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## LEGAL ENSURING OF THE ONCOLOGY CARE TO THE POPULATION OF THE REPUBLIC OF SAKHA (YAKUTIA)

### ABSTRACT

Research purpose was development of suggestions for improvement of regulatory legal base of system of the oncological help to the population of the Republic of Sakha (Yakutia). Object of research was the oncological service of the region, and an object of research – its standard legal support. According to the author, priority the directions of development of the oncological help to inhabitants of the republic are enhancement of organizational structure of oncological service of the region, development of organizational regulations, standards of quality control of the organization of the oncological help, target indicators of medical productivity and cost efficiency of the oncological help at stages of its rendering, and also efficiency audit.

**Keywords:** Republic of Sakha (Yakutia), oncological help, standard legal support.

### INTRODUCTION

Currently, the organisation of the oncological care to the population in the Russian Federation is regulated by a number of normative legal acts and methodological recommendations.

Order of the Ministry of health of the Russian Federation of 15 November 2012 915H N "On approval of the procedure of rendering of medical aid to adult population on the profile of "Oncology" (further – the Order) in accordance with article 32 of the Federal law from November 21, 2011 N 323-FZ "About bases of health protection of citizens in the Russian Federation" establishes the types, conditions and forms of providing medical care, and in accordance with article 33-36 allocates for patients with cancer, primary pre-medical, medical and specialized, including high-tech, health care, and palliative care and rehabilitation.

Further, in the Order in accordance with the organizational structure of cancer care from the primary Oncology to the cancer clinic and its separate structural divisions defined by the rules of the organization of their activities, recommended staff requirements and equipment standards.

Order of the Ministry of health of the Russian Federation from October 31, 2012 560H N "On approval of the procedure of rendering of medical aid in the field of pediatric Oncology" in a similar vein.

However, significant shortcomings of the Orders is the fact that they do not describe the organization of early detection, registration, treatment and dispensary observation of patients with malignant neoplasms in the basic structural units of primary health care: rural health posts, medical clinics, General medical practices (family doctors), district hospitals and examination rooms of healthcare organizations. Accordingly, in Orders, in relation to specified structures do not exist: the risk of the development of the oncology; diagnostic standards for the identification of neoplasms and the diagnostic studies; school report equipment medical equipment, order of referral and form of accounting and reporting documentation.

Guidelines, published in the period from 2007 to 2010 and prior to the publication of Orders, take a systematic approach under the guidance of chief non-staff specialist oncologist of Ministry of health of Russia, academician of RAMS V. I. Chissov on the organization, diagnosis and treatment of cancer from primary care physicians, examination rooms in primary Oncology clinics and cancer clinics. They also considered aspects such as planning of cancer care, methods of assessment of activity of cancer service screening and prevention, socio-labor rehabilitation of cancer patients.

However, in the manner and in the guidelines no targets and indicators for medical effectiveness and economic efficiency, and also indicators of efficiency of use of resources (logistical, financial, labor and information) and the

standards organization quality of cancer care at all stages of delivery – from FAP to specialized cancer clinics (centers) of regional and Federal subordination.

The program of state guarantees of free rendering to citizens of medical aid (further – the Program), adopted annually by the Government of the Russian Federation, in section III "List of diseases and conditions, medical assistance which is free of charge, ..." specifies, that when tumors of the citizens health care is free. Section IV of the Program "Financial support for the Program" establishes that the source of the Programme financing are the funds of compulsory medical insurance. The program also sets forth the average ratio of the volume of medical care (section V) and average standards of financial expenses per unit of volume of medical aid, the average per capita funding norms, ways of payment for medical care, formation and structure of tariffs for payment of medical assistance (section VI), as well as the criteria of accessibility and quality of medical care (section VIII), including:

- mortality from neoplasms, including malignant, including urban, rural population (the number of deaths from neoplasms, including malignant, per 100 thousand population);
- the proportion of patients with malignant neoplasms consisting on the account since the diagnosis 5 years or more in the total number of patients with malignant neoplasms consisting on the account;
- proportion of the number of patients with malignant tumors identified at the early stages in the total number of patients with newly diagnosed malignancies.

In the system of normative right of providing oncological care to the population the importance of standards of care that reflect the entire list of malignant neoplasm in accordance with ICD-10 and are divided into standards of primary health care, standards of specialized medical care and standards for palliative care [2]. In addition, specialists of the Association of oncologists of Russia developed clinical practice guidelines for the diagnosis and treatment of malignant tumors of different localization [1]. As of 01.01.2016 developed clinical guidelines for 57 diseases.

The decree of the President of the Russian Federation of 7 may 2012 No. 597 "On measures to implement state social policy" initiated the development and establishment of professional standards of health workers, which represent the characteristics of the qualifications required of workers to carry out a certain type of professional activity. Currently, in Oncology developed two types of professional standards: specialist in Oncology (surgery) and specialist in Oncology (drug therapy). Both standards reflect the fundamental purpose of the profession, sections of "Generalized work function" and "job function", as well as requirements for education and training, practical experience, employment action, necessary skills, knowledge, etc.

Thus, at the Federal level, also has a fairly complete legal and regulatory framework the organisation of the oncologic help to the population of the Russian Federation.

The **purpose** of this study was to develop proposals for improving normative legal basis of system of the oncological care to the population of the Republic of Sakha (Yakutia).

#### **MATERIAL AND METHODS**

The object of study was the system of the oncology care to the population of the Republic of Sakha (Yakutia), and the object of the study is its normative-legal ensuring. Used is information-analytical method of research.

#### **THE RESULTS AND DISCUSSION**

The Ministry of health of the Republic of Sakha (Yakutia) to improve the organization and increase of quality of rendering of the oncological help to the population of the Republic, in accordance with the order of Ministry of health of Russia 15.11.2012 N 915-n "On approval of the procedure of rendering of medical aid to adult population on the profile of "Oncology", approved by decree of June 10, 2014 01-07 N/1024 "On approval of the Procedure of rendering of medical aid to adult population with oncological diseases on the territory of the Republic of Sakha (Yakutia)".

The order approves:

1. The structure of the organization of medical aid to cancer patients in the territory of the Sakha (Yakutia).

2. The order of routing patients with suspected or detection of malignant neoplasm in medical institutions of Sakha (Yakutia).

3. The scope of activities for identifying, TESTING and providing medical care to cancer patients in medical institutions of different levels.

4. Procedure referral patients with malignant neoplasm and precancerous diseases. Analysis of the approved procedure of the organisation of the oncologic help to the population of Sakha (Yakutia) has allowed to establish that the organizational structure of medical care to cancer patients in the territory requires clarification.

So, the primary Oncology clinics of Central regional hospitals and medical institutions of Yakutsk referred to the first level (primary health care). However, in accordance with part 5 of article 33 of "Primary medical-sanitary aid" of the Federal law of 21.11.2011 year N323-FZ 31.12.2014) "On the basis of health protection in the Russian Federation" properly attributed to the primary specialized health care, as in their structure appear oncologists.

Analysis of order routing of patients with suspected or detection of malignant neoplasm in medical institutions of Sakha (Yakutia) has allowed to establish that it is:

1. The clarity what diseases in accordance, what stage, what kind of profile departments of the medical organization treating patients with malignant neoplasm.

2. Clarity as to what type of patients are sent for receiving of high-tech cancer care in specialized Federal health care.

3. Provisions on the examination room for outpatient clinics I level.

4. List of functions of the medical organizations at the levels of cancer care, presented in Appendix 3 (column 3) of the order of Ministry of health of Sakha (Yakutia) from June 10, 2014 N 01-07/1024 that is not in the list of functions set out in the order of the health Ministry of the Russian Federation of 15.11.2012, 915-n "On approval of the procedure of rendering of medical aid to adult population on the profile of "Oncology" in terms of the rules of the organization primary activities of the Oncology office and cancer center.

5. The list of obligatory actions performed on the stages of rendering of the oncological help to the population, as well as standard preventive examination to identify tumors of visual localization.

6. The list of persons from risk groups, as well as rare diseases in which patients with malignant tumors are subject to dispensary observation.

7. Full volume of information provided at the dispensary observation of patients with malignant neoplasm and individuals at risk. In Order to part of follow-up are not reflected by the clinical groups of dispensary observation of cancer patients, nosological forms of diseases, subject to dispensary from the doctors of different specialties under the supervision of a medical oncologist, the procedure of conducting the medical documentation.

8. Organizations provide emergency and palliative care to patients with malignant neoplasms.

9. Modalities of cancer patients on medical-social examination.

10. Organizational-methodical provision of the anti-cancer activities.

11. Indicator of medical effectiveness and economic efficiency at every stage of the organization of work on identification, prevention, treatment and dispensary observation of patients with cancer and individuals at risk.

12. The quality control standards of the organization of cancer care in terms of detection, prevention, treatment and dispensary observation of patients with cancer and individuals at risk.

In addition, in the region absent:

1. The order of rendering of medical aid in the field of pediatric Oncology".

2. The position of freelance main oncologist of Ministry of health of the Republic of Sakha (Yakutia), whose task is the organization of cancer services in the region.

3. Normative-legal ensuring of performance audit of the oncological help to the population in terms of detection, prevention, treatment and dispensary observation of patients with cancer and individuals at risk.

The resolution of the Government of the Republic of Sakha (Yakutia) of December 30, 2014 N517 approved the Program of state guarantees of free rendering to citizens of medical aid in the Republic of Sakha (Yakutia) Republic for 2015 and on planning period 2016 and 2017.

Section IX of the Program, Criteria of accessibility and quality of care" in terms of cancer care identified only three indicators:

- mortality from tumors, including malignant (the number of deaths from neoplasms, including malignant, per 100 thousand population);
- the proportion of new cases of oncological diseases at early stages (stage I and II) of the total number of detected cases of cancer in the course of the year;
- the proportion of patients with malignant neoplasms consisting on the account since the diagnosis 5 years or more in the total number of patients with malignant neoplasms consisting on the account.

Tariff agreement on payment for medical care provided in volume of the Territorial program of obligatory medical insurance of the Republic of Sakha (Yakutia) In addition, there are separate tariffs for the provision of cancer care in 11 of the 34 district hospitals in remote areas of the country, for the provision of palliative care, as well as tariffs for rendering of hi-tech medical aid in the medical organisations located outside the Republic of Sakha (Yakutia).

However, the existing normative legal provision does not solve all problems as the organisation of the oncologic help to the population and control the quality of cancer care.

In terms of updated Federal legislation on health care to improve the quality and accessibility of oncological assistance to the population of Sakha (Yakutia), in our opinion, it is necessary to revise the Order of organization of oncological aid to the population of Sakha (Yakutia) based on previously made observations and further develop the following:

1. The order of organization of oncological aid to the population in the medical organizations of various levels.
2. The procedure for the provision of palliative care to patients with malignant neoplasm.
3. The regulation on the examination room for outpatient clinics I level.
4. Regulations on the organization of emergency medical care to patients with malignant neoplasm.
5. Organizational and technological standard diagnostic, therapeutic, and preventive procedures for patients with malignant neoplasm and members of the risk group of diseases
6. Targets medical effectiveness and economic efficiency of cancer care at the stages of its rendering.
7. Standard quality control organization of cancer care in terms of detection, prevention, treatment and dispensary observation of patients with cancer and individuals at risk.
8. The mechanism of audit of efficiency of the oncologic help to the population in terms of detection, prevention, treatment and dispensary observation of patients with cancer and individuals at risk.
9. The position of freelance main oncologist of Ministry of health of the Republic of Sakha (Yakutia).

## **CONCLUSION**

Thus, the analysis of the legal and regulatory framework oncology care to the population of the RS (I) evidence of need for its further improvement. The priorities are the improvement of the organizational structure of cancer services in the region, development of institutional regulations, quality control standards organization of cancer care that targets medical effectiveness and economic efficiency of cancer care at different stages of its provision, as well as audit efficiency.

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