

# Strengthening the implementation of strategic plan in Hasanuddin University Hospital (HUH)

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## ABSTRACT

Strategic plan has been recognized as an important tool in management practice as it provides organization framework for decision making, facilitates the measurement of organization changes, and enables the organization to understand where the direction of organization. Various researches indicate that most organization fail to execute their strategy because it is poorly implemented. Hasanuddin University Hospital (HUH) also faced similar challenges. HUH has evaluated its first strategic plan for period of 2010 to 2014 and showed that less than 50% of hospital strategies were implemented. This study aimed to develop strategy to strengthen the implementation of strategic plan in hospital. The type of the study is an in-depth study using secondary data. Data were obtained from online databases, including Global Health, Medline ovid, PubMed, NCBI, HMIC, and World Health Organization databases, and also grey literature sources. There are several strategies plan can be considered to be developed as an effort to strengthen strategic plan of HUH which are mobilize all stakeholders to gather in meeting regarding the issue of changing the strategic plan implementation in teaching hospital; creating guideline of strategic plan implementation; redesign Hospital information system as Strategic Information System; and Training of Planning Skill. The best strategies to strengthen the HUH plan are establishing the guideline for implementing strategic plan, linking the strategic plan into operational plan, and developing Strategic Information System (SIS). International experience also has been examined to show the various countries that have been successful to adopt those strategies. Based on that analysis, the following recommendations are explained below.

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## 1. Introduction

Strategic plan has been recognized as an important tool in management practice. In the 1980s, many health care providers began to adopt strategic management by creating corporate strategic plan (Barrubés and Bisbe, 2012). Strategic plan is a set of organizational processes for identifying the desired future of the organization (Ginter, 2013) and provides strategies to achieve organization objectives and goals (Varkey and Bennet, 2010). Strategic plan provides organization framework for decision making, facilitates the measurement of organization changes, and enables the organization to understand where the direction of organization (Robnson, 2002). In addition Foggs (1994) argues that strategic plan is very useful to secure the future, allocates resources, and establishes measures of

success. Despite of its importance to accomplish organization goal, strategic plan in health care is often underutilized and viewed as ritualistic document to be done (Varkey and Bennet, 2010). Various researches indicate that most organization fail to execute their strategy because it is poorly implemented (Sterling, 2003). A recent survey by McKinsey Company reveals that from 2,200 hospital, 70% of executives said they are failed to implement the strategic initiatives (Herman, 2012).

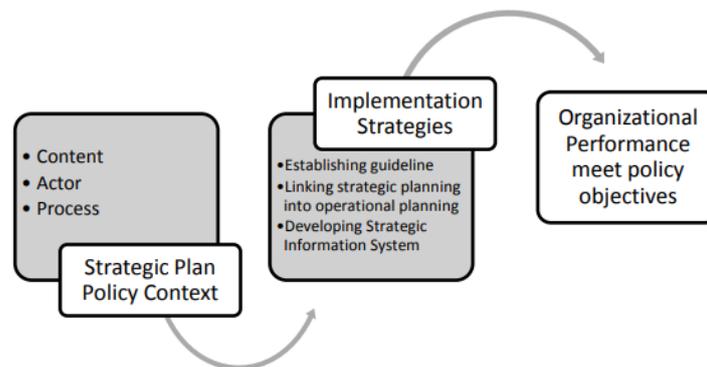
In Indonesia, Hasanuddin University Hospital (HUH) also faced similar challenges. HUH has evaluated its first strategic plan for period of 2010 to 2014 and showed that less than 50% of hospital strategies were implemented. Even though guideline of strategic plan is clearly explained by Ministry of Home affair in Government Constitution Number 54/2010, the role of strategic plan does not concern as pathway to boost organization performance but it plays as legal document to propose the budget allocation from the government as it is compulsory document for every public organization (Ministry of Home Affair, 2010). Having lack of strategic plan implementation as one of crucial issues in hospital board of Hasanuddin University Hospital, this study aimed to develop strategy to strengthen the implementation of strategic plan in hospital

## 2. Methods

### 2.1. Study Design and conceptual frame work

This study is in depth study of how to strengthening the implementation of strategic plan in Hasanuddin University Hospital (HUH). The author has been gathered data through accessed the secondary data sources both manually and electronically. The secondary data related to hospital are Strategic Plan 2010-2014 of Hasanuddin University Hospital (HUH, Hospital by Law of Hasanuddin University Hospital (HUH), Annual Performance Report, policy document, and HUH website

The conceptual framework was developed by the author adapted from Walt and Gilson (1994), Australian National Audit Offices (ANAO) (2014), Brigl et al (2005) and Veillard (2010). It begins with the analysis of factor affected strategic plan implementation based on context, process, content, and actor approaches from Walt and Gilson (1994). Those approaches will be used to illustrate the big picture of current situation at HUH in terms of strategic plan policy context.



**Fig. 1.** Picture of current situation at HUH in terms of strategic plan policy context.

### 2.2. Search Strategy

Due to huge electronic literatures, the author searches the related articles by identifying search terms. The combination of terms used are Implementation/execution, Strategic Management, Management of Strategy, Strategic Plan, Operational Plan, Hospital/Private Hospital/ public hospital/ teaching hospital/ university hospital/ health services. The literature has been collected from Leeds University Library, electronic database such as Global Health, Medline ovid, Pubmed, NCBI, HMIC, and World Health Organization databases, and also grey literature sources. The grey literature sources used is "Google search".

The searching process gain around 2500 articles, which were obtained over the period of March until the 30th of July 2015. To narrow the literature search, the inclusion and exclusion criteria were used as follow:

- a. Written and published in English
- b. It is relevant to the topic: Strategic management, strategic plan implementation, and hospital.
- c. It is full article accessible.

### **3. Intervention Analysis**

#### **3.1. Factors Affecting the Implementation of Strategic Plan in Hasanuddin University Hospital (HUH)**

##### **3.1.1. Strategic Plan Content**

The strategic plan consist of the vision and mission statement, the value of the organization, internal and external analysis, strategic issues, strategic map, and key performance indicator of organizational strategy. As the first strategic plan, the issue of the hospital strategy was focused in developing services, hiring and training of human resources, equipment, creating learning curricula, quality management and networking (HUH, 2010). The content of strategic planning was very holistic but mostly focused in input factor because as new facilities the university hospital attempted to fulfil the requirement of teaching hospital. Based on Ministry of Home Affair Guidance, the content of the strategy and target chapter should provide the information which department will responsible to achieve each strategy (Ministry of Home Affair, 2010). However, it was not appear in Hasanuddin University Hospital (HUH) strategic plan document. This missing content will influence the implementation and monitoring of strategic plan document. Although, the strategy to achieve the hospital objectives was clearly stated in document, the methods to accomplish the strategies were not clearly explained. (HUH, 2010).

##### **a. Actor**

- Leader

As organization under Hasanuddin University, all the hospital board members are part time managers. They split their time between working as doctors under Ministry of Health hospital and as lecturers in the university. Top management therefore had limited time to communicate strategy to middle level managers who are supposed to ensure the smooth operations of the strategy. Middle level managers as a result have little or no motivation to execute the strategic plan. Based on the meeting agenda, there was no meeting held to discuss about the development of strategic plans and its achievement between hospital board and supervisory board (HUH, 2014).

- Manager and Staff

During 5 years operation, the middle managers at Hasanuddin University Hospital (HUH) are also part-time manager (HUH, 2010). Sufficient time to focus as manager could not be expected because the manager also has responsibility as a lecturer in university. Each manager has limited staff as well under their department. Each department consisted of only around 2-3 staff which was fresh graduated from university. Moreover, only manager of planning department who had strategic plan document and other manager did not have it. it indicates that not all managers in each department can communicate and execute strategic strategy to operational level.

##### **b. Process**

- Implementation Plan

There was no initiative to take an action in formulation process caused no implementation plan exist. This could be one of the main factors that affect the implementation process of policy. The guideline that explicitly explains the resources, budget, and department involvement to achieve

hospital target was not established (HUH, 2010). Learning from the experience of other policies, hospital always supports the policy by writing the guideline and Standard Operational Procedure (SOP) to undertake the policy, however it was not applied in the strategic plan policy. Strategic plan was seen as hospital requirement document which become separate activity from management responsibilities and duties.

- Engaging Stakeholders

Strategic plan policy in Hasanuddin University Hospital (HUH) was created before the hospital organization structure established (HUH, 2010) It was indicated that the stakeholders who involve in formulation process were different team with the hospital organization structure who run the organization. The team of strategic plan formulation consist of the rector of Hasanuddin University as owner, Medicine Faculty, Public Health Faculty, hospital expertise, and community leaders. They were called as hospital preparation team. After six months the strategic plan finalized, The Rector of Hasanuddin University inaugurated the directors, top managers, and middle managers. Consequently, some top manager and middle manager have not been involved since the formulation process and do not understand the contents of the strategic plan policy. Based on the author experience, the participation of each department was just in annual hospital planning. The department of planning give them the form that describes their program and resources need (human resource, budget, and equipment) for next year operation. Management did not encourage the department to refer their annual plan based on strategic plan. Therefore, the budget and resources in annual planning was not linked with the hospital strategy.

- Monitoring and review

Based on hospital documents review, the annual performance report did not explain the progress of strategic plan achievement (HUH, 2013). There was no information collection in terms of getting data related to hospital targets. No one was assigned the role of data collection. Neither were there guidelines to direct the process. As teaching hospital, Hasanuddin University Hospital (HUH) supposed to provide performance report to minister of health, minister of education, and also to Hasanudin University as an owner. These reports are very different in format from strategic plan performance report. The high numbers of reports required were time consuming for the staff working on them. So the strategic plan report was not considered as important. Few people who were working on these task and there was no system information to make the process easier.

### 3.2. Strategies for Implementation of Strategic Plan Policy

Guideline is a formal advisory document which systematically informs stakeholders in organization about the best practices for policy implementation and reflects the specific situation of their organization (WHO, 2003). Washington State Hospital Accreditation (WHSA) (2002) suggest the minimum consideration of strategic plan implementation guideline supposes to encompass the explanation of strategic plan process, the roles and responsibilities, engaging the stakeholders, and monitoring and reporting. The further explanation about those aspects is discussed below:

- Strategic Plan Process

The steps of strategic Plan usually includes organize the strategic plan agenda, internal and external assessment, vision and mission statement, develop strategies, approve the plan, implement the plan, monitor and evaluate the plan (WHSA, 2002). These steps are flexible designed. It could be combined or completed in different order depend on how it works for the hospital (WHSA, 2002). Langabeer and Napiewooki (2000) also suggest about the process of strategic plan in teaching hospital consist of developing vision, mission, goals, objectives, and strategic alternatives, then deploy the strategies and evaluation.

Those explanations reflect that the process of strategic plan is more than words on paper (WHSA, 2002). Stating the process of strategic plan in the guideline, the stakeholders in Hasanuddin University Hospital (HUH) would understand that strategic planning process is not only in producing

the strategic plan document but the most important steps of the strategic plan are the implementation and the evaluation of the strategic plan.

- Roles and responsibilities

Bryson (2011) explains that the roles and responsibilities for strategic plan could be shared into three levels of organization which are top management, middle management, and frontline personnel. The top management include the board and the chairman who have a role as a leader, a catalyst, and motivator for the success of strategic plan (WHSA, 2002). The middle management plays an important role in translating the strategies into operation, and the frontline personnel is needed for initial agreement because they are the key actors in day to day operation who the most knowledgeable of the basic working in practice (Bryson, 2011). The more clear responsibilities stated in guidelines, the actors will get better understanding of what and how they involved (WHSA, 2002)

This explanation will address the issues faced regarding the departments and unit role in strategic plan about the planning department in Hasanuddin University Hospital (HUH) which seen as the only department that responsible to implement the strategic plan document, collect the information, monitoring and evaluating the implementation of strategic plan. This section of guideline will direct all the department head to understand the planning function of their department. Hilestad and Berowitz (1991) explain that each level of organization should understand how they contribute to strategic plan achievement because it would affect the resource allocation in their department as well such as finance, personnel, and operations (Hilestad and Berowitz, 1991)

- Engaging Stakeholders

Hilestad and Berowitz (1991) recommend in engaging the stakeholders, the main point should be considered are regarding identifying the stakeholders, managing stakeholder interaction, and strategies communication and information. It is important to be counted because the risk for conflict of interest between stakeholders might emerge in the whole strategic plan process which affects the effectiveness of the strategic plan implementation.

In the context of Hasanuddin University Hospital (HUH), the actors involved will be varied such as from Ministry of Education, University Board, Health Sciences Faculty, etc. The mechanism of engaging stakeholder will be designed differently. Before developing this guideline, all actors above should agree about how they will keep engage. Moreover, the status of the hospital board, the top manager, and the middle manager in Hasanuddin University Hospital (HUH) as explained in chapter three are part time managers. That is why managing interaction between all of stakeholders need to be discussed and explained clearly in the guidelines. In addition, they could consider another alternative to hiring personnel to support their role as part time manager.

- Monitories, review, and reporting

It explains about the strategic indicators, how the strategic plan target will be monitored during the implementation, and the report mechanism (Hilestad and Berowitz, 1991). As stated in Chapter three, there is no mechanism for strategic plan report in Hasanuddin University Hospital (HUH). The guideline will provide the mechanism of how to make strategic plan report, how to review it in annual term and how the final evaluation conducted as well (Pathfinder International, 2000)

### **3.3. International Experience in Establishing the Guideline of Strategic Plan Implementation**

Prior to York Hospital, Liverpool Hospital, and California, they have success to develop strategic plan guideline which explains about the content of strategic plan, a detailed requirement of strategic plan, how to review and monitor it (York Teaching Hospital, 2014; Liverpool Heart and Chest Hospital, 2014; California State, 1998). The guideline is used as policy communication tools to all stakeholders in hospital and could be accessed in hospital system (York Teaching Hospital, 2014). As a consequence of establishing the guideline, all stakeholders have a similar perspective and template of how to create, implement, and evaluate the strategic plan. Ghana also experiences with developing guideline based on the contextual condition of their hospital. The effective collaboration

between stakeholders resulted in implementation as the stakeholders are involved in creating the guidelines as well (Clement, 2011).

### **3.4. Linking strategic planning with the operational planning**

As we have explained in previous chapter, less than 50% of strategy in strategic plan of Hasanuddin University Hospital (HUH) has been executed during period 2010-2014. The strategic plan has limited link to operational plan. Clement (2011) and Root (2015) argues that linking the strategic plan to operational plan has a vital role for the implementation of the strategic plan and it affects the organization efficiency. Pathfinder International (2000) argue that the successful strategic plan could be achieved only if all levels of organization are committed to use the strategic plan as a tool for developing operation plan, resource mobilization, or department/unit planning.

The link between strategic plan and operational plan is very essential because the operational plan has the details necessary to implement the strategic plan (Root, 2015). For instance, if the part of strategic plan of Hasanuddin University Hospital (HUH) is developing trauma centre, then the operational plan would focus in providing the human resources, facilities, equipment, and obtaining operational procedure of trauma centre. More detail, linking operational plan with the strategic plan could be undertaken by align the content of operational plan such as operational indicator, budget, and resource allocation to strategic plan (Root, 2015; Veillard, 2010; John and James, 1992). Firstly, developing operational indicator based on strategic plan indicator. For instance, in strategic plan of Hasanuddin University Hospital (HUH) stated a target to be accredited by Joint Commission International (JCI) by 2014. The operational indicator should be adjusted to step by step achieve that target by determine the target of accreditation preparation achievement per year. The operational indicator could focus on some indicators of JCI accreditation such as hand hygiene, family education, etc.

Secondly, link the budgets to strategic plans. Linking budgets to strategic plan is important to ensure the strategic objectives are budgeted (Department Treasury Republic of South Africa, 2010). However, it is not an easy task to linking them because generally budget is focused in short term perspective than the planning is long term view (Department Treasury Republic of South Africa, 2010). Department of budget plays an important role to ensure the operational budget is in line to achieve the strategic plan and the amount of budget allocation is not more than strategic plan provide for (Root, 2015).

Thirdly, link resource allocation with the strategic plan. An operational plan is used to determine the job duties and allocate the resources (Root, 2015). The needed resources are identified in strategic plan then compare it with the operational plan, which resources is the most effective to allocate for the achievement of strategic plan.

### **3.5. International Experience in Linking Strategic Plan into Operational Plan**

NHS Foundation Trust successfully linked their strategic plan into operational plan (Moorfield Eye Hospital, 2014; Kingston Hospital, 2014; Bradford Teaching Hospital, 2014; Liverpool Hospital, 2014). It has been reflected in every document of their operational plan where Board of Directors confirms the content of the operational plan is underpinned by the strategic plan and it has been illustrated briefly in the executive summary of their operational plan that which 5 year strategic objective that has been taken to be implemented. Those examples reflect that the capability of hospital management to create effective operational plan has vital role to execute the strategic plan. They could monitor the improvement of their strategic objective achievement in every operational plan document (Bradford Teaching Hospital, 2014; Liverpool Hospital, 2014).

### **3.6. Developing Strategic Information System**

Some studies reveal that Strategic Information System (SIS) is one of the effective approaches to monitor the implementation of strategic plan (Winter et al, 2001; Killingsworth and Seeman, 2005; Goldsmith, 1989; Rockart and Monton, 1984). Winter et al (2001) argue that it could reduce the effort to collect strategic information in hospital. The importance of Strategic Information System in

hospital also has been stated in hospital accreditation procedure of Joint Commission on Accreditation of Health Care Organization (JCAHO) called Joint Commission International (JCI) standard. The importance of Strategic Information System (SIS) is highlighted as requirement of the hospital to be accredited (Brigl et al, 2005).

Strategic Information System (SIS) is a part of Hospital Information System (HIS) which aims to manipulate the system in order to conform to the strategic plan (Haux et al, 2003). It could identify the organization portfolio based on strategic plan and align the operational activities with the organization strategy (Haux et al, 2003, and Doherty, 1999, Winter et al, 2001).

Strategic information system (SIS) provides the information needed by management to make decision and deals with the hospital's information as a whole (Turner and Lucas, 2000, Haux et al, 2003). The content of Strategic Information System could be varies for all organization as it depends on the organization strategy and objectives (Winter et al, 2001). According to Brigl et al (2005), there are several stages to develop Strategic Information System (SIS) in hospital such as the preparation, the adoption, the implementation, and the revision. Firstly, the preparation phase. The hospital should develop a practical guideline for the Strategic Information System (SIS) then the Head of Hospital Information System (HIS) create the SIS plan. The Strategic Information System (SIS) plan contains at least the current state of the Hospital Information System (HIS) which include the information needs, the information processing tools, and the communication infrastructure; then assessment which explain about progress, weak points, and call for action; the target for HIS; and the migration concept.

Another most important step of the preparation phase is determining what kind of information from all departments that should be collected to align department information with the strategic plan (Brigl et al, 2005). This phase will be efficient if the organization has aligned the strategy with the operational activities (Lee and Conrad, 2009). Secondly, the adoption phase discusses the final draft of SIS plan and gathers related stakeholders or consultant if necessary to reach consensus. The discussion would focus with specific agreed requirement to plan and monitor the resources. Killingsworth and Seeman (2006) argue that multiple aspects should be concerned in developing Strategic Information System (SIS) such as clinical development, medical personnel management, administrative dimension (resource allocation/utilization), financial position, fiscal analysis, market dynamics, and environment analysis. After the agreement of stakeholders, then conduct Strategic Information System (SIS) training for the users in all level of organization (Brigl et al, 2005). This phase is also as socialization for acceptance of organization change

Thirdly, implement the Strategic Information System (SIS). The implementation phase is the practice of SIS in all level organization then monitoring the practice to ensure the target state in SIS plan will be accomplished as planned (Brigl et al, 2005). The last is revision. Ideally, the SIS plan is valid for 3-5 years, but it could be revised because of the changing impact factors such as new hospital financing system, new performance management system, or new technical advance. The revision process is just the rerun of the three phases before. The hospital management prepare the plan for the change, adoption, and implement it.

Prior to University Hospital of Leipzig in Germany, they successfully develop Strategic Information System (SIS). It reflect in their report that SIS plays a vital role as catalyst for the strategic business planning, the important goals of hospital identified, and the most successful achievement is the integration between teaching hospital with the medicine faculty in terms of planning function (Brigl, 2005). Tyrolean Federal Hospital also experienced success achievement where they could reduce the time consuming in making the strategic information report (Killingsworth and Seeman, 2006). A study conduct in India reveal that the successful implementation of SIS affected by several factors such as organizational culture, turnover of professional, management involvement, resource availability, and organizational bureaucracy (Rishi and Goyal, 2008).

#### 4. Recommendation

The following recommendations are proposed for strengthening the implementation of strategic plan in Hasanuddin University Hospital (HUH). The first recommendation is aimed to gather related stakeholder regarding the change of strategic plan practice. The other recommendations are aimed to mobilize all the resources to conduct those strategies explained previously.

**Table 1.** Plan recommendation

Recommendation	Activities	Person Involved	Interval
Mobilize all stakeholders to gather in meeting regarding the issue of changing the strategic plan implementation in teaching hospital	Identification of stakeholders Development of agenda Resource mobilization Stakeholders meeting to discuss the best practices for strategy implementation	Ministry of Education as owner Rector of Hasanuddin University Dean of Medicine Faculty Head of Hospital Management Department in Public Health Faculty Hospital board Hospital manager	Immediately after study finding dissemination (1 weeks)
Creating guideline of strategic plan implementation	Follow up the stakeholders meeting Conduct workshop of strategic plan implementation Discussion of creating guideline for implementing strategic plan Review draft guideline Meeting for agreed final guideline Socialization in all level based on their capacity	Dean of Medicine Faculty Head of Hospital Management Department in Public Health Faculty Hospital board Hospital manager	After stakeholder meeting (2 months)
Redesign Hospital information system as Strategic Information System	Creating strategic plan committee Prepare budget and resource allocation Developing guideline of SIS Socialization of guideline Training of SIS Implementation of SIS Monitoring and evaluation SIS	Hospital board Hospital manager particularly head of Hospital Information System (HIS) Hospital manager Staff	As indicated in plan (1 year)
Training of Planning Skill to	Develop agenda for planning skill training in terms of strategic planning agenda Select appropriate personnel for planning skill training Training	Hospital board Hospital manager	At least annually (per 6-12 months)

#### 5. Conclusion

This study reviewed the implementation of strategic plan in Hasanuddin University Hospital period 2010-2014 and appraised the strategies to strengthen the implementation of strategic plan. The contextual factors have been presented to explain the current condition of strategic plan implementation in Hasanuddin University Hospital (HUH) using context, content, process, and actors approach. The positive and negative conditions were identified. From literature review, the author explains about the best practices of the strategies in strengthening the implementation of strategic plan which could fit with the Hasanuddin University Hospital (HUH) capacity. The strategies are establishing the guideline for implementing strategic plan, linking the strategic plan into operational plan, and developing Strategic Information System (SIS). International experience

also has been examined to show the various countries that have been successful to adopt those strategies. Based on that analysis, the following recommendations are explained below

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