



Executive summary of the public audit report

ORGANISING HEALTH CARE OF STATUTORY OFFICERS

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DEFINITIONS

The concepts and definitions used in the report:

MI refers to the Ministry of Interior of the Republic of Lithuania;

MH refers to the Ministry of Health of the Republic of Lithuania;

HS refers to the Healthcare Service under the Ministry of Interior;

Medical centre refers to the Medical Centre of the Ministry of Interior;

Trakai Medical Rehabilitation Centre refers to Trakai Medical Rehabilitation Centre of the Healthcare Service under the Ministry of Interior;

CCME refers to the Central Committee of the Medical Examination; **LNHS** refers to the Lithuanian National Health System; **PHCI** refers to personal health care institutions;

CHIF refers to Compulsory Health Insurance Fund;

State Health Care Accreditation Agency refers to the State Health Care Accreditation Agency under the Ministry of Health.

Officers' health care refers to one of the types of (free) health care guaranteed by the state, which receives additional support through various programs from the state budget.

Compendium refers to a list of health requirements for persons intending to work at domestic services, study at vocational training facilities under the Ministry of Interior or other training institutions as appointed by the Ministry, as well as the officers of the system of interior service.

In this report the concepts of **statutory officer** and **officer** will refer to the same meaning.

The expression **personal health care institutions founded by the MI** is shortened to **PHCI founded by the MI** or **institutions, founded by the MI**.

EXECUTIVE SUMMARY

In Lithuania statutory officers are covered by compulsory health insurance; therefore, like the rest of the population, they are entitled to free health care services paid from the Compulsory Health Insurance Fund. The amount of compulsory health insurance contributions transferred to the CHIF for statutory officers in 2013 amounted to 92 million litas. The development, organisation and coordination of the state personal health care policy, as well as the control of its implementation is entrusted with the Ministry of Health. According to the Health System and the laws on local government, the Primary and secondary personal health care in the country are assigned to municipal institutions.

Statutory officers have a right to a larger number of free health care services than other persons covered by the compulsory insurance. These services receive additional funding from the state budget. Officers' health care is supported through the program implemented by the Ministry of Interior and receives about

15 million litas from the state budget every year. According to the Statute of Internal Service, officers' health care refers to specialised medical examination, preventive medical support, medical rehabilitation, health restoration and antirelapsing treatment, preventive medical and psychological rehabilitation, psychological support, application of health development and strengthening measures, also personal health care not covered from the Compulsory Health Insurance Fund at personal health care institutions founded by the Ministry of Interior.

The Ministry of Interior organises health care services for officers of internal service, Special Investigation Service, Prison Department and its institutions, as well as Lithuanian Customs officers, which is funded from the state budget. Differently than other statutory officers, the officers of internal service, as well as the Special Investigation Service receive not only budget-funded specialised medical examination and compulsory periodical preventive health checks, but even more health care services, which are not covered by the Compulsory Health Insurance Fund. Former officers of internal service are entitled to these services too.

According to the Statute of the Internal Services, the Ministry of Interior or its authorised institution must organise officers' health care at personal health care institutions, founded by the Ministry of Interior, and using the services of the officers' health care or (and) local personal health care institutions. For this purpose the Ministry has established a budgetary institution Healthcare Service, while officers' health care services are provided by budgetary personal health care institutions: the Medical Centre and Trakai Medical Rehabilitation Centre. According to the law of the Government, institutions under the Ministry are established for the implementation, development and service of the implementation of the state policy in the Minister's management areas. As of 2010 some of the officers' compulsory periodical health examinations are performed using the services provided by other personal health care institutions.

In European countries, where statutory officers are provided with a larger number of free health care services than other persons, the provision of health care services for statutory officers differs. In some countries there are separate personal health care institutions, while others use the services of health care institutions providing services to other persons too.

During the audit we have assessed the efficiency of organising health care of statutory officers by answering the following questions:

- whether the methods of determining which health care services should receive additional funding from the state budget appropriate;
- whether the Ministry of Interior organises the provision of health care services for statutory officers appropriately.

The audit was conducted at the Ministry of Interior of the Republic of Lithuania and the following of its personal health care institutions: Medical Centre of the Ministry of Interior and Trakai Medical Rehabilitation Centre of the Healthcare Service under the Ministry of Interior. In order to formulate objective and reasonable audit conclusions, the information was gathered from the Ministry of Health, the State Health Care Accreditation Agency under the Ministry of Health, Healthcare Service under the Ministry of Health and we also conducted a survey of 1000 statutory officers.

The audited period covers 2012-2013, the data analysis included the data from earlier periods and the year 2014.

We have found that the organisation of health care of statutory officers is insufficient. The following conclusions and recommendations of the public audit were drawn upon the assessment of the audit findings.

CONCLUSIONS

1. Officers' health care is one of the types of health care guaranteed by the state (this means that it is free), which receives additional funding from the state budget through a program implemented by the Ministry of Interior. According to this program, the organisation and provision of health care services receives about 15 000 000 litas from the state budget every year, 7 500 000 litas of which constitutes officers' health care. However, the law does not clearly identify which health care services, except for the specialised medical examination and compulsory periodical preventive health checks, should receive additional funding from the state budget. Therefore, there are no appropriate legal provisions to justify the demand for the budget funds and organise an efficient provision of the officers' health care services:

1.1. Legal acts defining officers' health care are not compatible with the legal acts defining the Lithuanian National Health System. The scope of officers' health care services receiving additional funding from the budget through the programs does not include a detailed definition of all of the health care services indicated in the Statute of the Internal Services or the cases of their provision (subchapters 1.1 and 1.2, paragraphs 2.3.2, 2.4.1 and 2.4.2).

1.2. According to the Constitution, the procedure of providing free medical support at state treatment facilities should be defined by the law. The Law on the Health System states that a person wishing to receive specialised physician's consultations guaranteed by the state (free), must have referral from the primary health care physician, however, the procedure of providing specialised physician's consultations at the Medical Centre, defined by the Director of the Medical Centre, create an opportunity for officers to receive free specialised physician's consultations without a referral from the primary health care physician (subchapter 1.1).

1.3. There is no defined procedure of officers' rehabilitation, when it is not covered or partially covered from the Compulsory Health Insurance Fund, which would be coordinated with the Ministry of Finances and the Ministry of Health, as required by the Statute of Internal Service and the Resolution of the Government of the Republic of Lithuania No. 1510 of 2 December 2003 (subchapter 1.2).

2. The Ministry of Interior organises and implements the program "State funded health care for law enforcement, judicial officers and former officers, as well as retirement provision of former internal system officers", the implementation of which includes organising provision of not only officers' health care services, but also personal health care services. According to the law, organisation of personal health care is appointed to the Ministry of Health and municipal institutions. In 2006, after changing certain provisions of the Statute of the Internal Service regarding the officers' health care, there were no major changes in the organisation of this type of health care, therefore the Ministry of Interior continues to organise not only officers' but also personal health care, using the state assets for that purpose (subchapter 2.1).

3. Improper organisation of statutory officers' health care:

3.1. The access to the officers' health care services is uneven from geographical perspective, because officers can receive additional free health care services funded from the state budget, except for the compulsory periodical health checks and immunoprophylaxis services, only at the Medical Centre located in Vilnius and Trakai Medical Rehabilitation Centre. Therefore, the majority of the officers using these services live and (or) serve in Vilnius region (subchapter 2.2).

3.2. According to the Statute of the Internal Service, specialised medical examination should be performed at the Medical Centre and funded from the state budget. Since this Centre is not always capable of examining an officer and (or) confirming a diagnosis in order to make a conclusion of the specialised medical examination regarding the officers' suitability for service, officers are referred to other personal health care institutions that can provide additional services, paid not from the state budget, but from the Compulsory Health Insurance Fund (paragraph 2.3.1).

3.3. According to the Statute of the Internal Service, officers' rehabilitation funded by the state budget should be implemented at personal health care institutions founded by the Ministry of Interior, however, these institutions do not have all the licences required to provide all rehabilitation services indicated in the Statute of the Internal Service. Some of the rehabilitation services provided in the period of 2011-2013 were not indicated in the licences, therefore, no competent institution has confirmed the suitability of specific conditions for providing specific services: appropriate premises, competent team of health care specialists, all the necessary medical equipment (paragraph 2.4.1).

3.4. During the period of 2011-2013 the funds from the state budget for compulsory periodical officers' health checks were used inefficiently. The prices of the same procedures performed at different health care institutions in some cases differed more than twice. The prices of compulsory periodical officers' health checks are not defined. According to the officers, some of the checks were performed with insufficient care. This creates a risk of checks not thorough enough in some cases and unreasonably expensive in others (subchapter 2.5).

3.5. There was no sufficient control to ensure that the funds from the state budget are used only for providing officers' health care services. In some cases in the period of 2011-2013 analogous health care services were paid for from the Compulsory Health Insurance Fund and in others — from the state budget. The control of the use of state budget funds for officers' health care is hindered by the fact that there is no appropriate definition of which health care services should receive additional support from the state budget (subchapters 1.1 and 2.6).

RECOMMENDATIONS

To the Government of the Republic of Lithuania

In order to ensure appropriate provision of health care for officers and coordinate the legislation defining officers' health care with the legislation defining the Lithuanian National Health System, it is necessary to:

1. Make decisions regarding the expedience of further organisation of personal health care services provided through the program implemented by the Ministry of Interior (conclusion 2).
2. It is necessary to make decisions regarding reorganisation of organising officers' health care:
 - in order to define the organisation of officers' health care; also to define which health care services for statutory officers and (or) in what cases should be additionally supported from the state budget; also to define receivers and providers of these services (conclusion 1);
 - so that all statutory officers of Lithuania have equal access to health care services additionally supported from the state budget (conclusion 3.1);
 - in order to make legal acts defining statutory officers' health care compatible with the legal acts defining the Lithuanian National Health System (conclusions 1.1 and 1.2);
 - in order to ensure efficient use of the budget funds according to their purpose (conclusions 3.2, 3.3 and 3.4).

For the Ministry of Interior of the Republic of Lithuania

In order to ensure appropriate organisation of health care for statutory officers and efficient use of the budget funds allocated for this purpose, we recommend:

1. To specify the Order of the Minister of Interior No. 1V-425 of 7 November 2006 "Regarding the approval of the scope of the health care provided for the officers of the internal service system, additionally supported from the state budget" in order to provide a clear definition, which health care services and in what cases should receive additional support from the state budget (conclusion 1).
2. By implementing the provisions of the Statute of the Internal Service, it would be beneficial to prepare and, having coordinated with the Ministries of Finances and Health, approve the officers' rehabilitation procedure, when it is covered, partially covered or not covered from the Compulsory Health Insurance Fund (conclusion 1.3).
3. It would be beneficial to define additional control measures, which would ensure reasonable use of the state funds in providing officers' health care services (conclusion 3.5).

For the Ministry of Health of the Republic of Lithuania

1. Keeping in mind that the State Health Care Accreditation Agency under the Ministry of Health is appointed to evaluate the compliance of legal and natural persons to the requirements for licensed health care activity, we recommend to appoint this Agency to evaluate the compliance of the activity carried out by personal health care institutions founded by the Ministry of Interior to the requirements for licensed activity (conclusion 3.3).
2. Keeping in mind that the Ministry of Health must use the Law on Health Care Institutions to define the prices of the services provided by the institutions of the Lithuanian National Health System, we recommend to define the prices of compulsory periodical officers' health checks (conclusion 3.4).

The recommendation implementation plan is provided in the appendix No. 5.