

Strategic management of the home care program the Makassar City Government, Indonesia

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ABSTRACT

This study aims to identify the stages in strategic management that pose challenges, resulting in the suboptimal implementation of the home care program. The research employs a descriptive qualitative approach to comprehensively understand the objectives. The findings indicate that to enhance the quality of healthcare services in Makassar City, the Makassar City Government introduced the home care program through Makassar Mayor Regulation No. 6 of 2016 on 24-hour home care services. The main obstacle in implementing the program is the limitation of access to home care services for certain segments of the community. The implication of this study is the need for strategic evaluations to address the limitations in the utilization of home care services by the public. Without such evaluations, the program will not operate effectively.

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1. Introduction

Governments at all levels must change the rigid administrative work pattern into a more flexible and strategic management-oriented approach (Sangkala, 2016). This change is important to face the complex challenges of meeting increasingly dynamic public needs. As a public organization, the government must adopt a modern management-based approach that emphasizes efficiency and the effectiveness of public services (Kesti et al., 2023; Osborne, 2010).

In this context, careful efforts are needed to formulate and implement programs that are in line with the needs of the community. The concept of adaptive strategic management can help the bureaucracy to be more responsive to the demands of the external environment and public needs (Boyne, 2002). Thus, the implementation of programs based on good management principles can ensure that the bureaucracy has the flexibility to provide high-quality services to the community (Carter & Burke, 2023).

In addition, the application of new public management approaches, such as New Public Management (NPM), shows that efficiency, accountability, and transparency are key elements in modern public services (Hood, 1991). Therefore, bureaucratic reform not only requires structural changes but also changes in work culture that are more adaptive and innovative in providing superior public services (Christensen & Lægreid, 2001).

Public organizations function as a place where individuals gather, interact, and work together rationally to achieve common goals by utilizing various resources such as funds, materials, infrastructure, and data (Haning, 2015). Collaboration in public organizations contributes to the achievement of benefits and the success of program implementation effectively. Along with that, the government and other organizations

need to make improvements in formulating policies and service programs that are to the needs of the community (Kim, 2016).

These changes can only be achieved if the leadership has a strong commitment to implementing governance reforms from a classical approach to a more modern approach, which is by the dynamics of the existing environment. Leadership commitment is a key factor in running programs efficiently and effectively. With commitment and support from the leadership, employees will feel motivated to drive positive changes in the services and programs that have been designed (Robbins & Judge, 2013).

Community involvement in the public administration process is a primary value in a democratic government system. Little (2012), in his book *Thinking Government: Bringing Democratic Awareness to Public Administration*, states that democracy is "government of the people, government by the people, and government for the people." This principle emphasizes that public administration must prioritize the interests of the community, not just serve the interests of the bureaucracy or certain groups.

Therefore, to ensure that programs and services provided to the community are genuinely based on their needs, strategic management plays a critical role in fulfilling this requirement (Shacklock et al., 2012). Wheelen et al., (2015), state that strategic management is a part of the processes or strategic steps undertaken to achieve organizational goals over the long term, enabling the organization to adapt to dynamic changes.

There are several reasons why strategic management is crucial in developing policies and programs. First, the environment is complex and uncertain. Second, the trends of globalization require organizations to have a strategic vision and thinking to avoid being left behind in the face of global environmental changes. Third, there are challenges in addressing public interests, as the needs of both individuals and groups must be met wisely (Ferlie, 2015).

Makassar, as a leading higher education city in Eastern Indonesia, serves as a starting point for the Makassar city government to implement innovations. With a large population of both local residents and students pursuing higher education, the city faces a dense environment. This creates the need for innovation by public organizations, particularly the Makassar city government, to prevent traffic congestion and long queues in public services, including education and healthcare.

The concept of home care in Makassar is outlined in Makassar Mayor Regulation No. 6 of 2016 on 24-hour home care services and is part of the Makassar city government's vision and mission for 2014-2019 in the healthcare sector. This is included in Regional Regulation No. 5 of 2014 on the Makassar City Medium-Term Development Plan for 2014-2019, which aims to improve the accessibility of healthcare services to the people of Makassar.

Comparative studies of home care services provided by municipalities over the last decade reveal a diversity of strategies and implementations across regions, highlighting the importance of governance, service management, and community engagement. Countries exhibit varying governance structures, with the central government setting the legal framework and municipalities determining specific strategies (Mobasseri et al., 2023). In Makassar, compliance with government guidelines was critical to service effectiveness (Kadar et al., 2022), while in Puskesmas Kenali Besar, Jambi, the lack of standard operating procedures (SOPs) led to dissatisfaction and low service use, necessitating the development of SOPs to improve service quality (Nova, 2023). Home care services involve multidisciplinary teams that emphasize the role of caregivers (Kamei et al., 2024), and a comparative study between Madrid and Stockholm showed differences in service development based on their respective welfare models (Gorfinkiel et al., 2024). Community engagement is also crucial to the success of programs, although barriers such as lack of resources and training for caregivers persist (Mobasseri et al., 2023). While strategies vary, the need for effective governance, community engagement, and resource allocation remain common themes in the implementation of home care services for the growing elderly population.

In a mini research conducted by the researcher, it was found that the implementation of the Makassar City Government's home care service program was designed with a system that is adaptable to changes and able to meet the demands of healthcare service needs. However, the implementation still faces challenges, with many people opting for healthcare services by visiting hospitals, leading to long queues at both hospitals and public health centers, which affects the effectiveness of the home care program. This is despite the fact that the Makassar City Government has been recognized as one of the top 35 recipients of the best public service innovations since 2016, awarded directly by the Ministry of Administrative and Bureaucratic Reform.

In addition, the main challenges faced by the "Dottorotta" home care program in Makassar City include limited medical personnel in the field, lack of program socialization which results in low public awareness, and the absence of a clear legal basis for the sustainability of the program. To overcome these challenges, management strategies can include increasing socialization and public education about home care services, strengthening collaboration with stakeholders to increase participation, and conducting periodic evaluations of the performance of medical personnel to ensure the availability of services.

The urgency of this study lies in the effort to uncover the underlying causes that have led to obstacles in the implementation of the program. While the benefits of the program have been felt by many in the community, its implementation has not been effective, as evidenced by the long queues at public health centers and hospitals. As a result, the program is considered not to have achieved its full potential. This research aims to reveal the process of program implementation, its execution, and whether regular evaluations have been conducted by the Makassar City Government or the Public Health Service Department during the program's operation.

2. Research Method

This study employs a qualitative approach to explain the phenomenon of home care services provided by the Makassar City Government. Creswell (2016), states that qualitative research involves an in-depth exploration of the phenomenon being studied to obtain valid results regarding the topic discussed. In qualitative research, understanding is emphasized on aspects of significance that are not always measured by quantity, such as the intensity or frequency (Denzin & Lincoln, 2003).

This approach involves an interpretive and naturalistic view towards the research subjects. The data sources include primary data obtained through interviews and secondary data gathered from literature such as books, journals, websites, and other relevant materials. The researcher conducts descriptive analysis to identify the reasons why the home care program has been less effective in its implementation.

To ensure the credibility of the data, researchers apply several methods, including extended observation, where researchers return to the field to conduct additional interviews with the same or new data sources. In addition, triangulation is used to verify data with different techniques, such as observation and documentation, to ensure consistency of information (Sugiyono, 2016). Discussions with colleagues and negative case analysis are also carried out to test the accuracy of the data (Gunawan, 2022). In this way, researchers can increase the level of credibility and reliability of data obtained from interviews, so that the research results can be considered valid and trustworthy.

A qualitative approach was used to explore the phenomenon of home care services in Makassar, because there are several main considerations. First, this approach allows for in-depth analysis of complex phenomena, providing a better understanding of the social and cultural contexts that influence services. Second, qualitative research focuses on important aspects that cannot always be measured quantitatively, such as the experiences and perceptions of service users. Third, flexible data collection methods, such as in-depth interviews and observations, produce rich and contextual data. Therefore, a qualitative approach is very suitable for understanding the challenges and successes of the "Dottorotta" home care program in Makassar.

3. Result and Discussion

Strategy Formulation

Strategy formulation is a crucial part of designing a program by fulfilling indicators such as mission, goals, strategies, and policies to minimize potential issues during program implementation (Syafri et al., 2023). It involves integrating the organization's current external and internal situations with the goals intended to be achieved in the future (Stalk et al., 1992; Haggarty, 2011).

In the context of the home care program implemented by the Makassar City Government, the strategy formulation process has been carried out optimally. This is evidenced by efforts to address significant issues faced by the community, such as the inability of many impoverished citizens to access quick and comprehensive healthcare services (Lim et al., 2005). Additionally, existing healthcare units are unable to reach remote, densely populated, and slum areas, and there is a lack of public awareness in reporting sick individuals to healthcare centers (Haswira et al., 2019; Kasim et al., 2018).

This approach aligns with the strategy formulation process as described by Wheelen et al., (2015), which emphasizes fulfilling solutions to address existing problems within society.

In addition, the fulfillment of this program is an implementation of Makassar Mayor Regulation No. 6 of 2016 regarding 24-hour home care services. It is also part of the Makassar City Government's 2014–2019 vision and mission in the health sector, as outlined in Regional Regulation No. 5 of 2014 concerning the 2014–2019 Regional Medium-Term Development Plan for Makassar City. This plan aimed to enhance accessibility to healthcare services for the people of Makassar, leading to the establishment of the Makassar home care health service program.

Strategy Implementation

Strategy implementation is the execution of what has been formulated, taking into account support for the program, budget availability, and procedures that are properly in place for execution (Stevanovic et al., 2007). Strategy implementation is often referred to as the action phase of strategic management, where the results of decisions made to achieve the organization's goals are effectively realized (Delphine & Srinivasan, 2024).

In the case of the home care program in Makassar City, its implementation has been considered optimal, as the program aligns with the objective of accelerating healthcare services without the need to visit healthcare centers, such as community health centers or hospitals. Rifki (2024) a resident of Makassar City, mentioned that the program provides easy access to healthcare services. By simply calling 112, home care staff will visit the patient's home and provide treatment. However, the home care service has been criticized for being ineffective for lower-income communities, as many people lack access to gadgets, which prevents them from utilizing the program.

Despite challenges in implementing the program due to some people not owning gadgets, the strategy implementation, as explained by Wheelen et al., (2015), refers to the need for consistent support in carrying out a program.

Strategy Evaluation

Evaluation is the final stage of the strategic management process, ensuring that the goals are achieved effectively by assessing the performance of all stakeholders involved (Mills et al., 2015). Strategy evaluation is the process of determining whether the strategy has been implemented successfully or not (Alotaibi et al., 2020).

In the case of the home care program in Makassar, evaluation has not been carried out, even though there are several obstacles faced in implementing the strategy. One of the obstacles is that many low-income or poor people do not have gadgets, making it difficult to access home care services, such as the results of (Al Jahdali et al., 2024; Mesabbah & Arisha, 2016) research. As a result, many people continue to seek healthcare services directly at hospitals and community health centers, undermining the effectiveness of the home care program, which aims to provide quick and efficient healthcare access and reduce the number of people waiting for in-person healthcare services. This goal has not been fully realized (Bierbooms et al., 2014).

Wheelen et al., (2015), state that strategy evaluation is crucial to determine the level of achievement of a program that has been formulated and consistently implemented. This allows the success of a program to be assessed, or it may reveal whether the program has failed to realize the organization's vision.

4. Conclusion

Strategic management in the Makassar home care program has generally been optimal, as seen from the strategy formulation process that addresses the community's needs, such as quick and effective healthcare services, through the establishment of the home care program "Dottorotta" Makassar. Furthermore, the strategy implementation has been effective, with the availability of the 112 service for accessing healthcare. However, challenges have arisen in its application, as many people still face difficulties accessing healthcare services due to the lack of gadgets, either personally owned or provided by the government.

The strategy evaluation phase has not been optimal, as there has been no review of the challenges encountered during the implementation of the program. Therefore, in the strategic management of the home care program by the Makassar City Government, an evaluation review is necessary to ensure that the program aligns with the organizational vision that has been formulated.

Based on the evaluation findings, strategic adjustments can be made to improve operational processes and increase accessibility of medical devices. By reporting evaluation results transparently to all stakeholders, this program can continue to be refined to provide optimal health services to the community so that the vision and mission of the "Dottorotta" home care program in Makassar can be achieved, and evaluation strategies can be integrated by setting clear performance indicators.

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