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ORGANIZATIONAL DEVELOPMENT ACTIVITIES

IKATAN BIDAN INDONESIA-MOTHERCARE

FINAL REPORT

1995 to 1998

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INTRODUCTION

The aim of the USAID funded project between MotherCare and the Indonesian Midwives Association, Ikatan Bidan Indonesia (IBI), was to reduce maternal and perinatal mortality and to improve the reproductive health skills of midwives. Working with IBI, activities were undertaken so that it could play a substantive role in both strengthening midwifery as a profession and improving maternal child health services provided through midwives. IBI was also supported to complement efforts undertaken by the Government of Indonesia (GOI) in its Safe Motherhood initiative. The ambitious goal of the government in this initiative was to reduce the maternal mortality ratio from 420 per 100 000 live births in 1992 to 225 per 100,000 live births in the year 2000.

In the development phase of this project representatives from MotherCare and the American College of Nurse Midwives (ACNM) travelled to Indonesia to assess how this project could be developed and the scope of interventions to be undertaken. MotherCare and ACNM conducted an assessment of the needs for assistance. It was agreed that MotherCare-assisted interventions would include expanding the IBI continuing education program for midwives (which had previously focused on family planning) into the area of maternal health and strengthening the institutional capacity of IBI at the national level to provide greater support to its midwife members.

The MotherCare-assisted interventions aimed at strengthening the institutional capacity of IBI at the national level are outlined in this report. These interventions were in two broad areas of development and were designed to support IBI by strengthening the infrastructure of the association and by developing and implementing comprehensive national office management systems. These Organizational Development (OD) activities undertaken by the MotherCare project with IBI were conducted under subcontract No 5024-59 between John Snow Inc and IBI from late 1995 until September 1998.

This report includes a section of recommendations about the future sustainability of institutional changes developed and implemented by IBI. Many of the activities discussed in this report are at very formative stages of growth, development and implementation. Future funding for IBI is imperative to ensure that organizational development changes are consolidated and built upon to strengthen the support for midwives so that they can continue to support reproductive health initiatives in Indonesia.

BACKGROUND

IBI was established in 1951. The association began with a committed group of midwives meeting to support one another and to develop the image and the profession of midwives in Indonesia. This philanthropic group of women has continued over the years to operate on a voluntary basis in support of this major goal. IBI believes that joining the International Confederation of Midwives (ICM) in 1956 was a significant step in their professional growth and in widening the horizons of the association. This ICM forum has provided IBI with the opportunity to discuss common issues, seek support and establish links with sister associations including ACNM.

In 1994, ACNM collaborated with IBI and tested a teaching model for a in-service midwifery training program in Life Savings Skills Discussions during this time highlighted IBI's concerns about the rapid growth of the association and its capacity to support this growth and serve the membership. In 1990 IBI had 13,441 members. However, in 1991 the government introduced a fast track education program to train 54,000 midwives over a five-year period as a strategy to support its Safe Motherhood initiative. All midwives automatically become members of IBI when they graduate, as a result, by 1995 IBI's membership had effectively quadrupled.

During this period IBI also faced an increased demand from donor agencies to help implement and manage components of their Safe Motherhood projects. These projects were part of an international donor effort to support the Indonesian Government's Safe Motherhood program and designed to address the high maternal and perinatal mortality rates in this country. As IBI expanded its activities both to its members and in reproductive health programs, the organization encountered management constraints. USAID recognized the growing problem at IBI and included funding for organizational development support to IBI in the maternal health project, MotherCare, which started in September 1994.

In late 1994, an ACNM Management Consultant Lori Kurtz was contracted by MotherCare to conduct a Management Needs Assessment to help determine the association strengthening requirements of IBI. This assessment included a field trip to South Kalimantan to ascertain the needs at provincial and chapter levels. Recommendations from this assessment included the development of organizational strengthening activities to be conducted at the national level, devising strategies for compensating any deficiencies in existing continuing education programs and developing strategies for IBI to deal with the association's rapidly increasing membership. However, the findings of the assessment also included a recommendation that this assessment be repeated before the implementation of a future project, as it had not always been possible to meet with key personnel and therefore the availability of information was at times limited.

This Management Needs Assessment and IBI's request for support in organizational development and continuing education programs formed the basis for discussion at an IBI Planning Workshop held in July 1995. MotherCare, ACNM and Margie Ahnan (an Indonesian consultant) who had worked extensively with IBI under other USAID-funded projects facilitated the workshop. Participants included IBI representatives from both the National Board of Directors (BOD) the provincial BOD (including South Kalimantan which had been selected as the area of focus of the MotherCare project). Other participants were Margaret Marshall and Sandy Buffington from ACNM and Diana Beck, Dr. Zahid Huque, Dr. Endang Achadi and Surekha Cohen from MotherCare. A representative from USAID and the Ministry of Health's Family Health Director also attended.

Based on this workshop, MotherCare and ACNM agreed to support IBI by undertaking (1) organization development activities at the national level and (2) expanding the IBI continuing education program for midwives which had previously focused on family planning into the area of maternal health. The proposal submitted to MotherCare Indonesia was refined with the assistance of ACNM and Diana Beck, MotherCare/ACNM Long Term Advisor and was submitted to USAID for approval in late 1995.

OBJECTIVES FOR THE IBI - MOTHERCARE PROJECT

In developing the objectives for this project MotherCare and ACNM reflected on the need to enhance the growth of a strong professional midwifery association in Indonesia able to support the government's Safe Motherhood initiative. It was envisaged that in supporting IBI's professional growth it would be better placed to advocate on behalf of the profession, to support members in upgrading their professional and technical skills and through this ensure an improved quality of life for the women of Indonesia and their families.

The IBI/MotherCare subcontract objectives were broader than those that relate to the organization development (OD) activities and are therefore not covered in this report. The objectives aimed at strengthening IBI's institutional capacity and improving the profession of midwives in Indonesia were to

- 1) Strengthen the Indonesian Midwives Association (IBI) organizational structure and management capability, particularly at the national level so it can better serve its members
- 2) Strengthen the role of IBI to work with the government institutions to influence policies, which enhance the roles and professional development of midwives

ORGANIZATION DEVELOPMENT ACTIVITIES

The objectives of the project, detailed above, of supporting organizational development activities with IBI are interrelated and have therefore been presented together in this report.

The two broad areas of work agreed were to support the BOD to strengthen the infrastructure of the association and to develop and implement comprehensive management systems for the IBI national headquarters. A third area of focus provincial level organizational support in South Kalimantan was not part of the original subcontract but was recognised during the three years of working with IBI in South Kalimantan, as a requirement. Strengthening IBI's institutional capacity in this province became fundamental to ensuring IBI's ability to provide long-term supervision and continuing education support for a MOH-MotherCare in-service midwife training program in Life Saving Skills.

I BOD INFRASTRUCTURE STRENGTHENING ACTIVITIES

IBI is a rapidly growing organization assuming a greater role in policy making and the implementation of public health interventions. Given these changes the structure, constitution and management within the organization required updating to support membership needs and the range of activities which IBI was undertaking. The activities that MotherCare supported in this project were designed to guide IBI's organizational growth and development. IBI directed and managed these activities thus ensuring this growth was sustained and institutionalized. This professional

institutional growth was supported by work with the membership through a series of workshops with the national BOD and provincial leaders. The outcome was that the BOD developed additional management skills thus enabling them to become a stronger governing board responsible for planning and policy making, while leaving the day-to-day management and implementation of activities to paid professional employees of IBI.

(a) Needs Assessment for Organization Development Activities

The first priority in the IBI/MotherCare project was to conduct a Needs Assessment that reviewed IBI's organizational structure, the role of the BOD, and IBI's constitution. This assessment was postponed until July 1996 to allow all BOD members time to discuss and understand the implications of the subcontract between IBI and MotherCare. Members of the assessment team included Pak Kastorius Sinaga, a sociologist and organizational expert, Pak Gustaaf Lemiu, an organization development consultant from Pact, Hans Manembu, an OD consultant from Pact, Nurul Fazrie, recently hired executive director of IBI, Janne Annas, deputy chairperson of IBI and IBI-MotherCare Project Coordinator. The team was headed by Cynthia Myers, an OD consultant for ACNM. Diana Beck also played an important role in designing the assessment and guiding the team through this process. The assessment was conducted at IBI national headquarters and in East Java over a 2-week period. USAID and other donors were consulted.

The main issues identified as constraints during the assessment were the limited capacity of the association to meet the demands of a rapidly increasing membership scattered across approximately 17,000 islands. The mission statement needed supporting goals and objectives. The organizational structure had overlapping roles between staff and the BOD and the leadership had a top-down management approach. Communication with the membership was not always clear and consistent and some members felt the national BODs did not always recognize their needs. Other issues identified included the need to revise the constitution and concerns about the long-term sustainability of IBI.

(b) Organization Development Workshops

The findings and recommendations from the Needs Assessment were taken to the first of four MotherCare sponsored Organization Development (OD) workshops with the IBI BOD. The first of these workshops was held in July 1996 in the Puncak (West Java) and was supported and facilitated by the needs assessment team and Diana Beck, MotherCare's Long Term Advisor. The national BOD and regional representatives from 6 provinces attended. They reviewed the results of the assessment and identified the immediate activities that IBI needed to address. These were the development and upgrading of the national office and implementation of systems for office procedures, personnel and financial systems and a membership directory.

To strengthen the organization, it was agreed that IBI would review its constitution and organizational structure with particular emphasis on new selection criteria for the BOD members as well as clearer definition of their roles and responsibilities. The position and the Scope of Work (SOW) for the newly appointed Executive Director were also discussed (see section on staff positions)

On 31st July 1996, IBI and MotherCare held a meeting with USAID and other Contracting Agencies (CAs) where the assessment team presented the findings of the assessment and the results of OD workshop 1. The findings and recommendations were important as they had an impact on IBI's overall operations and therefore had an effect on the other CAs working with IBI. Discussions focused on IBI's financial management, creation of an overhead rate for IBI, new professional staffing at the national headquarters and the financial sustainability of these changes.

Following OD Workshop 1, MotherCare and IBI worked closely enabling them to present the results of that workshop and introduce the new Executive Director and SOW for his position to IBI's National Assembly held in Jogjakarta (Central Java) in September 1996. A National Assembly is held mid way between IBI's 5 yearly National Congress. MotherCare requested the assistance of a consultant, Stefan Pakulski, who had previously worked with IBI on OD activities to support the activities being undertaken at this time. The National Assembly approved all recommendations developed at OD Workshop 1.

Following discussions between Unicef, IBI and MotherCare it was agreed that Unicef would assist in MotherCare's objectives of strengthening the infrastructure of IBI by introducing the concept of Strategic Planning at the National Assembly. The Unicef team composed Dr. Syamhari Baswedan and Steve Aswin. Using this strategic planning concept the first draft of IBI's vision and mission statement was formulated at the National Assembly. Unicef also agreed to provide financial support for the next 2 OD workshops and provide facilitators to further develop strategic planning at OD workshop 2.

OD Workshop 2 was held in May 1997 in Ciawi, Bogor (Central Java). The planning and facilitation team consisted of Nurul Fazrie, Executive Director IBI, Stefan Pakulski, MotherCare OD Consultant, Frank Page, Workshop Consultant and OD expert, Diana Beck, MotherCare Long Term Advisor and Dr. Syamhari Baswedan, Unicef and specialist in Organization Development. Forty members participated consisting of the national BODs and representatives from all 27 provinces. The first draft of IBI's 5 year Strategic Plan 1998 to 2003 was formulated. During the workshop much of the debate and discussion focused on how IBI members could become self-sufficient and compete on a professional level with midwives from other countries. There was particular concern that implementation of the ASEAN Free Trade Agreement in 2003 would bring competition from midwives from other countries able to practice in Indonesia.

At OD Workshop 2 provincial level participants were also requested to develop provincial level strategic plans using the model of the national strategic plan. It was anticipated that provincial level plans would be reviewed at subsequent workshops. However, most provinces identified the need for further support to develop provincial strategic plans. To support this development time was allocated during OD Workshop

4 to consider South Kalimantan's strategic plan. This information was to be used to support the development of province strategic plans. However, limited time and lack of availability of province leaders from South Kalimantan prevented this from occurring at OD Workshop 4. The strategic plan for the province of South Kalimantan was developed at a separate provincial-level workshop (see section on OD Development at Province level).

In November 1997, the third OD workshop was held at Ciawi (West Java). The facilitation team for that workshop consisted of Nurul Fazrie, Executive Director IBI, and Janne Annas, Deputy Chairperson IBI and MotherCare's Project Coordinator. Introduced at this workshop was Heather Bull, MotherCare's OD consultant, contracted since 15th November 1998. The same group of participants attended from the national BOD and all 27 provinces to ensure that there was continuity in planning and decision making. Unicef and MotherCare again jointly funded that workshop where IBI drafted a comprehensive National Strategic Plan. However, some workshop participants and BODs recognized that in their enthusiasm to develop this plan, the breadth of activities had become unmanageable. Other areas of discussion included the selection criteria and indicators for election of the BOD, procedures for the election, and a strategy for selecting and supporting the development of future leaders within IBI. IBI also drafted a plan for continuing education activities that could be implemented throughout Indonesia. This plan was based on existing province-level activities in South Kalimantan. A media strategy for IBI was also discussed and developed.

The last of the 4 OD Workshops was held in the Puncak (West Java) in August 1998, hosted and funded by Unicef and MotherCare. For the second time the facilitation team consisted of Nurul Fazrie, Independent Consultant for IBI, Janne Annas, Deputy Chairperson IBI and MotherCare's Project Coordinator, and Heather Bull, MotherCare's OD consultant. The benefits and insights developed, by this team consistently working together, allowed for a better understanding of the approach that best suited the needs of the participants. At that workshop many of the OD strengthening activities undertaken by IBI were finalized. These activities are discussed below in this report under the sections on the Constitution and by-laws, Organizational Structure and the IBI's Strategic Plan 1998 to 2003. The outcome of the workshops, strengthening and expansion of IBI during the MotherCare-funded OD project were presented to IBI's twelfth National Congress held in September 1998.

(c) Constitution and by-laws

IBI's constitution and by-laws were discussed at OD Workshop 1 and an ad hoc committee was established to review this document's consistency with IBI's current structure and needs. However, it was not until 1998 with support from MotherCare funds that IBI sought advice from a lawyer specializing in and familiar with constitutional matters. During the fourth workshop IBI members, with support from the lawyer, reviewed the constitution and by-laws document to ensure consistency and that it reflected IBI's future requirements. During discussion at that workshop IBI recognized that many of its documents were inconsistent and members were not familiar with the content of all IBI's documents. The review process therefore took considerably longer than was first anticipated.

Subsequently, the lawyer was able to compile IBI's needs into a revised constitution and by-laws document. Significant issues requiring his further consideration included the legal status of IBI, ensuring decisions made about changes in the organizational structure were reflected in the document, consistency in each of the association's four levels in relation to authority, accountability and autonomy, and individual board members' roles and responsibilities. It was anticipated these changes in the revised document would be available 2 months following the National Congress.

IBI's legal status as an organization was also confirmed with the lawyer. Records showed IBI was registered as a professional health association at the Department of Justice of the Republic of Indonesia on the 15th October 1954, as stipulated in the State Gazette No. J.A. 5927. IBI joined the Indonesian Women's Congress (Kowani) in 1958. IBI was also registered as a social organization at the Department of Home Affairs of the Republic of Indonesia, as specified in Law No. 8 of 1985.

(d) Organizational Structure

IBI's organizational structure was identified as needing review and revision from the beginning of this project and has been subject to considerable discussion over the past 3 years. Changes were vigorously debated at every OD workshop. However, it was clear that this was one area in which individual members of the BOD could not always agree and provides clear evidence of the BOD's different stages of growth, development and understanding. The new organizational structure adopted by IBI at the twelfth National Congress included changes to the number of board members at each of the four levels of the association, changes to the role of advisors and separating the staffing and board structures.

The four levels of the association (see attached Organogram) are the national, provincial, chapter and sub-chapter boards (Pengurus Pusat, Pengurus Daerah, Pengurus Cabang and Pengurus Ranting). At the national level, the board (Pengurus Pusat), of 25 members, has been streamlined to 15 members. Five of these members make up the Executive Committee (Pengurus Inti). Previously, there had been 6 members in this committee, which created potential concerns in relation to voting mechanisms. The committee consists of the President, Chairperson 1, Chairperson 2, Secretary General and Treasurer.

An advisory board (Dewan Penasehat) consisting of previous presidents and valuable community leaders supports this formal structure. In the past, this group was recognized as holding more power than the IBI president or the serving members of the Executive Committee. The changed structure recognizes the advisory role this group plays and positions it offline in an advisory and supporting role to the Executive Committee.

At the provincial level, the provincial board (Pengurus Daerah) consists of 15 persons and is supported by the provincial executive committee (Pengurus Inti (Daerah)) of 5 persons. IBI members took a deliberate decision to recreate a similar structure at each level of the association. The district level board (Pengurus Cabang) therefore has the same structure as the provincial level. The sub-district level board (Pengurus Ranting) was not in a position to support that structure and was simplified.

Until MotherCare funded the employment of the Executive Director and the Accountant, IBI BODs undertook many of the day-to-day administrative functions. The BOD staffed all Project Co-ordinator positions. This conflict of interest created by board members holding staff positions has resulted in a complicated structure which did not always function effectively (see section on Staff Positions)

In the new organizational structure Project Coordinators report to the Executive Director who is responsible to the Executive Committee. This ensures that the day-to-day management of the organization is the responsibility of the Executive Director and the paid staff members. Whilst planning and development of policy remains the obligation of the BODs. The attached organogram also identifies positions for managers whom report to the Executive Director. These positions do not currently exist, however IBI believes that these positions should be created and filled in the longer term.

(e) IBI's Strategic Plan 1998 to 2003

The IBI 5-year strategic plan was ratified at the twelfth National Congress and will provide the foundation for IBI's future development over the next five years. Despite continued reviews aimed at creating a user-friendly product, that document is lengthy and complex. In order to make the next 12-months work plan manageable, responsibility for ensuring implementation of specific parts of the work plan was delegated to individual members of the Executive Committee. Unicef has agreed to fund 3 future OD workshops on the basis that IBI reviews progress and develops further work plans for 6-monthly periods up to December 1999. The strategic plan will assist IBI in being selective in considering any future requests to become involved with outside organizations and funding bodies. In the past IBI has tried to respond to all requests without full consideration of the association's capacity and whether these were consistent with IBI's own mandate.

(f) IBI's Professional Role

The expansion of IBI's professional role was further encouraged by collaboration with government bodies. These included the Ministry of Health with the aim of upgrading the education of midwives through improvement of basic education programs and continuing education systems. IBI has also been involved in the development of protocols and a body of knowledge for midwives as well as a peer review-continuing education system.

In August 1998, IBI held a Midwifery Education Seminar for its members and representatives of relevant government ministries. MotherCare funded the attendance of consultant Lily Hsia, Associate Professor and Chairperson of Midwifery Education Program from the State University of New York, Health Science Center at Brooklyn. At this event differences between education and practice of midwives and maternity nurses were discussed. IBI has used the seminar outcomes to ensure that the importance of midwives' skills and knowledge continues to be recognized by the GOI.

and others in Indonesia Continuing education programs for all its members but particularly those in the villages has continued to be a priority for IBI

IBI has also made an effort to participate in international dialogue on midwifery On three occasions over the past three years, MotherCare has funded the travel of IBI representatives to the International Confederation of Midwives to participate and present papers This gave members the opportunity meet and share experiences with midwives from other countries and to present the Indonesian perspective of reproductive health services to this global forum

II IBI's NATIONAL OFFICE AND MANAGEMENT SYSTEMS

Initial discussions with IBI indicated that any organization development support would need to include (1) hiring professional personnel to plan and manage IBI's daily operations and (2) developing and implementing several office management systems Prior to the MotherCare project, BODs undertook many of the administrative tasks at IBI's national office staff and all project staff were members of the Board IBI recognized that professional staff positions were fundamental to the growth of the association, as IBI entered the next stage of its development Expectations and demands from donor agencies, government bodies, other organizations and the membership meant that board members needed to concentrate on policy making and planning and leave the implementation and day-to-day management of the association to paid staff members

(a) Staff Positions

IBI and MotherCare jointly identified the staff positions requiring funding Position descriptions were developed and agreement was reached on the process for employing an Executive Director Project Coordinator and an Accountant The Project Coordinator Ibu Janne Annas was the first person to be employed on the 1st April 1996 Ibu Janne was well known to MotherCare and ACNM She had attended meetings to discuss this project and had contributed at ICM forums Her professional commitment was in the area of midwifery education and as a past midwifery teacher she understood many of the issues that MotherCare would face over the life of its subcontract with IBI

The controversial position was that of Executive Director Lengthy discussions occurred as IBI's Executive Committee and the wider BODs considered issues relating to relinquishing day-to-day management of the association and the differences and similarities that existed between an Executive Director position and the BODs Secretary General position The decision to appoint an Executive Director and not an Executive Secretary who would assist the BODs Secretary General was not an easy one for the BOD

The Executive Director Nurul Fazrie was appointed on 1st July 1996 Initially he was kept busy by the up coming Needs Assessment, the National Assembly and OD Workshop 2 However it soon became evident that it was necessary to revisit the position descriptions and redefine that role Although the BOD actively supported

components of this position and recognized the incumbent's knowledge and skill as a business manager, the change brought about by this position created a very different work environment. As a result, the Executive Director's position description changed to reflect the needs identified by IBI.

Mr Fazrie worked towards and contributed to a number of significant achievements for the association. His contribution and involvement included the development of new office and administration systems in the national office, support and supervision of administrative staff, conducting specific training programs for the staff and BOD, and support to the BOD to develop a more professional approach in dealings with government, donor agencies, other NGOs and the wider community.

Board members continued to work in staff Project Coordinator positions to support the organization and to supplement their incomes. Most were already retired or had chosen to retire to take on BOD duties. However, this created a situation where reporting mechanisms were unclear. This was further complicated because the Executive Director was not a midwife (or indeed a woman) and this was considered by some to be an essential part of any selection criteria despite earlier consensus to hire Mr Fazrie. Nurul Fazrie resigned in May 1998. With only a short period remaining (June-September) in the MotherCare subcontract, it was decided to seek the services of an Executive Secretary with specific duties to be carried out over the final period of the subcontract. The employment of the accountant will be discussed in the section on Financial and Accounting System.

The final appointment was for the position of an accountant. As part of the process to develop a new financial system an accountant position was developed with a scope of work and hiring criteria. After a thorough recruitment and interviewing process, Aris Hamanto was appointed on 1st August 1996.

(b) Office Systems

The strengthening of IBI's office systems required considerable support and determination on the part of all those involved. As with the development of any system there were a number of obstacles that needed to be overcome. However, IBI was able to develop office management systems and manuals so that when these were fully implemented they would support IBI's future growth over a number of years. Those developed were financial, personnel, office and procurement procedures and a program management system. The first step in implementing new office systems was to purchase office equipment for the national office. Using expert consultants to develop these systems, 1 computer, 1 printer, 1 notebook and office furniture were purchased in 1997 to support the new staff positions and new management at the national office.

1) Financial and Accounting System

The management of finances and accounting procedures within IBI had been the responsibility of individual project coordinators and IBI's treasurer. The system of accounting for project funds depended on the level of financial knowledge of the responsible project coordinator and the reporting mechanisms required by the donor.

agency These accounts were not integrated with the overall IBI financial report IBI recognized a new system should be developed which standardized and consolidated accounting and financial reporting systems

A USAID approved accounting firm, Johann Molanda, was contracted to reflect IBI's desire to increase transparency in its accounting and financial procedures In September 1996, Johann Molanda conducted a complete assessment of IBI's financial and accounting systems at the national level Based on this assessment they made very specific recommendations to improve IBI's financial and accounting systems including an organizational structure for managing funds, invoicing, receiving payments, procuring and paying suppliers receiving membership dues, replenishing and managing petty cash, and paying salaries These recommendations were discussed with IBI and revised to ensure the systems proposed were well suited for IBI structurally and programmatically

Recommendations from this report also included the development of a computerized financial management system This was developed and installed in August 1997 IBI's accountant received training in the implementation of this system, however it has not yet been fully implemented This was in part due to the Executive Director having no supervision role in this area and the accountant requiring additional support to implement the system The final step in this process was the development, testing and implementation of a procedure manual In August 1997 the implementation of the financial system for IBI was complete, but its computerization has yet to be fully implemented

MotherCare planned to conduct an organizational audit that would assess the suitability and stage of implementation and quality of IBI's consolidated financial and accounting system An independent accountant was hired to assist IBI's accountant to produce a consolidated report of IBI's 1997 financial records prior to the audit The USAID approved auditors Siddharta, Siddharta and Harsono commenced work in August 1998 The MotherCare project finished in September 1998, which only allowed enough time to complete a one-year audit of the financial records from January to December 1997 and provide IBI with a suggested overhead rate This rate was established so that IBI could include overheads in future project proposals and use these funds for institutional overhead costs The audit did not include a review of the suitability and stage of implementation of the new financial system due to the restricted timeframe of the MotherCare project However the auditors were able to provide a management letter that clearly outlined the areas in which IBI needed to focus its attention in implementing good financial practice procedures

2) Human Resource Management System

In 1996, Pact was hired by MotherCare to work with IBI on the development of a human resources management system Initial assessments were undertaken in coordination with Johann Molanda as they worked on the IBI's financial system Recommendations included clarity of lines of supervision and authority consistent with the appointment of the Executive Director A Personnel Manual was developed that sought to provide staff with an environment in which their rights and responsibilities were outlined and gave IBI the support it needed to manage staff well After this manual was trailed IBI felt there were some items that needed further

consideration, including payment of overtime and staff allowances as IBI was concerned about its limited financial resources. To ensure comprehensive understanding existed in all sections of this human resource management system it was revisited in May of 1998. At this meeting, and following clarification and amendments to the manual, a decision was made to implement this system as documented in the Personnel Manual.

3) Office Procedures and Procurement System

Pact, as part of the integrated package of office system development, was also contracted to develop an office procedures and procurement system and document this in a manual for IBI. The assessment of IBI's requirements occurred at the same time as the human resource system was developed. In June 1997, Pact made recommendations and developed a system that IBI found too complicated. As a result of IBI's difficulty in understanding the system they did not implement it.

This manual was reviewed in early 1998 and following discussions with the Pact's new Country Representative Debra Huls, Pact agreed to revise this document and work with IBI to develop a system that reflected IBI's future needs, which happened in May and August 1998. IBI now has a procurement system represented in the IBI Procurement Manual that has been agreed to and implemented. The office procedures and filing system as represented in IBI's Office Procedures Manual has also been accepted. However, due to time needed to finalize this system and the necessary support to introduce these procedures, this has not been fully implemented.

4) Program Management System

At the time of renegotiating the work undertaken by Pact in March 1998, it was decided that the office systems development required a more comprehensive program management package. Although this was not part of the original contract, it showed an acknowledgement within IBI that they needed a tool to help with the development and management of projects. As a result, this program management system and manual provide project staff with the guidance and standards needed to design, develop, implement, monitor, evaluate, and document all future projects. Pact conducted sessions over 2 days and introduced these procedures to ensure the implementation of the package.

(c) Membership System

A membership directory was seen as an important part of IBI's efforts to expand its services to its members and for IBI to have more complete information about its membership. Since the membership of IBI is so large, directories for two areas (Jakarta and South Kalimantan) were developed as a first step with assistance from MotherCare. The development of these directories commenced in January 1998 when a SOW was developed to oversee the project design and manage the process.

However, it was not until June 1998 that a consultant was identified to support the IBI membership committee responsible for producing the directory. The information for collection from members was decided following a review of relevant information and

the Profile of Midwives database collected by the Service Delivery Expansion Support (SDES) project working with IBI in 11 provinces. A data collection form was designed, pre-tested and revised. IBI organized the distribution and collection of these data collection forms via provincial leaders. This very personal approach ensured a significant return, however the membership unfortunately did not always complete all sections of the data collection forms.

Concurrently, the membership committee contracted Pact to develop a membership database designed to support IBI's extensive and growing membership. IBI's future planning needs were also considered and the design of the database ensured that information would be retrievable in a variety of ways. At this stage an external consultant was contracted and oversaw the completion of the project and publishing of the directories. Working with the consultant, IBI completed the data entry and retrieval of member's information and decided on the most critical information to be included in the directory. This took into account the limited data provided by members. Additional information such as the constitution and by-laws, code of ethics and other membership information were included. The directory produced in Indonesian was translated into English and printed in both languages for use by IBI and other organizations including donor agencies.

To support the future development of a national directory and the availability of information about all IBI members, a production manual was developed. This will support IBI in its endeavor to have a computerized information system and published directory of its full membership.

(d) Library and Lending System

The establishment of a library at both the national office and in the province of South Kalimantan was recognized by IBI as an important tool to serve the membership. In August 1997, IBI contracted Ibu Umie to develop these libraries over a 6-month period. Procedures were developed to support the process of borrowing, retrieval and maintenance of the library. These processes were documented in a Library Manual for the 2 libraries. Bookcases, reference books and training equipment were purchased with MotherCare funds. The library in Jakarta was completed and opened for borrowing in August 1998. The books and the training equipment in the South Kalimantan library have yet to be catalogued. The project consultant has assured MotherCare that this work will be completed by late 1998. She is also committed to continuing to develop these libraries for the IBI membership in order that the library holdings will be updated to keep abreast of developments within the profession and with the development of continuing education materials.

III) ORGANIZATION DEVELOPMENT AT PROVINCE LEVEL

MotherCare has worked, very closely with IBI for the past 3 years, in the province of South Kalimantan to develop a program of peer review and continuing education that supports the MOH clinical training for midwives in Life Saving Skills. Identified early in the project was the need to support and strengthen the infrastructure of IBI at the province level to maintain these training efforts. MotherCare supported IBI to jointly develop the Continuing Education System with the MOH including

establishing province level trainers, systems, and fund-raising mechanisms. In late 1997 and 1998 a series of meetings were conducted where strategies were developed to ensure continued sustainability of the Peer Review-Continuing Education system once the MotherCare project had finished.

As a culmination of three years of ongoing work with IBI in South Kalimantan, Mothercare also worked with IBI to develop a long-term provincial level strategic plan. The strategic planning workshop in South Kalimantan was held in April 1998 with assistance from Nurul Fazrie, Heather Bull and Diana Beck. At this workshop, provincial level participants developed a Strategic Plan for South Kalimantan province taking into consideration the national strategic plan and using this information to develop a provincial plan that reflected local concerns and issues. It is unfortunate that due to the end of the MotherCare project this process could not be replicated in other provinces, but it is hoped that it can be done with other funding.

IBI's TWELFTH NATIONAL CONGRESS

The final activity that occurred during the period of the MotherCare/IBI subcontract was IBI's twelfth National Congress held in September 1998. While this was not part of the OD activities funded by MotherCare, much of the work undertaken over the past three years with MotherCare support was presented to the Congress and was ratified or plans were made for implementation.

OD strengthening activities discussed and ratified were

- Constitution and by-laws
- Strategic Plan 1998 to 2003
- Organizational Structure
- Selection and Election Procedures for BOD

Office Systems developed and adopted were

- Human Resource Management System and Personnel Manual
- Procurement System and Manual
- Office Procedure System and Manual
- Financial System and Manual
- Membership Directory
- Library System and Manual

The new IBI Executive Committee was elected to govern the association for the next 5 years. In line with the election procedures the president was elected by the membership and the next 4 highest vote recipients were elected to the Executive Committee. The president was then responsible for allocating positions on the committee. The following members are the new committee: Ibu Janne Annas (previously Chairperson 2 on the national BOD and MotherCare's Project Coordinator) although elected to the new Executive Committee has since resigned.

President	Ibu Wastidar
Chairperson 1	Ibu Nur Ainny Majhid
Chairperson 2	Ibu Harni Kusno
Secretary General	Ibu Mustika Sofvan
Treasurer	Dra Roslidjah Siahaan

RECOMMENDATIONS AND FUTURE SUSTAINABILITY

MotherCare has supported IBI over the past three years in its endeavor to undertake sustained institutional change both internally and with the community at large. IBI's efforts in the area of Organization Development have produced many positive and rewarding results. However, as described in this report there are a number of areas that are still very formative stages of their growth and development. The following recommendations require continued support to ensure IBI's growth continues in a planned and organized manner.

Support to the Executive Committee

In September 1998, the new Executive Committee was elected to guide and govern IBI for the next 5 years. The period of transition to new leadership creates a unique opportunity to support the introduction of a new open style of leadership and management. By working with the new Executive Committee to build upon institutional strengthening activities undertaken with MotherCare a strong institutional foundation can be ensured for the future development of IBI. At this stage of IBI's professional growth this would require outside professional support. The particular areas of work that could form the basis of future support, with which the Executive Committee has indicated a willingness to be involved and supported, are

- Work with the committee to assist them to formulate a 5-year work plan for their term of office. This will need to be consistent with the broader National Strategic Plan for IBI. IBI needs to seriously consider issues of concern to the grassroots membership and find ways to become more responsive to its members. The inclusion of provincial leaders in the OD workshops is a very effective method for IBI to ensure ongoing coordination and communication with the membership.
- Address issues of lessons learned over the past 5 years and during the twelfth National Congress. Develop a plan to address any issues or concerns and develop positions/strategies to make the association stronger and better informed. Changes to the constitution, rules and regulations, and organization structure continue to need to be part of this process.
- Introduce a more open management approach based upon decisions following frank and informed debate. Ensure thoroughly canvassed decisions are consistent with previous decisions and that any new decisions reflect the overall mission and strategic plan of the association. These decisions should not be made in isolation or because of a particular short-term need.
- Introduce a more formal meeting structure where decisions are documented and meeting procedures and rules are adhered to.

- Support the committee to establish improved communication, educational training and support for midwives in the field IBI believes that over the next few years many village midwives, presently employed by the government will not continue to receive support and protection The government plans that village midwives will become independent practitioners at the end of their government contract As a result, an increasing number of midwives will fall outside government support systems and future training opportunities Further, there are also many private sector midwives who are not involved in in-service education programs This group needs strong and committed advocacy by IBI to ensure that they continue to provide a high standard of midwifery service to their community
- Support the committee to develop and maintain links and advocate on behalf of the profession with sister organizations, NGO's, government departments and personnel, and donor agencies
- Work with the committee on strategies relating to the active recruiting of members willing to take on project management tasks and leadership positions

Recommendation 1 Support the Executive Committee of IBI to develop their policy and planning role and establish strong leadership that is forward thinking, reflective of the membership needs and has an open management approach

Organization Development Workshops

The process of using a workshop environment to support organizational strengthening activities for IBI has worked well and is familiar to IBI's leaders It was for this reason and the need to build and strengthen implemented changes that MotherCare and IBI developed a funding proposal to Unicef for a further 3 workshops over the next 15 months Unicef has agreed to fund these workshops The activities outlined below continue to need support and further development with the new national BOD and provincial leaders

- The first of the new series of workshops will establish national implementation work plans for the next 12 months Provincial level work plans should also be developed The province work plans need to be very practical in their application along the lines of those already developed in South Kalimantan but reflective of individual province needs Province leaders were part of the working group responsible for the development the national Strategic Plan and thus are very familiar with the process and content of this plan Once the 5-year strategic plan for each province is established individual 6-month work plans can be developed This will ensure the new provincial leaders will begin their term of office with work plans in place and will also provide national BODs with an avenue to direct its support to the new provincial BODs

- Subsequent workshops will build on each province's strategic plan by reviewing the work undertaken and developing working plans for the subsequent 6 months. These sessions need a very practical approach and facilitators must ensure that all work plans are consistent with national work plans
- The opportunity exists at these workshops to develop business plans for national and provincial offices. These business plans need to highlight how IBI will address issues of future financial sustainability at all levels of the association. Other sessions should support the implementation and use of IBI's Program Manual and how to structure and write reports

Recommendation 2 Conduct an additional three BOD workshops with Unicef funding to support the continued organizational growth of IBI and the new national and provincial level Board of Directors

Staff Positions

The new organizational structure as reflected in the attached staff organogram will continue to need additional support before it can be institutionalized within IBI. The national office has, with the employment of an executive director and an accountant become more efficient and effective in its approach. Recommendations from the recently conducted Audit should also receive full consideration and will require the employment of the accountant to implement fully. IBI is not in a position to fund these positions without outside funding.

These positions are imperative if IBI is to sustain the institutional growth and good management practice that has developed during the time of the IBI/MotherCare project. If funding for these positions is not forthcoming IBI will again be required to revert to the BODs taking on the day-to-day administrative and financial tasks at the national office. As a result the association will be forced to concentrate its efforts internally and the ability of the association to respond to and advocate on behalf of the profession will be severely restricted.

Recommendation 3 Provide funding to support the employment of an executive director to manage the day to day operations of IBI and an accountant to manage IBI's financial and accounting system. These staff positions are fundamental to IBI's professional growth and will allow IBI to concentrate its efforts on planning and policy formulation as well as to respond to and advocate on behalf of the profession

Office Systems

The personnel, procurement and financial systems need continued support and professional staff to ensure their maintenance and implementation. Staff being introduced to the new office procedures and filing systems require training, close supervision and support. Implementation of the program management system relies on the BODs being skilled and committed to its operation.

One of the stated objectives of the new BODs is to be more responsive to the needs of the membership. The strengthening of the provincial office management systems and structures, development of business plans at the national and province level and provincial level strategic plans will strengthen IBI's objective of becoming more professional as an association that is supportive of and responsive to the membership.

Recommendation 4 Implement and maintain office systems at IBI's national office and support the strengthening of office management and systems development at the provincial level

National Membership Directory

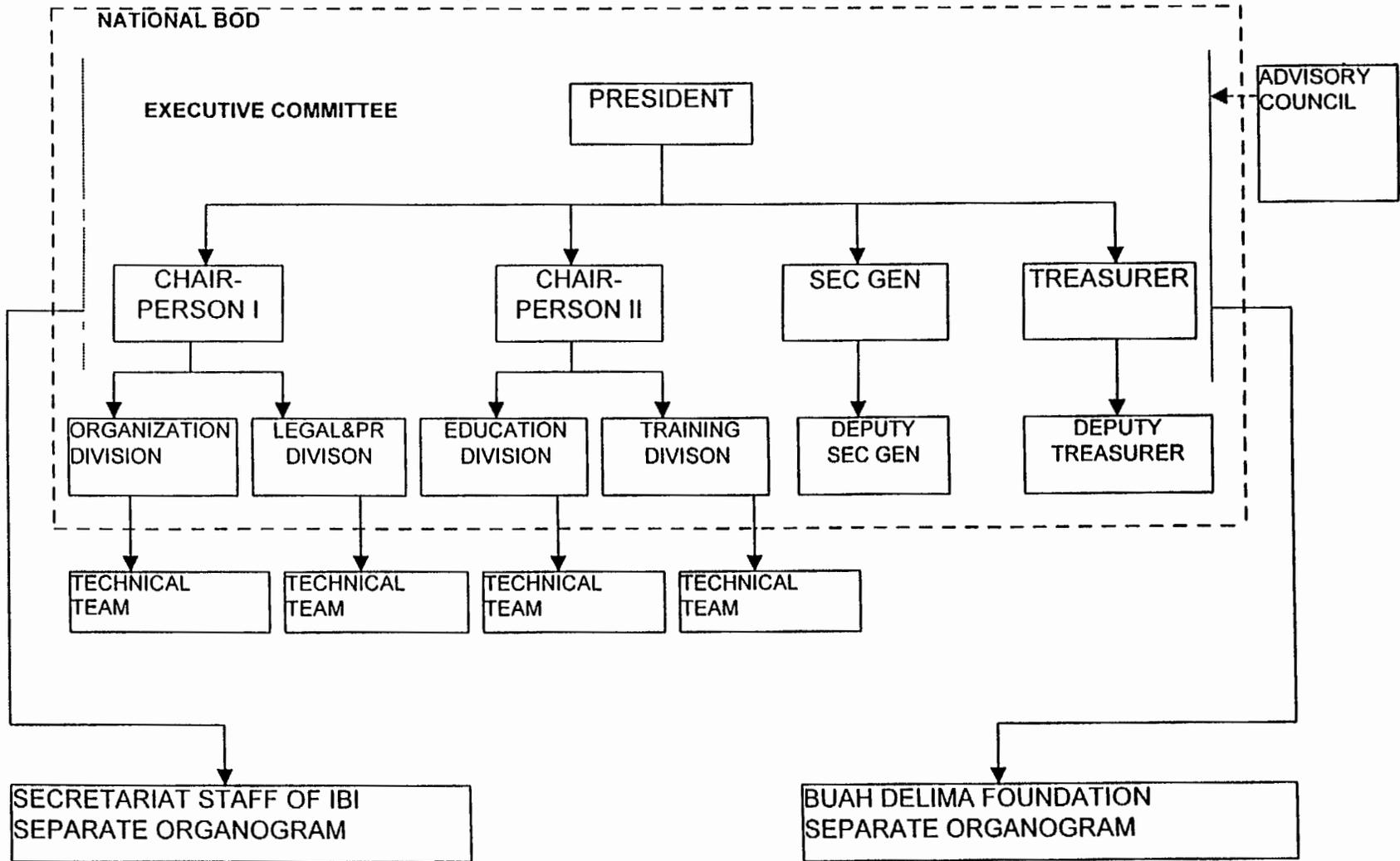
A national directory and a national membership database should be established. A national directory serves as a powerful unifying tool and enhances communication between members. IBI recognizes that many of its members feel isolated and disconnected from the association and the provision of a directory is one way to reverse this situation. Further, a national directory will promote individual members and the association in its entirety.

Once established, the information contained in a national database will provide IBI donor agencies and the GOI with a valuable planning information about the profile of midwives in Indonesia. This information currently includes the member's name, work and home details, type and where work is undertaken, qualification and recent formal and informal education. Funding agencies or the GOI may also have a need to use IBI's data collection channels to collect or distribute separate planning information.

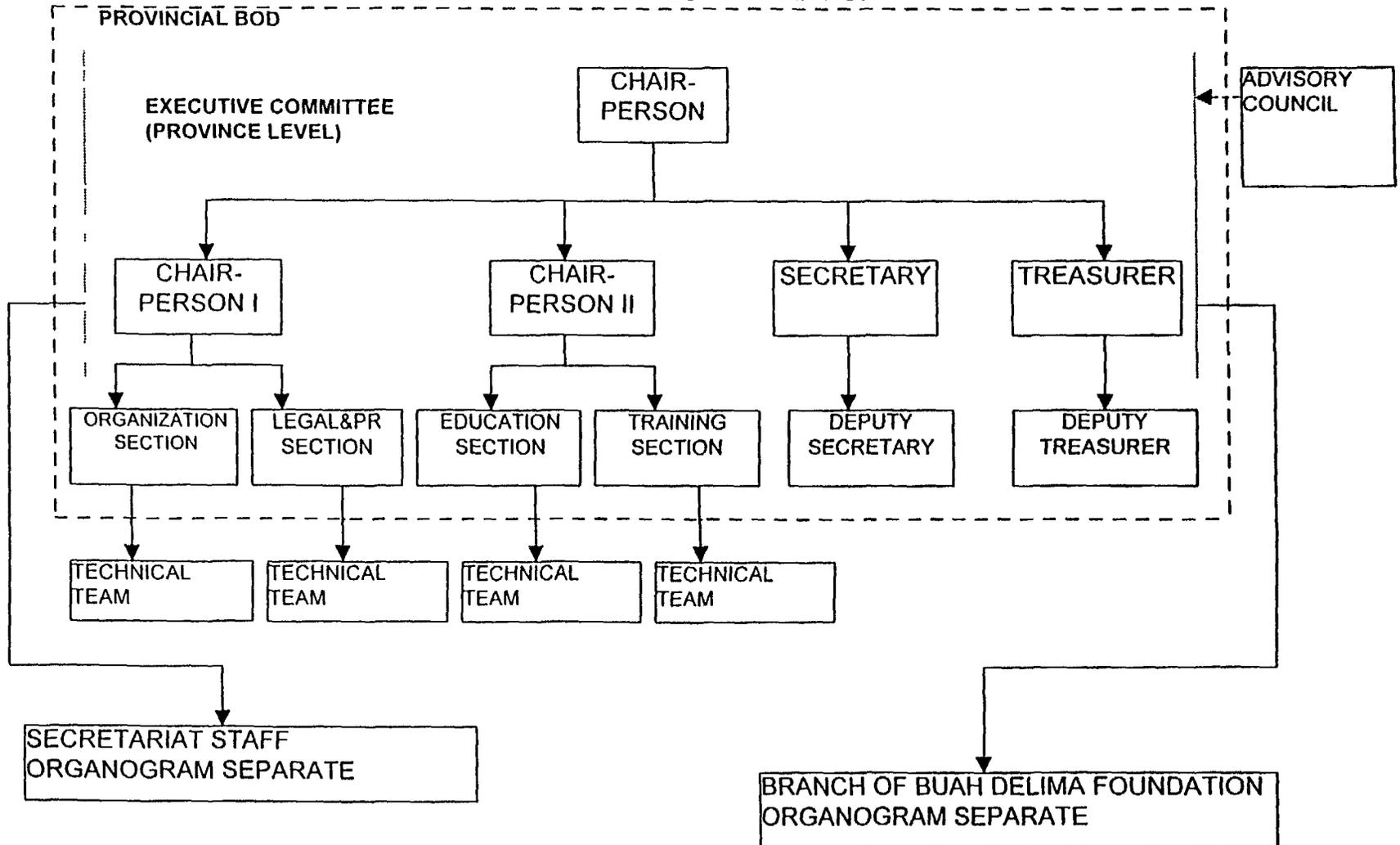
In developing a project proposal for establishing a national database and directory, the funding to conduct the project needs to be considered. It may be appropriate to look at the establishment of a national database and the production of a national directory separately. Whilst donor agency funding should be considered for the national database, the production of the national directory may be better managed with sponsorship funding. This funding could be linked to other provincial funding requirements.

Recommendation 5 Develop a national membership database for IBI building on the model established in Jakarta and South Kalimantan and support IBI to seek sponsorship to produce a National Membership Directory

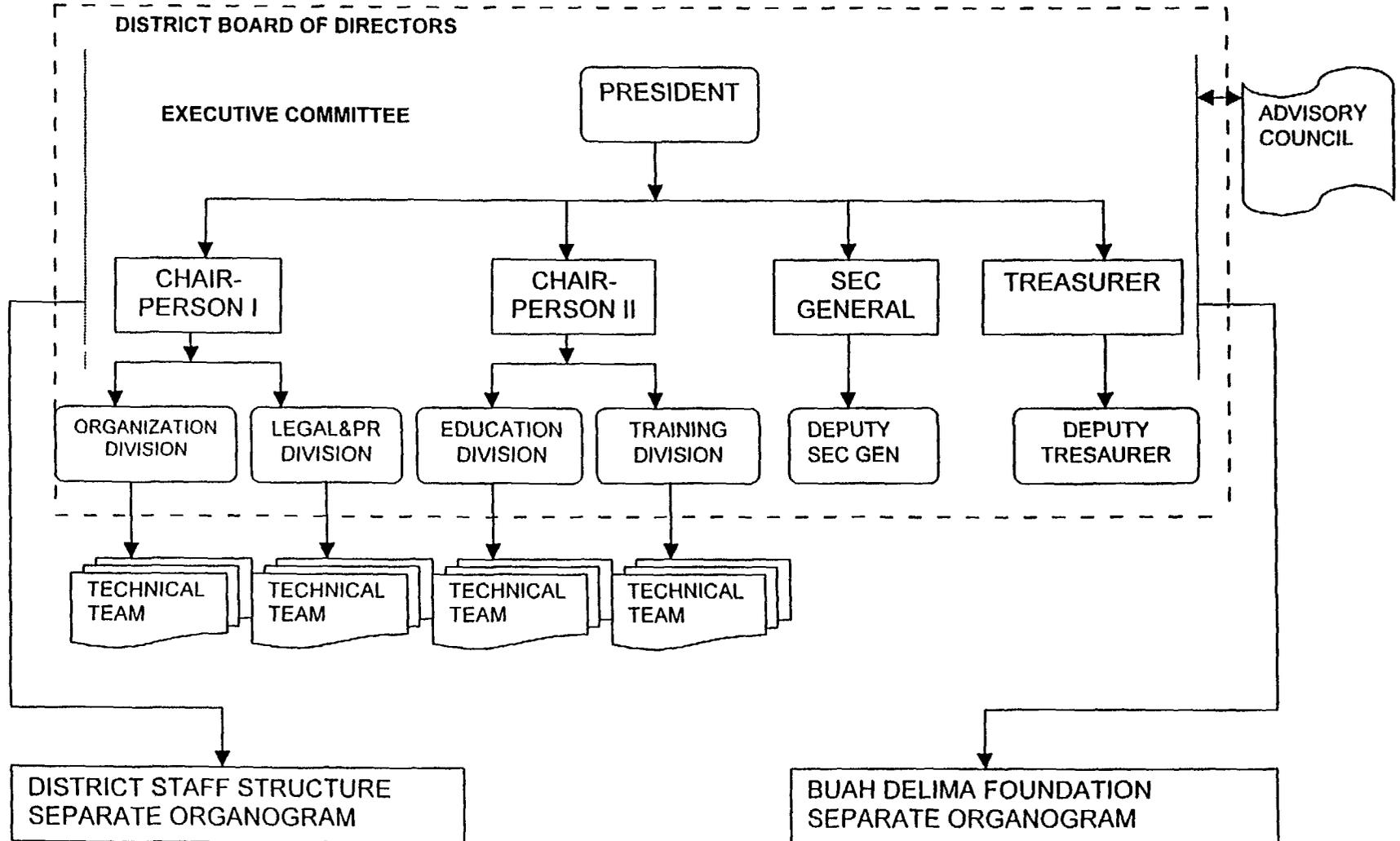
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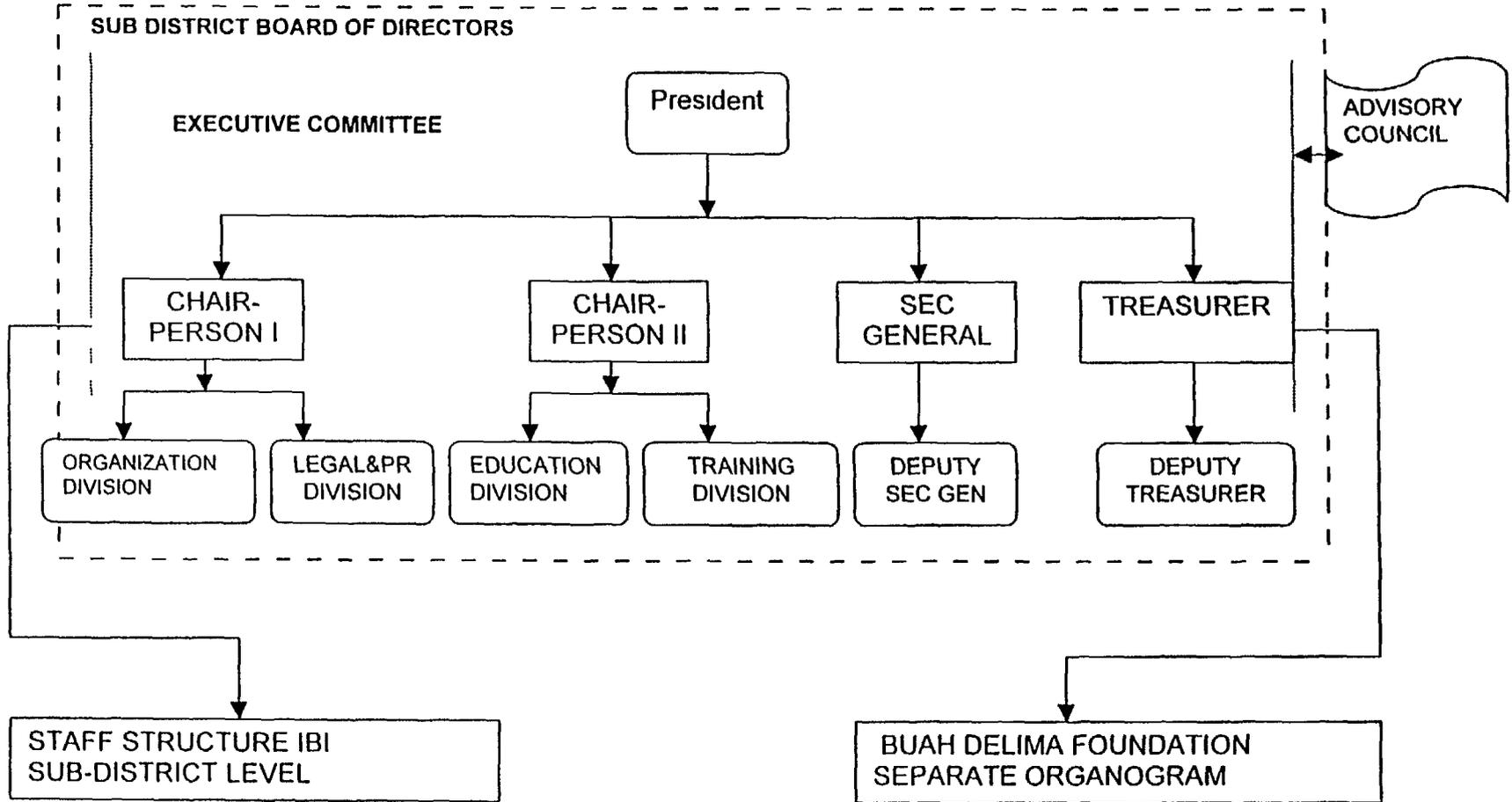
ORGANOGRAM FOR THE PROVINCIAL BOARD OF DIRECTORS INDONESIAN MIDWIVES ASSOCIATION



ORGANOGRAM DISTRICT BOARD OF DIRECTORS INDONESIAN MIDWIVES ASSOCIATION



**ORGANOGRAM SUB-DISTRICT BOARD OF DIRECTORS
INDONESIAN MIDWIVES ASSOCIATION**



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ORGANOGRAM STAFF INDONESIAN MIDWIVES ASSOCIATION

