited from the Soviet Union, remained essentially unchanged until reforms began in 2017. Initially established in 1918 under the Bolsheviks, it grew into an extensive, state-owned network with numerous hospitals and doctors, but it was costly and offered little autonomy to doctors and patients.

After the Soviet Union's collapse in 1991, state funding plummeted, leading to widespread corruption, economic crises in the 1990s, a sharp rise in mortality and a drop in birth rates. Stabilization came in the early 2000s but was disrupted by the 2008 global financial crisis and worsened by Russia's 2014 invasion and then the COVID pandemic pushing Ukraine to rely on international aid.

Despite all struggles, by 2024 Ukraine's healthcare system had shifted toward a mix of public and private services, with ongoing reforms to address the impacts of war and economic instability.

The healthcare system was burdened by a cumbersome network of hospitals that had to be financed even though most of them had outdated medical equipment or lacked even basic equipment. The salaries of doctors and nurses in primary care were among the lowest compared to other professions in the country. And of course, you can't even compare them with the salaries of the European medical staff. Before the reform primary care doctors earned less than 300 USD per month, primary care nurses earned less than 150 USD monthly.

So, how can we characterize the Ukrainian healthcare system of 2017?

Financial Burden:

- Catastrophic healthcare costs affected 16.7% of households. According to the World Health Organization's definition, catastrophic health spending occurs when the amount a household pays out of pocket exceeds a predefined share of its capacity to pay for healthcare. This may mean the household can no longer afford to meet other basic needs (for example, food, housing, water, electricity and fuel for cooking and heating) or cannot afford to meet basic needs without drawing on savings, selling assets or borrowing.
- A 2015 Transparency International report highlighted that 55% of Ukrainians had experienced corruption in healthcare, often involving informal payments to doctors. (Informal payments include voluntary and nonvoluntary charitable contributions to healthcare facilities and unofficial payments to doctors for medical services).

In Sweden, although catastrophic health spending is low on average here, it is highly concentrated among the poorest households. Across all WHO's [study](#) years, close to 6% of households in the poorest quintile (the poorest fifth of the population) experience catastrophic spending, compared to around 1% in the other quintiles

Life Expectancy and Mortality:

- Life expectancy in 2013 was 71.4 years (76.2 for women and 66.3 for men).

- Ukraine's birth rate 1990 was 12.6 per 1,000 people, dropping to 9.7 per 1,000 by 2016. Mortality rates were among the highest in Europe at around 14.4 per 1,000.
- Ukraine had one of the highest male mortality rates globally in the 15-60 age group, primarily due to non-communicable diseases and external causes (accidents, alcohol-related deaths) and infant mortality was 7 per 1,000 live births, compared to 3.5 per 1,000 in the EU.
- Non-communicable diseases (NCDs) caused 79% of deaths, with cardiovascular diseases at 65%. Cancer mortality in Ukraine ranks second in the overall mortality structure of the population. Approximately [160,000 new cases](#) of cancer are diagnosed each year. The total mortality rate from oncology is 171.8 people per 100 thousand people per year with the number of the population around 45 million in 2017.

In Sweden, the total mortality rate from oncology is around 200 people per 100 thousand people per year. Approximately [60 000 malignant cases](#) of cancer are registered every year. In 2013 life expectancy in Sweden was 81,96 years in 2013 (83,47 years – in 2023).

Healthcare Infrastructure:

- Ukraine had 879 hospital beds per 100,000 people, much higher than the EU average of 527.4.
- The average hospital stay was 11.8 days, compared to 8.08 days in the EU.
- There was a higher number of doctors and nurses, but utilization was inefficient, and facilities were outdated.

Since 1990, Sweden has reduced the number of acute care hospital beds and the ratio per population is now the lowest of all EU countries, with only 2.3 acute care beds per 1 000 population, compared to an EU average of 4.2. The average length of hospital stay is also very low at 5.9 days, which is third lowest among EU countries.

Healthcare Utilization:

- The hospitalization rate was high at 18.9 per 100 people, compared to 12.4-15.6 in EU countries.
- Ukraine has longer hospital stays, but lower surgical intervention rates (24% of cases).
- Inefficiencies existed in hospital utilization, with many cases that could be treated on an outpatient basis.

Non-communicable Diseases (NCDs):

- Major contributors to the disease burden included coronary heart disease, strokes, cancer, and liver cirrhosis.
- High prevalence of tobacco use (49% in men, 14% in women) and excessive alcohol consumption per capita – 13,9 liters per year – contributed to the disease burden. Around 30% male death cases related to alcohol consumption.

[Comparing to Sweden:](#) overall alcohol consumption was about 9,45 liters per capita (+15 years) per year in 2015.

Management and Financing Issues:

- The healthcare system was historically based on a very centralized structure, when payments from the state were based on the number of beds and days spent in hospitals, but not on the quality of medical care. This led to conflicts of interest and inefficiencies.
- Hospitals were state-owned and financed based on an itemized budget, limiting managerial flexibility and innovation.
- There was overcapacity in hospitals, with twice as many as in other European countries, and low utilization rates for emergency care.

Overall, Ukraine's healthcare system before the 2017 reform was characterized by high out-of-pocket expenses, inefficiencies in hospital utilization, and poor health outcomes despite having many healthcare facilities and staff.

The reform was essential to address these issues, reduce corruption, improve efficiency, and shift the focus from hospital-based care to a more patient-centered, quality-driven system.

It aimed to create a healthcare model that could both meet the needs of the population and align with European standards.

The Meaning and Impact of Healthcare Reform in Ukraine



The scoreboard in the Verkhovna Rada (Parliament of Ukraine) shows the number of votes for the adoption of the Law on Government Financial Guarantees of Healthcare Services in 2017

Beginning in 2015, the Ukrainian Government, together with civil society and patient organizations, initiated discussions on fundamental reforms to the health financing system, aiming to improve access to healthcare for the population and enhance financial protection from excessive out-of-pocket payments. This effort culminated in the adoption of the Law on Government Financial Guarantees of Healthcare Services in 2017. This law established a unified benefit package called the Program of Medical Guarantees (PMG) and created the National Health Service of Ukraine (NHSU) to serve as the single purchaser for this program.

A new model of state solidarity health insurance was introduced, in which the main source of funding remains the State Budget of Ukraine, derived from national taxes. Payments for the treatment of an individual are not tied to the amount of his or her individual contributions.

Budget funds for healthcare are distributed through a new, modern mechanism of strategic procurement of medical services. There is a transition from financing itemized estimates of healthcare institutions - budgetary institutions calculated according to their existing infrastructure (number of beds, staff, etc.) - to paying for the result (i.e., actually treated cases

or the prescribed population) to institutions that are transformed into autonomous providers of these services, as well as to pharmacies as suppliers of medicines prescribed by doctors.

NHSU is a national purchaser for medical services for patients of Ukraine and the main institution responsible for promoting and implementing a revised healthcare financing mechanism, known as “money follows the patient”, rather than the infrastructure of healthcare facilities and other service providers.

A single list of the various packages of healthcare services that can be guaranteed by the state for all Ukrainians is expanding every year as the reform rolls out. Funds are increasingly centralized, replacing the previously decentralized and fragmented system. Additionally, payments to healthcare institutions are transitioning to capitation payments (a fixed amount of money per patient per unit of time paid in advance to the physician for the delivery of healthcare services, generally varying by age and health status) in primary healthcare and activity-based payments (a way of funding hospitals whereby they get paid for the number and mix of patients they treat; if a hospital treats more patients, it receives more funding) in specialized and inpatient medical care. This shift is supported by a unified national electronic healthcare information system, ensuring that medical care provision aligns with population needs and incentivizing institutions to improve efficiency and quality.

What has changed in the Ukrainian Healthcare System

For Patients:

- **Free Access to Primary Care:** Patients can choose their primary care physician, funded by the NHSU, ensuring free access to primary care services. When choosing a family doctor, the patient signs a declaration that is entered into the electronic healthcare system. Future steps will allow patients to access their medical records and information about available services more efficiently. The primary care doctors now are the patients’ gates into the Ukrainian healthcare system.

But in 2021, despite several successful healthcare reforms implemented after 2017, Ukrainians still paid out-of-pocket almost half of all health expenditures before the full-scale war. Based on the World Bank data, the out-of-pocket health spending in 2021 was 46.3% in Ukraine. For comparison, in Bulgaria, Czechia, Poland and Romania it was in the range of 12.7-35.7%. Depending on the definition, 2.2% to 12.6% of households experienced catastrophic health spending.

- **Transparent and Predictable Costs:** The introduction of standardized packages of services and funding mechanisms provide patients with more predictable healthcare costs and reduced informal payments. Medical services included in clearly defined packages that can be paid for through taxes are consistently paid for by the state. The number of monthly payments can be seen in real time on the National Health Service [dashboards](#).
- **Improved Quality of Care:** Standardized treatment protocols and enhanced monitoring aim to improve the overall quality of care received.

For Doctors and Nurses:

- **Better Compensation:** Performance-based payments and funding from the NHSU can lead to better and more reliable salaries for medical professionals. Because now their salaries directly depend on the number of patients and services provided.
- **Professional Development:** The reform encourages constant professional development and adherence to new clinical guidelines. On February 21, 2023, the State Expert Center of the Ministry of Health of Ukraine received the status of a constant professional development provider in the system as State Organization [“Center for Testing the Professional Competence of Specialists with Higher Education in Medicine and Pharmacy under the Ministry of Health of Ukraine”](#).
- **Increased Responsibility and Autonomy:** Doctors, particularly in primary care, have more autonomy in their practice and greater responsibility for patient outcomes.

For Municipal Hospital Managers:

- **Financial Autonomy:** Hospitals now have more control over their budgets and financial planning, enabling them to make decisions that best suit their operational needs. They became non-commercial enterprises. They must cooperate with the local governments, because the owners of the municipal hospitals are “hromadas” (similar to the Swedish “kommun”).
- **Accountability and Performance Monitoring:** Managers are accountable for the hospital’s performance and adherence to standards, with funding linked to service quality and efficiency. The distinction between the roles of the commercial director and the chief physician is being finalized. Previously, the chief physician managed municipal healthcare facilities without competition. Now, the focus includes commercial development of the municipal hospitals because hospital managers can procure products and provide additional commercial services to the patients.
- **Focus on Efficiency:** The shift from budget-based to performance-based funding encourages hospitals to optimize their operations and reduce waste. Patient choice of doctors and healthcare facilities stimulates healthy competition, improving medical care conditions, service quality, and overall patient-centeredness in Ukrainian medicine.

For Municipalities:

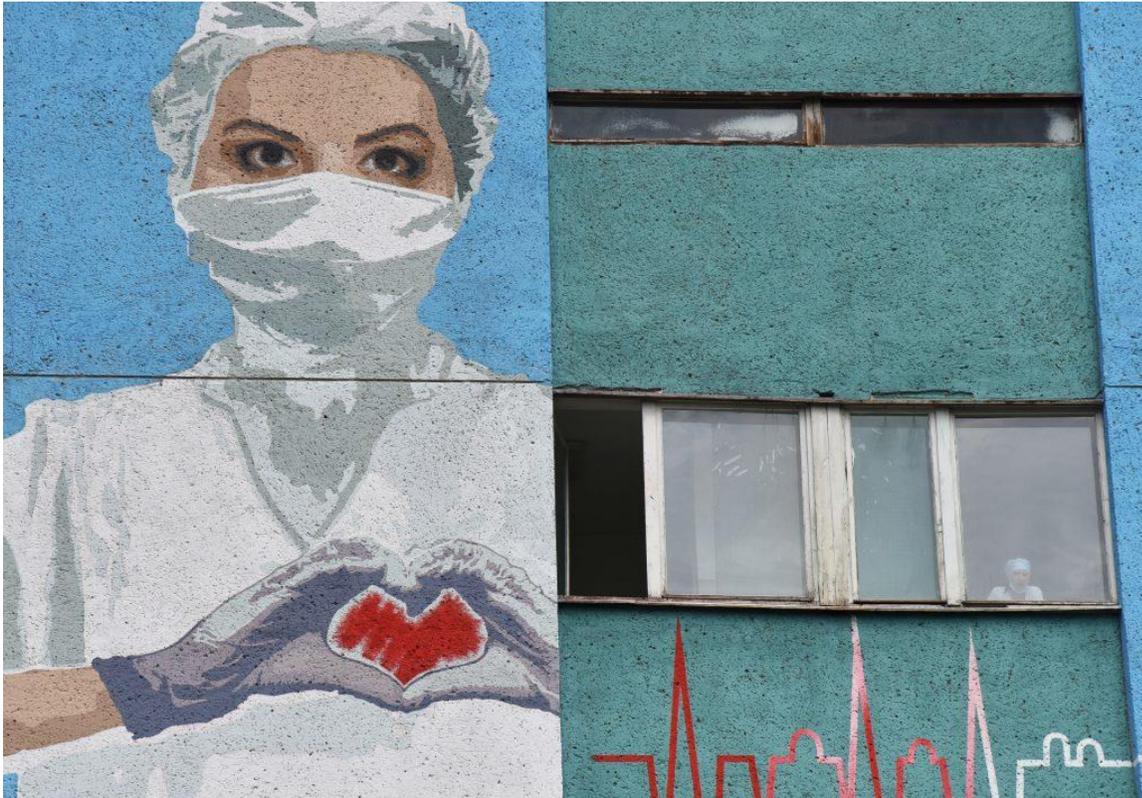
- **Decentralization of Healthcare Services:** Municipalities are owners of the hospitals and primary care facilities. Now they are more involved in managing local healthcare facilities and services tailored to their communities’ specific needs. They can also procure products and services for the needs of the hospitals they own. There are 1490 “hromadas” or municipalities in Ukraine, more than 82% of them are the communities with less than 30.000 population.
- **Local Health Planning:** By being empowered to engage in local health planning, municipalities can address public health issues and improve healthcare access at the community level.
- **Investment in Infrastructure:** Increased funding and autonomy allow municipalities to invest in local healthcare infrastructure and public health initiatives.

To summarize, Ukraine's 2017 healthcare reform, initiated through the Law on Government Financial Guarantees of Healthcare Services, aimed to improve access to care and financial protection.

A key element was the establishment of the National Health Service of Ukraine to manage a unified system, funded through the state budget. Primary care was prioritized, offering free access and more autonomy for doctors, while hospitals transitioned to performance-based funding, encouraging efficiency.

The reform also emphasized digitalization via an eHealth system, better compensation for healthcare workers, and improved transparency in costs. Municipalities were granted more control, with the ability to invest in local healthcare and public health initiatives.

Modern Ukrainian Healthcare Structure



Associated Press

The healthcare system in Ukraine is predominantly public, with most services historically financed and managed by the state. Although the Constitution of Ukraine guarantees free medical care to citizens, in practice informal payments and out-of-pocket expenses remain widespread, even after 6 years of reform implementation. In recent years, the private healthcare sector has been growing rapidly, especially in regional centers where many Ukrainians prefer private healthcare due to better quality of services, shorter waiting times, and access to modern equipment despite higher costs.

Traditionally, the system has been funded by the state through a tax subsidy mechanism, but chronic underfunding has led to outdated equipment, staffing and resource shortages in many public institutions. Introduced in 2018, the new funding model gives more tools to all players in the system and helps to rebuild the system around the patient. The reform allows patients to choose their doctors, and the state reimburses medical institutions for the services they provide. The newly created services, such as the National Health Service, the state agency Medical Procurement of Ukraine, and the development of the electronic

healthcare system are truly remarkable groundwork steps towards greater transparency and efficiency in the use of limited resources for healthcare development in Ukraine.

Key Players and Their Roles:



**МІНІСТЕРСТВО
ОХОРОНИ
ЗДОРОВ'Я
УКРАЇНИ**

[Ministry of Health of Ukraine \(MoH\): Policy Formulation and Implementation, Regulation and Standards](#)

Role: The MoH is the central executive body responsible for formulating and implementing state policy in healthcare. It oversees the development of health regulations, standards, and guidelines and coordinates public health programs and initiatives. To draft health policies and regulations the MoH conducts consultations with stakeholders, including healthcare providers, professional associations, and civil society organizations. The Cabinet of Ministers and Parliament then reviews and approves these policies. The Ministry sets the standards for medical practice, including licensing requirements for healthcare professionals and facilities. It also establishes clinical guidelines and protocols to ensure the quality of care.

Responsibilities:

- Developing national health strategies and policies.
- Regulating medical standards and practices.
- Overseeing public health initiatives and disease prevention programs.
- Coordinating with international health organizations and donors.



**Національна служба
здоров'я України**

[National Health Service of Ukraine \(NHSU\): Budget Allocation and Financing, Service Delivery and Monitoring](#)

Role: The NHSU is a central executive body under the MoH that administers the financing of healthcare services. It operates on the principles of universal healthcare under the State Medical Guarantees Program and ensures that citizens have access to essential healthcare services, managing the healthcare budget allocated by the government. It contracts with healthcare providers based on predefined criteria and performance indicators. Payments are made to providers based on the volume and quality of services delivered.

The NHSU monitors the performance of healthcare providers, ensuring compliance with contracts and quality standards. It uses data from the eHealth system to track service delivery and outcomes.

The State Medical Guarantee Program is a program that defines the list and scope of medical services, medical devices and medicines, the full payment for which is guaranteed by the state at the expense of the State Budget of Ukraine in accordance with the tariff, for the

prevention, diagnosis, treatment and rehabilitation of diseases, injuries, poisoning and pathological conditions, as well as in connection with pregnancy and childbirth.

Within the framework of the Medical Guarantees Program, the state guarantees citizens, foreigners, stateless persons permanently residing in Ukraine and persons recognized as refugees or persons in need of additional protection full payment at the expense of the State Budget of Ukraine for the medical services and medicines they need in connection with the provision of

- 1) emergency medical care
- 2) primary medical care
- 3) specialized medical care
- 4) palliative care
- 5) rehabilitation in the field of health care
- 6) medical care for children under 16 years of age
- 7) medical care in connection with pregnancy and childbirth.

There are [45 PMC](#) packages of medical services approved for 2024.

Responsibilities:

- Contracting with healthcare providers (both public and private) to deliver services.
- Managing the state healthcare budget and payments to providers.
- Monitoring the quality and efficiency of healthcare services.
- Implementing the eHealth system for better transparency and management.

As of the end of September 2024, nearly 31,6 million Ukrainians have chosen and signed declarations with more than 25,000 primary care physicians in more than 2,700 healthcare facilities. The NHSU currently has contracts with more than 5,921 healthcare institutions, including 2,169 municipal and 519 private institutions, and with 914 individual medic-entrepreneurs. The National Health Service paid more than 13 billion UAH (over 260 million EUR) for services provided by hospitals and doctors under the Program of the Medical Guarantee's contracts in August 2024.

[State Enterprise Medical Procurement of Ukraine](#)



The State Enterprise Medical Procurement of Ukraine is a national agency that centrally procures medicines, medical devices and equipment, using state budget funds on behalf of the Ministry of Health of Ukraine. The MPU was established on October 25, 2018. It is state-owned and operates under the

Ministry of Health of Ukraine.

The MPU procures medical supplies through centralized programs for the Ministry of Health and as part of President Volodymyr Zelenskyy's [UNITED24](#) initiative. The platform allows one-

click donations to Ukraine from anywhere. Till the October 2024 total collected 738 626 778 USD for the needs of Ukraine during the war.

Responsibilities:

- Overseeing purchasing medical equipment, pharmaceuticals, and other healthcare-related products for public health facilities.
- Ensuring that all publicly procured goods meet established quality standards and regulations.
- Managing budgets allocated for medical procurement and ensuring cost-effective purchasing practices.
- Ensuring adherence to national and international laws and regulations governing medical procurement.
- Collecting and analyzing data on procurement activities, reporting on expenditures, and assessing the effectiveness of procurement strategies.

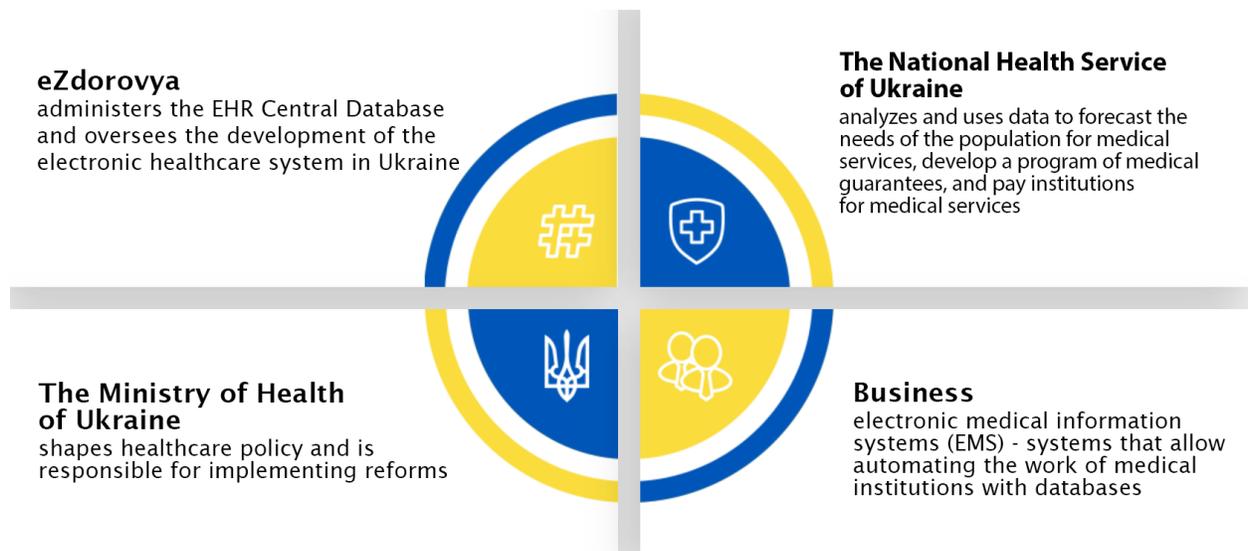
Since 2018, Medical Procurement of Ukraine has procured 2500 positions with the total value of concluded contracts 34.30 billion UAH (over 743 million EURO).



[The electronic healthcare system eHealth](#)

E-health is an essential direction of the transformation of the healthcare sector field. E-health created the digital basis for further implementation of reforms; namely, migration of most of everyday operations in the medical and pharmaceutical fields from paper to digital format. E-health warehouse includes a central database and medical information systems (MISs), including automatic data exchange through a proprietary application program interface (API).

There are 4 main stakeholders that run the [e-health](#) system.



- The Ministry of Health creates policy and is responsible for the implementation of reforms, including electronic healthcare system's development.
- State enterprise E-Zdorovya is responsible for the administration of the Central Database without access to sensitive, personal data.
- National Healthcare Service of Ukraine, based on generated data, calculates demand, further develops the system of medical guarantees, performs financial duties (transfer funds for performed healthcare services and distributed medicines)
- Business in form of private companies (medical-information systems) digitalizes healthcare providers working places in all lines of healthcare, putting together all sorts of generated prescriptions, recommendations and mandatory notes.

Since 2023 all Ukrainian municipal and private institutions that have obtained a medical practice license must to register in the electronic healthcare system. According to the latest available data, as of August 2024, over 35 million Ukrainians had chosen their family doctor through the e-health system, which has entered over 2 billion electronic medical records.



ЦЕНТР ГРОМАДСЬКОГО ЗДОРОВ'Я

Public Health Centre of Ukraine: Public Health Initiatives

Role: This entity focuses on public health issues, including disease prevention, health promotion, and epidemiological surveillance. It leads public health initiatives, including disease prevention and health promotion programs. It coordinates with regional health departments and other stakeholders to implement these initiatives.

Responsibilities:

- Conducting public health research and surveillance.
- Implementing vaccination and immunization programs.
- Providing health education and promotion initiatives.
- Responding to public health emergencies and outbreaks.



Regional Health Departments in every region (oblast) of Ukraine: Implementing national policies regionally.

Role: These departments operate under regional administrations and manage healthcare services at the regional level.

Responsibilities:

- Implementing national health policies at the regional level.
- Coordinating regional healthcare facilities and services.
- Managing regional health budgets and resources.
- Monitoring the quality of healthcare services within the region.



Healthcare Providers (Hospitals, Clinics, Primary Care Centers): Service Delivery and Monitoring

Role: Both public and private healthcare providers deliver medical services to the population. They operate under contracts with the NHSU or independently in the private sector. Signing contracts with the National Health Service is voluntary.

Municipal hospitals are the responsibility of any of the 1469 amalgamated hromadas or united territorial communities (the hromada most closely resembles “kommun” in Sweden). There are also departmental hospitals, e.g. hospitals of the National Academy of Sciences or the Ministry of Transport. If these hospitals do not want to sign a contract with the NHSU, all medical services they provide to patients are paid for by the owner to whom they belong and from patient’s out-of-pocket payments.

Private healthcare institutions or physician-entrepreneurs decide on their own what benefits they receive from the public-private partnership. The benefits of a partnership between a private healthcare facility and the NHSU include getting additional finances, an increase in the number of patients, and increased public trust in your facility.

Any Ukrainian healthcare institution can sign a contract with the NHSU, if they meet the requirements: a valid license to conduct business activities in the field of medical practice, availability of all the required material and technical facilities, proper conditions in the medical institution to provide quality services to patients, and access to buildings and premises for people with limited mobility, thus meeting the specific requirements for delivering various healthcare service packages.

Responsibilities:

- Providing various medical services, including primary care, specialized care, and emergency services.
- Ensuring compliance with medical standards and regulations.
- Participating in public health initiatives and programs.

One of the priorities of the reform is to strengthen the network of capable institutions in Ukraine. Institutions of a capable network must provide medical care within the relevant hospital district, during emergency situations, with the proper quality, timeliness and accessibility, as well as to assure the effective use of material, labor and other resources.

As part of the reform, each region (oblast) became a separate hospital district, which in turn was divided into clusters. Ukraine’s “capable hospital network” is designed as a three-layer system, including above-cluster, cluster, and general hospitals.

The capable network in 2024 includes: 19 regions, 562 healthcare facilities (123 above-cluster hospitals (oblast level), 157 cluster hospitals (serving 150,000-300,000 patients), and 282 general hospitals (serving 30,000-50,000 population with basic healthcare services). Each hospital has a specific number of services that it should provide. Hospitals from frontlines or

occupied oblasts (Zaporizhzhia, Donetsk, Luhansk, Kherson, Mykolaiv, Crimea) are not included into the capable network.



Professional Medical Associations

Role: These associations represent the interests of medical professionals and contribute to the development of healthcare policies and standards. During the next steps of the reform, the Ukrainian government plans to adopt a law on self-government in the healthcare sector. The draft law provides for the forming five chambers (professional self-government organizations): family medicine doctors, specialist doctors, dentists, nurses/medical brothers (in Ukrainian, a female nurse is called медсестра (medical sister) and a male nurse is called медбрат (medical brother), and pharmacists.

Just a few examples of such associations, that are united in one [Ukrainian federation of the Professional Medical Communities](#), are:

- Association of Radiologists of Ukraine
- Association of Neonatologists of Ukraine
- Association of Pediatric Otorhinolaryngologists of Ukraine
- Association of Ambulance, Emergency and Disaster Medicine Workers
- Ukrainian Association of Infectious Diseases

Responsibilities:

- Advocating for the rights and interests of healthcare workers.
- Providing continuous professional education and training.
- Collaborating with the MoH and NHSU on policy development.



ПАЦІЄНТИ УКРАЇНИ

Civil Society Organizations and NGOs: Community and Patient Engagement

Role: The patient community is one of the driving forces and beneficiaries of changes in the healthcare system. Civil society and non-governmental organizations are crucial in advocating for patient rights, providing community health services, and supporting healthcare reforms. Due to the initiative and long-term efforts of the largest patient charity foundation, Patients of Ukraine, the law "On State Financial Guarantees of Medical Care for the Population" No. 2168-VIII of 19.10.2017 was implemented, which initiated medical reform and the creation of the state enterprise Medical Procurement of Ukraine, ensuring transparency and fighting corruption in public procurement. Representatives of patient organizations are members of the Supervisory Board of the National Health Service of Ukraine.

Responsibilities:

- Ensuring transparency and public control over the activities of the NSHU.
- Ensuring cooperation with public associations, other institutions of civil society in the field of healthcare, in particular regarding the prevention of corruption.
- Informing the NSHU about public opinion regarding the formation and implementation of state policy in the field of state financial guarantees of medical care.

To summarize, Ukraine's healthcare landscape is undergoing significant transformation, bolstered by key players like the Ministry of Health, the National Health Service of Ukraine, and a robust e-health system. These entities are central to policy formulation, budget allocation, and service delivery, ensuring a more organized and accountable healthcare system.

There are three levels of public hospitals (above-cluster, cluster and general hospitals) and apart from that private healthcare providers for both primary and specialist care in Ukraine.

The involvement of professional medical associations and civil society organizations underscores a push for transparency and patient advocacy.

Healthcare Funding and Resources in 2024



Visual's source is "Slovo I Dyllo"

In 2024, the principal expenditure item in Ukraine's budget is defense, with 1.69 trillion UAH (almost 37 billion EUR) allocated to security and defense forces. National security and defense funding will be sourced exclusively from internal revenues, including taxes, customs duties, dividends from state-owned enterprises, privatization proceeds, and funds from domestic state loan bonds. International assistance from partners is designated solely for social needs, with 469.4 billion UAH (10,14 billion EUR) was allocated for social protection and support.

According to the Law on the State Budget of Ukraine for 2024, the subsistence minimum per person per month increased to 2,920 UAH (63,3 EUR) starting January 2024. Additionally, the minimum wage was raised to 7,100 UAH (154 EUR) on January 1, and to 8,000 UAH (173 EUR) from April 1.

Healthcare Expenditures

Total state expenditures on healthcare for 2024 were 201.7 billion UAH (4,3 billion EUR), representing 6.1% of the overall budget. Compared to 2023, this represents a 13.1% increase in funding. As a percentage of GDP, healthcare spending is less than 3%.

Costs for healthcare in Sweden in 2022 was 10,5 per cent of GDP.

The largest allocation within the healthcare budget is for the State Program of Medical Guarantees (PMG), with 158.8 billion UAH (3,4 billion of EUR) allocated for 2024 — an 11.2% increase from 2023. These funds are managed by the National Health Service of Ukraine. Additionally, 181 million UAH (3,9 million EUR) is designated for administration and oversight of state financial guarantees for medical care.

Starting in 2024, the PMG will expand to address medical needs related to the ongoing full-scale war. This includes a new expenditure package titled "Readiness and Provision of Medical Assistance in Military (Combat) Zones" to maintain personnel capacity and ensure comprehensive coverage in combat areas. Another new package, "Treatment of infertility using assisted reproductive technologies (in vitro fertilization)," has been introduced in response to the fertility crisis caused by the conflict (in 2024 Ukraine got last 228 place in the world in terms of fertility - 6 children per 1000 people). A new package for "Transplantation and Post-Transplantation Support" will also be implemented.

To support healthcare institutions not covered by the PMG, a subsidy of 1.7 trillion UAH is planned for specific institutional support and healthcare system measures. There will be no major expansion of the Affordable Medicines reimbursement program in the coming year, though the reimbursement for drugs used in treating mental and behavioral disorders will be extended due to high demand. The 2024 State Budget allocates 12.1 billion UAH (259 million EUR) for medical measures under individual state programs and complex programmatic measures (centralized procurement), marking a 21% increase from the previous year.

Funding for "Public Health and Epidemic Measures" has been increased by 29.7%, reaching 4.9 billion UAH. However, the 2024 State Budget does not include provisions for treating Ukrainian citizens abroad.

Healthcare budget priorities for 2024:

- development of the healthcare rehabilitation system - 6 billion UAH
- mental health - 5.3 billion UAH
- procurement of medical equipment - 2.5 billion UAH
- strengthening human resources in the healthcare sector - 2 billion UAH
- access of veterans' families to free services using assisted reproductive technologies - 1.6 billion UAH.

In 2025, healthcare spending in Ukraine will amount to 210.7 billion UAH, which is almost 8 billion UAH more than in 2024 (appr. 4% increase). But while the inflation rate was 5.1% in 2023, the National Bank of Ukraine forecasts an inflation rate of 7.9% at the end of 2024.

Impact of the Full-Scale War on the Healthcare System of Ukraine

The full-scale invasion of Ukraine by the Russian Federation has placed a severe strain on the national healthcare system. This strain results from the extensive destruction of healthcare facilities and a significant increase in demand for various medical services that were previously not prioritized. The situation has been further complicated by large-scale population displacement and the migration of medical personnel.

The massive displacement of populations has caused substantial shifts in the demand for healthcare services and their geographical distribution. The intensity of health needs has escalated in several areas, including emergency medical services, trauma and burn care, rehabilitation, and mental health services. Additionally, the economic repercussions of the war have severely impacted the available fiscal space for government healthcare expenditures and the ability of households to pay for medical care directly.

As of July 2024, more than 1,600 medical facilities out of almost 10,000 Ukrainian healthcare facilities had been damaged and 214 facilities had been destroyed. In addition, 787 pharmacies had been damaged or destroyed. Attacks on healthcare facilities led to 143 deaths and 346 injuries.

Despite ongoing shelling, Ukraine is actively working to restore its medical infrastructure. 885 medical facilities have been fully or partially restored over the past two years, across various regions. Of these, 523 facilities have been fully restored, and 362 have been partially restored, with the majority in Mykolaiv, Dnipro, Kyiv, Kharkiv, and Chernihiv regions.

According to the updated Rapid Damage and Needs Assessment (RDNA3) released by the Government of Ukraine, the World Bank Group, the European Commission, and the United Nations, the total cost of reconstruction and recovery in Ukraine is estimated at 486 billion USD over the next decade, up from 411 billion USD estimated the previous year.

Ukrainian authorities estimate that for 2024 alone, approximately 15 billion USD is needed for immediate reconstruction and recovery priorities at both the national and community levels. This funding will focus on supporting and mobilizing the private sector and restoring housing, infrastructure, energy, and transportation. The RDNA3 report indicates that while around 5.5 billion USD of this funding has been secured from international partners and domestic resources, approximately 9.5 billion USD still needs to be funded.

Biggest Challenges in Healthcare in Ukraine according to the Ministry of Health of Ukraine

1. Impact of the Ongoing Full-Scale War

- **Infrastructure Damage:** Many hospitals and clinics have been damaged or destroyed, severely limiting access to medical care across affected areas.
- **Displacement of Population:** The displacement of healthcare professionals and patients has led to shortages of medical staff and significant challenges in delivering healthcare services effectively.
- **Psychological Impact:** There is a high prevalence of trauma and mental health issues among the affected population, requiring substantial attention and resources to address. According to forecasts of the [National Institute for](#)

[Strategics Studies](#) of Ukraine, more than 15 million people in Ukraine will need mental and psychological assistance after the war ends, including more than 3 million who will need psychiatric care.

- Demographic Challenges: According to the [cia.gov](#) [Death Rate WFB](#), Ukraine ranks first in the world in terms of mortality - 18.6 per 1000 people, and last in terms of fertility - 6 children per 1000 people in 2024 (at 228th and last place among all countries).

2. Funding and Financial Sustainability

- Insufficient Funding: Public healthcare funding remains inadequate, impacting the availability of resources and overall quality of care.
- Informal Payments: Persistent informal payments and corruption create financial barriers for patients and increase inequality in access to healthcare. Trust in the medical system has been undermined by corruption and the lack of a healthy partnership between doctor and patient.
- Economic Instability: Broader economic challenges in Ukraine affect the sustainability and growth of healthcare funding.

3. Human Resources and Workforce Issues

- Shortage of Medical Personnel: There is a critical shortage of doctors, nurses, and other healthcare professionals, further worsened by the emigration of skilled personnel.
- Low Salaries: Low salaries for medical professionals contribute to dissatisfaction and increased emigration, compounding the shortage of skilled workers.
- Training and Education: Limited opportunities for continuous professional development and modern medical training programs affect the quality of care.

4. Infrastructure and Equipment

- Dilapidated Facilities: Many hospitals and clinics are in poor condition. More than 1600 facilities were ruined or partly destroyed because of the war, adversely impacting the quality of care provided.
- Outdated Equipment: The lack of access to modern medical equipment hampers the ability to deliver advanced treatments.

5. Access to Medicines and Supplies

- Supply Chain Disruptions: The war and economic instability have disrupted supply chains, leading to essential medicines and medical supplies shortages.
- Affordability: The high cost of medicines presents a barrier to many patients, making it difficult for them to afford necessary treatments.

6. Public Health Challenges

- **Non-Communicable Diseases:** High rates of cardiovascular diseases, cancer, diabetes, and other chronic conditions place a significant burden on the healthcare system.
- **Infectious Diseases:** Management of infectious diseases such as tuberculosis and HIV/AIDS remains a challenge.
- **Preventive Care:** There is limited focus on preventive care and public health initiatives, which hampers efforts to reduce the overall disease burden.
- **Antimicrobial resistance.** According to recent studies, about 30% of Ukrainians treated colds with antibiotics before the sale of over-the-counter antibiotics was banned. In 2020, the total volume of all sales and purchases of such drugs exceeded 6.4 billion UAH, 40% more than in 2018. However, there is no official data on mortality from complications caused by resistant infections in Ukraine.

7. Digital Health and eHealth Integration

- **Implementation of eHealth Systems:** The integration and standardization of eHealth systems across the country is complex and requires substantial investment and training.
- **Data Management:** Ensuring the security and privacy of patient data while making it accessible to healthcare providers is crucial for effective digital health management.

To summarize, the full-scale invasion of Ukraine has led to a decrease in access to health care and medicines in the country, especially for people living in regions close to the frontline and in areas that are partially or fully uncontrolled by the Government of Ukraine, as well as for internally displaced persons.

Cost, time constraints related to travel to and from healthcare facilities, and limitations on to and from healthcare facilities, and restrictions on transportation were the main barriers to access to basic health care services. At the same time, the results show that the health care system in Ukraine remains resilient, and the overall level of access to health care services to health care services is quite high.

Specific Needs and Priorities for Ukraine's Healthcare including Build Back Better

(Based on the presentation of Oleksii Iaremko, Head of the Office of Health System Recovery, Ministry of Health, April 2024)



Emergency services work at the site of Okhmatdyt children's hospital hit by Russian missiles, in Kyiv, Ukraine, July 8, 2024. © 2024 AP Photo/Evgeniy Maloletka

Ukraine's restoration is a large-scale process. Its two priority areas are the restoration of critical infrastructure and long-term reconstruction and modernization. Together, these are tens of thousands of projects that will happen simultaneously, at different stages, throughout the country.

DREAM is a unique state digital ecosystem that provides a single pipeline for all restoration projects. The whole picture of the projects in rebuilding and improving the healthcare system in Ukraine, according to the Build-Back-Better strategy, can be found at dream.gov.ua/sectors/H

Here are some of the most crucial areas:

1. Restoration and Infrastructure Investments:

- Restore Healthcare Provision in Liberated Territories: Focus on re-establishing medical services in areas recently liberated from occupation.
- Invest in Infrastructure: Prioritize investments in hospital infrastructure to enhance the quality of care. This includes:
 - Recovery: Repair 968 damaged medical facilities.
 - Construction and Improvement: Develop and upgrade:
 - 5 national institutes
 - 14 regional hospitals
 - 10 cluster hospitals
 - 10 general hospitals
 - 15 primary care facilities
- New Openings in 2024:
 - 40 rehabilitation departments
 - 30 mental health centers within cluster hospitals
 - 60 psychological relief spaces in primary care facilities

2. Expansion of Healthcare Programs

- Expand the Program of Medical Guarantees: Increase the scope of the Program of Medical Guarantees and work towards creating a unified medical space. Despite the COVID-19 pandemic and the full-scale war, reforms continue and have the potential to bring the country's healthcare system closer to universal health coverage.
- Enhance Rehabilitation and Mental Health Services: Address the evolving needs of veterans and civilians, particularly in mental health. Preliminary assessments indicate that post-war, at least 15 million people will require psychological support.

3. Critical Equipment Needs

- Modular Clinics: Deploy 66 modular ambulatory primary care clinics to frontline and de-occupied territories.
- Emergency Departments: Add 100 modular emergency departments to healthcare facilities, each covering 400-800 square meters.
- Autonomy for Healthcare Facilities: Improve the resilience of healthcare facilities in case of blackouts. Only 45 out of 562 facilities in the network are fully autonomous. Requirements include:
 - Heating: Each hospital should have one main and one backup heat source.
 - Electricity: At least one medium-power generator per hospital with a fuel supply for 5 days.
 - Water: Each hospital should have its well.

4. Training and Development

- **Funding for Training:** The state budget of Ukraine for 2024 provides 6.8 billion UAH for the training and professional development of healthcare workers, including research and teaching staff. This is 10.2% less than in the previous year.
- **Priority Educational Needs:** According to research by the ZDOROVI Foundation, which is collaborating with the national agencies and international organizations, the following training areas are identified as priorities:
 - Risk management and quality indicators
 - Strategic planning under uncertainty
 - Donor fund acquisition and grant writing
 - Communication with patients under stress and with veterans and military patients
 - Psychological support for medical personnel and prevention of burnout
 - Disaster medicine

Recovery Plan for the Healthcare System of Ukraine (2022-2032)

The Ukrainian government has established the following priorities for the post-war recovery of its healthcare system:

1. **Strengthening Policies and Institutions:** Enhance national healthcare policies and institutions to guide the recovery process effectively.
2. **Ensuring Financial Stability:** Secure the financial stability of the healthcare system to sustain recovery efforts and future development.
3. **Rehabilitation and Transformation:** Revitalize and transform the network of healthcare facilities to improve service delivery and infrastructure.
4. **Addressing Special Needs:** Strengthen healthcare services to meet the specific needs of populations affected by the war, including internally displaced persons and war veterans.
5. **Enhancing Human Resources:** Improve and strengthen the human resources within the healthcare system to ensure a skilled and motivated workforce.
6. **Public Health and Emergency Preparedness:** Enhance the public health system and preparedness for emergencies to better respond to future health crises.
7. **Development of eHealth and Cybersecurity:** Advance the development of electronic healthcare systems and bolster cybersecurity measures.
8. **Quality Management:** Strengthen the quality management systems at national and local levels to ensure high standards of care.
9. **Pharmaceutical Sector Rehabilitation:** Revitalize the pharmaceutical sector to improve access to and the appropriate use of medicines.

Critical Capabilities for the Ukrainian Healthcare System:

- **Accelerate Policy and Legislation:** Speed up the adoption of crucial political decisions and health legislation to support effective recovery.

- **Increase Intersectoral Coordination:** Enhance coordination across sectors to address the challenges posed by the ongoing war.
- **Leverage International Expertise:** Utilize international expertise to rebuild and develop a robust and qualitatively improved healthcare system.
- **Foster Community and Sector Partnerships:** Consolidate community support and strengthen partnerships with the public and private sectors to enhance governance. Emphasize the need for transparency and accountability within healthcare institutions.
- **Review and Harmonize Regulations:** Conduct a fundamental review of healthcare regulations, eliminate outdated rules, and align the legal framework with EU standards.

Opportunities in Ukraine's Healthcare Recovery

Ukraine's post-war healthcare recovery plan presents a range of opportunities for Swedish companies. Key areas of interest include rebuilding medical infrastructure, providing specialized care for war-affected populations, and supporting the development of digital healthcare and cybersecurity systems. With investment opportunities in pharmaceuticals and a push for improved healthcare policies, Swedish private sector has the chance to play a crucial role in modernizing Ukraine's healthcare system while positioning itself for long-term growth in a rapidly transforming market.

Conclusion

Ukraine is overcoming the consequences of a full-scale war and the country's healthcare system faces unprecedented challenges and opportunities. The resilience demonstrated by Ukrainian stakeholders amidst ongoing adversity underscores a profound commitment to transforming the healthcare landscape.

The multidimensional reform of the healthcare system in Ukraine was started six years ago. The results are amazing: price control in public procurements, improved transparency, growth of state share in compensation of patients' treatment in-clinic through centralized and decentralized channels and out-of-clinic with a reimbursement program and medical guarantees for compensation of treatment costs for 45 programs of state packages of medical guarantees.

All these directions are being realized thanks to the digitalization of the healthcare system within the e-health system. All the above created the ground for further development of the healthcare system in Ukraine, such as the annual increase in the number of packages of medical services under the medical guarantees program and names of medicines under the reimbursement program, the introduction of mandatory medical insurance and the creation of additional voluntary medical insurance programs.

The country's ambitious recovery plan (2022-2032) prioritizes strengthening policies, enhancing financial stability, and transforming healthcare infrastructure—all essential for sustainable growth. Ukraine's commitment to revitalizing its healthcare system presents a unique and impactful opportunity for Swedish healthcare and life science companies.

For Swedish businesses, entering the Ukrainian market now means being part of a transformative journey. As the country rebuilds, it seeks innovative solutions and high-quality products, creating fertile ground for mutually beneficial partnerships. Investing in Ukraine is not just a response to immediate needs; it's a strategic move toward shaping a resilient healthcare system that aligns with European standards, paving the way for future opportunities.

Dive Deeper

- United Nations
Rapid Damage and Needs Assessment (RDNA) 3
[RDNA3 Report](#)
- World Health Organization and World Bank
Health Financing in Ukraine: Reform, Resilience, and Recovery - Synthesis Report
[WHO Country Cooperation Strategy, Ukraine 2024–2030](#)

[Global Health Expenditure Database \(who.int\)](#)

Health Enhancement and Lifesaving (HEAL) Ukraine Project [World Bank Project Details](#)
- Ministry of Health of Ukraine
[Healthcare System Recovery Plan 2022-2032](#)
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[On Approval of the Concept of Healthcare Financing Reform | Cabinet of Ministers of Ukraine \(kmu.gov.ua\)](#)
- VERKHOVNA RADA OF UKRAINE
[Law on the State Budget of Ukraine for 2024](#)
- Ukrainian Healthcare Center (UHC)
“Ukrainian Healthcare System Has Survived and Partially Recovered”: UHC Analysis
[UHC Analysis](#)
- Safeguarding Health in Conflict Coalition (SHCC)
Ukraine: Violence Against Healthcare in Conflict 2023
[SHCC Report](#)
- International Rescue Committee (IRC)
Ukraine Multisectoral Needs Assessment Report (March 2024)
[IRC Needs Assessment Report](#)
- Support in Market Development (SMD)’s report
[Ukraine in the fire of war \(June 04, 2024\) – SMD](#)
- Swecare
[Needs and Priorities for Ukraine's Healthcare \(April 26, 2024\)](#)
- RE Kavetsky Institute of Experimental Pathology, Oncology and Radiobiology of National Academy of Sciences of Ukraine
[ONCOLOGY DAYS 2023 \(oeci.eu\)](#)
- VOX Ukraine
[Rebuilding Ukraine's healthcare sector: Proposals for the next 10 years \(voxukraine.org\)](#)



Business idea

Swecare creates meeting places where stakeholders within the Swedish life science sector can strengthen their international relations.



Vision

Swecare's vision is a world where everyone has good and equal health and access to high quality sustainable care.



Mission

Swecare's mission is to contribute to increased export of Swedish products, services and knowledge in the area of health and care.



Members

Swecare has over 100 members consisting of companies, public operations and research actors in health and care.



Cooperation

Swecare has a large number of partners with special skills and cooperates with Business Sweden, embassies, consulates and chambers of commerce around the world.



Financing

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Online version

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