

Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies Comprehensively in Literature Review

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ABSTRACT

The 2023 expansion of Indonesia's National Health Insurance (JKN) to 95.2% coverage and the rising burden of non-communicable diseases have driven increases in patient length of stay and inpatient visits, yet hospital bed distribution remains uneven across provinces, causing patient backlogs and delays in critical care. To comprehensively review demand, supply, and policy factors affecting inpatient unit utilization, measured by the Bed Occupancy Rate (BOR), in literature published from 2020 to 2025. A Literature Review was conducted using the PEOS framework (Patient, Exposure, Outcome, Studies). Articles were sourced from Science Direct, SpringerLink, and ProQuest, followed by deduplication, title/abstract screening, and full-text selection based on inclusion-exclusion criteria. The PRISMA flowchart guided the screening process to ensure alignment with PEOS. Out of 57 identified articles, 20 met the criteria for full analysis. Findings indicate that patient demand, bed supply capacity, and financing and referral policies significantly influence BOR. However, no study was found that integrates all three aspects comprehensively. Demand, supply, and policy are key determinants of hospital bed utilization. Further research examining their interactions is needed to develop strategic recommendations for capacity management and equitable access to inpatient services.

Keywords: inpatient utilization; bed occupancy rate; demand; supply; policy

INTRODUCTION

In 2023, the increase in National Health Insurance (JKN) which reached 95.2% of the population (267.3 million people) and the increase in the burden of non-communicable diseases have driven a surge in the need for hospitalization, as seen from the increase in the average length of patient stay (*bed-day demand*) and the number of hospital visits. But on the other hand, disparity in service access still poses a real problem. Although the national bed ratio reached 1.38 per 1,000 population, exceeding WHO standards, some provinces such as Central Papua (0.7/1,000) and Mountainous Papua (0.4/1,000) are still well below the minimum threshold, triggering patient queues and potential delays in critical medical services (of Health, 2016).

Meanwhile, the addition of massive facilities and beds without an integrated distribution strategy can lead to under-optimization of resources. Excess capacity in urban areas that are already relatively dense and shortages in remote areas result in *underutilization* and *overutilization* Simultaneously. This imbalance not only affects the hospital's performance in meeting service standards, but also impacts operational efficiency, treatment costs, and patient satisfaction which are important indicators in service quality assessment (Kementrian Kesehatan, 2016).

Policies such as the 2020–2024 RPJMN which targets 100% hospital accreditation and health facility classification regulations provide a framework for improving the quality and capabilities of infrastructure. But without a deep understanding of the interaction between demand (*Demand*), preparation (*Supply*), and policies (*Stuart T*) to the level of bed occupancy (*Bed occupancy rate*), government efforts risk not being on target (of Health, 2016). Therefore, research that comprehensively examines the relationship between these three factors is absolutely necessary to formulate strategic recommendations for more optimal bed allocation, reduce access inequalities, and improve the quality of inpatient services in general.

Despite efforts to improve hospital accreditation and increase infrastructure through the 2020–2024 RPJMN, Indonesia still lacks a comprehensive approach that integrates demand, provision, and policy factors in managing inpatient unit utilization, particularly Bed Occupancy Rate (BOR). Many studies isolate one or two variables—such as financing or bed availability—but rarely examine how these factors interact. This presents a research gap and underscores the novelty of this study, which aims to synthesize demand, supply, and policy perspectives into a single comprehensive analysis.

Therefore, this study aims to systematically review and map literature from 2020 to 2025 to understand how these three dimensions influence inpatient unit utilization. The benefits of this study lie in offering evidence-based insights for policymakers to optimize resource allocation and address regional disparities. The implications are expected to support the design of strategic interventions that balance access, efficiency, and equity in Indonesia's healthcare system.

RESEARCH METHODS

Literature Review is a method used with sources in the form of an open access journal database consisting of Science Direct, Spingerlink and ProQuest. The research begins by establishing the PEOS formula. P (patient) is an inpatient of the hospital. E (exposure) is the level of patient demand, hospital supply capacity, and policy. O (outcome) is the utilization of inpatient units in bed occupancy rate (BOR). S (studies) is a quantitative, qualitative and theoretical review study. After that, restrictions were made with inclusion and exclusion criteria. The research inclusion criteria include journal articles and the year 2020-2025 that can be accessed in full text, as well as peer reviewed. The languages used are English and Indonesian. Meanwhile, the criteria for research exclusion include grey literature, proceedings, nonpeer review, and clinical research. In addition, research on non-inpatient units including critical care, emergency rooms, operating rooms, laboratories and outpatient units, research on purely clinical studies without anything to do with utilization is also excluded.

Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies Comprehensively in Literature Review

The author checks duplication and then feasibility with titles, abstracts and compatibility with PEOS assisted by the Mendeley Desktop application. The author also extracted the article to find out the suitability of the content with PEOS. After that, the author presented the data with PRISMA.

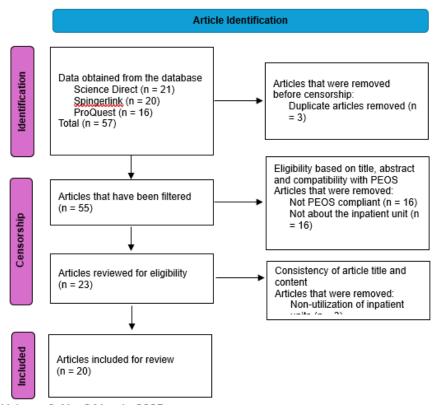


Figure 1. Diagram PRISMA

Source: Author's Construction, Year 2025

RESULTS AND DISCUSSION

The results of the literature search in the form of electronic journals were 57 articles according to the keywords used. A total of 20 articles have been screened based on the inclusion and exclusion criteria of research using the PRISMA technique.

Table 1. Summary of Literature Findings

Heading	Writer	Journal Name,	Summary
		Year, Vol, No	
An Optimization	Qingyuan Xue,	Mathematical	Request: Patient
Model and	Yancun Fan, Junjie	Problems in	awareness for
Computer	Wang, Yuanyuan	Engineering,	hospitalization.
Simulation for	Kuang, Yingsong	2022, Vol. 2022,	
Allocation Planning	Chen	No. 3469641	Provision: Lack of beds,
of Hospital Bed			lack of medical resources,
			waste in medical care,

Heading	Writer	Journal Name, Year, Vol, No	Summary
Resources(Xue et al., 2022)			tension between doctors and patients.
			Policy: The Chinese government implements the MATLAB program in government hospitals to establish a bed allocation system according to specific conditions, disease waiting times and other factors to improve service capabilities, reduce patient waiting times, and save health resources.
Development of a model for predicting hospital beds shortage and optimal policies using system dynamics approach(Najibi et al., 2022)	Seyede Maryam Najibi, Seyed Hosein Seyedi, Payam Farhadi, Erfan Kharazmi, Payam Shojaei, Sajad Delavari, Farhad Lotfi, Zahra Kavosi	BMC Health Services Research, 2022, Vol. 22, No. 1525	Policy: The Iranian government uses system dynamics to intervene in improving the allocation of government hospital beds by increasing the number of beds and increasing the number of home care services at the same time.
Economic Analysis of Portuguese Public Hospitals Through the Construction of Quality, Efficiency, Access, and Financial Related Composite Indicators(Matos et	Rita Matos, Diogo Ferreira, Maria Isabel Pedro	Social Indicators Research, 2021, Vol. 157, No. 361-362	Provision: The utilization of inpatient units in Portuguese government hospitals is influenced by the four dimensions of access, efficiency and productivity, finance, and quality.
al., 2021) Estimating the Unit Costs of Healthcare Service Delivery in India: Addressing Information Gaps	Pankaj Bahuguna, Lorna Guinness, Sameer Sharma, Akashdeep Singh Chauhan, Laura	Applied Health Economics and Health Policy, 2020, Vol. 18, No. 699-711	Provision: Adapted from the WHO method used to estimate the cost function in the care system, there is significant variation in unit

Heading	Writer	Journal Name,	Summary	
		Year, Vol, No		
for Price Setting and Health Technology Assessment(Bahug una et al., 2020)	Downey, Shankar Prinja		cost and wage between government hospitals and private hospitals both between states and at the health system level.	
Evaluating the comparative efficiency of medical centers in Taiwan: a dynamic data envelopment analysis application(Chiu et al., 2022)	Cheng-Ming Chiu; Ming-Shu Chen; Chung-Shun Lin; Wei-Yu Lin; Hui-Chu Lang	BMC Health Services Research, 2022, Vol. 22, No. 435	Policy: Taiwan's national health insurance affects the efficiency variations of government and private hospitals. The utilization of inpatient units is an indicator of efficiency.	
Evaluation of the National Health Insurance Program of Nepal: are political promises translated into actions?(Khanal et al., 2023)	Geha N. Khanal; Bishal Bharadwaj; Nijan Upadhyay; Tulasi Bhattarai; Minakshi Dahal; Resham B. Khatri	Health Research Policy and Systems, 2023, Vol. 21, No. 7	Policy: Comprehensive reforms are needed in the form of amendments to the law to simplify the registration and selection mechanism for first service points (FSPs), digitization of the claims and reimbursement processes, integration of fragmented financing schemes into a single fund, and the implementation of targeted cost-sharing to control moral hazards and ensure financial sustainability.	
Exploring the risks of fragmentation in health care markets – An analysis of inpatient care in Georgia(Tvaliashvili et al., 2024)	Mari Tvaliashvili; Lela Sulaberidze; Catherine Goodman; Kara Hanson; George Gotsadze	Social Science & Medicine, 2024, Vol. 362, No. 117427	Demand: Georgian society is experiencing a weak economy. Provision: Private hospitals have few facilities, none of which are complete, but have an effect on the inpatient market of Gerogia; the distribution of health workers is uneven.	

Heading	Writer	Journal Name, Year, Vol, No	Summary
			Policies: no policies govern yet.
Facilitators and barriers to participation of the private sector health facilities in health insurance & governmentled schemes in India(Dave et al., 2021)	Harsh S. Dave; Jay R. Patwa; Niraj B. Pandit	Clinical Epidemiology and Global Health, 2021, Vol. 10, No. 100699	Policy: Most private hospitals in India do not participate in the national Health insurance scheme due to low and delayed claim payments, limited coverage of Healthcare services in the national Health scheme, high administrative burden for claim submission and verification and lack of understanding of terms and policies.
Factors associated with patients' mobility rates within the provinces of Iran(Hekmat et al., 2022)	Somayeh Noori Hekmat; Ali Akbar Haghdoost; Zahra Zamaninasab; Rohaneh Rahimisadegh; Fatemeh Dehnavieh; Samira Emadi	BMC Health Services Research, 2022, Vol. 22, No. 1556	Demand: Patients prefer to be treated in the city because they feel that specialist services in the area are inadequate. Policy: There is no national referral system policy and patients are free to choose hospitals in Iran.
Hospital reimbursement and capacity constraints: Evidence from orthopedic surgeries(Huitfeldt, 2021)	Ingrid Huitfeldt	Health Policy, 2021, Vol. 125, No. 732-738	Policy: Changes in the rate scheme in Norway did not provide a significant difference in response, either in terms of the magnitude of the rate change or in terms of bed occupancy rates for orthopaedic patients before and after the implementation of the Diagnosis Related Group (DRG).
Identifying and prioritizing	Alireza Olyaeemanesh,	Cost Effectiveness	Provision: Imbalance in the number and distribution of

Heading	Writer	Journal Name,	Summary
inefficiency causes in Iran's health system(Olyaeeman esh et al., 2024)	Farhad Habibi, Mohammadreza Mobinizadeh, Amirhossein Takian, Bahman Khosravi, Jawad Jafarzadeh, Ahad Bakhtiari, Efat Mohamadi	Year, Vol, No and Resource Allocation, 2024, Vol. 22, No. 81	hospital beds, overuse of health services and medicines, and suboptimal management of human resources in Iran. Policy: Improving management, redistributing resources, strengthening referral systems, and implementing evidence-based management practices need to be policy priorities to improve efficiency, effectiveness, and equitable access to health services.
Improving public hospital efficiency and fiscal space implications: the case of Mauritius(Nundooc han, 2020)	Ajoy Nundoochan	International Journal for Equity in Health, 2020, Vol. 19, No. 152	Provision: The distribution of the number of beds is balanced as needed. Policy: There is no referral system yet, the government has used the DRG payment system.
Is bed turnover rate a good metric for hospital scale efficiency? A measure of resource utilization rate for hospitals in Southeast Nigeria(Aloh et al., 2020)	Henry E. Aloh, Obinna E. Onwujekwe, Obianuju G. Aloh, Chijioke J. Nweke	Cost Effectiveness and Resource Allocation, 2020, Vol. 18, No. 21	Provision: Inefficiencies in the utilization of resources can be seen from the low bed occupancy rate, the length of patient care, and the low rate of bed turnover in Southeast Nigeria Education hospitals.
Levels, trends and determinants of technical efficiency of general hospitals in Uganda: data envelopment	Rogers Ayiko, Paschal N. Mujasi, Joyce Abaliwano, Dickson Turyareeba, Rogers Enyaku, Robert	BMC Health Services Research, 2020, Vol. 20, No. 916	Provision: Variations in performance between hospitals such as hospital size, geographical location, status of government hospitals and private

Heading	Writer	Journal Name,	Summary
		Year, Vol, No	
analysis and Tobit	Anguyo, Walter		nonprofit hospitals in
regression	Odoch, Pauline		Uganda as well as
analysis(Ayiko et	Bakibinga, Tom Aliti		inefficiencies in length of
al., 2020)			care.
Long-term	Laurie Rachet-	Health Policy,	Demand: The demand for
projections of	Jacquet, Stephen	2023, Vol. 132,	healthcare services is
health care funding,	Rocks, Anita	No. 104815	increasing due to the
bed capacity and	Charlesworth		increasing aging rate and
workforce needs in			morbidity of the
England(Rachet-			population. Provision: Addition of
Jacquet et al., 2023)			
			government hospital beds
			in the UK and improvement of the performance of
			medical personnel,
			improvement of
			productivity and
			improvement of care
			models such as reduction
			of length of stay and
			improvement of outpatient
			services
Models and	Hamid Ravaghi,	BMC Health	Demand: Demographics,
methods for	Saeide Alidoost,	Services	patient mobilization.
determining the	Russell Mannion,	Research, 2020,	
optimal number of	Victoria D.	Vol. 20, No. 186	Provision: Geographic
beds in hospitals	Bélorgeot		distribution, clinical
and regions: a			utilization patterns.
systematic scoping			Policy: Strategic planning, a
review(Ravaghi et			policy that emphasizes
al., 2020)			reducing the need for
			hospitalization through
			strengthening primary care
			and health promotion.
Optimization of the	Sławomir Porada,	International	Provision: Poland lowered
Use of Hospital	Katarzyna Sygit,	Journal of	the number of beds in line
Beds as an Example	Grażyna Hejda,	Environmental	with the decrease in
of Improving the	Małgorzata	Research and	service demand without
Functioning of	Nagórska	Public Health,	lowering the BOR,
Hospitals in Poland			increasing per-bed funding

Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies Comprehensively in Literature Review

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		Year, Vol, No	
on the Basis of the Provincial Clinical Hospital No. 1 in Rzeszow(Porada et al., 2022)		2022, Vol. 19, No. 5349	for quality improvement and meeting the ratio of medical personnel per bed.
The association between bed occupancy rates and hospital quality in the English National Health Service(Bosque- Mercader & Siciliani, 2023)	Laia Bosque- Mercader and Luigi Siciliani	The European Journal of Health Economics, 2023, Vol 24, no 209–236	Provision: High levels of BOR are associated with a decline in the quality of hospital services in both government and private hospitals in the UK.
The effect of an innovative payment method on inpatient volume and bed resources and their regional distribution: the case of a central province in China(Lin et al., 2024)	Kunhe Lin, Yifan Yao, Yingbei Xiong, and Li Xiang	International Journal for Equity in Health, 2024, Vol 23, No. 159	Policy: The DIP (<i>Diagnosis-Intervention Pocket</i>) payment method policy has reduced the volume of inpatients, lowering the length of stay in primary and rural hospitals. However, secondary and tertiary hospitals continue to accept more patients.
The health cost of reducing hospital bed capacity(Siverskog & Henriksson, 2022)	Jonathan Siverskog, Martin Henriksson	Social Science & Medicine, 2022, Vol. 313, No. 115399	Policy: Reduced healthcare costs result in a reduction in hospital beds in Sweden.

Source: Secondary Data, 2025

Of the 20 findings of the article obtained, it has indeed researched the utilization of inpatient units with the unit of measurement being the Bed occupancy ratio (BOR). Above there is also research on the demand, supply, and policies of each country studied. However, no articles were found that discussed the demand, provision and policies for the utilization of inpatient units comprehensively.

One measure of hospital performance is bed occupancy (bed occupancy ratio / BOR) in percent units. BOR has a formula(Pridolin et al., 2021):

This occupancy will indicate the utilization rate of the inpatient unit. The utilization of inpatient units is influenced by many factors. However, the author only limits the factors of demand, *supply* and policy in this *literature review*.

Demand

The demand for health services affects hospital visits. Increased hospital visits will affect bed occupancy rates. Among them is increased awareness to be hospitalized when sick(Xue et al., 2022) and the increasing demand for health services due to the increasing ageing rate and morbidity of the population clearly increases the utilization of inpatient units(Rachet-Jacquet et al., 2023). Personal requests of patients such as patients prefer to be treated in the city because they feel that specialist services in the area are inadequate. This makes the mobilization of patients which ultimately makes the utilization of hospital beds in the city exceed its capacity, while in the regions there is a decrease in bed utilization(Hekmat et al., 2022)(Ravaghi et al., 2020). On the other hand, the weak economic situation will also affect the number of hospital visits, moreover the high cost of hospitalizations(Tvaliashvili et al., 2024). In addition, external factors such as demographic distribution indirectly affect the hospital's BOR(Ravaghi et al., 2020).

Provision

The provision of health services is also no less important in determining the occupancy rate of inpatient units. Patients have the right to choose where they will be treated, making the hospital try to meet the services according to the patient's expectations. Utilization of hospitalizations is an indicator of efficiency(Chiu et al., 2022). Among them are the number and distribution of hospital beds, the distribution of health workers, medical resources, efficiency and effectiveness in medical care, the relationship between doctors and patients, the use of health services and medicines, and the management of human resources affect the rate of patient visits to hospitals which ultimately affects the bed occupancy rate(Xue et al., 2022)(Tvaliashvili et al., 2024)(Olyaeemanesh et al., 2024)(Nundoochan, 2020). If there is no balance between demand and supply, inefficiency will occur. Inefficiencies in the utilization of resources can be seen from the low occupancy rate, the length of patient care, and the low rate of bed turnover in teaching hospitals(Aloh et al., 2020).

The utilization of inpatient units that are not optimal can also be influenced by variations in performance between hospitals such as hospital size, geographical location, the

Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies

Comprehensively in Literature Review

status of government and private nonprofit hospitals, and inefficiency in the length of treatment(Ayiko et al., 2020). The addition of government hospital beds and improved performance of medical personnel, improved productivity and improvement of care models such as reduction in length of stay and improvement of outpatient services affect the utilization of inpatient services(Rachet-Jacquet et al., 2023)(Ravaghi et al., 2020). Clinical utilization patterns in hospital management affect bed occupancy rates(Ravaghi et al., 2020). In addition, it can also restructure government hospitals with the result of reducing beds in accordance with the decrease in service demand without lowering the BOR. On the other hand, increasing funding per bed to improve the quality and fulfillment of the ratio of medical personnel per bed so that it can improve the efficiency and operational effectiveness of hospitals without sacrificing access and quality of patient services(Porada et al., 2022). High BOR levels are linked to a decline in the quality of hospital services in both government and private hospitals in the UK(Bosque-Mercader & Siciliani, 2023).

Inpatient unit utilization can also be influenced by the four dimensions of access, efficiency and productivity, finance, and quality. In the financial dimension, if government hospitals are still thinking of not being profit-oriented entities, it will result in a decrease in patient visits, thereby reducing the number of bed occupancy which ultimately decreases revenue. The efficiency and productivity dimensions indicate whether there is any indication of resource wastage, including beds. Even if beds are available, they can still be increased to reduce costs and increase service capacity without significantly increasing the number of beds(Matos et al., 2021).

Adaptations of the WHO method can also be used to estimate the cost function in the care system. Statistically, there are significant variations in unit costs and wages between government hospitals and private hospitals, both between states and at the health system level. This also has an impact on inpatient services (Bahuguna et al., 2020).

Developing countries have the characteristic of having a higher proportion of private hospitals than government hospitals. Private hospitals have few facilities, none are complete, but can Influence on the Inpatient Market(Tvaliashvili et al., 2024). Ultimately there is no standard model or method for determining the optimal number of hospital beds(Ravaghi et al., 2020).

Policy

Health policy (*Health Policy*)) at the macro, meso and micro levels will have an impact on the quantity and quality of hospital bed utilization both directly and indirectly. Among them is the MATLAB program in government hospitals to build a bed allocation system according to specific conditions, disease waiting times and other factors to improve service capabilities, reduce patient waiting times, and save health resources(Xue et al., 2022) or wear *System Dynamics* to intervene in improving the allocation of beds in government hospitals by increasing the number of beds and increasing the number of home care services simultaneously(Najibi et al., 2022).

National health insurance greatly affects the efficiency variation of government and private hospitals (Chiu et al., 2022). National health insurance is an opportunity for private hospitals as a referral that ultimately increases revenue by increasing the BOR(Khanal et al., 2023). However, on the other hand, most private hospitals do not participate in the national health insurance scheme due to low and delayed claim payments, limited coverage of healthcare services in national health schemes, high administrative burden for claims submission and verification and lack of understanding of terms and policies(Dave et al., 2021). One of the national health insurance payment schemes is payment with Diagnosis Related Group (DRG)(Nundoochan, 2020). Changes in the tariff scheme can make no significant difference in response, either according to the amount of tariff change and according to the level of bed occupancy for orthopedic patients before and after implementation *Diagnosis Related Group* (DRG)(Huitfeldt, 2021). In addition to DRG, there is also a DIP payment scheme (*Diagnosis-Intervention Pocket*). DIP can make a decrease in the volume of inpatients, decrease the length of stay in primary and rural hospitals. However, secondary and tertiary hospitals continue to accept more patients(Lin et al., 2024).

Comprehensive reform in the form of legal amendments-Invite to simplify the enrolment and selection mechanism *First Service Point* (FSP), digitization of the claims and reimbursement process, integration of fragmented financing schemes into a single fund, and application of costs-Sharing that is directed to control *Moral hazard* and ensuring financial sustainability. All of this must be supported by a strong political commitment and an increased role of local governments in the implementation of the program(Khanal et al., 2023). The absence of a national referral system policy and patients are free to choose hospitals makes the distribution of bed filling uneven(Hekmat et al., 2022). Therefore, the government should improve management, redistribute resources, strengthen referral systems, and implement evidence-based management practices need to be policy priorities to improve efficiency, effectiveness, and equitable access to health services(Olyaeemanesh et al., 2024).

Strategic planning, policies that emphasize reducing the need for hospitalizations through strengthening primary care and health promotion are concrete steps to control bed occupancy rates and reduce national health financing(Ravaghi et al., 2020). Reductions in national health financing have resulted in a reduction in hospital beds. The death rate is also decreasing. However, quality comes at the expense of public health. In contrast to the above statement, the reduction of beds is not solely an increase in efficiency(Siverskog & Henriksson, 2022).

CONCLUSION

This study concludes that the utilization of inpatient units, measured through the Bed Occupancy Rate (BOR), is significantly influenced by three main factors: patient demand, healthcare service provision, and policy frameworks. Although these components have been explored in various contexts, no literature to date has integrated them comprehensively. The

Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies Comprehensively in Literature Review

disparity in bed distribution, patient mobility, efficiency of health service provision, and inconsistency in national health insurance implementation collectively impact hospital performance and equitable access to care. Furthermore, macro and micro health policies—including financing mechanisms like DRG and DIP, referral systems, and political commitments—play a decisive role in the effectiveness of inpatient care management. Based on these findings, future research is encouraged to develop an integrated model that simultaneously examines demand, supply, and policy variables. Policymakers should consider implementing evidence-based planning that strengthens primary care, redistributes resources, and optimizes bed allocation across regions. Emphasizing the interaction of these three factors can help formulate strategic recommendations for sustainable capacity management and reduce inequality in inpatient access.

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- Factors Influencing the Utilization of Inpatient Units: Demand, Provision and Policies

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