

the 1990s, the government's health policy was based on the idea of "universal health coverage" (UHC) (Ministry of Health 1997, 2000). The UHC was defined as "the extent to which all people have access to needed health services without financial hardship" (Ministry of Health 2000, 1).

UHC was achieved through the introduction of a new health insurance system in 1993. The new system was based on the idea of "social health insurance" (SHI) (Ministry of Health 1997, 2000). The SHI was a compulsory health insurance system that covered all citizens. The SHI was financed by contributions from employers and employees. The SHI was managed by a government-owned health insurance company (Ministry of Health 1997, 2000).

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