

STRATEGIC MANAGEMENT PLANNING AND IMPLEMENTATION IN HEALTH SECTOR GOVERNANCE IN MUNA REGENCY

Author¹ : Nur Yazlim
Affiliation : Universitas Karya Persada Muna
Email : nur.yazlim14@gmail.com
Author² : Eliyanti Agus Mokodompit
Affiliation : Universitas Halu Oleo
Email : eamokodompit66@gmail.com

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ABSTRACT

Effective health sector management is pivotal in supporting sustainable human development, especially in areas with geographical challenges and limited resources, such as Muna Regency. However, the region faces specific issues, including unequal distribution of healthcare workers, limited infrastructure, and suboptimal policy management. This study addresses a knowledge gap regarding the comprehensive implementation of health strategy management at the regional level. A qualitative descriptive approach was employed, utilizing semi-structured interviews with key informants and thematic data analysis to explore health strategy planning and implementation. The findings revealed that while planning based on community needs has been initiated, implementation still faces challenges in resource distribution, community participation, and budget transparency. This study contributes to the theoretical literature on health sector strategy management and offers practical solutions, including optimizing cross-sectoral collaboration, leveraging technology, and enhancing budget management efficiency to improve healthcare quality.

Keywords: healthcare planning; health sector; resource distribution; strategy management

INTRODUCTION

Planning and implementation of strategic management in the management of the health sector is a crucial aspect in improving the quality of health services in Indonesia. An effective strategic approach can ensure that health resources are used optimally to meet the needs of the community. According to Ayuningtyas (2018), good strategic planning in health service organizations can increase service efficiency and effectiveness. In addition, leadership integrity in the health sector also plays an important role in the successful implementation of the strategy (Ayuningtyas et al., 2018). Thus, proper strategic management can be key in achieving national health goals.

At the regional level, health development planning must be adapted to local characteristics and needs. Sjafrizal (2002) emphasized the importance of regional development planning in the era of autonomy to achieve equity and justice in health services. The implementation of health policies in the regions requires good coordination between the central

and regional governments, as well as the active participation of local communities. This is in line with the concept of decentralization which gives greater authority to local governments in managing the health sector (Sjafrizal, 2002). Therefore, the adaptation of health management strategies at the local level is very important.

Muna Regency, Southeast Sulawesi Province, planning and implementing strategic management in the management of the health sector faces various challenges. Limited resources, inadequate infrastructure, and uneven distribution of health workers are some of the obstacles that need to be overcome. According to data from the Muna Regency Health Office, the prevalence of infectious diseases such as malaria and tuberculosis is still high, indicating the need for more effective strategies in handling them. In addition, public access to health services, especially in remote areas, still needs to be improved. Therefore, a comprehensive and adaptive strategic management approach is needed to overcome these problems.

Several previous studies have discussed the importance of strategic management in the health sector. For example, Ayuningtyas (2018) in his book "Health Policy: Principles and Practices" emphasizes that good strategic planning can improve the quality of health services. In addition, research by Handayani et al. (2015) shows that strategic analysis of hospital service quality in Indonesia can provide important insights for service improvement. Thus, the study on the planning and implementation of strategic management in the management of the health sector in Muna Regency is expected to make a significant contribution to the health management literature in Indonesia.

Planning and implementation of strategic management in the management of the health sector in Muna Regency faces various specific challenges. According to Taiso et al. (2021), the uneven distribution of health workers in this region results in service disparities between urban and rural areas. In addition, limited health infrastructure in remote areas worsens the accessibility of services for local communities. Kandari et al. (2024) emphasized that geographical factors and environmental conditions in Muna Regency also affect the effectiveness of the health programs carried out. Therefore, the adaptation of management strategies that take into account local conditions is crucial to improve the quality of health services in this area.

The implementation of health policies in Muna Regency is also influenced by the level of knowledge and behavior of the community. Sarumi and Aifu (2024) found that health education through video media is effective in increasing adolescent girls' knowledge about anemia as an effort to prevent stunting. However, there are still challenges in changing overall public health behavior. This shows the need for a more comprehensive approach in health communication and education strategies. In addition, the participation of local communities in the planning and implementation of health programs is a determining factor in the success of policy implementation at the regional level.

A study by Adam (2016) revealed the dynamics of local power that affect the management of the health sector in Muna Regency. Relationships between local actors and stakeholders in strategic decision-making can be an obstacle or an opportunity in the implementation of health strategy management. Therefore, the analysis of the local political constellation is important in formulating effective health policies. A participatory approach involving a wide range of stakeholders can increase the accountability and responsiveness of health programs to community needs. Thus, the integration of technical and socio-political aspects in health strategy management is necessary to achieve optimal results.

In addition, research by Hasibuan and Ermawati (2023) shows that the use of the National Health Insurance (JKN) card at the Pagurawan Health Center in Batu Bara Regency is influenced by sociodemographic factors. These findings are relevant for the context of Muna Regency, where the demographic characteristics of the community can affect access and utilization of health services. Analysis of these factors is important to formulate the right

strategy in improving health service coverage. An approach that takes into account local sociodemographic conditions can improve the effectiveness of implemented health programs. Thus, policy adaptation based on in-depth analysis of population characteristics is essential in regional health planning.

Furthermore, a study by Ayuningtyas and Rayhani (2018) highlights the importance of analyzing the mental health situation in Indonesian society and its coping strategies. Although the focus of the research is national, the implications can be applied to the context of Muna Regency. Mental health is an integral component of public health that is often overlooked in strategic planning. Therefore, the integration of mental health services in the health sector management strategy in Muna Regency needs to be considered. A holistic approach that includes both physical and mental aspects will improve the quality of life of the community as a whole.

Taking into account these various factors, this study aims to analyze the planning and implementation of strategic management in the management of the health sector in Muna Regency. A qualitative descriptive approach is used to dig up in-depth information about the planning process, the challenges faced, and the efforts made in improving health services. The results of the research are expected to provide strategic recommendations for stakeholders in formulating more effective and efficient health policies. In addition, these findings are expected to contribute to the health management literature, especially in the context of regions with similar characteristics. Thus, this research has practical and academic significance in efforts to improve the quality of health services in Indonesia.

Despite efforts to improve the quality of healthcare services in Indonesia, there are still significant challenges in the planning and implementation of strategic management in the sector. According to the Ministry of Health (2023), some regions have not fully implemented the minimum service standards set. In addition, Bappenas (2024) noted that the inequality in access and quality of health services between urban and rural areas is still an unresolved problem. Limited human resources and health infrastructure in remote areas have exacerbated this situation. Therefore, a more comprehensive and integrated approach is needed in strategic planning of the health sector in Indonesia.

In particular, Muna Regency in Southeast Sulawesi Province faces serious problems in the management of the health sector. A report from PotretTerkini.id (2024) revealed that 426 honorary health workers in this district were missing from the database of the State Civil Service Agency (BKN), which had a direct impact on health services in the area. In addition, BeritaRakyat.co (2024) reported that local officials' statements on this issue showed a lack of understanding of the applicable data collection rules, further complicating the situation. This condition reflects weaknesses in human resource management and coordination between agencies in the health sector of Muna Regency.

Furthermore, the analysis of drug management at the Waara Health Center, Muna Regency, shows that the aspect of planning drug needs is not fully in accordance with the set standards. According to the Makassar Pharmaceutical Science Journal (2024), the planning of drug needs at the health center obtained a percentage value of 88.8%, which shows that there are still inconsistencies with applicable regulations. This indicates that the pharmacy management system in the health facility needs to be improved to ensure adequate drug availability for the community.

In addition, problems in the management of the Muna Regional General Hospital (RSUD) are also in the spotlight. PENASULTRA.com (2017) reported that health services at Muna Hospital were considered poor, and the performance of the Muna Regent was questioned regarding the arrangement of hospital management so that it was managed professionally. This condition shows that strategic management in the health sector of Muna Regency has not been effective, which has an impact on the quality of health services received by the community.

Thus, there is an urgent need to evaluate and improve the planning and implementation of strategic management in the health sector of Muna Regency. A more structured and data-driven approach is needed to address various existing problems, including human resource management, drug management, and services in health facilities. Collaborative efforts between local governments, health workers, and the community are key in improving the quality of health services in Muna Regency.

This research is important and urgent because the health sector has a strategic role in sustainable human development, especially in areas that face geographical challenges and limited resources such as Muna Regency. Fundamental problems, such as uneven distribution of health workers, limited infrastructure, and suboptimal strategic management, require holistic and data-driven solutions. According to the Ministry of Health (2023), a strategic approach that not only addresses the symptoms, but also the root of the problem, can increase the efficiency and effectiveness of health services. In the context of Muna Regency, the findings of this study are expected to be able to contribute to improving the health policy planning and implementation system at the local level. Thus, this study has the urgency to provide evidence-based recommendations in supporting sustainable management of the health sector. Therefore, this study aims to explore the planning and implementation of strategic management in the management of the health sector in Muna Regency. The focus of the research is directed at identifying the obstacles faced, analyzing supporting factors, and evaluating the effectiveness of the strategies implemented. In addition, this study also aims to develop evidence-based recommendations that can be applied by stakeholders in the health sector. By examining existing strategic management practices, this study is expected to provide guidance to improve the quality of health services in Muna Regency. The results of this study are also expected to be a reference for other regions with similar characteristics and challenges.

METHODOLOGY

This study uses a qualitative descriptive research design that aims to describe in detail the planning process and implementation of strategy management in the management of the health sector in Muna Regency. This design is considered appropriate to examine complex and contextual phenomena related to health policy at the regional level (Fitriantini et al., 2019). This approach allows for in-depth data collection through interviews with relevant key informants. The focus of the research is directed at analyzing the process, constraints, and supporting factors in the implementation of health strategies. This study is designed to provide a comprehensive understanding of how health policies are implemented in local contexts.

The main instrument used in this study is a semi-structured interview guide structured based on the conceptual framework of strategy management. The guide is designed to explore aspects such as planning, implementation, and evaluation of health policies. In addition to interviews, secondary data such as RPJMD documents and the annual report of the Muna Regency Health Office are also used to strengthen the analysis (Yuliana et al., 2020). The validity of the research instrument was tested qualitatively through consultation with experts in the field of public health. This technique ensures that the questions asked are relevant and able to dig up the necessary information.

The research procedure is carried out through several systematic stages. The first stage is the identification of key informants, including the head of the agency, the head of the health center, and other relevant officials. Furthermore, the interview was conducted face-to-face using a previously prepared guide. The data obtained were analyzed using thematic methods to identify the main patterns and themes (Sugiyono, 2018). The results of the analysis are integrated with secondary data to provide a holistic picture of the management of the health sector in Muna Regency. This process is carried out while maintaining research ethics, including the consent of informants to use their data.

RESULTS AND DISCUSSION

Results

This study aims to analyze the planning and implementation of strategy management in the management of the health sector in Muna Regency. Based on the results of interviews with a number of informants, it was found that the planning of health strategy management in this area uses an approach based on community needs. The Head of the Muna Regency Health Office (Dr. AN) explained that this approach involves epidemiological data, health surveys, and input from local communities. All strategies are designed in the Regional Medium-Term Development Plan (RPJMD) document and are aligned with national targets. This shows the commitment of local governments to ensure structured and data-driven health planning.

The implementation of health strategies faces various significant obstacles that affect their effectiveness. Dr. AN revealed that budget limitations, uneven distribution of health workers, and access to health infrastructure in remote areas are the main obstacles. This challenge is exacerbated by people's resistance to changing their health behavior. The Head of the Health Center (Dr. FA) added that the shortage of medical personnel and medical equipment is a major problem at the primary service level. In addition, people in remote areas are often reluctant to use health facilities due to cultural and accessibility factors.

In an effort to overcome these challenges, various priority programs have been carried out by the Muna Regency Health Office. Dr. AN highlighted the importance of infectious disease control programs such as malaria and tuberculosis, strengthening maternal and child health services, and developing health facilities in remote areas. At the primary service level, Dr. FA mentioned that Puskesmas translates policies into operational programs, including promotive, preventive, curative, and rehabilitative services. The home visit program is also carried out to reach people who are in hard-to-reach areas. This effort reflects the importance of a holistic approach in improving the quality of health services.

Coordination between Regional Apparatus Organizations (OPDs) is also an important factor in supporting the sustainability of health programs. The Regional Secretary of Muna Regency (Mr. ZK) stated that a cross-sectoral forum has been formed to align health programs with regional development policies. In this case, adequate budget allocation through the Regional Revenue and Expenditure Budget (APBD) is the top priority. In addition, local governments encourage the participation of the private sector and the public to ensure the sustainability of the program. Technology-based health service innovations, such as telemedicine, have also begun to be introduced to improve access to health services, especially in remote areas.

The preparation of strategic planning for the health sector cannot be separated from the challenges of incomplete data and diverse needs between regions. The Head of Bappeda Muna Regency (Mr. RS) explained that health is one of the priority sectors that is aligned with the sustainable development goals (SDGs) and RPJMD. To overcome this challenge, collaboration with various parties is carried out to obtain more accurate data. The funding strategy is also optimized through funding sources from the State Budget, Regional Budget, and international donors. This approach reflects the strong synergy between strategic planning and resource allocation to support the health sector.

Budget management is a key element in ensuring the implementation of effective health strategies. The Head of BKAD Muna Regency (Mr. HD) emphasized that the budget is focused on basic health service programs and health infrastructure development. Budget limitations and competition with other sectors are challenges that must be overcome through efficient use of the budget. A results-based approach is adopted to ensure that budget allocation has a direct

impact on society. Transparency in budget management is also a top priority to increase accountability and public trust in local governments.

The results of this study show that the planning and implementation of strategic management in the management of the health sector in Muna Regency has been carried out systematically despite facing various challenges. A community-based approach, cross-sector coordination, and technological innovation are strategic steps in improving access and quality of health services. Support from various parties, including the central government, local governments, communities, and the private sector, is needed to overcome existing obstacles and ensure the sustainability of health programs in the future.

The following is a summary of important aspects such as planning, constraints, priority programs, coordination, funding strategies, and budget management

1. Strategic Management Planning

Strategic management planning for the health sector in Muna Regency is based on a community-based approach. The Head of the Health Office explained that epidemiological data and health surveys are used as the basis for developing strategies. This approach involves various parties, including local communities, to ensure that public health needs can be accommodated. The RPJMD is the main document that guides the implementation of the strategy, with adjustments to national targets. This strategy not only pays attention to local conditions, but also seeks to meet broader national health standards.

2. Implementation Obstacles

The main obstacles in the implementation of the health strategy in Muna Regency include budget limitations, uneven distribution of health workers, and infrastructure accessibility in remote areas. This challenge is exacerbated by public resistance to changes in health behavior. The Head of the Health Center highlighted the problem of shortage of medical personnel and medical facilities as the main obstacle at the primary service level. Geographical and cultural factors are also a significant barrier to reaching people in remote areas, who are often reluctant to use the available health services.

3. Priority Programs

The priority program run in Muna Regency focuses on controlling infectious diseases such as malaria and tuberculosis. In addition, maternal and child health services are the main focus to reduce maternal and infant mortality rates. The Head of the Health Center revealed that the home visit program and health counseling are also an important part of the service strategy. Health facilities in remote areas receive special attention through infrastructure development. This approach demonstrates continuous efforts to improve access and quality of health services throughout Muna Regency.

4. Coordination Between OPDs

Coordination between OPDs is carried out through the establishment of cross-sector forums involving various related agencies. This forum aims to align health programs with regional development policies. The Regional Secretary emphasized the importance of cooperation between the Health Office, Bappeda, and other OPDs in supporting the implementation of health programs. This effort ensures that the health sector does not stand alone, but is integrated with other sectors in regional development. This collaboration strengthens the effectiveness of the implementation of the planned strategy.

5. Funding Strategy

The health funding strategy in Muna Regency is optimized through the allocation of funds from various sources, including the State Budget, Regional Budget, and international donor assistance. The Head of Bappeda explained that funding is prioritized for the development of health infrastructure and the implementation of strategic programs. This approach reflects the efforts of local governments in maximizing the use of available

resources. Cooperation with international donors has also shown success in attracting external support to support the health sector.

6. Budget Management

Health budget management in Muna Regency is carried out with a results-based approach to ensure direct benefits for the community. The Head of BKAD said that transparency and accountability are priorities in the management of health funds. In addition, budget efficiency is carried out to overcome the challenges of budget limitations and competition with other sectors. This approach aims to increase public trust in the government while ensuring that the health services provided can optimally meet the needs of the community.

Discussion

The findings of this study reveal that, although the health strategy management planning in Muna Regency has been prepared with a community-based approach, its implementation still faces various significant obstacles. Budget constraints, uneven distribution of health workers, and limited access to infrastructure in remote areas are the main obstacles to the implementation of health programs. This condition is in line with the findings of Fitriantini et al. (2019) which stated that limited resources and infrastructure are challenges in the implementation of health policies in the regions. In addition, public resistance to changes in health behavior exacerbated the situation, as revealed by Dr. AN and Dr. FA in interviews. This shows that good planning needs to be balanced with an effective implementation strategy to achieve the expected results.

Efforts to control infectious diseases such as malaria and tuberculosis are priority programs in Muna Regency. However, the success of this program is hampered by the lack of medical personnel and equipment at the primary service level, as revealed by Dr. FA. This situation is consistent with Sulaiman's (2021) research which emphasizes the importance of the availability of human resources and adequate facilities in the implementation of health programs. In addition, cultural and accessibility factors cause people to be reluctant to use health services, which is in line with the findings of Ulandari et al. (2020) regarding the influence of socio-cultural factors on the use of health services. Therefore, a more comprehensive and sensitive approach to the local context is needed in the implementation of health programs.

Coordination between Regional Apparatus Organizations (OPDs) through cross-sectoral forums has been established to align health programs with regional development policies. However, challenges in the preparation of strategic planning still arise due to incomplete data and differences in needs between regions, as expressed by Mr. RS. This is in line with the findings of Joice (2017) which emphasizes the importance of competence in data management for effective strategic planning. In addition, budget limitations and competition with other sectors demand efficiency in the management of the health budget, as revealed by Mr. HD. This situation is consistent with the research of Subuh (2021) which highlights the importance of resource management in the implementation of health programs.

Technology-based healthcare innovations, such as telemedicine, are being introduced to improve access to healthcare in remote areas. However, its effectiveness still needs to be further evaluated, considering the challenges of infrastructure and technological literacy in society. According to Lelyana (2023), the application of technology in health services requires the readiness of adequate infrastructure and human resources. In addition, the participation of the private sector and the public in supporting health services needs to be increased to ensure the sustainability of the program. This is in line with the findings of Prayogo and Mulyanti (2023) who emphasized the importance of multi-stakeholder collaboration in improving the quality of health services. Budget management with a results-based approach is applied to ensure that

fund allocation has a direct impact on the community. However, transparency and accountability in budget management still need to be improved to build public trust in local governments. According to Mendrowa research (2019), transparency in public budget management is a key factor in increasing accountability and public trust. In addition, the efficiency of budget use is a challenge in itself considering the limited resources available. Therefore, a strict monitoring and evaluation mechanism is needed in the management of the health budget.

This study shows that the planning and implementation of strategic management in the management of the health sector in Muna Regency has been carried out by considering the needs of the community. However, various challenges in implementation, such as limited resources, coordination between agencies, and community participation, still need to be overcome. These findings are consistent with previous studies that highlight the importance of a comprehensive and collaborative approach to the strategic management of the health sector. Therefore, the recommendations produced from this study are expected to be a solution to the problems faced and contribute to improving the quality of health services in Muna Regency.

The findings of this study show the importance of integrating a community needs-based approach in strategic management planning of the health sector. However, the success of this approach is highly dependent on the consistency of implementation and support from various parties. According to Mintzberg et al. (1998), a well-planned strategy but not consistently implemented will only result in failure. In the context of Muna Regency, the community needs-based approach that has been designed through the RPJMD needs to be enriched with a stricter monitoring and evaluation mechanism. This aims to ensure that the policies prepared really have an impact on improving the quality of health services in the area.

A collaborative approach between local governments, communities, and the private sector in managing the health sector is also a crucial issue that needs greater attention. As stated by Elmore (1982), the bottom-up approach in policy implementation can produce more significant results than the top-down approach. In Muna Regency, cross-sector collaboration has been initiated, but there are still challenges in strengthening the role of the community as a strategic partner in policy implementation. By harnessing the potential of local communities and strengthening active participation, health programs can be more adaptive to the needs and characteristics of the region.

In addition, the challenge of uneven distribution of health workers indicates the need to develop a more innovative human resource redistribution policy. According to the World Health Organization (2022), developing countries need to adopt incentive policies for health workers to work in remote areas. These policies can be in the form of financial incentives, improved work facilities, or career development opportunities. In the case of Muna Regency, this approach is relevant to overcome the shortage of medical personnel in remote areas, as well as increase the motivation of health workers in providing optimal services.

On the other hand, the results-based budget management that has been implemented in Muna Regency reflects a step forward in improving the efficiency of the use of health funds. However, transparency and accountability in budget management need to be strengthened to prevent potential abuse. The Principal-Agent Theory by Jensen and Meckling (1976) emphasizes that effective supervision can reduce the risk of moral hazard in the management of public funds. In this context, the application of information technology such as the e-budgeting system can be a solution to increase transparency and accountability in the health sector of Muna Regency.

Innovative approaches such as telemedicine that have begun to be implemented in Muna Regency show great potential to improve access to health services in remote areas. However, the effectiveness of telemedicine is highly dependent on the readiness of infrastructure and the level of digital literacy of the community. According to Kotler and Keller (2012), the adoption

of new technologies in public services requires effective education and promotion strategies to increase public acceptance. Therefore, local governments need to ensure that the community receives adequate training so that they can take advantage of telemedicine services optimally.

Finally, problems in planning drug needs at the Waara Health Center show weaknesses in the pharmaceutical management system that require in-depth improvement. According to Porter's (1985) research, efficient supply chain management is essential to ensure the availability of goods in the public service sector. In the context of Muna Regency, optimizing the drug distribution system based on information technology can be one of the solutions to increase the availability of drugs at the primary service level. It also reflects the need for synergy between strategic and operational policies to generate sustainable impacts.

CONCLUSION

This study concludes that the planning and implementation of strategic management in the management of the health sector in Muna Regency has been carried out with a community needs-based approach involving epidemiological data and local community input. However, the implementation of the policy still faces various challenges, including budget constraints, uneven distribution of health workers, and limited access to infrastructure. Innovations such as telemedicine and cross-sectoral collaborative approaches show great potential, although their implementation requires infrastructure support and wider community participation. This conclusion provides an overview that the management of the health sector in Muna Regency requires a more integrated, efficient, and evidence-based strategy to achieve optimal results. These findings are expected to be a reference in improving the strategic management of the health sector in other regions with similar challenges.

The benefits of this research are theoretical and practical. Theoretically, these findings enrich the literature on the implementation of strategic management in the health sector, especially in the context of regions with limited resources. Practically, these findings provide concrete solutions, such as strengthening cross-sector collaboration, optimizing the use of technology, and results-based budget management, which can help local governments in improving the quality of health services. The findings also advance understanding in the field of strategic management by showing how a community needs-based approach can be adapted to address specific challenges in the health sector. Thus, this research not only contributes to solving local problems but also offers insights that can be implemented more broadly.

RECOMMENDATIONS FOR FUTURE RESEARCH

This study has several limitations, such as a limited focus on the Muna Regency area and a qualitative approach that does not allow generalizing the results directly to other regions. Therefore, future research is recommended to use a quantitative or mixed-method approach that can provide a more in-depth analysis of the effectiveness of health policies. In addition, future research may explore how the adoption of technologies such as telemedicine can be more effectively integrated into remote area health systems. Further research can also examine the impact of socio-cultural factors on the successful implementation of health policies in more detail.

Another future research direction is to evaluate the effectiveness of results-based budget management and identify obstacles in its implementation. The researcher also suggests comparative studies between regions that have similar geographical and demographic characteristics to identify the best strategies that can be applied broadly. By overcoming existing limitations, future research is expected to enrich understanding and provide more comprehensive solutions in managing the health sector in Indonesia.

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