

New Perspectives on South-East Europe Series

Series Editors: **Spyros Econmidis**, Senior Lecturer in International Relations and European Politics, London School of Economics and Political Science, UK

Kevin Featherstone, Professor of Contemporary Greek Studies, London School of Economics and Political Science, UK

Sevket Pamuk, Professor of Contemporary Turkish Studies, London School of Economics and Political Science, UK

Series Advisory Board:

Richard Crampton, Emeritus Professor of Eastern European History at St Edmund Hall, University of Oxford

Vladimir Gligorov, Staff Economist specialising in Balkan countries, The Vienna Institute for International Economic Studies, Austria

Jacques Rupnik, Senior Research Fellow at the Centre d'études et de recherches internationales of Sciences Po, France

Susan Woodward, Professor, The Graduate Programme in Political Science at The City University of New York, USA.

South-East Europe presents a compelling agenda: a region that has challenged European identities, values and interests like no other at formative periods of modern history, and is now undergoing a set of complex transitions. It is a region made up of new and old European Union member states, as well as aspiring ones; early 'democratising' states and new post-communist regimes; states undergoing liberalising economic reforms, partially inspired by external forces, whilst coping with their own embedded nationalisms; and states obliged to respond to new and recurring issues of security, identity, well-being, social integration, faith and secularisation.

This series examines issues of inheritance and adaptation. The disciplinary reach incorporates politics and international relations, modern history, economics and political economy and sociology. It links the study of South-East Europe across a number of social sciences to European issues of democratisation and economic reform in the post-transition age. It addresses ideas as well as institutions; policies as well as processes. It will include studies of the domestic and foreign policies of single states, relations between states and peoples in the region, and between the region and beyond. The EU is an obvious reference point for current research on South-East Europe, but this series also highlights the importance of South-East Europe in its eastern context; the Caucasus; the Black Sea and the Middle East.

Titles in the series include

Ayhan Aktar, Niyazi Kizilyürek and Umut Özkirimli (*editors*)

NATIONALISM IN THE TROUBLED TRIANGLE

Cyprus, Greece and Turkey

Will Bartlett, Jadranka Božikov and Bernd Rechel (*editors*)
HEALTH REFORMS IN SOUTH EAST EUROPE

Kevin Featherstone, Dimitris Papadimitriou, Argyris Mamarelis, Georgios
Niarchos
THE LAST OTTOMANS
The Muslim Minority of Greece 1941–1949

Alexis Heraclides
THE GREEK–TURKISH CONFLICT IN THE AEGEAN
Imagined Enemies

New Perspectives on South-East Europe
Series Standing Order ISBN 978–0–230–23052–1 (hardback) and
ISBN 978–0–230–23053–8 (paperback)

You can receive future titles in this series as they are published by placing a standing order. Please contact your bookseller or, in case of difficulty, write to us at the address below with your name and address, the title of the series and the ISBNs quoted above.

Customer Services Department, Macmillan Distribution Ltd, Houndmills,
Basingstoke, Hampshire RG21 6XS, England

Health Reforms in South East Europe

Edited by

Will Bartlett

*Senior Research Fellow in the Political Economy of South East Europe
London School of Economics and Political Science, UK*

Jadranka Božikov

*Professor and Director of the Andrija Štampar School of Public Health, School of
Medicine, University of Zagreb, Croatia*

and

Bernd Rechel

*Researcher, European Observatory on Health Systems and Policies, London School of
Hygiene and Tropical Medicine, UK*

palgrave
macmillan



Editorial matter, selection and introduction © Will Bartlett, Jadranka

Božikov and Bernd Rechel 2012

Foreword © Charles Normand 2012

All remaining chapters © respective authors 2012

Softcover reprint of the hardcover 1st edition 2012 978-0-230-30003-3

All rights reserved. No reproduction, copy or transmission of this publication may be made without written permission.

No portion of this publication may be reproduced, copied or transmitted save with written permission or in accordance with the provisions of the Copyright, Designs and Patents Act 1988, or under the terms of any licence permitting limited copying issued by the Copyright Licensing Agency, Saffron House, 6–10 Kirby Street, London EC1N 8TS.

Any person who does any unauthorized act in relation to this publication may be liable to criminal prosecution and civil claims for damages.

The authors have asserted their rights to be identified as the authors of this work in accordance with the Copyright, Designs and Patents Act 1988.

First published 2012 by

PALGRAVE MACMILLAN

Palgrave Macmillan in the UK is an imprint of Macmillan Publishers Limited, registered in England, company number 785998, of Houndmills, Basingstoke, Hampshire RG21 6XS.

Palgrave Macmillan in the US is a division of St Martin's Press LLC, 175 Fifth Avenue, New York, NY 10010.

Palgrave Macmillan is the global academic imprint of the above companies and has companies and representatives throughout the world.

Palgrave® and Macmillan® are registered trademarks in the United States, the United Kingdom, Europe and other countries.

ISBN 978-1-349-33572-5 ISBN 978-1-137-26477-0 (eBook)

DOI 10.1057/9781137264770

This book is printed on paper suitable for recycling and made from fully managed and sustained forest sources. Logging, pulping and manufacturing processes are expected to conform to the environmental regulations of the country of origin.

A catalogue record for this book is available from the British Library.

A catalog record for this book is available from the Library of Congress.

10 9 8 7 6 5 4 3 2 1

21 20 19 18 17 16 15 14 13 12

Contents

<i>List of Tables and Figures</i>	vii
<i>Foreword</i>	x
<i>Preface and Acknowledgements</i>	xii
<i>Notes on Contributors</i>	xiii
Part I Introduction	
1 Health Reforms in South East Europe: An Introduction <i>Will Bartlett, Jadranka Božikov, and Bernd Rechel</i>	3
Part II Current Issues in Health Reforms	
2 Health Reforms in Croatia from the User Perspective <i>Miroslav Mastilica</i>	31
3 Health Reform in Bulgaria <i>Antoniya Dimova, Maria Rohova, Miroslav Popov, and Bernd Rechel</i>	49
4 Decentralization in Croatia's Health System <i>Aleksandar Džakula, Selma Šogorić, and Luka Vončina</i>	64
5 Health Workforce Mobility and Policy Responses in South East Europe <i>Diana Ognyanova and Reinhard Busse</i>	76
Part III Primary Health Care Reforms	
6 Primary Health Care Reform in Serbia: Driven by Whom? <i>Snežana Simić, Jelena Marinković, and George Boulton</i>	105
7 Primary Health Care in Romania after 20 Years of Reforms <i>Silvia Gabriela Scîntee and Cristian Vlădescu</i>	130
Part IV Governance and Management of Hospitals	
8 The Public Hospital System in Macedonia <i>Vladimir Lazarevik and Doncho Donev</i>	147

9	Hospital Infrastructure Development in Serbia: Modernizing the Four University Clinical Centres <i>Ivan M. Jekić, Annette Katrava, George Boulton, Nicolas Koumpis, Miroslav Obrovački, and Aleksandar Milojković</i>	160
10	Hospital Performance Measurement in Bulgaria <i>Mila Georgieva and Emanuella Moutafova</i>	179
Part V Health Finance Reforms		
11	The Combined Way of Paying Family Medicine in Croatia <i>Milica Katić, Dražen Jurković, and Vesna Jureša</i>	193
12	Reforms of the Organization and Financing of Primary Health Care in Montenegro <i>Đurđica Ostojić and Ranislavka Andrić</i>	207
13	The National Tender for Prospective Programmes in Slovenia <i>Valentina Prevolnik Rupel, Dorjan Marušič, Jakob Ceglar, and Tanja Mate</i>	218
Part VI Conclusions		
14	Lessons from Two Decades of Health Reforms in South East Europe <i>Bernd Rechel, Jadranka Božikov, and Will Bartlett</i>	229
	<i>Index</i>	240

List of Tables and Figures

Tables

1.1	Characteristics of health expenditure, 1995 and 2009	22
2.1	Satisfaction, perceived health care costs, and access in 1994 (N = 562)	37
2.2	Respondents who considered the amount of co-payment for the use of health services to be high or very high, and income group differences (N = 562, 1994)	38
2.3	Knowledge of and attitudes towards health reforms in Croatia (%) in 1994 (N = 562)	40
2.4	Respondents who reported having made any kind of direct (out-of-pocket) expenses for health care in the past six months, and income group differences in 1994 (N = 443)	41
2.5	Proportion of direct payments for health care by income quartiles in 1994 (N = 443)	42
2.6	Perceived impact of health reforms on the provision and quality of care in Croatia in 1999/2000 (N = 393)	44
2.7	Inequalities in utilization of specialist care in 2003 when controlled by health status (N = 9070)	45
3.1	Mortality by age groups (per 1,000 population of the same age group)	55
3.2	Selected health status indicators	56
3.3	Trends in health expenditure in Bulgaria, selected years	59
5.1	Medical doctors and nurses per 100,000 inhabitants in South East European countries, physical persons, 1999–2009	85
6.1	Selected indicators of health expenditure, 2000–9	109
6.2	Provision of the population with health professionals and utilization of services in primary health care centres, 2000 and 2009	112

6.3	International primary health care reform projects in Serbia since 2000	118
6.4	Major primary health care components of current health reforms in Serbia by source of influence for changes	125
9.1	Projected levels of demand, supply, and performance in the four clinical centres based on current parameters, 2010–50	167
9.2	Projected levels of demand, supply, and performance in the four clinical centres in line with Ministry of Health performance targets, 2010–50	168
9.3	Number of beds, patients, and staff in the four clinical centres, 2003–6	174
10.1	Types and participation of hospitals in the survey	183
10.2	Distribution of hospital specialists participating in the survey	184
12.1	Insured persons according to insurance categories in 2010	208
12.2	Contribution rates in 2010	209
12.3	Registration rates of insured persons with CMPs, 2008–9	212
12.4	Example of annual costs for a CMP team for adults (in €), 2010	215

Figures

1.1	Total health expenditure as a percentage of GDP, 1995 and 2009	22
1.2	Life expectancy at birth, 1990–2010	24
5.1	Registered foreign trained/national doctors from South East European countries (stock) in Austria, Belgium, Denmark, Finland, Germany, Sweden, and the United Kingdom, physical persons, 2003 and 2007	78
5.2	Registered foreign national medical doctors from selected South East European countries (stock) in Germany, physical persons, 2000–10	79

5.3	Medical doctors per 100,000 inhabitants in selected South East European countries, physical persons, 1999–2009	86
5.4	Nurses per 100,000 inhabitants in selected South East European countries, physical persons, 1999–2009	86
5.5	Medical doctors and nurses per 100,000 inhabitants in South East European countries, physical persons, 2009 or latest available year	89
6.1	Utilization of health services by level of care, in both the public and private sectors, 2000 and 2006	113
6.2	Estimated rates of visits to primary health care providers per person per year, based on results of the 2006 National Health Survey and the 2009 Patient Satisfaction Survey	114
7.1	Distribution of total expenditure for medical services and pharmaceuticals of the National Health Insurance Fund in 2009	135
7.2	Average number of people registered with a family doctor per district, Romania, 2010	136
7.3	Average size of population per family doctor (whether registered or not) per district, in rural areas, Romania, 2007	137
9.1	Project timeline	162
9.2	Distribution of cost categories at one clinical centre	173
12.1	Health insurance system in Montenegro	208
12.2	Organization of primary health care	210
12.3	Capitation payment coefficients according to age group, 2010	213
12.4	Age group coefficients for gynaecological care, 2010	214
12.5	Additional coefficients per municipality, 2010	215
13.1	Average price of each procedure before and after the national tender	223
13.2	Number of procedures performed within the same funds (improved accessibility)	223

Foreword

There is no best way to organize the financing and provision of health care, but there are principles that are often pursued and there are mistakes that should not be repeated. The reforms in South East Europe provide some interesting experiences as well as important insights into what can go right and what can go wrong. This book has brought together an overview of reforms in the region along with case studies of the experiences across very diverse settings and varying reform strategies. Together they provide a fascinating account of the problems faced, the strategies adopted, and the intended and unintended consequences of reform.

The reforms in Central and Eastern Europe had, in many ways, a different set of objectives than those in the West. Despite many achievements in the communist era, the underlying political and policy environment rejected collectivist models and approaches. There were also quite different patterns of interests, such as health care professionals being poorly paid in comparison to those in the West. Although there were many difficult hurdles from the economic decline and political instability, the underlying resistance to change was low. The countries of South East Europe provide some useful contrasts and some fascinating experiences. The region has some richer and some poorer countries, and has the contrasting environments of the different previous experiences between the countries of the former Yugoslavia and those in Bulgaria and Romania. In some cases health care reform was in the context of nation building, and in others the problems were of extreme political and policy instability. In the early 1990s there was a clear view that no change was not an option, but there was less consensus about what were the underlying objectives and how to achieve these. While the introduction of German style social insurance was widely chosen as the future model, the understanding of the German system, its history, strengths, and weaknesses was limited.

A further and interesting ingredient into health care reforms in South East Europe was the extent of formal and informal advice from other countries and agencies. Attempts were made to put in place models of primary care from the UK, along with internal and managed market ideas as well as social insurance models. Different payment mechanisms were tried to provide the desired combination of incentives.

Professional and provider autonomy was introduced partly through the influence of the medical profession in the new politics. As is common across the world, few of the changes were allowed to bed down before further reforms and changes were brought in, thus making it less likely that objectives would be achieved, and less likely that lessons would be learnt.

This volume has brought together many of the leading researchers from the region along with others with substantial experience of South East Europe. They bring this experience and knowledge to the analysis, and in many cases bring insight from being insiders in the process. The topics covered are universal – how best do we fund, organize and pay for care, but the experiences are varied and interesting. While there are many cautionary tales, and perhaps more insight into what not to do than into what to do, the honest and frank assessments provide some very useful understanding. While it is a truism that we should learn from the experiences of others but not copy them, this volume provides an excellent tutorial for would be reformers. Having observed the region closely from 1991, and having worked in many of the countries covered in this volume, I have learnt a lot, and will encourage students and policymakers to learn as well.

Charles Normand
Edward Kennedy Professor of Health Policy &
Management, University of Dublin

Preface and Acknowledgements

This book aims to contribute to the analysis of health reforms in South East Europe and to inform health policy making in the region and elsewhere. We hope it will be of interest to a range of audiences, including researchers and advanced postgraduate students in health policy, public health, social policy, South East European studies, as well as medical practitioners and policymakers, officials of multilateral and bilateral agencies working in South East Europe, and members of NGOs involved in health policies and systems in the region.

Draft chapters of the book were presented at a conference on health reforms in South East Europe, held in Dubrovnik, Croatia, on 24–5 May 2010. The conference was organized by the London School of Economics and Political Science Research Unit on South East Europe, the Andrija Štampar School of Public Health, and the European Observatory on Health Systems and Policies.

We are very grateful to the contributors for their enthusiasm and hard work on their chapters, to the participants of the conference for constructive and useful discussions, and to the London School of Economics and Political Science and the European Observatory on Health Systems and Policies for financially supporting the conference.

Notes on Contributors

Ranislavka Andrić is Head of the Department of Planning and Analysis at the Health Insurance Fund of Montenegro.

Will Bartlett is Senior Research Fellow in the Political Economy of South East Europe at the London School of Economics and Political Science, Honorary Professor at the London School of Hygiene and Tropical Medicine, and Professorial Research Fellow at the School for Policy Studies, University of Bristol.

George Boulton is an independent consultant on international health policy, planning, financing and management, and has worked on a number of projects in Serbia, including the implementation of capitation financing.

Jadranka Božikov is Professor and currently Director of the Andrija Štampar School of Public Health at the School of Medicine, University of Zagreb, Croatia.

Reinhard Busse is Professor of Health Care Management at the Berlin University of Technology and Associate Head for Research Policy of the European Observatory on Health Systems and Policies, Germany.

Jakob Ceglar works as an adviser to the General Director of the Health Insurance Institute of Slovenia.

Antoniya Dimova is Associate Professor at the Medical University of Varna, Bulgaria.

Doncho Donev is Professor of Social Medicine and Director of the Institute of Social Medicine at the Faculty of Medicine in Skopje, Macedonia.

Aleksandar Džakula is Research Fellow at the Department for Social Medicine and Health Care Organization at the Andrija Štampar School of Public Health, School of Medicine, University of Zagreb, Croatia.

Mila Georgieva is Assistant Professor at the Department of Health Economics and Management at the Medical University of Varna, Bulgaria, and Head of the Department of International Programmes, Analysis and Planning at the University Hospital St Marina, Varna, Bulgaria.

Ivan M. Jekić is a hospital manager and health service management consultant based in Belgrade.

Vesna Jureša is Professor of School Medicine, Head of the Department of Social Medicine and Organization of Health Care, and Vice-Dean for New Graduate Programmes at the Andrija Stampar School of Public Health, School of Medicine, University of Zagreb, Croatia.

Dražen Jurković is State Secretary at the Ministry of Health and Social Welfare, Croatia, and Epidemiologist at the Institute of Public Health, Lika-Senj county, Croatia.

Milica Katić is Professor of Family Medicine and Head of the Department of Family Medicine at the Andrija Stampar School of Public Health, School of Medicine, University of Zagreb, Croatia.

Annette Katrava is a hospital manager, health service management consultant, and consultant in quality management and accreditation in health care, based in Belgrade.

Nicholas Koumpis is an Athens-based international consultant specializing in project management, procurement, and biomedical engineering in the health sector.

Vladimir Lazarevik is Researcher at the Institute of Social Medicine at the Faculty of Medicine in Skopje, Macedonia, and PhD candidate at the Department of International Health at Maastricht University, the Netherlands.

Jelena Marinković is Professor of Medical Statistics at the Institute of Medical Statistics and Informatics School of Medicine, Belgrade University, Republic of Serbia.

Dorjan Marušič is currently Minister of Health in Slovenia.

Miroslav Mastilica is Professor at the Department of Medical Sociology and Health Economics at the Andrija Štampar School of Public Health at the School of Medicine, University of Zagreb, Croatia.

Tanja Mate is consultant to the general manager of the Health Insurance Institute of Slovenia.

Aleksandar Milojković is a physician and health service management consultant based in Belgrade.

Emanuella Moutafova is Professor and Head of the Department of Health Economics and Management at the Medical University of Varna, Bulgaria.

Miroslav Obrovački is a manager and health service management consultant based in Serbia.

Diana Ognyanova is Research Fellow at the Department of Health Care Management, Berlin University of Technology, Germany.

Đurđica Ostojić is responsible for monitoring the implementation of compulsory health insurance at the Health Insurance Fund of Montenegro.

Miroslav Popov was Professor at the Department of Health Care Economics and Management, Varna University of Medicine, Bulgaria.

Valentina Prevolnik Rupel works as an adviser to the Minister of Health of Slovenia and is a lecturer at the Faculty of Mathematics, University of Primorska, Slovenia.

Bernd Rechel is Researcher at the European Observatory on Health Systems and Policies, and Honorary Senior Lecturer at the London School of Hygiene and Tropical Medicine.

Maria Rohova is Senior Assistant Professor at the Department of Health Care Economics and Management, Varna University of Medicine, Bulgaria.

Silvia Gabriela Scîntee is Public Health and Health Management Consultant and General Deputy Director at the National School of Public Health, Management and Professional Development in Bucharest, Romania.

Snežana Simić is Professor of Social Medicine at the Institute of Social Medicine, School of Medicine, Belgrade University, Republic of Serbia.

Selma Šogorić is Assistant Professor in Public Health at the Andrija Štampar School of Public Health, School of Medicine, University of Zagreb, and Coordinator of the Croatian Healthy Cities (and Counties) Network, Croatia.

Cristian Vlădescu is Professor in Public Health and Management at the University of Medicine and Pharmacy 'Victor Babes', Timisoara, and General Director of the National School of Public Health, Management and Professional Development in Bucharest, Romania.

Luka Vončina is currently Head of the Department for Drugs and Medical Products at the Croatian Institute for Health Insurance.