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## IMPLEMENTATION OF PUBLIC-PRIVATE PARTNERSHIP IN THE HEALTHCARE MANAGEMENT SYSTEM

**Abstract.** This article states that the private sector and the government can resolve contradictions and bridge interaction gaps through a public-private partnership due to complementing each other functionally. The study aims to determine the elements of public-private partnership development in healthcare and primary conditions for further forming an effective environment for implementing the principles of public-private partnership in healthcare management. This investigation examined the public-private partnership state worldwide and in Ukraine and the prospects for its development in the context of healthcare reform. It was noted that cooperation between the public and private sectors is becoming increasingly social. However, the current practice does not show effectiveness in achieving certain goals. The properties and differences in realizing social public-private partnership projects were investigated. The risks and problems in the implementation of public-private partnerships in healthcare were identified. The authors developed the structural and target model for ensuring the development of public-private partnerships in healthcare. It was determined that the basic conditions contributing to the successful implementation of public-private partnership projects in healthcare should include the factors as follows: political willpower to promote the development and support of public-private partnership; legislative and regulatory system to attract private sector funding; availability of feasible and effective projects and mechanisms for their selection; availability of information and staff needed for project implementation. The findings substantiated that state budget support is essential in reducing the risks of a private partner at the initial stage of public-private partnership development. The world experience showed that state funding of public-private partnership projects in healthcare might vary depending on the project life cycle stage. Given the importance of improving the funding of public-private partnerships, especially in terms of state budget funding for health projects, key elements and possible areas for improvement were identified.

**Keywords:** public funding, public partner, public-private partnership mechanism, private partner, healthcare system.

**Introduction.** The ability of the healthcare system to perform its functions well depends on investments in the medical sector (material and technical support of healthcare facilities, modern equipment and its further quality service, organizational changes to improve regional and local health facilities, etc.). Given the limited budget funding and growing public needs for medical services, the government cannot provide quality investment funding for the medical sector.

According to a report by the International Finance Corporation (IFC), Ukraine has one of the worst health indicators in Europe. Despite many health facilities, the country has high mortality, morbidity, and disability rates (Report, 2021). Therefore, it is relevant to analyze the existing world practices in healthcare management and mechanisms for their financing and implementation.

One of the successfully used cooperation types in almost all socially important areas of activity is a

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public-private partnership (PPP). It allows for solving the socio-economic problems by finding practices considering partners' conditions, motivations, goals, and preferences.

The basis for the successful implementation of cross-sectoral practices for the development of healthcare facilities is the specializations of the state and the private sector and their advantages, combining which creates a multiplier effect of finding productive combinations of resources within partnerships and separately.

The long world experience confirms the high efficiency and effectiveness of PPP. It stands to mention that the governments of the United Kingdom, the United States, France, Germany, Spain, Italy, Canada, Australia, and Central and Eastern Europe have widely used the contracts with the private sector for health services (Report, 2021).

Given the existing legal, institutional, methodological and other constraints and the growing need for the formation of mechanisms for managing the medical field, there is an objective need to study existing approaches to the use of PPP mechanisms in the world, to develop algorithms for their comprehensive implementation for healthcare development in Ukraine.

**Literature Review.** The analysis of scientific literature sources indicates that the foreign and domestic scholars addressed their studies on the various aspects of public-private partnership project management, public investment in healthcare, and strategic development of healthcare facilities (Petrik, 2020; Kravchenko, 2017; Mazurok, 2016; Krynichko et al., 2020, Dukhovna, 2021, Shpak, 2021; Tulay, 2018; Turchak, 2019).

Revealing different aspects of public-private partnership, including healthcare, scientists focused on particular issues. Thus, Goyda et al. (2013), Pavlyuk (2014) and Lavrenty, (2018) analyzed and structured the legislation in healthcare public-private partnerships.

In turn, Dutko (2011), Krynichko et al. (2020), Stepanova (2014), Trikoz, (2012) studied the PPP models. Their studies considered the successful implementation of PPP models in healthcare worldwide.

Arzyantseva (2012), Borsch (2019), Lshchenko and Yuristovska (2020), and Petrik (2020) assessed and analyzed the limitations of different PPP models. These scholars studied the mechanisms for implementing PPP in public administration in various public relations spheres.

Moreover, some regulations reflect a wide range of PPP issues. The legal framework outlines general and specific requirements for implementing PPP projects. In particular, the regulations define the possibility of using the following forms of public-private partnership: Concession Agreement (Law of Ukraine, 2019), Property Management Agreement (Law of Ukraine, 2010), and Agreement on joint activities (Law of Ukraine, 2010).

Specific features of PPP projects in health disclosure are considered in the specialized regulations, particularly in the recommendations for public and municipal healthcare facilities for government officials in healthcare for implementing PPP projects in healthcare (Guidelines, 2018).

Recent government initiatives in medical PPPs include the order of the Cabinet of Ministers № 1581-r of 16 December 2020, «On approval of the list of priority investment projects for the state until 2023», which identified potential sites for PPP implementation in healthcare (Order, 2020).

Company reports were also devoted to the problems of implementing PPP mechanisms in Ukraine. In particular, the IFC explored the development of PPP models in healthcare and considered the issues of their further implementation (Report, 2021).

However, despite the significant amount of research on this issue, there is a need for a comprehensive justification of problems related to the use of PPP mechanisms as an effective tool to influence the further effective development of health care under the strategic objectives of socio-economic development countries.

**Methodology and research methods.** The study's methodological basis involved the general and special research methods. Thus, this investigation applied the methods of analysis, synthesis, and

scientific abstraction to consider the PPP theoretical provisions, the framework of categories, and concepts. In turn, the functional and system-structural analysis was used to determine the peculiarities of the formation and development of the PPP system in healthcare. The logical generalization was employed to substantiate the areas of improvement of the PPP healthcare system.

The information base of the study is the analysis of the results of research, analysis of the regulatory framework, analysis of scientific literature, materials of scientific and practical conferences and Internet resources.

Analysis, comparison and generalization of the general principles of PPP projects in the field of health care, European experience allowed to determine the basic conditions and components of the mechanism for ensuring the development of the PPP healthcare system. Systematization of problems and existing prospects allowed to separate the main directions of further development of elements of the PPP healthcare system.

**Results.** Public-private partnership is a universal mechanism of cooperation for achieving long-range socio-economic goals. It creates new opportunities for social development due to finding new approaches to considering the conditions, motivations, goals, and preferences of partners.

The World Health Organization Commission on Intellectual Property Rights, Innovation and Public Health consider the public-private partnership as an effective way to use public and private sector opportunities to address the healthcare challenges that parties (public sector, private sector, and non-profit organizations) cannot overcome separately (Dukhovna, 2021).

Cooperation within the public-private partnership provides the benefits due to the project implementation features as follows:

- increasing the technical and economic performance;
- the durability of the relationship;
- using wide cooperation forms (from private financial initiatives to joint ventures and concessions, outsourcing, leasing, government procurement, etc.);
- variety of areas of project application;
- distributing risks and responsibilities between partners;
- attracting additional private investment for long-term projects;
- disseminating relations to other participants (commercial and non-profit organizations, research and educational institutions, international organizations and their subsidiaries, financial donors and agents, etc.).

Further effective formation of relations between participants of public-private partnership requires the development of appropriate mechanisms for cooperation and their regulatory, financial, organizational, personnel, information, and methodological support, which may vary, primarily depending on their scope.

The algorithm formation should rest on the generally accepted principles of public-private partnership defined in the Law of Ukraine «On Public-Private Partnership» and other regulations. It is essential to consider the differences between private and public sector goals in healthcare and the motivating factors.

Accordingly, the main condition for the healthcare project implementation within the public-private partnership is to consider the specific partners' goals. Thus, it requires clear delineation and resolving conflicts between public and private interests while maintaining the state's leading role in organizing programs and projects.

The above encourages consideration of the additional revenue opportunities for private partners by providing appropriate government support and developing mechanisms to monitor and control the use of budget funds and achieve social goals in implementing public-private partnership projects.

Implementing best international practices into national legislation is essential for attracting foreign investors. Therefore, there is a need for constant cooperation with international experts.

International financial institutions (such as the World Bank and the European Bank for Reconstruction and Development) are among the providers of public-private partnerships in healthcare. Under the implementation of the public-private partnership projects, they act not only as investors but also as consultants and guarantors for private investors. At the same time, they account for social and environmental components of project implementation.

It is appropriate to mention the World Bank project «Strengthening the Use of Public-Private Partnerships through Better Public Capital» implemented by the World Bank Trust Fund «Good Governance and Investment Climate Reform». Thus, under the support of the UK Government, the Ministry of Economy of Ukraine has developed several regulations to ensure transparency in selecting a private partner and the introduction of a systematic approach to attracting private business in all areas of economic activity.

International practice shows many interaction programs between the public and private sectors. For example, in the EU member states, public-private partnerships are essential in ensuring public health from threats such as pandemics and infectious diseases.

An example of a public-private partnership in research and medicine is the implementation of projects under the Innovative Medicines Initiative. This partnership unites the efforts of drug manufacturers, academics, businesses, patient groups, and regulators to accelerate studies on the safety and efficacy of new drugs. The innovative Medicines Initiative budget for 2014-2024 is 3.3 billion euros. Noteworthy here, half of the costs are covered under the EU's Horizon 2020 research and innovation framework. The rest of the cost is absorbed by members of the European Federation of Pharmaceutical Industries and Associations. Besides, funding is provided to projects that correspond to the chosen Strategic Research Agenda (Dukhovna, 2021).

Implementing public-private partnership mechanisms in healthcare need separation of their basic directions. Possible priorities could be the diagnosis, dialysis, blood donation, oncology, transplantation, cardiovascular disease, etc.

In this case, it is possible to use the experience of Kyrgyzstan, which chose the dialysis and diagnostic services. Subsequently, the projects were complicated and implemented by purchasing computer tomographic scanners, designing the laboratories, and constructing a university hospital.

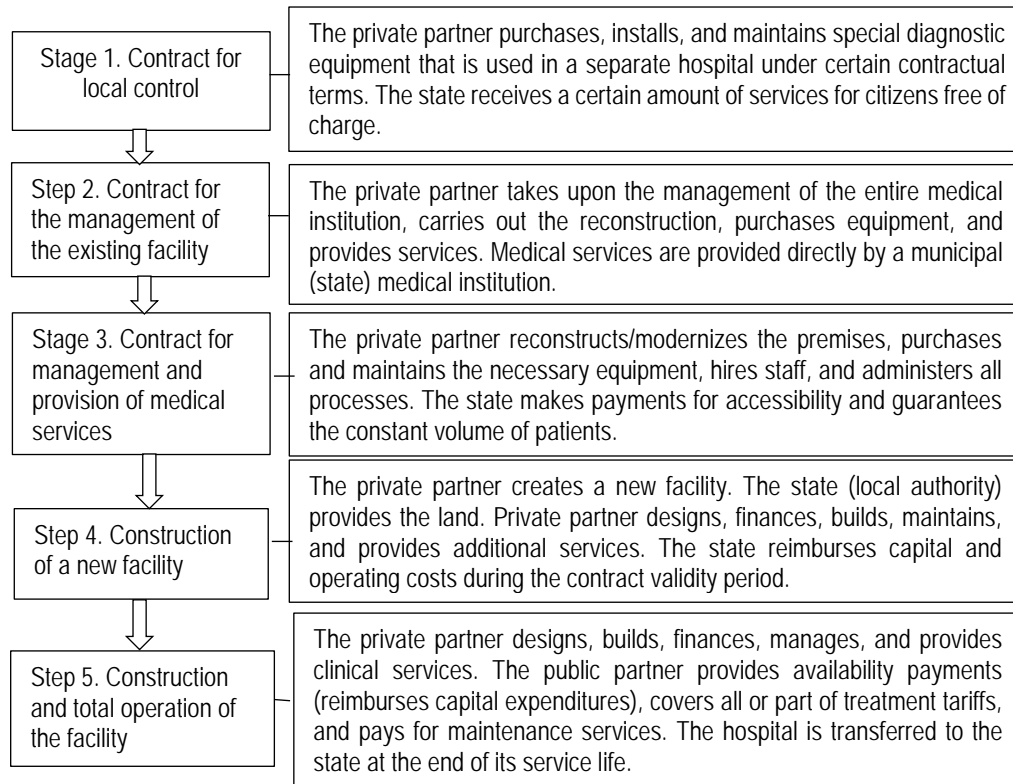
Brazil and India have chosen a model of regional approach through the centralization of health services. Kenya uses public-private partnership mechanisms to supply and maintain medical equipment and train medical personnel. In Georgia, the vast majority of health services are procured by the state through national insurance systems in the private sector.

In Ukraine, there are few fully implemented public-private partnership projects in healthcare. More projects are regional. They aim to renovate premises, purchase equipment, and joint operation within existing medical facilities.

The order of the Cabinet of Ministers № 1581-r as of 16 December 2020, «On a list of priority investment projects for the state until 2023», identified potential objects to implement public-private partnership in healthcare as follows:

- construction of a modern general hospital based on the Clinical Hospital ambulance in Lviv;
- construction of the emergency department of the Poltava Regional Clinical Hospital;
- the establishment of a radiological center at the National Cancer Institute in Kyiv).

Nowadays, the public-private partnership forms are in the initial implementation stage in Ukraine. Therefore, it is advisable to develop public-private partnerships based on simpler forms providing diagnostic services, gradually moving to more complex (Fig. 2).



**Figure 1. The recommended sequence of public-private partnership development in healthcare**  
Sources: developed by the authors based on (Shpak, 2021).

This study suggests that the basic conditions that contribute to the successful implementation of public-private partnership projects in the healthcare are as follows:

- political willpower to promote the development and support of public-private partnership;
- the current legislative and regulatory system defining the mechanisms of public-private partnership;
- guaranteed cash flow and income flow, subject to the distribution of commercial risks;
- attracting the private sector for funding;
- provision of realistic and effective projects and mechanisms for their selection;
- availability of information and staff needed for project implementation.

Implementation of the primary conditions is possible if the partnership participants form appropriate mechanisms (Fig. 2).

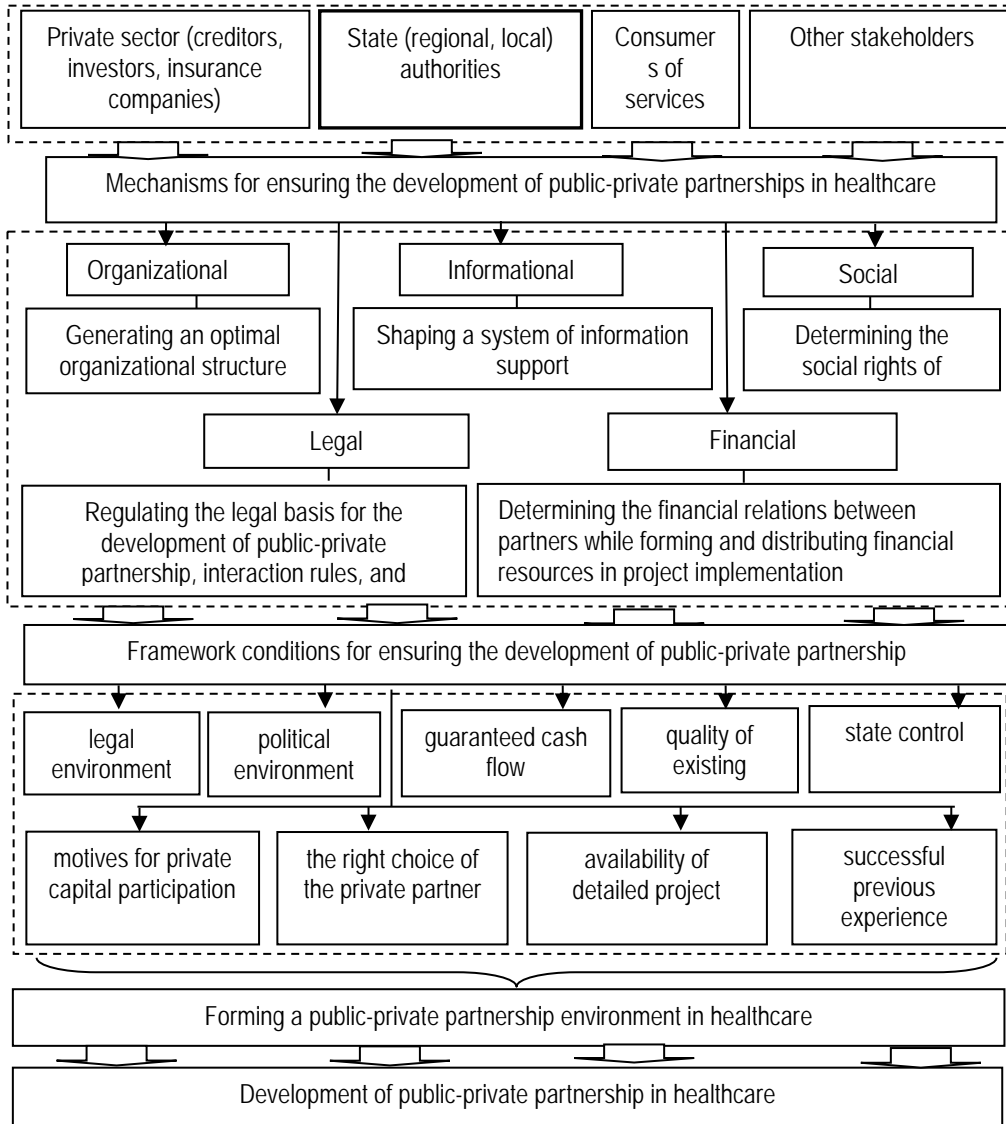


Figure 2. Targeted security structure of public-private partnership development in healthcare  
Sources: developed by the authors.

It stands to note a significant role of the financial mechanism in ensuring the development of the public-private partnership in healthcare. Therefore, forming a budgeting system for project state support is essential to increase the investment attractiveness of national and regional social projects and reduce their risks.

The need to consider the financial mechanism is an extremely important element of public-private partnership projects in health care due to the low ability of the population to pay for public-private partnership services and the need to ensure a guaranteed minimum level.

At the same time, budget support provides a system of incentives to create attractive conditions for involving a private partner in implementing socially meaningful public-private partnership projects.

In this case, budget support reduces the risks of a private partner, which is relevant for the initial stage of public-private partnership development. International experience shows that the less economically developed countries with a more confusing regulatory, institutional, and organizational environment need more significant state support.

The forms of state support in the public-private partnership are most often distinguished in the special literature as follows:

- direct budget support (partial financing of project activities, repayment of interest on loans, provision of fixed assets, land, etc.);
- tax holidays (reduction or cancelation of taxes and fees during the project implementation);
- providing state and local guarantees;
- attracting loans by the state/local self-government bodies from foreign states, banks, and international financial organizations;
- guarantees of private partner's recovery of losses due to non-compliance of demand with the planned indicators, non-fulfillment of obligations by the state partner under the agreement, inadequate tariff regulation, etc. ;
- guaranteeing the state order for certain goods/services;
- state guarantee of project risks in case of larger-than-expected changes in inflation, exchange rate, interest rates on loans, and energy prices;
- granting the exclusive right to produce goods/services, permission to carry out cross-subsidization, etc.

In turn, the world experience of public-private partnership projects in the social sphere shows that the state's participation in their financing may differ depending on the stage of the project life cycle. This feature is significant because it reflects the tasks of the public partner in the main stages of project implementation. Thus, public funding may include developing primary documentation and completing documentation on co-financing terms at the preparatory stage. At the stage of construction (modernization), state financing is directed at realizing investment expenses. The stage of the operation is connected with reimbursement of operating expenses (financing guarantees of object loading).

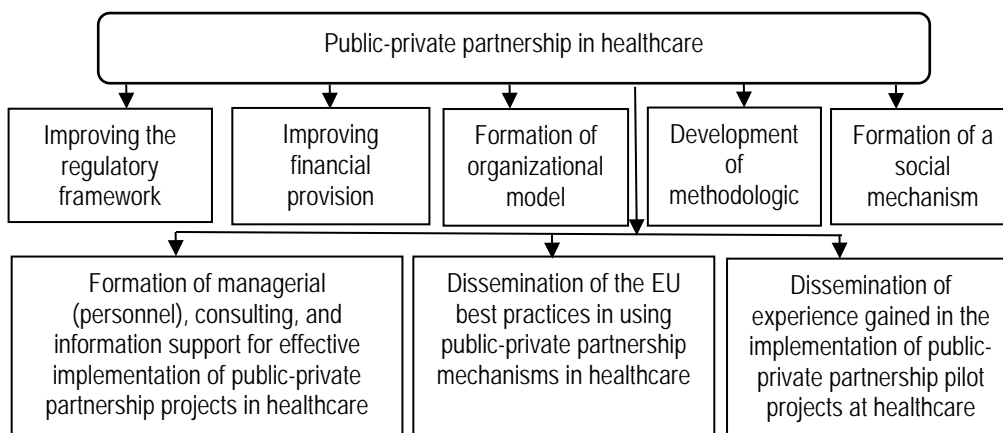
The low pace of implementation of public-private partnership mechanisms in the healthcare is due to obstacles to the introduction and implementation of the public-private partnership concept in Ukraine: inconsistent legal framework, lack of consistent public policy, lack of proper public-private partnership development management system, low institutional component, investment unattractiveness, challenging conditions for doing business, lack of effective mechanisms of state support for public-private partnership.

The above obstacles indicate the lack of stable basic conditions for forming and implementing public-private partnership projects in health care. Moreover, there is a need for effective cooperation mechanisms between the state and potential private partners, leading to significant risks of practical implementation of public-private partnership social projects.

The analysis of legal instruments indicated the significant limitations in budget financing of the public-private partnership social projects. Most of the financial instruments defined by the Budget Code of Ukraine for state budgeting of public-private partnerships are limited because of the lack of state budget support guarantees in the long run through the annual review of budget programs. They include budget programs, local state guarantees ensuring the implementation of government obligations, subventions for investment programs, subventions compensating for differences in tariffs, subsidies, loans provided by local authorities or the state, public procurement, etc.

Therefore, it necessitates the development of scientific-methodological approaches to forming and implementing public-private partnership mechanisms in healthcare. It will ensure social infrastructure development and solve important socio-economic problems.

The practical implementation of the scientific-methodological approach requires the solution of basic tasks to form appropriate mechanisms that will create the right institutional, economic, and managerial environment for developing and implementing public-private partnership projects in healthcare (Fig. 3).



**Figure 3. The main directions of forming and implementing public-private partnerships in healthcare**

Sources: developed by the authors.

The development, implementation, and improvement of state budget support instruments for the public-private partnership development in healthcare require:

- determining the national strategy of public-private partnership development in healthcare;
- identifying legislative priorities of state stimulation of public-private partnership development in Ukraine within the framework of strategic and program documents;
- establishing general principles, approaches, and methods of state budget support of public-private partnership in healthcare at all stages of project implementation and for various forms of cooperation;
- identifying types of support for public-private partnership social projects that state (local) authorities may provide;
- developing mechanisms to guarantee public funding of the public-private partnership project during the entire period of its implementation (transition from short-term to medium- and long-term budget planning);
  - elaborating on mechanisms to compensate a private partner for the difference between approved and economically justified tariffs (prices) for social services;
  - elaborating on the mechanisms of fair compensation to the private partner of justified losses in case of early termination of the public-private partnership agreement at the initiative of the state partner;
  - delimitation of financial conditions, rights, and responsibilities of participants from the public and private sectors;
  - considering the regional nature of most problems related to expanding access to local government budgets and credit sources of funding for public-private partnership projects in healthcare;



- strengthening control over the financing and implementation of social projects within the public-private partnership;
- implementing the system for monitoring and evaluating the effectiveness of project implementation and a system of relevant public control.

The problems of forming state budget support for public-private partnership projects in healthcare indicated that further reform is impossible without forming and improving other components (regulatory, institutional, informational, and organizational) reflecting the basic conditions for forming and implementing public-private partnership projects in healthcare.

**Conclusions.** Public-private partnership in healthcare is a universal mechanism of cooperation. It is formed to achieve long-term socio-economic goals. The public-private partnership creates new opportunities for social development by finding new approaches to considering partners' conditions, motivations, goals, and preferences.

Implementing public-private partnership projects in healthcare requires the development of effective mechanisms for state support financing.

Nowadays, there is a relatively limited effective use of existing forms of state support and budgeting the public-private partnership projects in Ukraine. The above results from the lack of sufficient practical experience in implementing the public-private partnership projects in domestic practice and the existing obstacles to introducing and implementing the public-private partnership concept.

Improving the efficiency of projects aimed at attracting private investment resources to modernize health care involves the implementation of targeted and consistent public policy of public-private partnership development to create a favorable environment for the development and implementation of public-private partnership projects.

It is expected the proposed directions of formation and implementation of public-private partnership in healthcare and measures to implement budget support of public-private partnership development will eliminate existing obstacles and create a favorable environment for enactment and implementation of social public-private partnership projects.

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#### **Імплементація державно-приватного партнерства в систему управління охороною здоров'я**

У статті зазначено, що приватний сектор і держава, доповнюючи функціонально одне одного, можуть розв'язувати суперечності та нівелювати недоліки в ефективних формах взаємодії їх складових за рахунок державно-приватного партнерства. Основною метою дослідження є визначення елементів механізму забезпечення розвитку державно-приватного партнерства в сфері охорони здоров'я, його базових умов для подальшого формування ефективного середовища імплементації засад державно-приватного партнерства в систему управління охороною здоров'я. В дослідженні розглянуто стан державно-приватного партнерства в світовій практиці та в Україні, перспективи його розвитку в умовах реформи охорони здоров'я. Зауважено, що співпраця державного та приватного сектору набуває все більшого соціального значення, проте існуюча практика не демонструє ефективність у реалізації визначених цілей. Досліджено властивості та відмінності форм реалізації проектів державно-приватного партнерства соціального спрямування. На основі проведеного аналізу визначено ризики та проблеми в реалізації державно-приватного партнерства у сфері охорони здоров'я. На підставі досліджень сформовано структурно-цільову модель забезпечення розвитку державно-приватного партнерства в сфері охорони здоров'я. Визначено, що до базових умов, що сприяють успішній реалізації проектів державно-приватного партнерства в медичній сфері доцільно віднести такі чинники як: політична воля щодо сприяння розвитку та підтримки партнерства, сформована законодавча та регуляторна система залучення приватного сектору для фінансування; наявність реалістичних та ефективних проектів та механізмів для їх відбору, а також інформаційного та кадрового забезпечення, необхідного для реалізації проектів. Обґрунтовано, що важливою є роль бюджетного забезпечення і в контексті зниження ризиків приватного партнера, які характерні для початкової стадії розвитку державно-приватного партнерства. На підставі світового досвіду реалізації проектів державно-приватного партнерства в сфері охорони здоров'я зауважено, що участь держави у їх фінансуванні може бути різною залежно від стадії життєвого циклу проекту. Враховуючи важливість удосконалення фінансового забезпечення державно-приватного партнерства, особливо в частині бюджетного фінансування державної підтримки проектів у сфері охорони здоров'я, визначено ключові елементи та можливі напрямки їх покращення.

**Ключові слова:** бюджетне фінансування, державний партнер, механізм державно-приватного партнерства, приватний партнер, система охорони здоров'я.