



Analysis of Health Human Resource Planning in Pukesmas throughout Manokwari Regency West Papua Province

Fransina Nahumury¹, Hasmi^{2*}, Septevanus Rantetoding³, Novita Medyati⁴,
Semuel Piter Irab⁵, Agus Zainuri⁶

¹Master of Public Health Study Program, Faculty of Public Health,
Cenderawasih University of Jayapura

^{2,3,4,5,6}Departement Master of Public Health Program, Faculty of Public Health,
Cenderawasih University of Jayapura

Corresponding Author: Hasmi, hasmiuncen@yahoo.co.id

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ABSTRACT

This study aims to evaluate Health Human Resource Planning (HR) in all Health Centers in Manokwari Regency. This study uses a qualitative method with a case study approach. A total of 33 informants were selected through purposive sampling techniques. The findings of the study show that the number and type of health workers in health centers are still insufficient. Although the planning of human resource needs has been designed quite well and structured, the limited funds from the APBD have caused some formations of health workers to not be fulfilled. The preparation of plans and the fulfillment of human resource needs by the Health Office is carried out through a special human resources application. The strategy implemented to meet the needs of health human resources is to carry out periodic monitoring and evaluation activities.

INTRODUCTION

Human resources are an urgent issue in achieving national goals (Suparman, 2020). The future of a country is influenced by qualified, competent, and healthy individuals (G. Salamate et al., 2024)(G. Salamate et al., 2024)(G.). Human resources play an important role in advancing a country towards success in achieving national goals (Rahmawati et al., 2022).

According to the World Health Organization (WHO), the health system is an activity that aims to promote and restore health (Putri, 2019). WHO identified six components that are necessary to maintain health, including building, maintaining, and improving health care systems (Wahyuning et al., 2023). Health is also a major concern for all countries, especially developing countries (Rahmawati et al., 2022).

Planning is the most important function in management because with health planning, problems can be formulated, can determine available needs and resources, set program goals and develop practical steps to achieve program goals (Mifbakhuddin, 2024). A good flagship program is expected to accelerate the improvement of public health (Fathurrahman et al., 2022).

The World Health Organization (WHO) estimates that the number of health workers among Asean countries, Indonesia (0.72) is the third lowest after Cambodia (0.19) and Laos (0.35). Singapore (2.46) and Malaysia (2.29) have high ratios of health workers (WHO, 2024).

Indonesia needs around 78,663 doctors to reach WHO standards. A shortage of specialist doctors occurs almost in all provinces. In December 2023, Indonesia only has 47,454 specialist doctors with a ratio of 0.17 per 1,000 population (Papua Health Office, 2024). Based on SIHHR data as of March 2024, it was recorded that of the 10,217 health centers throughout Indonesia, 48 percent of them or 4,908 health centers have not been able to meet the availability of nine types of health workers needed (Ministry of Health Polytechnics Semarang, 2024).

The lack of health workers, both in number, type and distribution, causes low access to quality health services (Mardiansyah, 2023). However, excess health workers are also not good for health facilities, as for some bad impacts on excess health workers in health facilities, which can cause some health workers to not work optimally (Prihatini & Shofiah, 2020). The occurrence of waste of funds because some health workers are not ASN workers, there are also types of TKS (Voluntary Workers) workers whose financing can be called salaries/wages every month are not charged to the State Budget/APBD but from the agency itself or financed from levies, as well as the feasibility of the workforce needed is not in accordance with the circumstances/competencies (Hasanah et al., 2022).

The development of health workers, which includes planning, procurement, deployment, training, and quality control, is a series that must be carried out by health facilities to support the success of national health development (Hasanah et al., 2022). Based on Permenkes No. 33 of 2015 concerning guidelines for the preparation of health human resource needs planning, it aims to provide a reference for each work unit from the institutional, district/city, provincial, and national levels in carrying out the preparation of

health human resource needs planning in accordance with their respective duties and functions (Widhiastuti et al., 2022)

The research conducted (Sari & Hatta, 2023) analyzed the planning of human resource needs based on workload revealed that the weakness of the model caused problems, namely suboptimal performance. The research (Rachmawati, 2021) is based on the description of tasks and norms according to workload standards, there is no description of supporting tasks so that the calculation of supporting task factors and supporting task standards cannot be carried out. Research (Syahdilla & Susilawati, 2023) based on the planning of manpower standards has caused an uneven accumulation of the number of human resources so that there is a vacancy of certain types of labor or can be said to be unavailable. Research (Dewi et al., 2024) that the development of the right human resources has a significant effect on employee performance.

The problem of health human resources in health centers throughout Manokwari Regency is one of the challenges that has not been completely resolved properly. The problem of Health Human Resources is also still an obstacle in planning, distribution, and fulfillment in Health Facilities where there is still a gap in the fulfillment of Health Human Resources in Health Facilities (Manokwari Regency Health Office, 2024). According to data from the 2023 Human Resources Needs Planning from 15 Puskesmas, there are 7 Puskesmas that have not met the needs of human resources according to standards and in 2024 there are 8 Puskesmas that have not met the human resources according to the Needs Planning based on the Workload Analysis (ABK) method and minimum labor standards according to the Ministry of Health's guidelines. The number of health workers from 15 health centers is 764 people, consisting of 24 general practitioners, 10 dentists, 308 nurses, 238 midwives, 50 Promkes people, 19 health care workers, 39 medical laboratory experts, 27 nutritionists and 49 pharmacists. The problem that occurs is the existence of an HR planning model that causes an uneven distribution of health workers at the Health Center (Manokwari Regency Health Office, 2024). The purpose of this study is to analyze health human resource planning at health health centers in Manokwari Regency.

LITERATURE REVIEW

Meta Synthesis (Review of Previous Research)

Previous research by Ricki Mardiansyah in 2023 at the Lebung Bandung Health Center found that the Available Working Time (WKT) of Midwives at the KIA Poly of the Lebung Bandung Health Center was obtained as 277 Working Days or 108,030 Minutes/Year. The standard workload of midwives is 8,505.7 with the need for 5 midwives. The results of a comparison of the current availability of midwives at the Lebung Bandung Health Center have an excess of 4 midwives (MARDIANSYAH, 2023b)

Research on the Calculation of the Needs of Health Human Resources by Fitriani Nur in the City of Bandung found that 3 midwives are needed while the number of midwives available is only 2 people so it is necessary to add 1 person and for non-medical personnel medical records need 1 person while those

available do not, so it is necessary to recruit new health workers in the field of medical records.(N. Hasanah et al., 2022).

The same thing was done by Fadillah Sari in 2020, who also analyzed Health Human Resource Needs Planning (Analysts) Based on Workload Using the Workload Indicators Of Staffing Need Method and the results found that the available working time for Analysts in the laboratory is 1386 hours/year or 83160 minutes/year. The standard of relaxation of Analyst personnel is 0.201 HR. The number of Analyst needs based on the calculation of the WISN Method is 1 person out of the number of staff/analysts that there are 3 people. The occurrence of an excess of analysts as many as 2 people causes problems, namely non-optimal performance. The suggestion should be that in future planning, the Sebelat Putri Hijau Nursing Health Center has a good manpower information system so that it can be the basis for the Local Government in the placement of analysts or other health workers at the Sebelat Putri Hijau Nursing Health Center (Pamungkas, 2020).

Khafivah Rachmawati in 2021 also analyzed the Needs of Health Human Resources in the Surveillance and Immunization Section of the South Sumatra Provincial Health Office In the Covid-19 era and the results of calculations by the South Sumatra Provincial Health Office, there was a shortage of surveillance and immunization personnel as many as 8 people (Rachmawati, 2021)

The same thing has also been researched by Grace A. Salamate who analyzed Health Human Resource Planning at the Southeast Minahasa Regency Health Office in 2024 There is no equity in the procurement of Health Human Resources through the still minimal number of formations provided by the local government, there is the development of health human resources at the Southeast Minahasa Health Office, there is maintenance of health human resources through the guarantee of providing benefits from performance and there is the use of health human resources through the opportunity to be able to develop his career (G. A. Salamate & Rattu, 2024).

Frame of Mind

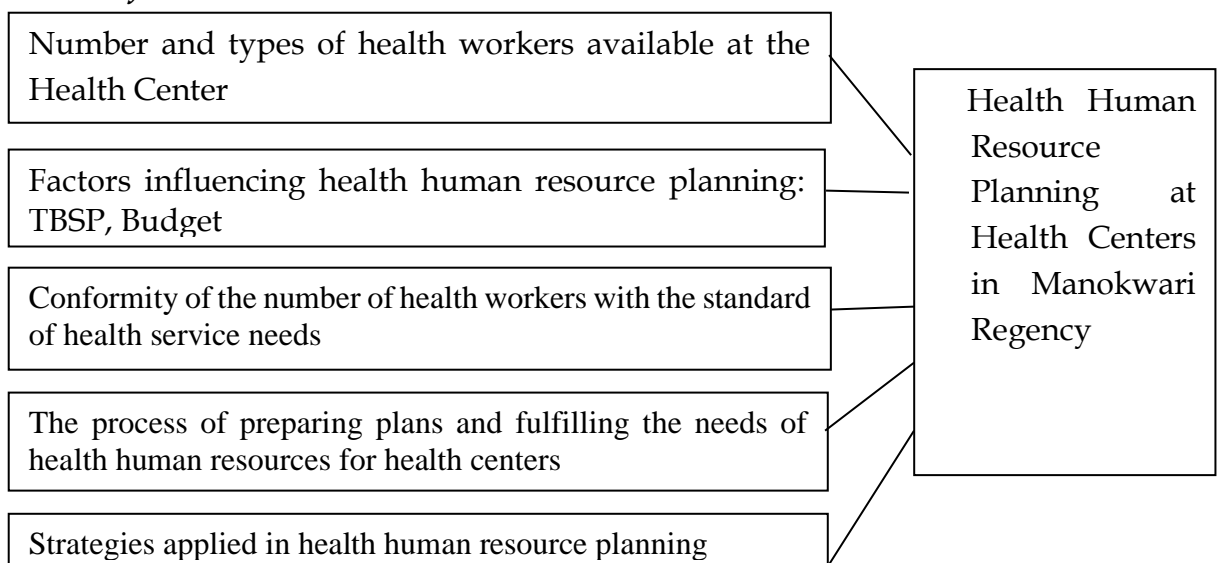


Figure 1. Conceptual Framework

METHODOLOGY

The type of research used in this study is qualitative research with a case study approach. According to (Hasmi, 2016) qualitative research with a case study approach is a research method that explores in depth a phenomenon, program, event, process, or activity on one or more subjects in a real-life context that provides an overview of health human resource planning of health centers in Manokwari Regency.

A total of 33 informants were taken using purposive sampling techniques or deliberate selection with several considerations. Informants who are directly involved or informants who are considered to have the ability and understand problems related to the Development of Data-Based Health Program Planning Models at the Manokwari Regency Health Office. Data analysis was carried out using content analysis techniques. This research, in addition to using informed consent, has also received ethical approval from the Faculty of Public Health with the number 069/KEPK-FKM UC/2025. Qualitative data was collected by conducting in-depth interviews and triangulating sources. Data is analyzed, reduced, presented and conclusions drawn.

RESEARCH RESULTS

Number and Types of Health Workers Available at Puskesmas in Manokwari Regency.

The results of the interview regarding the number and type of current manpower needs as quoted from the following interview

Health workers who are currently lacking in the Puskesmas are dentists, nutritionists, Promkes and Behavioral science staff and ATLM staff, if viewed from the service needs, it is still considered to be lacking (I1,I2,I3). the amount of workforce available is helped by the number of P3K personnel and there are several employees who have left. We are short of workforce. "(I3,I5,,I7,I9,I11,I13,I15,I17,I19,I21,I23,I25,I27,I29,I31) the amount of workforce available is helped by the number of P3K personnel and there are several employees who have left. We were a bit limping there too. It means that there is a shortage of existing manpower". "(I3,I5,,I7,I9,I11,I13,I15, I17,I19,I21,I23,I25,I27,I29,I31)

Based on the results of the interview, it was concluded that the planning of existing human resource needs needs to be reviewed in accordance with the needs of each Puskesmas, including the population ratio or the number of visits (real workload). Although from the data of human resources most of the manpower needs are sufficient, there are shortages, especially general practitioners, nutritionists, Promkes and behavioral science personnel and ATLM personnel. Meanwhile, from the available data, the number of workers who are lacking are dentists, 2 ATLM people and 1 nutrition worker in 2 health centers.

Suitability of the Number and Type of Health Workers at the Manokwari Regency Health Center

The results of the interviews revealed that there is still a shortage of dentists and general practitioners. Here is an excerpt of the interview:

The only thing that is lacking is that we doctors because the health center is in the middle of the city and oversees four villages, with a very large population (I4,I5)

"A shortage of health workers can occur because existing health workers are not ASN such as contract doctors, so that when contract doctors finish their term of duty, there is a shortage of doctors" (I7, I9, I21, I23, I25, I27, I29, I21, I23, I25, I27, I29, I31)

"The suitability of health workers has also not met the needs of health workers who are currently working at the Health Center, this is due to the distribution pattern that is not in accordance with the planning that has been made by the Health Center itself". (I1,I2,I,3).

This is because the distribution pattern of health workers is not evenly distributed according to the needs of health centers, especially in remote health centers compared to urban health centers. The factors that affect the suitability of the number of health workers in the Manokwari district health center are uneven distribution patterns, contract workers, moving and continuing education, inadequate facilities and infrastructure of remote health centers

Factors Influencing Health Human Resources Planning

Based on the results of interviews with informants, it is known that the factors that affect planning are the change of planning managers at the health center and the ability of the planning managers themselves and the budget. Here are the results of the interview:

...but what is often experienced is the change of Planning managers in the health center. I1,I2,I,3).

... this manager must really understand the mechanism related to the plan for the needs of the health center (I6, I8, I11, I14).

The recruitment process could not be carried out due to the constraints of the moratorium and attention to regional fiscal and financial (I1,I2,I,3).

The Process of Preparing Plans and Fulfilling the Needs of Health Human Resources of the Manokwari Regency Health Center Budget

Planning for the needs of doctors has been attempted by the Health Office but is constrained by the availability of the regional budget. However, in some health centers there are also overcrowds such as nurses and midwives with the following recruitment system problems:

The role of local governments through the Health Office by facilitating managers in planning, namely by monitoring with meetings to update data and plan needs periodically and participate in the healthy archipelago program (I1, I2, I3)

Those who recruit and place from the government through the District Health Office come to us, maybe we only place according to the discipline if they have come to

the health center in accordance with their competencies and competencies then to provide recommendations to increase the effectiveness of health human resource planning at the health center (14,15)

Based on this, the excess manpower is caused by the Agency's own calculation to the Puskesmas by placing more personnel such as nurses and midwives because it is considered very needed, especially in maternal and child health services, promotive and preventive.

Strategies in Health Human Resource Planning

The strategy set by the Manokwari Regency Health Office is in planning and fulfilling the needs of human resources that are evenly distributed in the Health Center. Here are the results of the interview:

"The steps taken are by monitoring the planning process, updating data periodically, meeting to update data and meeting with managers to plan needs every 6 months". (11,12,1,3).

We build communication between the Health Office and the Health Center and most importantly are expected to come and find out who the condition of this Puskesmas is. That's from, yes, this is what the planning team is really important so that all of this maybe I want to tell the Office yesterday for this, maybe that's all good (16,17)

"Currently, what is being done is to follow the special assignment program of the Ministry of Health NS for the fulfillment of personnel in remote and very remote areas"(11,12,1,3).

The strategy of the Manokwari Regency Health Office is to monitor and evaluate as well as strengthen each health center in the management of the human resource development plan so that it can integrate services in accordance with existing health programs from the Health Office and from the Manokwari Regency Health Office it self

DISCUSSION

Number and Types of Health Workers Available at Puskesmas in Manokwari Regency

Standar minimum jumlah dan jenis tenaga baik tenaga kesehatan maupun non-health workers, has been stated in (Permenkes RI No. 43 of 2019). However, based on existing data, the Puskesmas in Manokwari Regency still has a shortage of personnel and is not available. So if reviewed in terms of the completeness of the type of personnel at the Health Center in Manokwari Regency, it can be categorized as incomplete. Especially in the type of non-health workers, namely workers. This is in accordance with the standards for the types of health workers in the Puskesmas based on (Permenkes RI No. 6 of 2024)

The results of this study are in line with the research conducted by Syahdilla & Susilawati (2023) revealing that the completeness of the types of

manpower at the Deli Serdang Regency Health Center is 17.6% of the complete types of health workers or 6 health centers out of 34 existing health centers.

Analyzing the Suitability of the Number of Health Workers with the Standards of Health Service Needs in the Health Center.

The success of Puskesmas in carrying out health programs is determined by the availability of balanced health human resources, both in terms of the number and type of manpower.

Quoting from research (Syahdilla & Susilawati, 2023) until now there are still many problems faced related to the management of health human resources, one of which is uneven distribution. In general, the state of health human resources at the Health Center in Manokwari Regency is sufficient, although there are several types of personnel that experience shortages.

Healthcare workers tend to choose to work and live in urban areas due to the availability of more complete facilities, a more comfortable work environment, and better career opportunities. This choice is also influenced by social factors, such as the desire to be close to family and friends, as well as access to easier educational and entertainment facilities in the city. Remote areas often have limited access to adequate health facilities, such as poorly maintained health centers, lack of medical equipment, and lack of medicines. This condition makes health workers less interested in working in the area, because they are worried that they will not be able to provide optimal health services to the community. This condition is also exacerbated by the lack of incentives and support from the government, as well as the lack of training and career development programs for health workers working in remote areas (Romadhona & Siregar, 2018).

The uneven distribution of health workers causes difficulties in people's access to health services in remote areas, thereby increasing the risk of disease and death. Inequality can also widen the social and economic gap between urban and remote areas, as rural communities who have difficulty accessing health services tend to live in poverty and have a lower quality of life (G. Salamate et al., 2024).

This special assignment program in remote areas aims to realize primary health services that can be reached by every member of the community, especially by those in remote areas in various corners of the archipelago. The implementation is carried out with a Special Assignment for Team-Based Health Workers who are sent to remote areas" (Diani et al., 2023).

Factors that Affect Health Human Resource Planning: HR and Budget in Puskesmas

Factors that affect health human resource planning are the change of planning managers in health centers and the ability of the planning managers themselves. One of the important issues in human resource planning is the fulfillment of the needs of health workers in primary health care facilities, such as health centers. Puskesmas as the forefront of health service facilities play a major role in prevention, treatment, and recovery efforts at the local level (Adiyanti et al., 2022). However, the reality on the ground often shows a mismatch between the number of health workers available and the needs

determined based on service standards. Factors such as the number of population, area area, and the availability of other facilities in the Puskesmas area are important considerations in determining the ideal human resource needs (Permenkes RI No. 33, 2015).

The findings of the study show that the budget in meeting the needs of health workers is limited to the regional budget of Manokwari Regency, especially in the fulfillment of doctors.

The Head of the SDK Division of the Manokwari Regency Health Office stated that in terms of the manpower of the Health Center, his party does not have full authority. Because it is related to the procurement of manpower, it has further stages to several cross-sectors. In addition, a limited budget is also one of the obstacles in the procurement of manpower. The procurement of manpower in accordance with the needs plan also considers the limited allocation of funds for the wages of health human resources. Where it is necessary to adjust the Regional Minimum Wage and it is not possible to give wages lower than the applicable provisions. If this condition is forced, it is feared that it will cause new problems later. The Manokwari Regency Health Office only has the authority to prepare needs planning, mapping, and submitting personnel to more authorized parties.

As for the fulfillment of other personnel, it is obtained from personnel sourced from the Nusantara Sehat program budget from the Ministry of Health. The Nusanatar Sehat program aims to improve access and quality of basic health services in disadvantaged areas, borders, and islands as well as areas with health problems by placing health workers (Nakes) in teams (more than 5 types of health workers) or individuals (with a certain number and type of health workers) including doctors, dentists, nurses, midwives, public health workers, environmental health workers, medical laboratory technologists, nutrition personnel, and pharmaceutical personnel (Ministry of Health of the Republic of Indonesia, 2023).

So that with a limited regional budget, it can be helped in meeting the needs of health workers. However, in planning energy needs, they still follow the CPNS and P3K selection flow for health workers. Here the Manokwari Regency Health Office has submitted the need for health workers and adjusted to the existing regional budget.

The Process of Preparing Plans and Fulfilling the Needs of Health Human Resources of the Manokwari Regency Health Center

Human resource (HR) planning is a systematic process used to predict and determine the number of HR needs and provision at this time and in the future. Systematic planning can estimate the number and type of workforce needed in each given period, so that it can help in the implementation of recruitment, selection, education and training as well as help in organizational restructuring (Widhiastuti et al., 2022).

Regulation of the Minister of Health of the Republic of Indonesia No. 33 of 2015 concerning Guidelines for the Preparation of Health Human Resource Planning recommends the use of two methodologies for planning the needs of

Health Human Resources, namely Health Crew and Minimum Manpower Standards. The ABK Kes method is a method of calculating the needs of Health Human Resources (HHR) based on the workload carried out by each type of HHR in each health service facility (Fasyankes) in accordance with its main duties and functions. This method is used to calculate the needs of all types of HHR.

The findings of the study show that each health center in Manokwari Regency has a HR needs plan manager and reports annually on the existing health worker needs plan. The average user of the needs plan at the Puskesmas uses workload analysis.

The workload component is the type of task and task description that is actually carried out by a certain type of HHR in accordance with the main tasks and functions that have been determined. Time Norm is the average time needed by an HHR who is educated, skilled, trained and dedicated to carry out an activity normally in accordance with the service standards that apply at the health facility concerned (Widhiastuti et al., 2022).

Strategies Applied in Health Human Resource Planning at Health Centers

The health human resource (HR) planning strategy at the Health Center includes several stages, starting from identifying HR needs to developing and optimizing the HR. Planning must be adjusted to the needs of health services at the Health Center, including workload, types of diseases that often occur in the work area and the targets to be achieved (Widhiastuti et al., 2022).

The strategy implemented by the Manokwari Regency Health Office is to conduct routine monitoring of the implementation of HR plans, including procurement, development, and utilization of HR. Conduct periodic HR performance evaluations to measure HR effectiveness and efficiency. Make adjustments to the HR plan if necessary, for example based on the results of the evaluation or changes in health service needs.

Meanwhile, the strategy carried out by each Puskesmas is to optimize the existing funds in the provision of health workers such as contract doctors and other medical support personnel. This strategy is still being implemented and services can run even though they are not optimal according to the minimum manpower standards at the Puskesmas and the existing workload.

CONCLUSION

1. The number and type of health personnel at the Manokwari Regency Health Center are not sufficient in terms of the type of dentist, nutrition and environmental health personnel.
2. The quantity suitability is inadequate based on workload analysis and minimum power standards.
3. The factors of planning HR needs are adequate and well organized by the Health Office and the HR needs plan management staff at the Health Center.
4. The process of preparing plans and meeting health HR needs at the Health Office using the HHR application from the Manokwari Regency Health Office

5. The strategy applied in fulfilling the needs of HHR is to monitor and evaluate and implement contract/honorary personnel as well as personnel assistance from the Ministry of Health.

RECOMMENDATION

1. The Health Office needs to formulate a formula or the basics of consideration in allocating the budget to the health center.
2. It is necessary to form a health HR needs planning team consisting of cross-programs.
3. The Health Office needs to hold intensive socialization and training on Health Human Resource Needs Planning

FURTHER STUDY

There is a need to conduct more comprehensive follow-up research on health human resource planning with a broader scope of research, and using a combined design between quantitative and qualitative.

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