Critical but stable. State of preparation of healthcare facilities in Luhansk region for the COVID-19 epidemic
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1. INTRODUCTION

Each country checks itself in crisis situations. The likely COVID-19 epidemic in Ukraine could become a litmus test that will show the effectiveness of the Ukrainian government and the cohesion of society. Now is the best time to determine the willingness of government and local governments to take responsibility, the readiness of medical staff to speak openly about needs, the willingness of society to adhere to hygiene and quarantine rules, take care of each other and help each other, mobilize for common solutions to complex issues in case of crisis.

The monitoring task conducted by the Vostok SOS Charitable Foundation from March 22 to 25 was to determine the degree of readiness of medical institutions and state administrations of the Luhansk region for the COVID-19 epidemic. The participants of the monitoring group investigated the state of logistical support, staffing with medical personnel, availability of critically needed preventive and therapeutic means, psycho-emotional state of doctors and officials responsible for coordinating actions during an emergency. The monitoring team also drew attention to the quarantine measures implemented by local administrations, work to identify potential carriers of the virus, and communication of state administrations with local communities.

The purpose of the monitoring was to identify the urgent needs and weaknesses of the health care system in Luhansk to further unite the efforts of the public, commercial and public sectors, in order to effectively counteract the spread of the COVID-19 epidemic and overcome its negative economic and social consequences.

As part of the monitoring, the group visited 12 medical institutions in the Luhansk region, namely: City Hospital in Schastya, Primary Health Care Center in Schastya, Central District Hospital in Popasna, hospital in Girske «Popasna Central Regional Hospital», District Center for Primary Health Care in Popasna, District Territorial Medical Association in Starobilsk, Regional Territorial Medical Association in Stanytsia Luhanska, Branch of Petropavlovsk hospital Stanichno-Luhansk RTMO, Central City Hospital in Rubizhne, City multidisciplinary hospital in Severodonetsk, Multi-discipline hospital in Lisichansk.

The research was conducted using a semi-structured interview method. During the field part of the research, the monitoring group collected 59 interviews with medical professionals, administrators of medical institutions, officials of state structures and local self-government bodies, patients of hospitals, local residents.

Analyzing the information collected during the fieldwork, the monitoring team identified eight key issues, to which the Ukrainian government and civil society should pay attention.
2.1 CRITICAL SHORTAGE OF HEALTH WORKERS

While communicating with health care providers, the East SOS team noted a critical shortage of health care staff at healthcare facilities. On average, hospitals in the Luhansk region are staffed with skilled medical personnel no more than 60%, and in settlements near the demarcation line this figure is much lower. First of all, there are not enough specialized specialists — infectious specialists and resuscitators. For example, there is only one infectious disease physician working at the infectious ward of a City hospital in Rubizhne (currently designated by the main hospital). According to the Chief Medical Officer, at least three to fifty patients are required to operate the ward efficiently during the epidemic period. The regional state administration plans to strengthen the Hospital in the Rubizhne with additional medical staff, but cannot answer the question where they plan to recruit additional doctors in the context of general shortage of medical staff in the region. Based on the information collected the monitoring group concluded that the regional leadership was not prepared for realistic scenarios for solving this problem.

Complicating the situation is the high average age of doctors. The oldest narrow-profile specialist in hospitals surveyed by participants of the monitoring mission is now 72 years old. Because a large percentage of healthcare providers fall into the age group of risk, in the event of a rapid spread and severe epidemic, a significant number of staff will be at serious risk.

Another aspect is that the medical staff does not have the necessary skills in the use of diagnostic and resuscitation equipment, which reduces the chances of patients with COVID-19 complications.

Recommendations:
- The Ministry of Health should take action to mobilize volunteers from citizens with health education who have the necessary skills and experience but are not currently working in the specialty.
- Ministry of Health needs to create a reserve of qualified narrow-profile specialists, which, if needed, can be directed to regions, where the situation with the spread of COVID-19 infection will be most threatening.
- The Ministry of Reintegration of the Temporarily Occupied Territories, together with the Ministry of Health, to develop and propose a bill for consideration by the Cabinet of Ministers of Ukraine, which provides additional incentives for health workers working in settlements close to the collision line at the expense of the state budget of Ukraine.
- Lugansk Regional State Administration, local local governments and civil-military administrations of settlements and districts provide for the possibility of providing preferential (or free) housing for medical workers who come to work in the Luhansk region from other regions of Ukraine.
- State institutions and specialized humanitarian organizations should organize systematic work to improve the skills of existing medical staff as soon as possible.
- Engage equipment, transportation and medical personnel from military hospitals that are not currently used on a regular basis to assist patients with coronavirus symptoms.
- Encourage to cooperation volunteer paramedical services that have their own transport, equipment and trained personnel with state medical institutions.
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Central District Hospital in Popasna
2.2 LOW AWARENESS OF MEDICAL STAFF ABOUT THE ALGORITHMS FOR CASE DETECTION OF PATIENTS WITH COVID-19 SYMPTOMS

The information as to COVID-19 symptomatic response algorithms received by monitoring team members from officials and health care providers in different settlements of the region varies significantly. This indicates either the low level of awareness of the medics and officials about the plans for the epidemiological measures, or the lack of such approved plans.

Accordingly representatives of the Stanichno-Luhansk District Council disseminate information about the patients of the Stanichno-Luhansk District with COVID-19 symptoms will be hospitalized to the infection department of the Petropavlovsk town hospital. But this information has been disproved by the medical workers of Stanichno-Luhansk central district hospital and Petropavlovsk department. According to their words, neither the Petropavlovsk nor the Central district hospital are not adapted to such visitors, that’s why those who got infected COVID-19, will be sent to the central town hospital in Rubizhne. Simultaneously Stanichno-Luhansk District Hospital is determined by Region State Administration is one among the seven supporting hospitals which will receive COVID-19 sick persons.

Town hospitals staff in the Popasna district are convinced that in case of detected by the patients with coronavirus symptoms, they will be hospitalized at the Lysychansk Central City Hospital. However, this is not confirmed in the administration of the Lysychansk hospital, because according to their information, the patients are detected not only in Popasna district but also in Lysychansk, will be placed in the infection department of Rubizhansk central town hospital in the first wave of the epidemic.

The members of the monitoring mission noted that ambulance workers in Novoidar and Popasna districts were not exactly inform where to send patients with COVID-19 symptoms, although most of them refer to the Rubizhne central hospital. Also, ambulance staff do not give a clear answer if special ambulance crews will be formed, who will work only with the cases of suspected coronavirus infection, as stated by the representatives of Lugansk Regional State Administration.

These and other collected facts indicate on unproperly planning or that the health care workers are poorly informed about the regulation of their actions within the framework of measures to counter the spread of the epidemic.

Recommendations:
• For Regional State Administration- to develop clear and detailed rules of action for all departments involved in counteracting the epidemic, indicating the tasks of each unit. Each department’s employee action algorithms should be properly designed and communicated to employees of all units. Coordinating bodies should monitor the transmission of these plans to employees and evaluate the readiness of units at all levels to implement these plans.
• For the Ministry of Health and the Department of Health of the Luhansk Regional State Administration - taking into account the workload and age of medical personnel working in the field, to provide the prompt translation from foreign languages of scientific articles on the symptoms, diagnostics and treatment options of complications of COVID-19, with the possibility of making such as electronic mailing materials and print out them on the places.
• For the Ministry of Health and the Department of Health of Lugansk Regional State Administration - to provide contacts and allocate hours for consulting doctors in Lugansk region with infectious diseases doctors and virologists of Ukraine for exchange of information and support of medical workers who are in remote settlements without possibility to quickly monitor the actual information in the Internet.
• Civil society organizations should conduct a continuous assessment of the readiness of public institutions (primarily medical) to counter the epidemic - to collect, verify, summarize and disseminate this information so that the representatives of all sectors can adequately assess the current state of readiness for regional infrastructure to restrict the epidemic.
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Petropavlivska hospital
2.3 LACK OF PERSONAL PROTECTIVE EQUIPMENT AND DISINFECTION

First and foremost, it is important to protect all medical staff (from doctors to hospital attendant), as they already have first contacts with people who have a suspected or confirmed COVID-19 diagnosis. Communicating with health care professionals, the East SOS team has identified a severe shortage of personal protective equipment, especially for hospitals located in settlements near the demarcation line. For example, not only protective suits, but also surgical masks are completely missing in the hospital in Petropavlovka. At the Hospital in Hirske town, doctors use cotton and gauze fabric masks made by local residents because they do not have enough masks obtained from the Ministry of Health. There are no biological protection suits currently available at this hospital. The ambulance station in the town of Schastya does not have respirators, has a critically small stock of surgical masks, which does not allow to change them every 2-4 hours to minimize the safety, special anti-epidemiological costumes are also absent there. The Popasna Ambulance Station, which serves most of the Popasna district, has only 3 anti-epidemiological suits, which are sufficient to transport only one patient with suspected coronavirus, which, according to the ambulance station’s health workers, is approximately 3% of the volume required in case of epidemic. According to the estimations of the participants of the monitoring mission, even hospitals that have received personal protective equipment, find themselves in a shortage of these facilities in the near future.

Recommendations:
• The government should provide all support hospitals, city hospitals, district hospitals, paramedic-midwifery points and ambulance stations by means of protection, calculating their number in accordance with international standards and practices of struggle with the COVID-19 epidemic.
• Regional institutions should publicly encourage commercial sector representatives to actively participate in providing medical facilities to the oblast by drawing up a list of enterprises in the Lugansk region ready to start producing the necessary protective equipment, and developing a plan to provide enterprises with the necessary raw materials in accordance with international standards and global practices fighting with a pandemic.
• In case commercial enterprises are unwilling to respond to such a call, individual tailoring by residents of communities should be encouraged, subject to quality control by representatives of the Luhansk Regional State Administration of Regional State Administration.
• In the event that these resources are insufficient, the authorities should seek assistance from intergovernmental organizations, international humanitarian missions and large multinational corporations.
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Hospital in Girske «Popasna Central Regional Hospital»
2.4 LACK OF RESUSCITATION EQUIPMENT

The personnel of all, without exception, the health facilities visited by the monitoring group indicate on the lack or complete absence of resuscitation equipment required for intensive therapy in cases of COVID-19 complications. Not enough, and in some places completely absent, ventilators, oxygen concentrators, pulse oximeters, patient monitors etc. For example, the central town hospital in the town of Rubizhne, the infectious department of which will receive the largest number of patients at the beginning of the epidemic, has 4 permanent and one portable artificial ventilation unit (PAV) as of March 25. According to the director of this utility company, taking into consideration the dynamics of the epidemic, 50 patients who are likely to be admitted by the hospital in the near future will need at least 5 ventilators.

At the same time, the monitoring revealed hospitals that do not plan to admit patients with COVID-19 complications and who have the same or even greater number of mechanical ventilation devices than the main support hospital at the Rubizhany Central Town Hospital. For example, Popasnya Central District Hospital has 7 ventilator units, while two of them are installed at the branch office in the town of Girske, which has extremely poor material and technical support, staffed with only two doctors and cannot accurately accommodate patients with COVID-19 symptoms.

According to the administration of the hospitals, only support hospitals in Severodonetsk and Starobilsk are equipped with a relatively sufficient level of resuscitation equipment.

Recommendations:
• Carry out a detailed assessment of all available resuscitation equipment, check its functionality and the availability of specialists able to use it, if necessary, carry out additional training for medical workers.
• Assess the need for artificial ventilation devices and oxygen concentrators in hospitals that are not essential for localizing the coronavirus epidemic, redistribute excess equipment to support hospitals, but must be tailored to the needs of patients with other diseases.
• Redistribute funds from regional and local budgets and to purchase the necessary resuscitation equipment at an urgent pace.
• Actively involve local entrepreneurs to charitable assistance.
2.5 LACK OF DIAGNOSTIC TOOLS

Employees of all hospitals visited by the monitoring group, without exception, point to the lack of diagnostic tools - rapid tests and PCR tests, contactless thermometers. Some of these facilities are completely absent in urban and small urban hospitals.

None of the health care facilities visited by the monitoring group have rapid PCR tests and tests. During a briefing on March 24, representatives of the Lugansk Regional State Administration informed journalists and members of the public that 5,000 rapid tests and 1,728 PCR tests had been received in the Luhansk region, and soon they would be distributed among medical institutions. Probably, only supporting hospitals have a chance to get even rapid tests. Other hospitals and ambulance stations would then not be able to carry out prompt diagnostics.

The practice of European countries and the PRC shows that the sooner you start testing and isolate people who have the disease, the easier it is to control the spread of the virus. Now we can see a situation where the test is done only by people with exacerbation, those who have had contact with the patient, or have returned from abroad. The reason is the insufficient or complete absence of tests, as well as the availability of these only in support hospitals.

The availability of such diagnostic tools as non-contact thermometers and pulse oximeters in hospitals would allow the detection of suspected disease much earlier and would reduce the risk of coronavirus infection by healthcare workers. Unfortunately, according to the observations of the monitoring group, most of the medical establishments in Luhansk oblast lack these funds or lack them.

Recommendations:

- Part of the resources of international humanitarian aid and the funds provided by the commercial sector to address the epidemic’s impact should be directed towards the procurement of diagnostic tools.
- It is necessary to deploy Polymerase chain reaction laboratories as soon as possible and to open testing points in areas of Luhansk Oblast, providing them with excess tests.
- Early diagnosis and detection of patients with COVID-19, isolation and monitoring of their health will not only reduce the number of infections, but also minimize fatalities.

Central city hospital in Rubizhne
2.6 INSUFFICIENT NUMBER OF BEDS IN INFECTIOUS WARDS IN CASE OF RAPID INCREASE IN THE NUMBER OF PATIENTS

As of March 24, the Health Department of the Luhansk Regional State Administration ordered the preparation of 185 beds for hospitalization of patients suspected of coronavirus in the infectious wards of seven supporting hospitals: Central city hospital in Rubizhne, City multidisciplinary hospital in the city of Severodonetsk, Markov Multidisciplinary Hospital, Milovsky Central Regional Hospital, Novopskov District Medical Association, District Territorial Medical Association in Starobilsk and the Regional Territorial Medical Association in Stanitsia Luhanska. The highlighted areas are obviously not enough if the epidemic’s dynamics reach Italian proportions — hospitalization for patients with complications it will be necessary to have ten times more beds, doctors and resuscitation units than is available from the regional health department.

At the same time, the staff of at least one of the hospitals’ health department - Regional Territorial Medical Association in Stanitsia Luhanska - informed the participants of the monitoring mission about the readiness of the medical facility to receive patients with symptoms of COVID-19 due to lack of medical staff and equipment – technical support.

Representatives of the Lugansk Regional State Administration assure that the support hospitals will soon be ready to expand up to 600 beds in total, but the staff and representatives of the administrations of the support hospitals with whom the mission members managed to communicate did not confirm this information.

Recommendations:
• An appropriate step would be to prepare medical facilities in the settlements closest to the reference hospitals before transferring patients from other departments of the reference hospitals to them, who may soon need to be re-profiled for hospitalization of patients with COVID-19.
• Already, it is necessary to look for and minimally equip other facilities suitable for receiving patients in case the epidemic spreads faster than predicted.
• In case of lack of state resources, the authorities should encourage the cooperation of owners of commercial and industrial real estate. It is important in this case to calculate and start purchasing the necessary equipment to arrange additional beds for patients.
2.7 INSUFFICIENCY OF PREVENTIVE MEASURES AND INFORMING THE POPULATION OF LUGANSK REGION TO PREVENT AN EPIDEMIC

The members of the monitoring mission found a relatively low level of compliance with the quarantine measures by the population of the Luhansk region. The available information with epidemiological recommendations in urban areas is only visible in the oblast center and in several major cities. Many people do not adhere to the recommendations of self-insulation and do not wear protective masks if they go on the streets and in public places. There are people on the streets, who are in risk groups. Children continue to play on many playgrounds. In private educational institutions conduct classes.

Monitoring team members noted that even most of the doctors and staff at the Rubizhne City Hospital, where two patients suspected of having coronavirus infection had already been hospitalized (one of whom was confirmed the disease the next day), do not wear protective masks. Do not use masks when communicating with the members of the monitoring mission, doctors of some other medical institutions and some police officers. In some cases, for example, at the hospital in Stanitsia Luhansk, doctors explained the lack of masks by their insufficient amount and the fact that it was difficult for them to wear the mask for several hours in a row.

Instead of following the recommendations of the Ministry of Health, the regional state administration, according to the participants of the mission, violates quarantine activities itself by organizing briefings at the press center of Luhansk Regional State Administration with the participation of dozens of journalists and civic activists, instead of informing the population about the progress of the epidemic preparation online. At the same time, the mission participants noted that a large number of those present at these events do not use protective masks, including some officials of the Luhansk Regional State Administration and the Executive Committee of Severodonetsk City Council.

The staff of Hospital in Hirske notes that they are personally watching locals who have recently returned from European countries with a high COVID-19 infection rate, upon return have not been on observation or self-isolated. According to them, these citizens are free to move around the city without following the quarantine rules. The records and monitoring of the health of such citizens by public institutions are not maintained.

Doctors of the Starobilsk Central District Hospital also noted that not all residents of the city adhere to the recommendations of self-isolation and few use protective masks and disinfectants.

In the Zolote city, residents of remote areas are little aware of the potential risks, stores are crowded. At the same time, it is worth noting that the elderly population is predominant in Zolote, and most residents are at risk groups.

Recommendations:
• Informing is one of the effective mechanisms for working with public opinion. Public institutions with NGOs should develop and launch an information campaign dedicated to simple but important preventive actions. Namely: reducing the time on the streets, especially to person from the risk groups, hygiene at home, at work, on the street.
• Control over the implementation of quarantine measures needs to be strengthened.
• Establish cooperation with volunteer and charitable organizations and ensure delivery of products and social benefits.
• To deploy observation areas in the region for citizens arriving from abroad.
• Family doctors — keep in touch with all patients who have symptoms of Acute Respiratory Viral Infection.
• Lugansk Regional State Administration should hold press conferences and briefings exclusively in online format, inform interested parties in advance by sending emails, messaging, through the official website and social media pages, without violating quarantine measures.
### ПЕРЕЛІК

Закладів охорони здоров’я (станціонарів для лікування дітей і дорослих з можливістю надання інтенсивної терапії) для госпіталізації осіб з підозрою на гостру респіраторну хворобу, спричинену коронавірусом COVID-19

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Директор Департаменту охорони здоров’я

В. ШКОРУБСЬКИЙ
2.8 DISTORTION OF INFORMATION ON THE ACTUAL STATE OF PREPARATION FOR THE CORONAVIRUS EPIDEMIC BY GOVERNMENT AGENCIES

According to the observations of the monitoring group, the official data provided by the representatives of the Luhansk regional state administration do not correspond to the information obtained during the field research directly from the staff of medical institutions. According to the participants of the mission the degree of anti-epidemiological readiness of medical institutions is significantly overestimated, which prevents the state structures, commercial and public sectors from understanding the real state of affairs and providing the necessary assistance.

Not all health facilities are identified as reference for the admission of patients with COVID-19 symptoms, able to provide the necessary assistance to all those affected by COVID-19. For example, to the list of supporting institutions included the Central district hospital in Stanytsia Luhanska, although hospital staff, in their communication with the monitoring team on March 22, categorically stated that the facility was not ready to accept patients with COVID-19 symptoms. According to them, the hospital is not equipped with the necessary medical staff, does not have specially equipped beds and necessary equipment. However, on March 24, we received information and documents confirming the inclusion of the hospital in Stanytsia Luhanska to the list of care facilities, which should accommodate at least 20 patients. In addition, during a briefing on March 24, Head of Lugansk Regional State Administration Sergei Gaydai stated that one of the patients suspected of coronavirus had already been admitted to the infectious ward to the Central Regional Hospital in Stanytsia Luhanska.

Recommendations:
- Governments should leverage resources from the commercial and public sectors, especially if they do not have the resources to provide the healthcare facilities with everything they need for effective response to the coronavirus epidemic. But distorting information about the real state of affairs, about the causes and manifestations of problems state government limits the ability of non-governmental institutions to understand the needs and effectively allocate resources they are willing to provide assistance in the fight against the epidemic.
- Ministry of Reintegration of Temporarily Occupied Territories - to monitor the provision of healthcare facilities, located along the line of contact, the necessary personnel, medicines, equipment and protective equipment.
- Understanding the need to counteract the spread of panic, we strongly recommend public administration at regional and central levels, not to distort information about problems and involve an active part of Ukrainian society to discussion of effective pandemic strategies, and its negative economic and social consequences.
3. CONCLUSIONS AND RECOMMENDATIONS

The health care system of Lugansk region is not ready to stop the spread COVID-19 in case if the speed and scale of the epidemic reach to Italian indicators.

As far as we can understand, the Ukrainian authorities do not have the resources to quickly improve the situation. The situation can be solved only through the general mobilization of society and the rapid establishment of cross-sectoral interaction. In this situation, public authorities should change their monopoly role to a coordinating function and invite representatives of other sectors to cooperate and resource support for actions aimed at localizing the epidemic. To do this, the authorities should abandon the policy of silencing the real state of affairs in the medical and related fields. Public administration should recognize the problems of closure and lack of management skills and should be prepared to implement non-standard strategies offered by professionals from other sectors.

In order to prevent the recurrence of such a crisis, the active part of society in the region should continue to monitor the distribution and use of state and local budgets allocated for the maintenance and development of the medical sector.

EPILOGUE

The monitoring group and the entire staff of the East SOS Charitable Foundation expresses the respect and support of all medical professionals who, despite such difficult conditions, remain committed to their cause and maintain the leading defense against an epidemic that threatens thousands of our compatriots. We are proud of you and are ready to give you all the help we can.

Abbreviations used in the text:
ALV — Artificial lung ventilation
MNE — Municipal non-profit enterprise
DTMA — District Territorial Medical Association
LRSA — Lugansk Regional State Administration
PCR — Polymerase chain reaction
PRC — People’s Republic of China
ARVI — Acute respiratory viral infection

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