

Public policy and resort industry

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ГОСУДАРСТВЕННАЯ ПОЛИТИКА И КУРОРТНОЕ ДЕЛО

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Аннотация: На протяжении последних трех столетий санаторно-курортное лечение остается неотъемлемой частью медицины России. Своевременное использование природных ресурсов позволяет значительно сократить как уровень заболеваемости, так и предотвращать многие болезни, эффективно лечить хронические заболевания. После реформ 1990-х годов в России санаторно-курортный комплекс не смог сразу встать на «рыночные рельсы», что привело к уходу сотрудников, устареванию материально-технической базы, но в настоящее время ситуация меняется кардинально. На данный момент, когда государство уже справилось с проблемами переходного периода, но столкнулось с немалыми проблемами в области здоровьесбережения нации, особое внимание необходимо уделить дальнейшему развитию отрасли, направленной на восстановление самого ценного ресурса – человека.

Ключевые слова: медицина, здравоохранение, санатории, курорты, санаторно-курортные организации, санаторно-курортная корпорация

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PUBLIC POLICY AND RESORT INDUSTRY

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Abstract: For the past three centuries, sanatorium treatment has been an integral part of the Russian health care system. Wise use of natural resources can significantly reduce the morbidity rate, prevent many diseases, and effectively treat chronic illness. In Russia, after the reforms of the 1990s, the health resort complex was not able to immediately enter the market of services, which led to a reduction of personnel, obsolescence of material and technical base. However, nowadays, the situation is changing radically. At the moment, the state has already solved the problems of the transition period but has faced other challenges in the field of health protection of the nation. The author concludes that special attention should be paid to the further development of the industry aimed at recovering the most valuable resource – a person.

Keywords: medicine, health care, sanatoriums, resorts, health resort organizations, health resort corporation

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Introduction

Balneology of the first quarter of the XXI century is characterized by fundamental achievements in studying the effects of therapeutic physical factors on the whole organism and its separate systems. The study of emerging patterns allows us to significantly improve the effectiveness of treatment and prevent many diseases. Achievements in the field of resort medicine contribute to the formation of a modern domestic sanatorium-resort complex with an extended application of innovative therapeutic technologies.

Premature aging, as well as high morbidity rates among adults, adolescents, and children, defines increased attention to medical and social significance of sanatorium-resort treatment. Regular prophylaxis and sanatorium-resort treatment contribute significantly to life expectancy.

The history and effectiveness of resorts

The effectiveness of sanatorium-resort treatment is high and allows a 2–6 times reduction in the number of disease exacerbations in both adults and children. Patients, who have passed the sanatorium stage of rehabilitation, return to work 2–3 times faster. The use of sanatorium-resort treatment makes it possible to extend the period of active life and the working ability of citizens at early retirement age.

It should be noted that along with the medical and social aspects, the economic effect of the development of the sanatorium-resort industry is quite significant. The income of the tourism industry in the gross volume of global profits is about 10 %. Russia's natural therapeutic resources create prerequisites for the successful development of the sanatorium-resort complex of the country and turn it into a serious budget-forming and export industry.

The development of resort areas can be divided into the historical periods, presented in **Table 1**.

The year 1941 can be considered the starting point of the work on the General Plan for the development of the sanatorium-resort complex in the USSR. The State Central Executive Committee became the body that determined the needs for sanatorium treatment and developed the main scientific directions that were recommended to the sanatorium institutes for the future. By 1941, almost 50 sanatoriums

and rest homes were already operating in the USSR, which provided rehabilitation and treatment services to nearly 150 thousand people. During this period, there was an expansion of the geography of construction of new resort areas. New resorts appeared in the Caucasus and Central Asia, in the Far East and the Urals, and in Siberia: Arzni (Armenian SSR), Bairam-Ali (Turkmen SSR), Dzhety-Oguz (Kyrgyz SSR), Jermuk, Kuldur (Khabarovsk region), Lebyazhye (Altai region), Talgi (Dagestan ASSR), Ust-Kachka (Perm region), Chermal, etc. The state paid particular attention to the health of the younger generation; in this regard, the number of children's sanatoriums was increased. Efficient use of spa resources, hydrogeological work, and improvement of balneology becomes one of the predominant state tasks.

In the USSR, the period from 1960 to 1990 can be considered the "thirty golden years" in construction of resort facilities. By the 1990s of the XX century, the capacity of the sanatorium and resort complex increased significantly and allowed to take more than 32.7 million people for recreation and treatment annually. The sanatorium-resort complex of the USSR included 7,431 resort organizations, which could accommodate 1 million 299 thousand people. Sanatoriums with therapeutic procedures had about 300,000 beds (23 %), and more than half of them were located in different regions of the RSFSR (**Table 2**).

At present, the number of sanatorium-resort organizations continues to decline. In 2020, according to forecast indicators, the number of Russian citizens requiring sanatorium-resort treatment will be 14 million people (**Table 3**).

The current state of resort industry

The development and implementation of the "Strategy for the development of the sanatorium complex of the Russian Federation", approved by the Decree of the Government of the Russian Federation of November 26, 2018, No. 2581-р, began the current stage of development of the sanatorium-resort complex. The development strategy of the sanatorium-resort complex included the following areas:

- promoting and creating a comfortable environment for vacationers;
- developing resorts as territories;

Table 1. Historical periods in the development of resort areas

Formation period (XVII – XVIII century)	The period of formation of the system of resort state management (XIX century)	The period of optimization of the management system and further development of resorts (XX century)
1627 – hot springs in the land of the "Pyatigorsk Circassians" 1721 – the first resort of Marcial Waters (Karelia) 1725 – the second resort on Lipetsk salt waters By the end of the 18th century, the government began to develop the healing springs of KavMinVod, the Black Sea coast of the Caucasus, Karelia, Siberia, the Far East, and other regions. Among the numerous hospitals under the State Administration, there also were such areas as Kemerinskie mineral waters (1838), Caucasian, Sergievskie (1833), Odessa mud resorts (1830), and Starorusskie (1828).	Usually, resorts consisted of: several hotels of a high level, private dachas and mansions, houses and rooms for rent, catering establishments, parks, baths and other recreational facilities, shops and infrastructure enterprises, and facilities for resort medicine. In 1883, the Russian Government decided to buy out the resorts from private individuals and create a Government Commissioner along with the resort management departments.	The history of the sanatorium-resort complex development of the XX century can be divided into four periods: Beginning of the XX century; Pre-war time; War time; "Thirty Golden Years". From 1917 to 1924, 30 decrees and government resolutions were issued. These documents laid the foundation for the construction and development of resorts, proclaimed resorts nationwide property, and determined the principles of resort business in the country: of the state character, of the mass character, availability, specialization of sanatorium-resort treatment.

Table 2. Comparative characteristics of the activities of the sanatorium-resort complex of the USSR and Russia*

Indicators	1990	2015
Number of sanatorium-resort organizations, units	7 431	1 733
Number of beds in sanatorium-resort organizations, thousand units	1 299 thousand	425 thousand
Number of persons accommodated in sanatorium-resort organizations, thousand people	32,7 thousand	6 058.1 thousand

Source: Federal State Statistics Service of the Russian Federation.
<https://rosstat.gov.ru>

* 300,000 beds (23 %) accounted for therapeutic procedures; sanatoriums were located in different regions of the RSFSR.

Table 3. The main indicators characterizing the activities of the sanatorium-resort complex of the Russian Federation (according to Rosstat)

Indicators	2013	2014	2015	in % to 2013
Number of sanatorium-resort organizations, units	1840	1905	1733	94,2
Number of beds in sanatorium-resort organizations, thousand units	407,4	443,0	425,0	104,3
Number of persons accommodated in sanatorium-resort organizations, thousand people	5682,5	6087,0	6058,1	106,6

Source: Federal State Statistics Service of the Russian Federation.
<https://rosstat.gov.ru>

- developing medical facilities;
- using natural medicinal resources efficiently.

The studies pay much attention to the socio-economic efficiency of the sanatorium-resort complex of the Russian Federation. The significance of the investments' multiplicative effect in the development of recreational organizations in different segments of the economy should not be doubted. The growth of the sanatorium-resort complex contributes to the improvement of local recreational technologies, development of trade, tourism, hotel sphere, cultural and entertainment facilities, improvement of living standards of the region's population, as well as the creation of new job places. Given this consolidated effect, the return on invested capital can be up to 5–7 rubles for each ruble of investment.

The third in order but also a very important stage of the general therapeutic and diagnostic process is sanatorium treatment. Scientific research carried out in this area proves the effectiveness of treatment by sanatorium organizations. The number of chronic disease exacerbations decreased by 4 times, temporary and permanent disability of patients who completed the sanatorium stage of rehabilitation decreased by 2.5 times, and, in most cases, these patients returned to work. The need for hospitalization decreased by 2.4 times, the cost of treatment in polyclinics and hospitals decreased by 3 times, the industrial injury from the morbidity of workers and employees decreased by 2.5 times. Temporary disability payments were reduced by 2.2 times.

The history of the development of sanatorium-resort

treatment shows us its effectiveness in the treatment of diseases such as tuberculosis and the rehabilitation of wounded during world wars. It should be noted that sanatorium-resort treatment allows preserving and strengthen the health of the population, as well as significantly saves budget funds.

Sanatorium-resort treatment occupies an influential place in the general system of measures for preserving and strengthening the health of the population of the Russian Federation as well as meets the preventive principle of health care; it is also capable of significantly reducing the morbidity of citizens. Resort factors, which form the basis of sanatorium-resort treatment, are characterized by natural and physiological effects. A distinctive feature of the sanatorium-resort treatment is its non-pharmacological orientation.

Currently, along with the effective use of previously described methods and techniques of sanatorium-resort treatment, new means of using natural and preformed therapeutic factors for disease prevention through the influence on risk factors, as well as the restoration of both psychological and physical health, are being developed and applied. In scientific researches of domestic balneologists, there is a broad orientation of sanatorium-resort treatment; the universality of such treatment allows restoring the health of people through mobilization of sanogenetic reserves and training of adaptation systems of an organism. This treatment also increases resistance to harmful environmental factors (industrial, psychogenic, ecological, i.e., areas of armed conflict, the effects of man-made disasters, and those who work in particularly hazardous and harmful working conditions) and prevents the development of chronic diseases.

Not only the sick but also the healthy person have always been and will always be the subject of balneology. Distinctive features of balneology are the use of techniques of premorbid diagnosis, treatment of impaired functional states, and methodology of preservation and maintenance of human health. Scientific advances confirm the effectiveness of new therapeutic techniques in practice.

In this way, one cannot diminish the achievements of balneology; they are significant and undeniable. It should be mentioned that depending on the course and type of the disease, as well as on the functional state of the body, such issues as time and place of treatment were also determined. Scientific research in this direction is continuing; they have become the basis for modern ideas concerning the adaptation of an organism to contrasting climatic conditions and its subsequent re-adaptation after returning to a familiar climatic zone. Domestic balneologists continue to research such a method of treatment as hydrotherapy. This type of sanatorium-resort treatment shows high efficiency in curing the following diseases: neuro-metabolic-endocrine syndrome of diabetic angiopathies, myocardial infarction, coronary heart disease, chronic bronchitis. Domestic balneologists pay special attention to medical climatology. The development of methods of correction and prevention of diseases using natural factors, as well as the study of the effect of weather conditions on various groups of patients, is continuing.

Currently, the development of sanatorium-resort treatment in Russia continues, as well as the increase in its effectiveness. According to Rosstat, over the past decade, against the background of a decrease in first-time disability by 734 thousand people (from 1,463 thousand to 729 thousand) and an increase in morbidity by 8.7 million adults (from 106.3 million to 115.0 million) and about 7.7 million children (from 36.5 million to 44.2 million), the total number of citizens who received sanatorium-resort rehabilitation and treatment exceeded 6.1 million, which is 614 thousand more than in the previous period.

Sanatorium-resort procedures are effective for treating socially significant categories of the population such as the younger generation, veterans and disabled, patients with tuberculosis, and workers who are employed in hazardous and unhealthy environments. It has been scientifically proven that the therapeutic activities carried out by sanatorium resorts are highly effective.

The Decree of the Government of the Russian Federation of November 26, 2018, No. 2581-r "On the approval of the strategies for the development of the sanatorium complex of the Russian Federation"¹ was published on November 27, 2018. The decree states that the policy "defines the goal, objectives and main directions of the state policy of the Russian Federation to preserve and strengthen the health of the population of the Russian Federation in the field of resort industry"².

The main goal of the Strategy is to increase the accessibility of the sanatorium-resort complex. To achieve this goal, the Strategy assumes the following tasks:

- improving the legislation and state regulation of the industry;
- training qualified medical personnel;
- developing the infrastructure necessary for the operation of the industry;
- increasing the investment attractiveness of the industry.

The main mechanisms for improving legislation and state regulation are:

- developing the accounting measures, expanding the data provided to state registers;
- working on environmental requirements, including anthropogenic load;
- stimulating the targeted use of land plots;
- conducting an experiment to create zones of advanced socio-economic development.

For the training and advanced training of personnel, the following is assumed:

- improving the legislation;
- creating scientifically based clinical standards for the appointment of sanatorium treatment;
- developing the education system;

To improve the investment attractiveness, the following is assumed:

- improving the material and technical base;
- implementing a differentiated approach to involve infrastructure in commercial turnover, including through PPP mechanisms;
- identifying the best investment practices;
- forming favorable conditions for investment;
- improving the facility management mechanism;
- introducing tax incentives;
- creating a set of measures for protecting the territories.

Additionally, the Strategy provides targets and performance features, which are written in the most general words. The Strategy only speaks of the need to improve the regulations of the sanatorium-resort complex without any specific measures. On the one hand, this approach can be criticized for insufficient elaboration, but, on the other hand, by creating such a generic document, the Government of the Russian Federation allows creating a dialogue for market participants, regulators, and representatives of the scientific community.

Legal regulation

The procedure for providing sanatorium-resort treatment is regulated by the orders and decrees of the Ministry of Health of the Russian Federation.

The Order of the Ministry of Health of the Russian Federation No. 788n of July 31, 2020, "On the approval of the Procedure for organizing medical rehabilitation of adults"³, defines the requirements for equipping sanatorium organizations with special equipment and medical personnel, as well as standards and medical indications for sanatorium-resort treatment.

The Order of the Ministry of Health of the Russian Federation No. 279n of May 5, 2016, "On the approval of the Procedure for organizing sanatorium-resort treatment"⁴ describes the rules of work of organizations, requirements for sanatorium-resort organizations, and requirements for personnel standards and equipment of sanatorium-resort organizations.

The orders give different standards for various types of sanatorium-resort organizations; however, there is a single structure in all documents: the beginning describes the general rules, then we see the staff schedule, and at the end, there is information concerning equipment. All documents pay special attention to the role of the organization's executives; also, in each appendix, there are links to qualification compliance documents and orders of the Ministry of Health of the Russian Federation.

3 Order of the Ministry of Health of the Russian Federation of July 31, 2020, No. 788n "On the approval of the Procedure for organizing medical rehabilitation of adults" (registered by the Ministry of Justice of the Russian Federation on September 25, 2021, No. 60039).

4 Order of the Ministry of Health of the Russian Federation of May 5, 2016, No. 279n "On the approval of the Procedure for organizing sanatorium-resort treatment" (registered by the Ministry of Justice of the Russian Federation on June 24, 2016, No. 42580).

1 Decree of the Government of the Russian Federation of November 26, 2018, No. 2581-r "On the approval of the strategies for the development of the sanatorium complex of the Russian Federation". Collection of the Legislation of the Russian Federation. 2018. No. 49. Part I-VI. Art. 7670.

2 Ibid.

As we know, there is a difference between sanatorium-resort organizations and tourism. Sanatorium-resort organizations, regardless of the form of ownership, are medical organizations that primarily provide medical services. The activities of the sanatorium-resort complex are strictly regulated and standardized. Organizations are stringently accountable to the Ministry of Health of the Russian Federation. The orders pay a lot of attention to the content of reporting. However, both orders bypass the issues concerning the evaluation of the effectiveness of organizations. The quality of the medical care and medical efficiency is of great importance for sanatorium-resort organizations, and the forms for the analysis of which are in the orders. There are no discussions regarding the economic aspect of the sanatorium-resort complex, and this poses a new problem: sanatorium organizations are becoming dependent on subsidies and grants from budgets of different levels.

As practice shows, the provision of medical care within the framework of the compulsory health insurance (CHI) system does not bring sufficient income for the development and even maintenance of organizations. Setting high prices for additional services and services not included in the CHI systems is problematic. Medical centers specializing in the provision of paid medical services try not to contact the CHI program due to excessive bureaucracy. Such organizations set market prices and operate within the framework of free competition.

But the problem here is that, according to the statistics of the Ministry of Health of the Russian Federation, in Russia, there are a large number of people who require sanatorium-resort medical assistance. It turns out that Russia, which guarantees free medical care to its citizens, is in a difficult situation. Those sanatorium-resort organizations that provide medical assistance under the CHI program suffer from tightened bureaucracy and paperwork while receiving insufficient income, and as a result, according to statistics from the registry of the sanatorium-resort industry, many organizations are faced with understaffing of medical personnel. Thus, many people are forced to turn to "private" medical organizations for medical assistance.

Today, in Russia, despite the specific importance of the sanatorium-resort complex in terms of preserving and strengthening the health of citizens, there are significant problems of its functioning; after all, there is still no clear state policy in the field of resort business. There is also no reliable, complete, and sufficient information about the sanatorium-resort complex.

Although there is at least some certainty about resorts, there is no reliable data regarding sanatorium-resort, health-improving organizations, and the results of their activities due to the significant diversity of their forms of ownership and departmental affiliation. The information provided by Rosstat is doubtful since the sources and the system of data presentation and processing are unclear; also, they relate to the section of "Tourism". The only reliable source of objective data on the Russian sanatorium-resort complex may be the State Register of the Resort Fund of the Russian Federation, which was approved by Order of the Ministry of

Health and Social Development of the Russian Federation No. 522 of August 6, 2007 (as amended on February 16, 2009, No. 49n)⁵. The information base of this Registry was sufficient, and its mechanisms have been improved over the years. However, three years ago, the functions of maintaining the registry were transferred to the Russian Scientific Center of Medical Rehabilitation and Balneology of the Ministry of Health of the Russian Federation. It turned out that at the start of the implementation of these mechanisms, there were many serious problems due to the lack of necessary personnel, equipment, but most importantly – there was no authority to obtain information from the constituent entities of the Russian Federation. As a result, the necessary information concerning the Russian sanatorium-resort complex is not available (most likely – absent).

Development of the resort industry

Together with the Strategy for the development of the sanatorium-resort industry, it is necessary to create a concept for the development of Russian resort science and balneology service. It is required to create a particular federal target program, "Development of resort business in the Russian Federation", for the further development of the sanatorium-resort complex. It is necessary to supplement the existing legislation with additional regulations on the organization and implementation of health resorts, both in terms of medical orientation (medical indications and contraindications for sanatorium-resort treatment of adolescents and adults, standards of medical rehabilitation for major classes of diseases, documents on quality control and efficiency of sanatorium-resort treatment, modern standards of sanatorium-resort care, etc.) and in terms of providing qualified medical personnel, sufficient material and technical base, etc.

To solve the above problems and organize the management of the sanatorium-resort complex of the Russian Federation, it is necessary to return to the previously mentioned proposals on the need to create a Federal Center for Rehabilitation and Resort Therapy under the Ministry of Health of the Russian Federation. As an option, a solution to the problem could be the organization of an independent Federal Service subordinate to the Government of the Russian Federation. At the local level, the management of the sanatorium-resort complex may be entrusted to newly created territorial sanatorium-resort departments subordinated to the federal center (similar to the previously functioning departments) with a small number of employees (4–5 people), for example, in the regions: Northwestern, Ural, Black Sea, North Caucasus, and Crimea.

These territorial departments will have to perform the functions of managing resorts (resort regions), and, in addition to their main task of organizing and implementing san-

5 Order of the Ministry of Health and Social Development of the Russian Federation of August 6, 2007, No. 522 (as amended on February 16, 2009) "On maintaining the State Register of the Resort Fund of the Russian Federation" (registered by the Ministry of Justice on October 19, 2007, No. 10358).

ХОРОШЕЕ УПРАВЛЕНИЕ

atorium-resort treatment, control over the preservation and use of natural healing resources, as well as organizing the recreation, rehabilitation, and tourism activities, primarily of federal importance. With appropriate management, rehabilitation of citizens, organization of recreational and tourist activities can significantly contribute to sanatorium-resort treatment, which is very expensive, but with a significant final economic effect.

To improve the medical and economic efficiency of sanatorium-resort care, it is necessary to:

- develop and introduce new medical and health-improving technologies based on the use of natural and reformed medical factors, innovative technologies,
- implement scientific and practical programs in sanatorium-resort organizations on the improvement of the primary and secondary prevention of diseases,
- promote sanatorium and health-improving services in the domestic and world markets through advertising in the mass media,
- develop a system of telemedicine and information technologies in the resort business.

At the same time, the main governing body of the sanatorium-resort complex of Russia should initiate the development of documents aimed at creating a full-fledged regulatory framework of resort business in the country. The main task is to prepare a Government Decree on creating an interdepartmental working group, which will involve all interested parties, including representatives of the Ministry of Economic Development, the Ministry of Finance, the Ministry of Health, the Federal Compulsory Medical Insurance Fund, the Federal Tax Service, the Social Insurance Fund, as well as representatives from other ministries, departments and public organizations, having their complexes of sanatorium-resort facilities. Representatives of the principal resort regions of the Russian Federation, including the Republic of Crimea, should also be included in the interdepartmental working group. The main task of the interdepartmental working group should be the elaboration of the Federal Target Pro-

gram for the development of the Russian sanatorium-resort industry. The program should also provide a specific plan for its implementation: dates, deadlines, responsible persons, as well as sources of funding for each activity included in it.

The development strategy for the Russian sanatorium-resort industry should include provisions that will allow this type of medicine to become an integral part of medical treatment, disease prevention, and rehabilitation programs. Sanatorium-resort treatment should be carried out according to scientifically substantiated programs for each disease, which is prescribed in the voucher. It is necessary to correlate the timing of required treatment at the sanatorium with the duration of the patient's stay at the resort, regardless of the prevailing economic conditions of the patient. One of the most significant tasks is to determine the optimal period of stay in sanatoriums for different categories of patients; also, it should not affect the effectiveness of treatment. Conducting scientific research in the field of balneology to improve the therapeutic use of sanatorium resources, to find new natural healing factors and implement them in the practice of medical and preventive institutions, as well as the organization of treatment at home remains one of the urgent tasks.

The solution of these problems will reduce the amount of Russian citizens' money spent abroad, create a competitive sanatorium-resort complex, and ensure equal development of the regions of the Russian Federation.

Conclusion

The development and implementation of unified rules and a transparent system of management of the sanatorium-resort complex will contribute to the investment attractiveness of the industry, increasing the number of patients, as well as a guaranteed return of invested funds. The strategy should become a fundamental document for the subsequent planning and implementation of measures to stimulate the development of resort areas and spa facilities, as well as an essential guarantee for investors.

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