

STRATEGIC PLANNING: THE IMPLEMENTATION PROCESS IN A HEALTHCARE ORGANIZATION

Proses Pelaksanaan Rencana Strategis Penyedia Pelayanan Kesehatan

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ABSTRACT

Background: A strategic plan is the main reference for the managerial department in carrying out activities to be better and more developed according to the customer's needs. A preliminary study on documents conducted at the District General Hospital of Dr. (H.C) Ir. Soekarno in Bangka Belitung Province which has implemented a strategic plan, shows that there were gaps between the expectation and the implementation of strategic plan.

Aim: This study aimed to analyze aspects affecting the strategic plan implementation, including communication, resources, disposition, and bureaucratic structure.

Methods: This study was a descriptive study using a qualitative approach. Primary data were obtained from in-depth interview with 10 (ten) informants while secondary data were obtained from document analysis. The data processing and analysis were conducted using content analysis. The research was conducted from 2 to 31 January 2019 at the District General Hospital of Dr. (H.C) Ir. Soekarno.

Results: The findings showed that in the implementation process of strategic plans, some gaps were found. They include (1) ineffective communication; (2) resource factor (lack of quality and quantity of Human Resources, inadequate information, insufficient effectiveness of budget utilization) (3) weak disposition of some implementers, and (4) irrelevant and unadjusted bureaucratic structure.

Conclusion: The implementation process of strategic plan has not worked appropriately because some aspects, such as communication, resources, disposition, and bureaucratic structure are not well-provided. This study suggests that the formulators should represent all elements. As well, strategic planning has to be formulated by involving internal and external parties. Monitoring, evaluation, communication and coordination among stakeholders have to be carried out. Resources need to be improved, and the hospital needs to conduct disposition guide for executives and implementors and develop organization structure.

Key words: Implementation, Strategic plan, Hospital

ABSTRAK

Latar Belakang: Rencana strategis merupakan acuan utama manajemen dalam melaksanakan kegiatannya menjadi lebih baik, lebih berkembang serta lebih mengetahui apa yang diinginkan oleh pelanggan. RSUD Dr. (H.C) Ir. Soekarno di Provinsi Bangka Belitung telah memiliki rencana strategis. Hasil studi pendahuluan melalui telaah dokumen diketahui terjadi kesenjangan dalam proses implementasi rencana strategis yaitu ketidaksesuaian antara apa yang disusun dengan kondisi sebenarnya.

Tujuan: Penelitian ini bertujuan untuk menganalisis aspek-aspek yang mempengaruhi implementasi rencana strategis yang meliputi komunikasi, sumber daya, disposisi dan struktur birokrasi.

Metode: Penelitian ini merupakan penelitian deskriptif dengan pendekatan kualitatif. Data primer diperoleh melalui wawancara mendalam terhadap 10 informan sedangkan data sekunder didapat dari analisis dokumen. Proses analisis data dilakukan menggunakan analisis konten. Penelitian ini dilakukan di RSUD Dr. (H.C) Ir. Soekarno.

Hasil: Penelitian menunjukkan proses implementasi rencana strategis dilakukan terjadi beberapa kesenjangan. Kesenjangan meliputi (1) komunikasi yang tidak efektif; (2) faktor sumber daya, yaitu : SDM yang kurang secara kualitas dan kuantitas, kurangnya ketersediaan informasi, kurang efektifitas dalam pemanfaatan anggaran; (3) disposisi yang kurang baik dari beberapa implementor; (4) struktur birokrasi yang tidak relevan dan akomodatif.

Kesimpulan: Implementasi rencana strategis belum berjalan dengan baik karena beberapa aspek meliputi komunikasi, sumber daya, disposisi dan struktur birokrasi. Rencana strategis juga perlu disusun dengan melibatkan pihak internal dan eksternal. Monitoring, evaluasi, komunikasi dan koordinasi dalam tim perlu dilakukan. Sumber daya perlu ditingkatkan, serta rumah sakit perlu mengarahkan disposisi bagian eksekutif dan pelaksana dan mengembangkan struktur organisasi.

Kata Kunci: Implementasi, Rencana strategis, Rumah Sakit.

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INTRODUCTION

Hospital is a public organization which provides healthcare for community. . Even though a government-owned hospital do not look for profits, they must always improve their services following the environmental changes either inside or outside hospitals. Many studies have discussed the importance of studying strategic plan and thinking for public organizations in the last decades (Höglund *et al.*, 2018; Bryson, 2016; Rosenberg Hansen and Ferlie, 2016; Pollanen *et al.*, 2017; Bryson, Edwards and Van Slyke, 2018)

Some changes happen rapidly and get affected by some factors, such as different perspectives of hospital stakeholders about hospital services in Indonesia (Assauri, 2017). A hospital is an expensive healthcare center that provides diagnosis, care, and rehabilitation services. Therefore, strategic planning is necessary to improve and maintain the quality of public health status (Jamshidi *et al.*, 2017). Hospitals are complex organizations, consisting of various services, which main goal is to provide timely, fair, safe, efficient and effective patient-centered secondary healthcare supported by evidence-based guidelines. The higher the quality of hospital services is, the better the effectiveness and outcomes (for example, patient satisfaction) are (Ferreira *et al.*, 2018). Strategic management is the right way to take benefits from the environmental changes and challenges experienced by hospital managers (Esfahani, Mosadeghrad and Akbarisari, 2018). Leaders or managers must try to link the strategic planning process to the environmental changes and act as a driving force to implement it (Dibrell, Craig and Neubaum, 2014). As a driving force, managers are responsible for the development and improvement of management quality as flexible and innovative as needed for establishing organizational culture (Suarez, Calvo-Mora and Roldán, 2016).

The hospital has a huge influence on the efficiency of health services (Peixoto, Musetti and Mendonça, 2018). Hospital services are sophisticated in terms of organizational structures and stakeholders and works in a constant way as well as come up with challenges for the strategic management to establish fairly organizational goals (Helmig, Hinz and Ingerfurth, 2014). According to Klag and Langley (2014) strategic planning when applied in the right way, with appropriate leadership, motivation, and political management, can produce a very successful strategy. Strategic planning has a positive relationship with strategic implementation and is more positive if supported by the management's involvement (Elbanna, Andrews and Pollanen, 2016)

The Republic of Indonesia has reformed the finance approach from traditional budgeting to performance-based budgeting. The performance-based budgeting approach is required for local government units which provide public services by making the government as state enterprises as regulated in Law of the Republic of Indonesia Number 17 of 2003 concerning State Finances. In article 68 and article 69, Law of the Republic of Indonesia Number 01 of 2004 concerning State Treasury, a government organization which main

tasks and functions are to provide public services that can implement flexible financial management patterns by emphasizing on productivity, efficiency, and effectiveness.

To follow-up the laws mentioned above, the Minister of Home Affairs had issued the law of the Minister of Home Affairs Number 61 of 2007 and had updated it with Number 79 of 2018 about Technical Guidelines for Financial Management of Local Public Service Agency or *Badan Layanan Umum Daerah* (BLUD). Regional working units or *Satuan Kerja Perangkat Daerah* (SKPD) which implements the Financial Management Pattern or *Pola Pengelolaan Keuangan* applied by Local Public Service Agency (PPK-BLUD) have to fulfill the substantial, technical, and administrative requirements.

From those three requirements, the administrative requirement is the most determinant factor for regional working units to implement such financial management patterns. Administrative documents evaluated by assessors are determined by regional heads. The assessment results will be submitted to regional head who will accept or reject them. Therefore, the Financial Management Pattern applied by Local Public Service Agency is based on the Decree of Regional Head, not the Local Regulation. One of the administrative requirements for the Financial Management Pattern applied by Local Public Service Agency is Strategic Business Plan. According to the Regulation of the Minister of Home Affairs Number 79 of 2018, in article 42 paragraph 1, the technical implementation for local agencies who use such financial management pattern needs a strategic plan based on laws. Paragraph 2 (two) states that a strategic plan accommodates the development of services, policy direction, programs and activities as well as finance.

On January 03, 2017, District General Hospital of Dr. (H.C) Ir. Soekarno owned by Bangka Belitung Islands was identified to apply the financial management pattern based on the scheme of Local Public Service Agency. Regulation of the Governor of Bangka Belitung Islands Number 71 of 2017 about the Guidelines for Business Plans and Budget and Guidelines for Strategic Business Plans applied by the District General Hospital of Dr. (H.C) Ir. Soekarno has also been issued to support the implementation of financial management pattern. The District General Hospital of Dr. (H.C) Ir. Soekarno in Bangka Belitung Islands has just been operated for 5 (five) years. Thus, the hospital prepares to face the globalization era with firm strategic planning in order to contribute to the improvement of health services in regional, national and international levels.

The District General Hospital of Dr. (H.C) Ir. Soekarno in the Bangka Belitung Islands has obtained strategic planning documents from 2017 to 2021. Based on the preliminary study on the documents, there are some gaps in the implementation of strategic plan. Strategic plan will be considered well-implemented if the target of hospital services and the implemented activities compromise. (Bouckaert, Van den Heede and Van de Voorde, 2018).

The gaps in the implementation of the strategic plan also affect the achievement of national target as listed in the Decree of the Minister of Health

Number 129/Menkes/SK/II/2018 about the minimum service standards at hospitals. The first indicator refers to inpatient care. Normally, Net Death Rate (NDR) is the death rate for 48 hours after every 1,000 patients are treated. In other words, the NDR standard should be < 24 per mile, but the hospital had the NDR of 40.96 per mile in 2017. It means the quality of service at the hospital was low. Meanwhile, Gross Death Rate (GDR) is the general death rate for every 1000 patients. Normal GDR is less than 45 per miles, but the hospital obtains 31.78 per miles. It shows that in terms of GDR, the hospital has already fulfilled the standard. The second indicator is service conditions at the hospital. The service conditions can be used as inputs for analyzing the hospital environment. The service conditions are observed daily to identify the inpatient care rates as one of major hospital enterprises. Thirdly, the indicator is the hospital target to achieve better hospital accreditation. In 2017, the passing grade of hospital accreditation reached 62%, and in 2018, it was 77%. In 2018, the hospital was ranked one out of 5 (five) stars. This status indicates that its quality is still far from 50%.

From that, many program targets had not been achieved yet maybe because of the lack of implementers' commitments to execute the strategic plan. Moreover, the hospital has not conducted an annual evaluation and monitoring on the implementation process of strategic plan. In turn, similar discrepancies are always repeated. Monitoring and evaluation have not been carried out to see whether or not strategic planning is still appropriate for current hospital condition. It indicates that mission and performance at the hospital have not optimally been achieved. It was proven that targets for the periode of 2017-2018 have not been fulfilled as the hospital's strategic plan. Theory of Edward III in Subarsono (2011) states that the implementation of a policy in achieving the predetermined goals is affected by four factors, such as communication, resources, disposition, and bureaucratic structure. Research on the assessment of implementation phase and strategic plan evaluation at 24 Iranian hospitals found that the hospitals only developed strategic plans, but ignored the implementation. Hospitals in general should regularly evaluate the progress and objectives of a strategic plan by discovering what have been achieved so far (Sadeghifar *et al.*, 2017).

This research aimed to analyze how the implementation of strategic plans works at the District General Hospital of Dr. (H.C) Ir. Soekarno in Bangka Belitung Islands. The implementation of strategic plans is evaluated in terms of communication, resources, disposition, and bureaucratic structure that influence the hospital's success in achieving their goals.

METHOD

This study is an explorative-descriptive study that aims to explore causes that affect the occurrence of natural phenomena based on facts. It uses a qualitative method by carrying out observation, in-depth interviews, and document reviews (Moleong, 2007). Such method is utilized to search for the chronology of events, causes and effects of the

implementation of strategic plan at District General Hospital of Dr. (H.C) Ir. Soekarno Province, Bangka Belitung Province in January 2019. In the interview session, the researchers used interview guidelines to dig deeper analysis of strategic plan as implemented by the hospital from communication factors, resources, dispositions, and bureaucratic structure approaches based on Edward III (1980).

This study invited 6 key informants who had the capacity to determine policy and formulate future strategic plans for hospitals in Bangka Belitung Province. They are the former director, director, the Head of administration and finance, the Head of service, the Head of outpatient nursing section, the strategic planning team. Also, it involved 4 triangulation informants, consisting of head of Provincial Health Office, the Head of the medical support unit, the medical committee, and the nursing committee. The researchers used a purposive sampling method to involve some informants that work closely with the implementation of strategic plans (Sugiyono, 2011).

All informants directly involved in the implementation of strategic plan at the hospital. Data obtained through in-depth interview, observation, and document analysis are analysed by using Miles and Huberman models (Sugiyono, 2011). First, the data are summarized as necessary according to the main objectives of this study. Second, the data are presented in narration. Third, the researchers make conclusions based on the valid and consistent evidence. The validity of the data was obtained by triangulating sources from the Head of Provincial Health Office, the Head of Medical Support unit, the Medical Committee, and the Nursing committee. The researchers further confirmed some information discrepancies to different informants. They considered the consistent answers from each informant to draw conclusions (Sugiyono, 2011).

RESULTS AND DISCUSSION

The District General Hospital of Dr. (H.C) Ir. Soekarno was built in 2009 using regional budget and state budget. Since July 4th, 2013, the District General Hospital of Dr. (H.C) Ir. Soekarno the hospital has been operated with a total of 89 beds. The District General Hospital of Dr. (H.C) Ir. Soekarno Then, it obtained operational permits based on the Regency Regulation of Bangka Regent Number 441.7/01/OP.RS/BP2TPM/IV/2015 on April 2nd, 2015. Further, on January 3rd, 2017, according to the decree of the Governor of Bangka Belitung Province Number 188.44 / 1a / RSUDP / 2017, the District General Hospital of Dr. (H.C). Ir. Soekarno obtained the determination status to use the system of Financial Management Pattern and Local Public Service Agency (*Pola Pengelolaan Keuangan-Badan Layanan Umum Daerah/PPK-BLUD*). To achieve this target, the hospital compiled their business strategic plan and budget plan. This system is expected to provide better services from local government agencies to community.

A strategic plan consists of vision and mission, organizational values, internal and external analysis, strategic issues, strategic maps, and key performance indicators of organizational strategy. Whereas, a budget plan is an annual business

budgeting plan that contains programs, activities, minimum service standards, performance targets and budgets from Local Public Service Agency. The process of strategic plan includes drafting (Determining vision and mission, assessing the environment, agreeing on priorities, and formulating a strategic plan), implementation, monitoring and evaluation (Allison, Michael; Kaye, 2005). In this study, some factors that affect the strategic plan, such as communication, resources, disposition, the security structure are rendered.

Sometimes, there are some obstacles in implementing the strategic plan, such as conflicts of interest among the stakeholders, less responsive and inobedient implementer, inadequate quality of human resource, unilateral decision making, and untransparent institutions. In implementing a strategic plan, there are three things to be considered, such as policy goals, target activities for achieving the goals, and activity outcomes. Moreover, the Edward III theory mentions four key factors that affect the implementation of a strategic plan including communication, resources, disposition and bureaucratic structure (Winarno, 2005).

Communication

Stakeholders will run a strategic plan properly if they understand the assessment indicators (Nugroho, 2018). As an example, communication becomes the indicator for successful implementation of strategic plan among external and internal parties. To draw and develop a strategic plan, all stakeholders within the organization need to communicate each other. Then, building communication with external stakeholders can be done later. Therefore, an appropriate communication model is required (Genç, 2017). Instructions for the implementation of a strategic plan must be delivered to the right personnel who can understand the instruction as clearly, accurately, and consistently as possible.

“...A team from general affair and information department was assigned by the director to formulate strategic plans by adjusting their roles to their job descriptions. As a team member, I do not understand my main duties and roles in the team since they are explained...” (Statement from informant 3).

The implementers of strategic plans should know what to do in accordance with the objectives. They are also responsible for the development of strategic plan. According to Edward III in Winarno (2005), a successful policy implementation depends on those who make decisions on what to do. In drafting process, the hospital did not communicate with the Provincial Health Office. Only the drafting team was involved in the process. According to Edward III in Winarno (2005), all parties should be involved in all stages to review and agree upon the implementation of a policy.

“...In formulation process, there is no involvement of other related external parties (stakeholders)...” (Statement from informant 4)

After the strategic plan is validated, the next process is to distribute the documents. According to some informants, the hospital did not conduct direct socialization after the document distribution, so the team did not fully understand what the documents tell about. Inaccurate Information may cause inconsistency in formulating a strategic plan. The implementers at the hospital, in fact, did not understand what was explained in the strategic plan, so they did not use the documents as a guideline for implementing the strategic plan. As a result, the targets are not well-achieved.

According to Agustino (2006), communication is one of critical variables for the implementation of public policy. Communication highly determines the implementation of public policy. The implementation of public policy will be effective if decision makers know what they will do. Good communication will result in how much information is understood by decision makers (Agustino, 2006). Ideally, team members have to discuss the objectives of strategic plans for target groups so that they can prevent the deviation as well as possible resistance from the target groups (Subarsono, 2011).

The strategic planning team must have good internal communication to improve the perceptions about the goals of strategic plan. Excellent two-way internal communication can encourage each member to be optimal in making decisions and coordinating with stakeholders, assigning staff, providing liaison for constituents and stakeholders, and narrowing down information to be discussed and evaluated by the organization (Allison, Michael; Kaye, 2005). Lack of communication within and between stakeholders can result in non-comprehensive environmental assessments and inconsistent strategic plans.

Furthermore, stakeholders must be involved in conducting environmental analysis for the formulation process. Excellent external communication is necessary to ask for opinions about what needs to do and repair as well as possible threats that might occur (Allison et al., 2005). By building effective communication, the organization has taken a participatory approach for the formulation of a strategic plan. Obscure implementation of public policy is usually caused by the complexity of the policy, the lack of consensus about the objectives of public policy, problems in starting a new policy, and a tendency to avoid responsibilities stated in the policy (Winarno, 2005). It will not occur in an organization if good communication transmission, consistency in conveying information, and information clarity are applied. The District General Hospital of Dr. (H.C) Ir. Soekarno still does not consider these three factors for the formulation of strategic plans.

“...It remains inconsistency. The hospital information system has not optimally worked. Even damages often occurred...” (Statement from informant 2).

The implementation phase involves many actors, both top management and internal staff and external stakeholders. Internal and external communication are equally important, each has its function and role. Every process in implementing strategic planning requires clear and effective

communication. If the implementer has a different concept of thought, it can damage strategic planning. Therefore, effective communication is very important to develop.

Table 1. Findings and Other Related Studies

Variables	Research Results	Critical Factors based on Other Studies
Communication	It has not gone well in terms of transmission, clarity and consistency because of lack of socialization about strategic plan	Lack of explanation about strategic plans to staffs (Zeps and Ribickis, 2015)
		Lack of communication about strategic plan with the implementer (Radomska, 2014) Minimum communication (Slavik in Mišanková and Kočíšová, 2014)
Resource	The quantity and quality are not still lacking	Unaccessible information by staffs (Zeps and Ribickis, 2015)
	Fast and accurate data and information have not been fulfilled	Lack of management resource (Radomska, 2014)
	Facilities and infrastructure are adequate	Lack of human resources (Nazemi, Asadi and Asadi, 2015)
	Authority has been carried out properly	
Disposition	The disposition from the implementers is still lacking	Poor staff motivation (Zeps and Ribickis, 2015)
		Lack of management involvement in motivating staffs (Radomska, 2014)
		Lack of management commitment (Radomska, 2014)
		Lack of reward systems to motivate staffs (Mišanková and Kočíšová, 2014)
Bureaucratic Structure	Not in accordance with the type-B hospital	The incompliance of organizational structure (Zeps and Ribickis, 2015)
		Lack of cross-functional coordination (Radomska, 2014)
	The standard operating procedures have not covered all activities	Not supported by good organizational structure (Slavik in Mišanková and Kočíšová, 2014; Nazemi, Asadi and Asadi, 2015) Unstrategic leadership (Mišanková and Kočíšová, 2014)

Resource

Resources including human resources (HR), information, finance, facilities and infrastructure, and authority. Must be managed by strategic planning resources. Health system resources are expensive and require large capital investments. Developing resources takes time and requires a large investment and estimates. Human resources are one of the most important inputs of the health system, with a large impact on public health outcomes, which constitutes the bulk of funding in the health sector (Hashemi et al., 2018). Based on the interview and document analysis, the District General Hospital of Dr. (H.C) Ir. Soekarno still have problems in terms of the quantity and quality of human resources.

In the formulation phase, the strategic planning team only consists of staffs and the head of general affairs and information department. However, the managerial department and other stakeholders were minimally involved. If the stakeholders in the structural position were involved in formulating the strategic plans, the decisions would be more comprehensive in finding healthcare issues at the hospital. This might happen because the stakeholders have strong authorities and experiences. Ideally, all management levels conduct the strategic management according to their duties and functions. The strategic management creates a pyramid hierarchy in which each level of pyramid jointly establishes and implements strategic plans (Pearce, 2013).

“...There are not enough members. The competence was enough, but it still, need to be improved. The strategic planning team only consists of program staffs. Therefore, it needs more. Also, they should go on training and further education...” (Statement from informan 2).

According to Allison and Kaye (2005), the strategic planning team must consist of a combination between visionary and realist people. Visionary people are those, who are able to project an organization in the future and gather the members. Meanwhile, realist people are the ones who guarantee the implementation of objectives and duties. In addition, formulating strategic plans also needs to involve top management to staffs, as well as relevant stakeholders (Allison, Michael; Kaye, 2005)

Not only that, problems in human resources are caused by unavailable employees. In terms of the quantity aspect, the number of human resources for formulating strategic plans is not adequate. According to the Hospital's Director, the lack of health personnel and general technicians also occurred in other departments, such as finance department and information technology department. Previously, the hospital only prioritized to recruit more health personnel than non-health personnel. That the mechanism for civil servants is the authority of region and state makes the hospital only propose some job formation, but government will take over decisions. Meanwhile, some personnel did not get compatible work.

According to Winarno (2005), one of problems faced by government is insufficient number of personnel who possess management skills. Personnel who have compatible expertise often get promoted to be administrators, so they do not apply their expertise any more. They often did not need any management skills for their new positions. A lack of management skills is a big problem for government because personnels do not get exposed to any professional training.

Strategic plans will be successful if the quality and quantity of Human Resources is enough. The quality of human resource is about skills, dedications, professionalism, and competencies while the quantity is about the number of human resources. Human resource has a significant influence on the implementation unless the implementation of the policy will work slowly without enough and reliable human resources,.

In addition, information is also an essential factor for policy implementation. Information is the second crucial source in implementing strategic plans. Instruction to implement a policy should be understood by the implementers. Therefore, they can understand what and why they do. On the other hand, data of state regulation and programs are important too. As they are a part of information required in the implementation of strategic planning, technical aspects of the regulations and programs should be explained to the policy implementers. As stated by the informants, there was no information about how to implement a strategic plan. There were no

instructions to implement the hospital's strategic plan. At the District General Hospital of Dr. (H.C) Ir. Soekarno, instructions for implementing the strategic plan are carried out by the strategic planning team.

“...Using documents of strategic planning. However, there is still no special technical instructions for implementing strategic plans in the Province Hospital...” (Statement from informan 5).

In preparation and planning phases, the District General Hospital of Dr. (H.C) Ir. Soekarno has allocated some funds for the implementation of strategic plans.

“...There is (funding); it can still be spent properly for now. The funding source is from regional government budget...” (Statement from informan 1).

Good budgeting supports an effective strategic plan. Budget accuracy is very important for strategic plans. In addition, facilities and infrastructure in the preparation and planning stages are still not well available, especially because of inadequate information systems that can support the rapid distribution of data and information. However, in the implementation stage, the in-depth interview results show that funds, facilities and infrastructures for health and administration services are considered sufficient..

“...Facilities and infrastructures are already sufficient to support the implementation of hospital programs...” (Statement from informan 1).

According to the in-depth interview, it was found that, the implementers have the authority to formulate work programs and budgeting as conveyed by the Head of Administration and Finance. Generally, decision makers will know information among departments if they cooperate to inform each other. Someone should have an official authority to make their commands obeyed properly. Authority is a legitimacy for the implementers to apply a policy which has been stipulated (Agustino, 2006). According to Subarsono (2011), authority can determine how the program is implemented, how finance is managed, and how procurement for staffs and supervisors are provided. However, the District General Hospital of Dr. (H.C) Ir. Soekarno do have authority to provide procurement for staffs and other funds because it is organized by regional and central government (Subarsono, 2011).

“...The authority is given based on the main duties and functions of each position...” (Statement from informan 2)

Disposition

Disposition is an attitude possessed by the policy implementers, such as commitment, willingness, honesty, communicative skills, cleverness and democracy (Winarno, 2005). In terms

of disposition factor, the implementers at the District General Hospital of Dr. (H.C) Ir. Soekarno were good enough in preparing and formulating strategic plans. They performed a supportive behavior and commitment to work together.

“...Very supportive since strategic plans are the government policy with a good objective...” (Statement from informan 2).

In the preparation phase, available data and information can support the implementers. In the planning phase, they also performed cooperative behavior by planning the vision and mission of the District General Hospital of Dr. (H.C) Ir. Soekarno together and filling forms for strategic plans. However, in the implementation phase, the implementers showed lack of disposition. They did some discrepancies in formulating operational plans. Some of the operational plans were formulated by not referring to the predetermined strategic targets, so they could not optimally achieve them. It showed the lack of commitment towards the strategic targets that were determined together.

Some discrepancies also occurred because no monitoring and evaluation on strategic plans were not conducted. Weak supervision on strategic plans causes the discrepancies to repeat so that the hospital's targets are not achieved. Having the same concept about strategies undertaken can result in the ability to compete in hardball and diverse markets, give positive effects on company performance, invest in information technology, support business strategies and contribute to achieve business values (Jorfi and Jorfi, 2011)

In addition, the managerial staffs at the District General Hospital of Dr. (H.C) Ir. Soekarno were not involved in formulating strategic plans. Hierarchical, bureaucratic and political demands are still evident in every formulation of strategic plans. If staffs across divisions lack effective communication, they will not understand about strategic plans that much. According to Edward III in Winarno (2005), behavior and commitment are ones of factors that influence the practices of policy. If the implementers have positive behavior and commitment as well as supports, the implementation of policy will be more possible to succeed. However, if they do not have such willings, a policy will get rejection from others.

Negative behavior and poor commitment of the implementers are tackled by giving career promotion to individuals who have a high dedication towards the policy implementation and public interest as a policy implementer. This way can decrease the constraints in the implementation due to rejection or ignorance. Moreover, providing incentives is one of alternatives to improve positive behaviour and commitment as it gives the implementers benefits. Providing incentives will encourage them to implement instructions properly they do it because of personal interest. The way to manipulate this incentive has been suggested as an effort to overcome negative behavior and low commitment (Agustino, 2006).

Based on the explanation, the disposition aspect is already good for the preparation and planning phases. However, the implementers tend to

show negative disposition in the implementation and evaluation phases, so it makes targets, monitoring, and evaluation not to be achieved due to a lack of commitment and concerns.

Bureaucratic Structure

According to the in-depth interview, of the hospital has provided the description of primary duties and authorities for each hierarchical organization level. However, according to from the hospital Director, the current organization structure still needs to be developed since it has not covered overall tasks. Several staffs are responsible for some tasks at once. It makes their tasks overlapping, so they cannot manage some other tasks which are unclearly prioritized. Moreover, the workload received by each division is still unequal. Some departments receive heavy workload, but there is insufficient number of human resources. Thus, such division will make tasks not optimally done.

“...Not yet. There are some vacant positions even though we have informed the National Civil Service Agency (BKD). Moreover, as a province hospital with type B, its organization structure is supposed to be adjusted to type-B hospital...” (Statement from informan 1).

To achieve the organization objectives, an organization must provide job divisions compatible to apply strategy principles to make more effective implementation of strategic plans as stated by Chandler in Wahyudi (2006). According to Edward III in Winarno (2005), responsibilities and authorities in a bureaucratic structure are spread to several different departments, so they need to work cooperatively to know what to do. Generally, the higher the cooperation is, the better the implementation of strategic plans will be.

As the hospital Director conveyed, task fragmentation often makes staffs' roles overlapped. Fragmentation can only raise a narrow perspective causing a basic adverse in implementing strategic plans. According to Winarno (2005), some constraints in the bureaucratic structures due to the task fragmentations include weak authority for policy implementation due to the split of specific functions in different institutions. Moreover, each agency/institution has limited jurisdiction towards other departments, so they abandon some important tasks for several other bureaucratic agendas. Also, a narrow perspective of institution/agency may inhibit a change. If missions are not flexible to be implemented, an organization may reject a new policy which needs to change the organization. It is due to the fact that the organization tries to maintain its values (Winarno, 2005).

According to the Head of Administration and Finance, some Standard Operating Procedures (SOPs) about the procedures of hospital care have been applied. Some informants perceived that the SOPs for administration is not quite important, so mostly the SOPs are designed for health service-related tasks. Especially, the hospital has not provided the SOPs for the implementation of strategic plans.

“...There is no special SOP for the implementation of strategic plans...”
 (Statement from informan 1).

Every activity always has some stages for its implementation to achieve the goals. Systematic, effective, and efficient stages in time and resources needs to have SOP as a guideline for implementing tasks given. The SOPs for the implementation of strategic plans should be created by experts who are able to describe how the work is done optimally (Amir, 2012). Moreover, roles and responsibilities in each department should be explained in the SOP so that each department does not get the overlapping tasks.

CONCLUSION

In conclusion, the District General Hospital of Dr. (H.C) Ir. Soekarno has not communicated the process of strategic plan well. The strategic planning team did not receive accurate and clear information due to the lack of socialization. Moreover, the quality and quantity of human resources are still lacking. The accuracy and effectiveness of budgeting exhibits low performance. Furthermore, the disposition factor is still lacking, and the bureaucratic structure factor is irrelevant with a type-B hospital. There are no operational standards for the implementation procedures and guidelines of the strategic plan.

According to the findings in this study, the hospital need to distribute the information about their strategic plan to all stakeholders so that they can work together in executing the strategic plan. Also, the hospital should improve the quality of human resources by providing a training about strategic planning skills, hiring more non-health personnel to plan the strategic plan, reactivating the hospital information management system, reevaluating the budget plan and implementing accounting and reporting systems. Moreover, the hospital should provide rewards and incentives to improve commitment and positive behavior in implementing the strategic plans.

In fact, the hospital has been categorized as a type-B hospital, but it applies a type-C hospital structure which is not relevant anymore. It is also important to develop the organizational structure based on a type-B hospital. To establish the operational standards for operational procedures and guidelines to facilitate the implementation of strategic plans.

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