

Reforming IPPF's Governing Structure

Part 1

Background and preliminary findings

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Independent Governance Reform Commission

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Independent Governance Reform Commission

Preliminary findings report

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This is a preliminary report covering background, methodology and key findings on IPPF's governance reform. A final report in October 2019 will make formal recommendations for a new system of governance. It will be shared with Member Associations and the Governing Council in advance of the General Assembly to be held in New Delhi, India in November 2019.

Executive Summary

This paper is a preliminary report on the work of the Independent Governance Reform Commission (IGRC). The paper reviews the terms of reference and methodology employed in the commission's work and, by way of background, provides an historical overview of IPPF's governance history, its current form, and the reasons why reform is needed now. That is followed by a review of the research undertaken by the commission on the governance structures of other, comparable institutions, and the commission's process of consultation with the IPPF membership, including the results of a membership survey on governance and resource allocation.

The last part of the report reviews the strengths as well as the weaknesses of IPPF's current governance structure and system of operating, enumerates the several possible options and alternatives the commission reviewed, and concludes with its proposal to replace the present multi-tiered structure of a central Governing Council, with Regional Councils and Executive Committees, with a simpler Board of Trustees and a General assembly of Member Associations. The board would be comprised of people from the IPPF Member Associations as well as internationally recognized experts. It would be supported by a set of standing committees on which MAs would also have substantial representation, ensuring a strong voice throughout the policy and decision-making systems for the entire IPPF membership. Geographic and other diversity would be stressed and existing commitments to the representation of women and young people would be maintained and reinforced.

Following membership review and comment on this paper, a final report will present detailed recommendations to an extraordinary Members Assembly that will convene at the end of November 2019.

1. Introduction

Locally owned and internationally connected, IPPF is a global service provider and a leading advocate of sexual and reproductive health and rights (SRHR) – a worldwide federation of 134 national Member Associations (MAs), which has over 29,000 staff and hundreds of thousands of volunteers working with and for communities and individuals across the globe.

Sexual and reproductive health and rights (SRHR) are essential for sustainable development because of their impact on maternal, newborn, child, and adolescent health, their links to women's wellbeing and gender equality, and their roles in shaping future economic development and environmental sustainability. The 2018 Guttmacher–*Lancet* Commission¹ describes progress towards fulfilling SRHR for all as stalled because of weak political commitment, inadequate resources, persistent discrimination against women and girls, and an unwillingness to address issues related to sexuality openly and comprehensively. As a result, the report says that some 4.3 billion people of reproductive age worldwide will have inadequate sexual and reproductive health services over the course of their lives. Against this backdrop, IPPF has an important contribution to make at the global and regional levels, and at the national level through its member associations (MAs). The world needs IPPF working alongside the UN and governments to respond to the significant unmet need. Continuous improvement in our organisational efficiency and effectiveness is essential if we are to realise significant and sustained impact on the lives of women and girls, men and boys across the globe.

¹ *The Lancet*. 2018. "Accelerate progress—sexual and reproductive health and rights for all: report of the Guttmacher–*Lancet* Commission," 391: 2642–92. Published online May 9, 2018. [http://dx.doi.org/10.1016/S0140-6736\(18\)30293-9](http://dx.doi.org/10.1016/S0140-6736(18)30293-9).

IPPF's Governing Council (GC) agreed in May 2019 that a more accountable, agile and modernized Federation is critical to its survival and future effectiveness and mapped out a process of transformation over a six-month period, anticipating a plan for radical governance and financial reforms to allow the Federation to better fulfil its potential.

The GC requested the establishment of two independent commissions, one to review IPPF's governance and the other to review the process through which IPPF allocates core (unrestricted) resources across regions and countries. It was agreed that the Commission's proposals for reform should be put to an extraordinary General Assembly of all MAs, alongside partners, donors and the people they serve, in November 2019. The General Assembly will be held in New Delhi, India November 28-29.

This report focuses on IPPF's governance reform and recommends a more streamlined and modern approach to governance and organisational oversight.

1.1 Terms of Reference

The governance review was tasked to focus on IPPF's system of governance at both the global and regional levels – to review the structure and processes for decision-making, transparency, accountability, control and behaviour, including the relationship between the regions and MAs, and to propose a new, fit-for-purpose and radically different model which reflects the uniqueness and diversity of the Federation, enabling greater agility in decision making and optimising the potential of the organisation to support IPPF's critical mission. The review focuses on governance only. It does not focus on management, including the regional offices which are considered to be an important part of IPPF's management structure.

The Commission was not tasked to address issues at the national level, nor to look into larger questions about volunteering or working through non-MA partners. There is, however, an expectation that recommendations be cascaded throughout all levels of the Federation where appropriate, and that key findings inform a Phase II. Terms of Reference are attached as Appendix 1.

Multiple IPPF governance reviews have taken place over the years. Most identified that the current system provides significant challenges in terms of skills and representation, participation in between meetings and responsiveness to changes in the environment. Yet the resulting changes generally involved reducing the size of the governing bodies without significantly changing how they functioned. Truly substantial reforms did not occur.

1.2 Methodology and timeline

The GC asked the DG to appoint an Independent Experts Group to carry out this review. An 11-person commission was established, comprised of independent experts, representatives of member associations, donors, youth representatives, a member of the GC's independent advisers, and a liaison to the interim Executive Committee (Exco), assisted by three secretariat staff. A full list of Commission members is attached as Appendix 2.

Commission members provide informed perspectives and advice and serve as conduits for key stakeholder engagements. The commission reached out to MAs (staff and volunteers), regional and central secretariat offices, donors and partners to gather their input, share progress and create engagement in the lead up to the General Assembly.

An extensive process of consultation included an interactive website forum enabling open contributions from all stakeholders and a web-based survey which all MAs, volunteers and staff were encouraged to complete. Commission members led specific sessions at the regular meetings of the Regional Councils (RCs) to gather and test ideas. They served as antennae for broad engagement on the need for reform and on potential recommendations.

Commission members engaged formally and informally in consultative dialogue with volunteers, executive directors and youth representatives in meetings in Tallinn (European Network RC, June 14-16), the annual IPPF Donors meeting and Donors Advisory Group meeting (London June 16-18), Kuala Lumpur (ESEAOR RC, July 6-7), Nairobi (Africa Region RC and regional youth forum, June 28-29), New York (WHR, June 28-29), Bangkok (SAR RC, August 20-21), and Tunis (Arab World RC, [forthcoming] September 28-29).

The Commission also led webinars with regional staff and virtual and face-to-face thematic meetings with particular focus on youth involvement in IPPF governance.

This report is being issued and made available for comment and reaction in mid-September. A final report is required to be published by 14 October. The Commission welcomes comment on this initial report and would hope to receive comments by the end of the first week of October to permit time for the drafting of the final report.

2. Background

2.1 History and its impact on IPPF's Governance

IPPF's present crisis of governance has its origins in IPPF's early history. It is important to review some of this history to understand how the current situation came about and what might be done to resolve it.

The pioneering volunteers who created IPPF in Mumbai (then Bombay), India in 1952 wanted to promote the spread of birth control beyond the handful of countries in which family planning had gained an early foothold in the years before World War II. Eight countries, from Europe, Asia, and North America, were represented at that first meeting and they committed themselves to creating a federation, with a small secretariat in London supporting autonomous national affiliates. Their hope was that the number of affiliates would grow, and that the idea of family planning would gradually spread across the globe.

The London secretariat, headed by a Secretary General, was supported by the member affiliates and was charged with helping to establish new affiliates where possible and supporting existing affiliates, eventually known as Family Planning Associations, or FPAs, with information about the latest advances in contraceptive technology; program design; evaluation systems; information, education and communication approaches; and more.

The early pioneers decided on a governing body comprised entirely of volunteers from the FPAs. As the number of FPAs grew, the governing body grew in complexity, from a simple annual members assembly, to a central council and later a central executive committee. This was the situation by the mid- to late-1960s.

Then, as the community of nations began to recognize the extremely rapid rate of population growth the planet was experiencing, they sought to identify mechanisms – governments as well as

international organizations and nongovernmental organizations – through which to channel increasingly large amounts of foreign aid to try to stem the very high fertility rates and rapid population growth that was occurring. Not surprisingly, several governments approached IPPF with offers of substantial funding if IPPF would agree to enlarge and extend its programs throughout the world. Among those initially offering this money were Sweden, the United Kingdom, the United States, and Japan.

The IPPF governing body took some time to consider the donors' offer. The internal debate was reportedly quite heated between those urging acceptance of the offer and those who were sceptical that accepting it would transform IPPF from an egalitarian federation of like-minded independent associations into a grant-receiving and grant-making instrument of the donors. Ultimately, members saw the opportunity to do great things to improve the services available to the people it served with the added resources that donors were offering.

In hindsight, it is now clear that when IPPF agreed to partner with donors and accept their funds it needed to rethink how it would be governed. In taking the donor money, IPPF was now responsible not only to itself but also to those with whose funds it had been entrusted. Now, the secretariat would be reporting not only to IPPF's governing bodies but also to the donors. And the expectations of these different authorities added a significant extra burden on the secretariat, along with, at times, competing requirements. IPPF's governors wanted the secretariat to continue to be responsive to the needs of the existing FPAs and each member of the governing bodies was careful to look out for the interests of his or her association. They expected the Secretary General to be fully responsive to their demands. On the other hand, the donors expected IPPF to rapidly expand the number of countries in which it worked and to devote substantial resources to opening new programs and services.

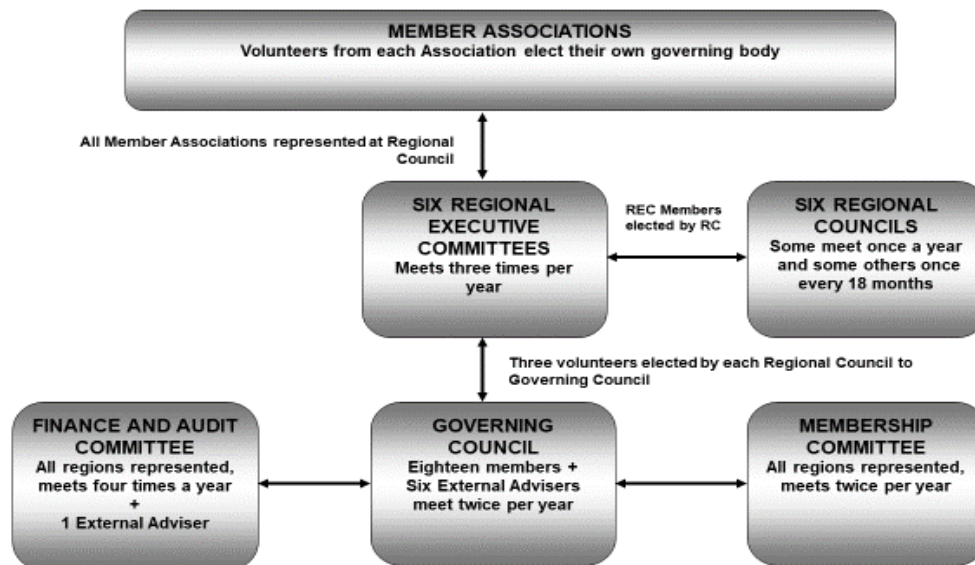
By the time this sea change in IPPF's structure and functions occurred, the establishment of Regional Offices had also taken place, and the regional office directors were similarly torn between the demands of the Regional Councils which governed them, and the Secretary General who allocated the donor money to them and held them accountable for results.

While the structure of governance was adjusted over time, its basic shape never changed to adapt to the radically changed mission of the Federation. What today is the Governing Council was elected by the six Regional Councils, which in turn were elected by the FPAs -- today's Member Associations. One consequence of this system of internal recruitment of governing body members was that the typical criteria for forming boards of directors or trustees – technical or scientific expertise, financial management skills, experience in management and supervision – gave way to longevity and personal relationships as the most important bases for selection. IPPF as a whole has never benefitted from a system of governance that represented a broad range of the skills and expertise typically found on independent boards. Moreover, the governance system of IPPF became more an arena of interregional competition for power and influence than an independent source of guidance, oversight, and policymaking.

In summary, IPPF's decision in the late 1960s to retain its original governing structure has resulted in a dysfunctional system that has prevented the Federation from achieving its full potential over the past 50 years. The governance crisis of 2019 has its origins in years of misalignment between IPPF's mission and its governing structures and practices. The situation has now deteriorated to the point where there is no alternative to a radical reform of these structures and practices, lest the entire edifice collapse. This is the background against which this proposal of the Independent Governance Reform Commission is framed.

2.2 IPPF's current governance model

The diagram below represents the current IPPF governance structure. The independent member associations meet together in regions as Regional Councils, each with a Regional Executive Committee electing members to the Governing Council, which is the highest decision-making body.



Member Associations are independent, locally owned and governed organisations that deliver sexual and reproductive health services at the community level. All MAs are expected to commit to fulfilling the Federation's vision, mission and values as well as to comply with a robust accreditation system. MAs are all represented on the Regional Councils (RC). The number of representatives on the Regional Council depends on the membership status of the MA (i.e., Full Member or Associate Member).

The Federation is comprised of six regions. Each of the Regions is formally constituted with its own regional by-laws. Regional Councils meet every 12 to 18 months with representatives from all MAs within the Region participating. The Regional Councils are responsible for electing regional representatives to the Governing Council and to its Finance and Audit Committee and Membership Committee. It also elects members to a Regional Executive Committee (REC) which meets three times per year.

The Regional Executive Committee is responsible for making recommendations for the admission, suspension and expulsion of MAs; approving the allocation of resources to MAs as proposed by the Regional Office in line with a pre-approved formula; reviewing the performance of the MAs in the region; and supporting the advocacy and resource mobilisation efforts of the Regional Director.

RECs are generally not responsible for hiring the Regional Director. RD hiring decisions are made by a panel comprised of the Director General, the IPPF President and the Regional President as per IPPF policy. The Regional Honorary Officers and Director General jointly conduct the annual performance review of the Regional Director. REC members are elected for a term of three years. REC is composed of at least 50% women and 20% youth representatives (below the age of 25 at the time of their election).

The Governing Council (GC) is the highest governing body of IPPF. It is comprised of 24 members – 18 from the six regions (3 members elected from each) and six non-voting External Advisers. External

Advisers were introduced following the most recent governance changes in 2016. GC makes decisions on IPPF policy, strategic planning, resource allocation and the recruitment and appraisal of the Director General. It is supported in its work by two standing committees: a Membership Committee (MC) and a Finance and Audit Committee (FAC). GC has two Honorary Officers: IPPF President/Chairperson, and IPPF Treasurer.

The Membership Committee meets twice a year. It reviews and makes recommendations to the GC on membership issues, accreditation review outcomes, and amendments to regional constitutions. It is composed of six members from the Governing Council.

The Finance and Audit Committee (FAC) is composed of four voting members nominated by Regional Councils who are not members of the GC, and the IPPF President and Treasurer, who serve on the committee as ex-officio members without voting rights. In addition, IPPF recently approved the appointment of an external adviser without voting rights to support the committee. The four voting members are elected from those regions not represented by the President and Treasurer to ensure that all six regions are represented. The FAC provides financial and audit oversight for the Federation. It commissions and receives the annual external audit and generally ensures that the Federation conforms to normally accepted accounting standards. It meets four times a year, with two meetings taking place virtually.

GC has the authority to appoint ad hoc panels and committees from time to time to support its role on specific matters.

2.3 Why IPPF needs to reform

A number of MAs have raised concerns over the years, highlighting the lack of transparency and accountability in the organisation and calling for reform. Many expressed the view that IPPF was not working as a Federation and that there was too much distance between the MAs and the Governing Council. They have also complained that they are unable to get the assistance they need from the secretariat, both regional and central, in a timely and effective way. These concerns have been echoed by some of IPPF's principal donors. The secretariat and GC have repeatedly attempted to respond to these criticisms, but the resulting reforms have not proved to be sufficiently responsive.

A tipping point came in 2019 when serious fraud, abuse of power and safeguarding cases that had occurred earlier became known and revealed a lack of clarity regarding the respective roles and responsibilities of IPPF's management and its governing bodies, thus preventing management from dealing swiftly and forthrightly with these cases. These cases received wide press coverage in the UK. In 2019 the Charity Commission for England and Wales inquired with significant concern into the affairs of IPPF and was assured that IPPF's governance would be reviewed. The Charity Commission is for the moment taking no further action. Several of IPPF's major donors also inquired about these cases and IPPF's response. Taken together, these events resulted in an existential crisis in mid-2019, with the potential of IPPF being split, as one region moved to protect itself from the critical reputational and resource impact of these revelations by initiating the process of withdrawal from IPPF.

While IPPF is a global institution and remains responsible to its MAs and its clients around the world, it remains a charity registered in England and subject to the increasingly acute supervision of the Charity Commission of England and Wales, a regulator that is determined to ensure efficient and effective use of charitable resources and far more rigorous compliance with good governance principles than ever before. Similar demands are made of UK charities by an ever more intrusive press

that has also grown much less sympathetic to charities, especially large ones, and especially those that take a stance on the political issues of the day.

One of the Charity Commission's concerns is the reputation of charities and recent pronouncements have emphasised the need for charities registered in England and Wales to exercise proper oversight of federated bodies within large group structures, particularly in relation to matters such as safeguarding and fraud, even where those federated bodies are separate legal entities.

There is therefore pressure from donors, regulators, MAs, users and the general public to demonstrate excellent, purposeful governance and exemplary stewardship of resources that have been devoted to the public benefit.

The dysfunctions of IPPF's current system are not just about the inability to respond quickly and effectively to internal crisis. They also limit IPPF's ability to drive efficiencies and effectiveness in an increasingly competitive environment where quick decision-making and systematic information sharing are key. Ways of operating within IPPF have not been open or transparent. There has been a lack of clarity, role overlap – and at times overreach – resulting in conflict and lack of trust between governance and management, as well as between global and regional levels. Looking back at meeting agendas, it is clear that there has been little or no attention to long-term sustainability and strategic orientation, partly due to the insufficient depth and breadth of skills in the makeup of the governing councils at both the central and regional levels. These issues are the key considerations in this review.

While there is not a one-size-fits-all model for governance structure, it is widely agreed that the principles of good governance include being participatory, accountable, transparent, responsive, and committed to organisational values. Trustees follow the rule of law, act with integrity, demonstrate strategic leadership, and ensure corruption and abuse of power are minimized and never enabled. Effective trustees take the views of minorities into account and ensure that the voices of those whose interests the organisation aims to serve inform decision-making. Good governance ensures responsible and prudent stewardship of resources and is responsive to the present and future needs of societies, and ensures that management is empowered to place strategy and impact at the heart of their decision making.

Many now see the present crisis in IPPF as an opportunity for transformation to a more modern, agile and accountable federation – one better able to respond to the current challenges in today's world and, most importantly, to meet the needs of those who need and can benefit from its services. To summarize, for IPPF these challenges include:

- An emboldened opposition that is better organized and better funded than ever before and beginning to succeed in its efforts to reverse the hard-fought gains of the last several decades.
- A decline in trust in institutions. Recent crises at several major international NGOs, including on safeguarding and fraud, have eroded public support.
- Far more rigorous accountability demands by donors and regulators. Only a more business-like IPPF, with tight management and streamlined systems, will be able to deliver on demanding and time bound new programmes.
- Significant competition from other NGOs and peer organizations for scarce donor funds and the fact that past support does not guarantee future funding.

It is good practice for all organisations to evaluate and review their governance arrangements on a regular basis. It is long past the time when IPPF should have undertaken such a comprehensive review and it is absolutely essential that it do so now, for the sake not only of its survival but above all for the sake of the millions of people who continue to rely on it.

2.4 Why such a short timetable for change?

The Governing Council has given IPPF six months to complete its reform. Donors have provided resources for IPPF to facilitate the reform process within this timeframe. So, while the time is very short, the commission is confident that it will deliver a compelling and approvable governance reform proposal in good time for all stakeholders to thoroughly review it before a final decision is taken. We are fully aware that the consequence of failing to adopt a new fit-for-purpose governance structure at this critical moment could very well spell the end of IPPF as it now exists.

3. Learnings from the Commission's research and consultations

3.1 Research – governance models for federated organisation

How other federated organisations govern themselves

The Commission has researched the governing structures of a selection of organisations which share the characteristics of a secretariat or headquarters office serving or acting on behalf of a group of member or affiliate organisations. Some of the organisations reviewed are strong federations or associations while others are looser networks or alliances. These organisations have been selected to illustrate the range of governance models and we have carefully considered each of these in determining the structure we think would work best for IPPF.

There are several distinct differences in how the different organisations choose to govern themselves, the most significant being the membership of the governing board and how the membership is represented in the governance structure.

Some organisations, like the International Federation of Red Cross and Red Crescent (IFRC) and the Fédération Internationale de Football Association (FIFA), have governing boards elected entirely from the membership by the membership. Others like Frontline AIDS (formerly the International HIV/AIDS Alliance) appoint a Board composed entirely of persons matching specific profiles, who are not directly associated with the member organisations. Both systems have their strengths and weaknesses.

Other organisations, for example, the World Wide Fund for Nature (WWF) and the British Red Cross have chosen a 'hybrid' model, with some board members elected from the membership and others co-opted based on specific skill sets and expertise. In some 'hybrid' boards only elected members have voting rights with co-opted members fulfilling an advisory role only, while others make no distinction between board members irrespective of being elected or co-opted.

British Red Cross is one organisation that was for most of its long history an organisation with a membership board drawn entirely from representatives elected by local Red Cross branches. In the 2000s it moved to create a Board of Trustees with a mix of both elected members and co-opted persons matching specific skill profiles, with all being voting members of the Board. The purpose of this change was to strengthen governance as the foundation for repositioning the organisation in response to external changes.

With the exception of FIFA the organisations reviewed do not have formal regional structures as part of the governance systems.

For a summary of the governance models of these organisations refer to appendix 3. To access a more detailed report on these governance models, prepared by the commission please follow the link [here](#).

Some of these organisations have conducted their own governance reviews and shared their learning. These discussions have highlighted the following factors to be considered in governance design and reform:

Key considerations in board design

1. Board role and purpose

- Clarity on the purpose of governance. Generally boards have three main functions: to approve the organisation's broad policies and strategic direction, to appoint and evaluate the performance of the CEO, and to ensure the financial integrity of the organisation.

2. Board skills and responsibility

- Ensuring that the composition of the Board and the collective experience and skills of its members enables it to fully discharge its responsibilities. In the UK this includes meeting the requirement of the Charity Commission.
<https://www.gov.uk/government/organisations/charity-commission>

3. Board composition – representational vs skills based

- Determining the extent to which board membership is drawn from the member organisations based on representational interests or, by contrast, selecting members according to a predetermined set of skills and experience, or indeed a mix of these two approaches.
- Having systems that enable the skillset of the wider board to be considered when selecting new members, i.e., based on a skills audit.

4. Board size

- Ensuring a board is of appropriate size - not too small and not too large. A membership below eight is considered small and the Board may struggle to have sufficient breadth of experience at the table, while a membership greater than 15 can be unwieldy inhibiting members from engaging meaningfully in collective dialogue and decision making.

5. Membership representation and clientele interests

- Ensuring that membership interests are adequately considered by governance and that the needs of the most marginalised groups are incorporated.
- Guarding against potential built-in conflicts of interest and competition, as well as narrowness of focus, ensuring that the needs of the entire organisation are met.

6. Board Committees

- Establishing permanent skills-based committees to focus on key functions, for example: a finance and audit committee, a governance, ethics and nominations committee, a policy committee etc.

7. Transparency, accountability and effectiveness

- Ensuring governance has adequate transparency and accountability mechanisms in its design
- Ensuring agile and effective decision making through streamlining rather than bureaucratic governance approaches

8. Cost of Governance

- Ensuring that the cost of governance is proportionate to the organisation's budget and needs

Having reviewed a number of comparable organisations the different characteristics of governance are summarised below.

Governance characteristics of comparable federation and network organisations

Summary of governance characteristics of comparable federations and network organisations

Generally the highest decision-making body is comprised of the member organisations meeting together at a regular meeting, often called a General Assembly (GA). The General Assembly provides the opportunity for members to fully engage with the organisation's mission, strategy, achievements and priorities. It is often responsible for electing a president and vice-presidents and in some instance for electing the governing board/council.

Governing boards/councils are comprised of members either drawn from the member organisations themselves and elected at the GA or are independent persons recruited based on skills and experience and appointed by the board itself. Some organisations have chosen a mixed approach with a board comprised of both elected members and appointed persons selected on the basis of skills and experience.

Some organisations elect named individuals from the membership to sit on the governing board, while others elect a member organisation which then determines who will represent them on the board. Members of standing committees, for example a finance and audit committee, are generally appointed in their personal capacity to ensure that members are appropriately skilled in accordance with skill profiles. Organisations often agree on formal recruitment processes for these positions, although they are non-remunerated.

Some organisations have created recruitment and vetting committees or nominations committees to ensure open and transparent processes for recruitment and selection of board and committee membership.

The voice of members and regional engagement is considered important. How this is achieved varies across organisations. Those reviewed do not have regional structures with the exception of FIFA. Some have regional vice-presidents to represent regional interests at the board/council and regional conference while others form regional assemblies on an ad hoc basis as needed. Others engage regional dialogue through regional management processes.

The governance structures of smaller federations/alliance are generally formed from the member organisations.

3.2 Survey results

As part of the consultations for the ongoing reform, the two commission chairs launched a joint survey on the reform website on 25 July. The objectives of the survey were to:

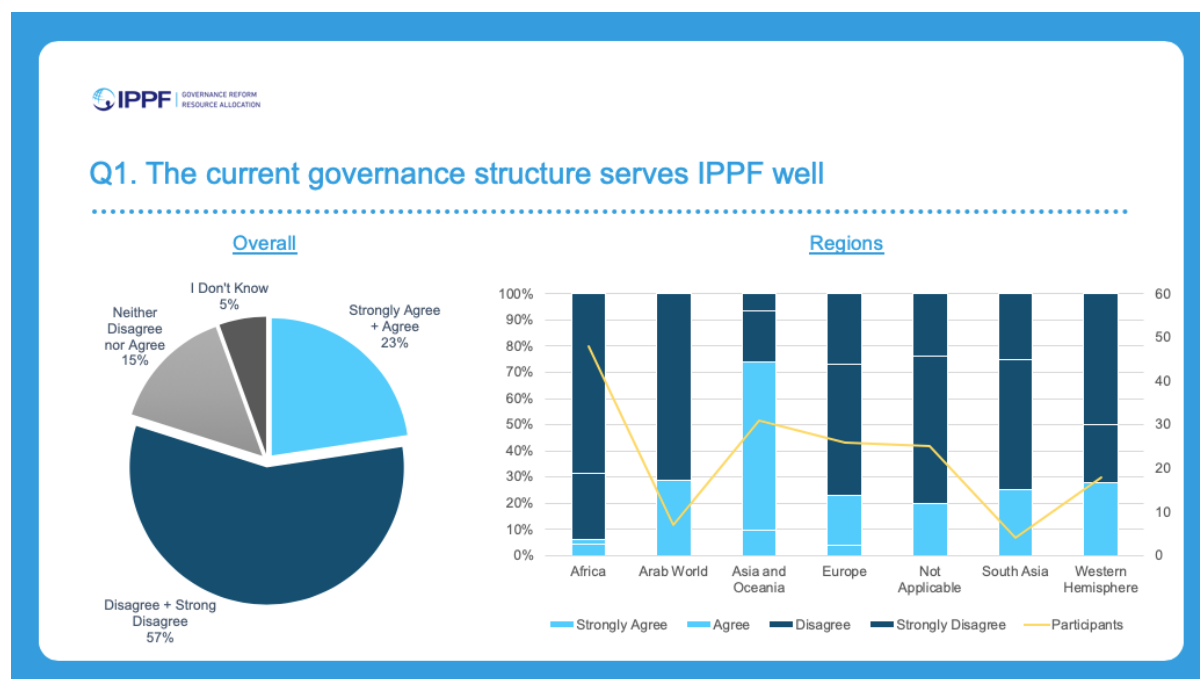
- understand the variety of opinions about the need for change in relation to the IPPF global and regional governance, as well as its resource allocation model.
- solicit input for the development of appropriate and effective regional and global governance structures, and a strategic resource allocation model.

In total, 199 verified respondents completed the survey, from all regions and across the Federation. The majority of respondents were Member Associations (46%) with the Secretariat, Regional Executive Committees, Regional Councils, Governing Council and collaborative partners forming the remainder. Executive Directors, senior management and other staff made up the vast majority of respondents – 81% – with youth being under-represented, at just 7%.

The largest percentage of respondents came from the Africa region (26%); the smallest from South Asia region (2%).

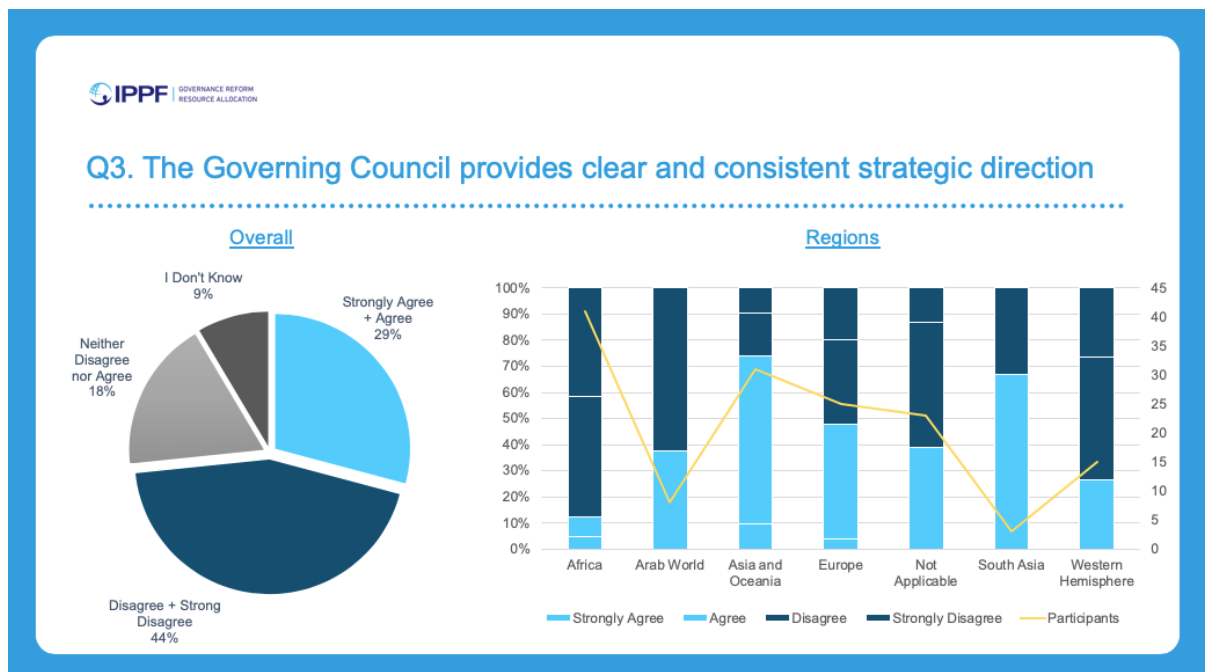
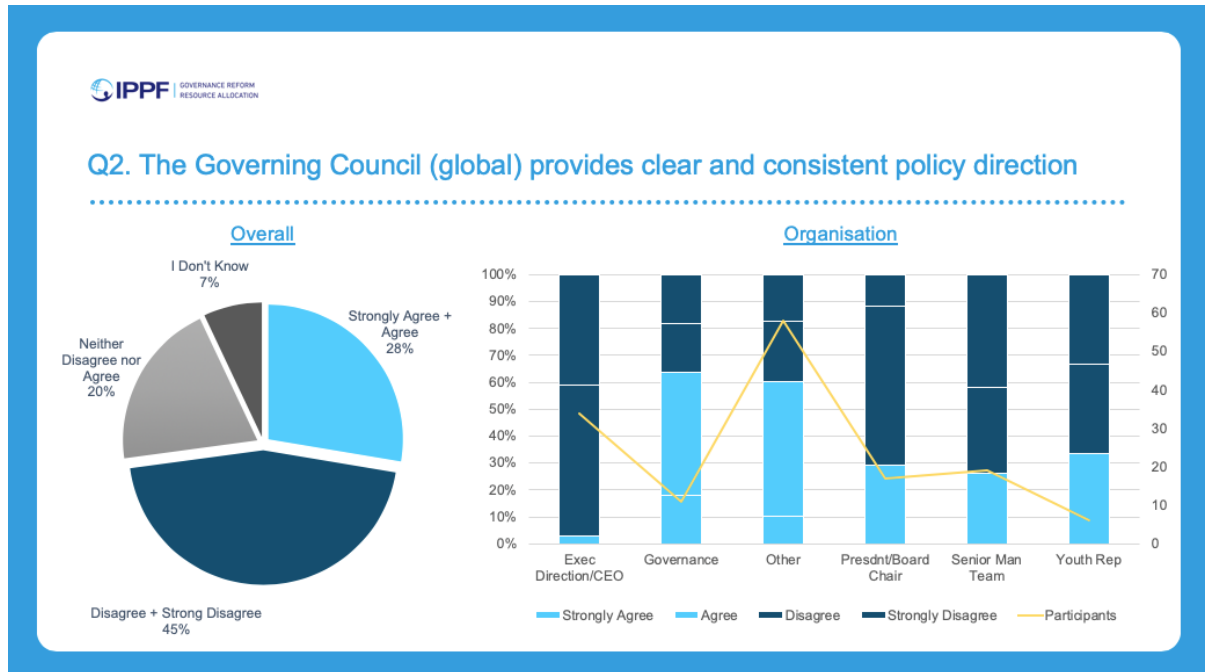
This section provides an overview of the quantitative responses to the survey.

The current governance structure serves IPPF well: a majority of respondents (57%) strongly disagree or disagree with the statement that the current governance structure serves IPPF well, with only 23% of respondents strongly agreeing or agreeing with this statement. While there was some variation across the regions, the response to this question indicates a strong view that reform of the current governance system is required.



The Governing Council and Regional Executive Committees provide clear and consistent policy and strategic direction: similar responses were received to the questions on clarity and consistency of both policy and strategic direction provided by the Governing Council, with only 28% of respondents

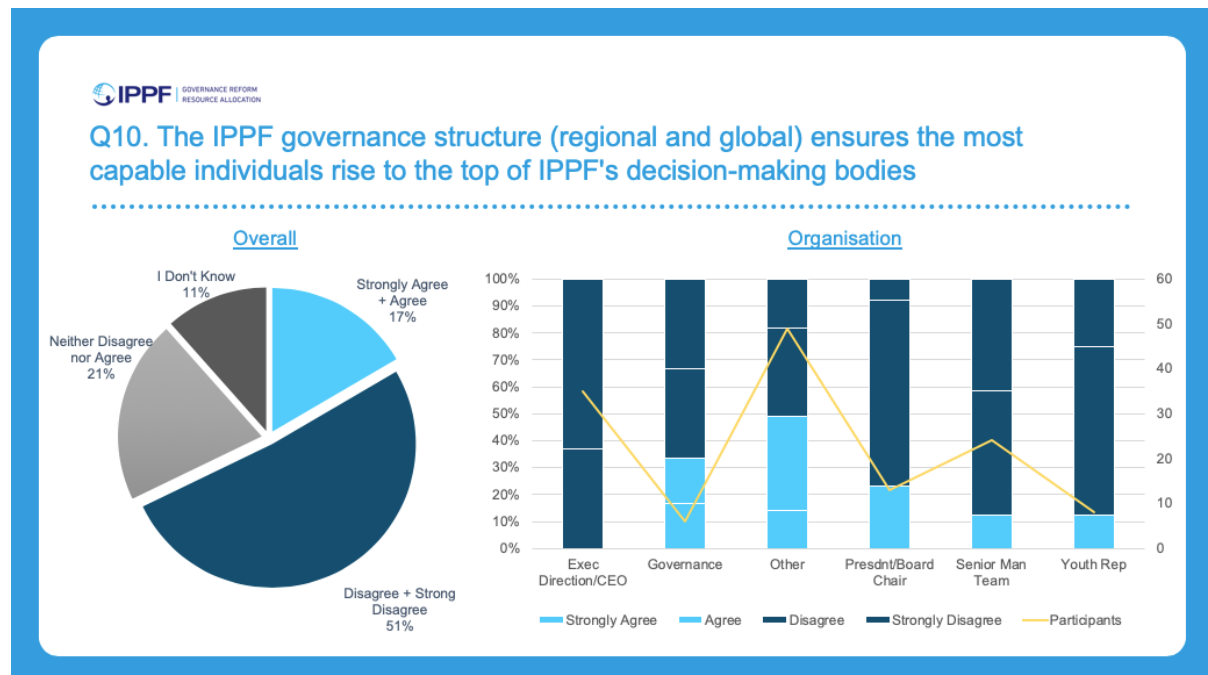
strongly agreeing or agreeing with the statement on policy direction and 29% of respondents strongly agreeing or agreeing with the statement on strategic direction. There was a clear variation in responses, with those serving on governance having a more favourable view than presidents/chairs, executive directors or senior management. There was also some variation across regions with East Asia and Oceania having a more favourable response than respondents from other regions.



A slightly increased number of respondents (32%) strongly agree or agree with the statement that Regional Executive Committees providing clear and consistent regional policy and strategy direction, again with variation across regions and by type of respondent.

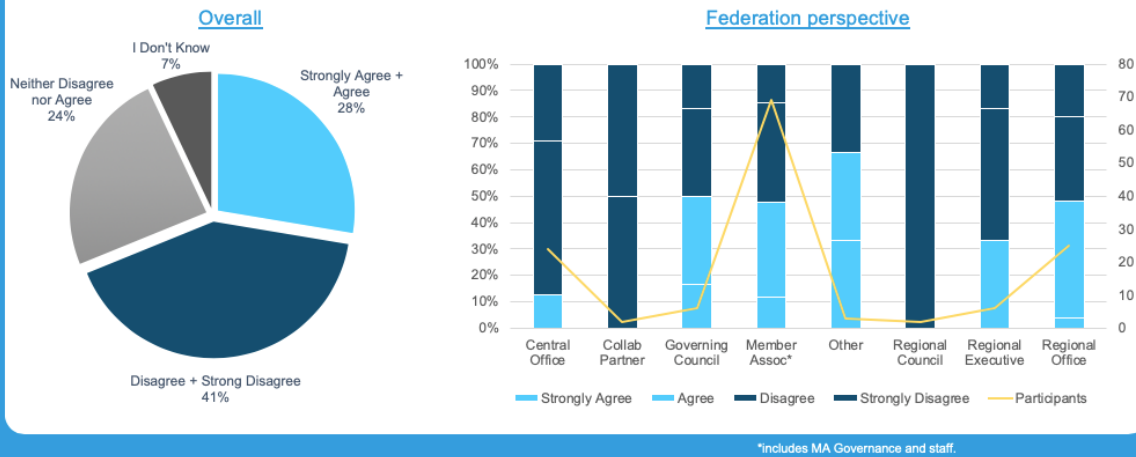
These responses indicate the need for a governance system that delivers greater clarity and consistency in strategic and policy direction for the benefit of both management and member associations.

IPPF governance structure (regional and global) ensures the most capable individuals rise to the top of IPPF's decision-making bodies: Only 17% of respondents strongly agree or agree that the current governing structures ensure that the most capable individuals rise to the top of IPPF's decision-making bodies, with more than half of respondents disagreeing with this statement. This suggests that different approaches are required to ensure that the most capable individuals are part of IPPF's decision-making structures.



The IPPF governance structure (regional and global) gives enough voice to the Member Associations: Only 28% of respondents strongly agree or agree that member associations are given enough voice in current governance structures, suggesting need for governance mechanisms that provide greater opportunity for listening to and reacting to members concerns and ideas.

Q9. The IPPF governance structure (regional and global) gives enough voice to the Member Associations



The survey also provided substantial qualitative feedback. Selected quotes from the survey feedback are provided below while others are provided in the section on strengths and weaknesses of the current system. The feedback from respondents has provided an important basis for the commission's thinking and analysis.

While there were a number of positive statements about the current system of governance, these were outweighed by the range of negative comments, including:

'It is not a skills-based board. They [GC] are not able to think strategically because they are only thinking about themselves or their particular issue. There are no accountability mechanisms. MAs have no idea what is happening at meetings. It is far too costly to run. REC do very little and add another layer of bureaucracy.'

'The structure as it stands makes the Regional Director the most powerful person in the organisation. They can, and do, influence who is on the regional council and regional executive council and so they influence who is on the GC. This means the GC is able to be manipulated against the staff/DG.'

'The criteria for selection of GC members is not clear, nor is it followed, e.g., [the] Treasurer should have expertise in finance and that is not [always] the case with recent treasurers.'

The selection at the MA level tends to be political; most MAs do not have ... defined criteria for the selection of their board representatives. These are the same people who end up leading the Region and in the [Governing Council].

'There are no clear interactions and platforms for MAs to voice their concerns, expectations and ideas. Most of the time the regional office plays this role.'

'The governance structure is top heavy.'

'The large governance structure is 'eating' ... [a] big share of financial resources to sustain their function.'

3.3 Consultations

In total eight consultations were carried out: Tallinn (European Network RC, June 14-16), the annual IPPF Donors meeting and Donors Advisory Group meeting (London June 16-18), Kuala Lumpur (ESEAOR RC, July 6-7), Nairobi (Africa Region RC and regional youth forum, June 28-29), New York (WHR, June 28-29), Bangkok (SAR RC, August 20-21), and Tunis (Arab World RC, [forthcoming] September 28-29).

Consultations were active and rich in providing input to the commissions. A broad range of views were aired, often passionately. The overwhelming sentiment was one of support for urgent and lasting change. However, there were also strong dissenting voices and concerns, which we have heard and fully respect.

The need for more transparency was a recurring theme. Participants made many suggestions, also raising governance issues relating to the member associations themselves, although this was not part of the commission's mandate. It is notable that the consultations generally reflected the findings of the survey. Detailed statements from the regions or stakeholders can be found in the updates section of the [IPPF Commission website](#).

4. Strengths and weaknesses of the current governance system

It is fair to say that IPPF's system of governance appears to be 'heavier' and more 'bureaucratic' than other global federations, including those that have a larger membership.

IPPF governance membership is heavily weighted towards MA representation, but this representation is at the level of the volunteer boards, not the professional staff, including the Executive Directors. In fact, professional MA staff are often completely uninformed about what happens at Regional Council and Governing Council meetings. Although they are by far the most knowledgeable people at the grassroots level, MA staff are largely absent from IPPF governance.

At the regional level governance representatives are elected entirely from the membership and at the central level a majority of board members are elected from MAs, with a minority of non-voting board members chosen for their expertise. Member representation provides great diversity and a strong voice for the membership volunteers, which is important in any federated organisation, but not the professional staff. And the current election systems do not provide a mechanism for ensuring that the governing council(s) have a balanced membership across the range of skills and experience required to allow them to govern effectively, in particular to provide broad vision on the state of the field and to discharge their fiduciary responsibilities and fulfil the requirements of the Charity Commission.

While the current structure has a mechanism for regular review of governance and for the annual evaluation of the effectiveness of the governing bodies and of the contribution of the individuals serving on them, in practice these mechanisms have not been employed on a regular basis and self-evaluation of the governing bodies rarely occurs.

Many MAs expressed confusion about the current systems and the purpose and responsibilities of the various layers of governance – the Regional Councils, the Regional Executive Committees and the Governing Council. They describe a 'lack of transparency' and 'confusion of roles'. For example there is little understanding of the resource allocation model and how it is applied. The commission, having studied the responsibilities of the various layers of governance, also found the roles to be unclear, in

particular the overlap between Regional Councils and RECs and the 'value added' and purpose of the Regional Executive Committees. There is little doubt that the individuals serving on these bodies demonstrate clear commitment to the roles to which they are elected. What is lacking is a clear understanding of what these responsibilities actually are.

Further, governance body members describe some confusion of roles between central and regional governance bodies and confusion between the respective responsibilities of the governing bodies and management. At every level, there has been a serious lack of understanding on the part of volunteers, and in some cases staff, about where the line is that separates the policy and the executive functions. As in other membership organisations it can be difficult for members of the governing boards to put the interests of the entire organization before those of their own affiliated member organizations, countries or regions.

Here are some of the more critical survey responses:

'As Executive Director we never had any information from volunteers during IPPF meetings about any policies formulated, the amount of resources mobilised for the federation, the challenges encountered at the global level, the direction that the federation should move. The communication has been received through the RD.'

'There is a disconnect from Member Associations to regional and global governance structure.'

'The current governance structure relies on political allies... The governance structure is based on undemocratic practices which undermine the values of the organisation. The governing board does not have the interests of the Federation at heart.'

'GC is distant from how the Federation operates. Members have seemed remote and often concerned more with their own position than with the functioning of the organisation. The hierarchy of volunteers effectively creates a closed shop of people who are no longer accountable to those in MAs and the Secretariat who do the work.'

'The current structure is focused on serving the needs of individuals and regions and is not related to advancing IPPF mission or impact. This has significant and long wearing implications for IPPF's reputation.'

'They [REC] seem to do very little and seem to create more barriers for change.'

'The current governance structure is ... [more] political than strategic; it's not a strategic fit for the organization in its current state. Operational and governance roles are intertwined and thus do[es] not provide the needed checks and balances.'

'We do not necessarily have the right people and they do not have a clear understanding of their roles and responsibilities.'

'It is not a skills-based board and it is very hit and miss depending on who is voted on through the regions. [We] Do not though want any more allocated roles for GC, we purely need a skills-based board.'

'There should be a vetting of technical capacity to lead the organization, rather than selection based on affiliation only.'

In summary, the lack of governing body coherence and the lack of requisite expertise and experience among the members of the governing bodies has for many years prevented IPPF from realizing its full potential as an effective advocate and provider of reproductive and sexual health information and services. Some of the MAs are individually strong but the Federation as a whole is not, nor has its voice been particularly influential – certainly not as influential as it could and should be.

5. Different governance options and approaches considered

In recommending an improved system of governance the commission has considered the challenges arising from IPPF's current governance structure, the specific circumstances that led to the recent crisis, the different governance models of other large federated organisations, characteristics of good governance, good practice expectations of the Charity Commission for England and Wales, and the feedback from the regional consultations, the donor consultation and the on-line survey.

The commission has considered the structure and processes for decision-making, transparency, accountability, control and oversight mechanisms and other features of good governance. We have been asked to propose a new, fit-for-purpose model which reflects the uniqueness and diversity of the Federation, one which enables greater agility in decision making and optimizes the potential of the organisation to support IPPF's critical mission.

The commission has focused on a simpler system that delivers more effectively on the three key responsibilities of governance:

1. to approve the organisation's broad policies and strategic direction
2. to appoint the CEO and to evaluate annually his/her performance
3. to ensure the financial integrity of the organisation (including in the case of IPPF, the allocation of resources)

Attention has been given to the relationship between the regions and MAs and, importantly, the voice of members. We have considered the benefits of enhancing the opportunity for shared learning and exchange between MAs while being cognisant of the cost of governance and the need for it to be proportionate to the organisation's budget and needs. The annual cost of governance is currently \$1.6M of which 31% (\$495K) relates to the cost associated with the governing council meetings and 69% (\$1.1M) relates to the cost of the regional governing structures. We aim to reduce the cost of governance or at least not allow it to increase above its current level. In our final report we intend to present an analysis that compares current costs with those anticipated in the revised setup.

Having reviewed all of the above factors the commission is proposing a new governance system that draws on the strengths of various other models. After considerable deliberation we decided to propose a single model rather than present a set of options. We did consider, for example, the idea of having a single board of directors that would be self-perpetuating and completely independent. We rejected that model because we believe that as a federation, IPPF's central governing body must be more directly connected to, and accountable to, the membership. We are convinced that the model we are now presenting has distinct advantages over all the alternatives we considered, such as those described in Section 3.1 and Appendix 3 of this report, and because we believe that trying to make choices among competing alternatives would be impossible, given the short time and the large number of MAs participating in the November decision.

Following feedback to this report, we will present a detailed description of all elements of this new governance model in a final report in mid-October.

6. Framework of a new model for a reformed approach to governance: Board of Trustees model

We believe that the central purpose of governance reform at IPPF is to deliver a governance structure that will allow IPPF to most effectively serve the interests of the people who depend upon us. These are often the poorest and most marginalised citizens of the countries in which we work. It is our MAs that often provide the care that is the difference between a wanted and an unintended pregnancy, good health or a debilitating or even fatal infection or disease, a transition to a promising adulthood or the burden of an education terminated early by unintended childbearing. IPPF has done much good during our nearly 68 years but we could be doing much more, and doing it better. We believe that reforming our governance structures is a key component of such improvement.

The Commission is of the view that IPPF would benefit from a more streamlined governance system – a system with clearer distinctions between governance and management and more rigorous professional oversight, whose board and committees would be selected on the basis of skills and experience. Our proposal aims to substantially enhance Member Association engagement at both the global and regional levels.

We understand that IPPF is and should remain a federation, responsive to the needs of its diverse, worldwide membership. Our intention is to respect and sustain IPPF's federated character and ethos at the same time that we wish to help it remove longstanding ambiguities regarding decision making authority, transparency, and accountability. IPPF has made great strides over the past two decades in its commitment to the role of women and young people in its governance – strides the commission applauds and is committed to retaining and strengthening. Indeed, IPPF leads the world in its commitment to the empowerment of women and young people in its governance structures and the commission is equally committed to reinforcing and sustaining this leadership position.

One of IPPF's greatest strengths is its diversity and the Commission wants to ensure that IPPF is able to continue to benefit from this diversity. What follows below in this section of our report is a barebones framework upon which we intend to build in the next stage of this process a detailed governance reform system for the IPPF membership's approval. The comments, criticisms and suggestions we receive from the readers of this report will have an immense influence on what we recommend in October's next draft.

The proposed new model

At the pinnacle of the new governance system and its highest authority would be a General Assembly of all the Member Associations of IPPF. General Assembly meetings might be convened once every few years, or, alternatively, on an ad hoc basis as required. Meetings should be convened in coordination with the need periodically to review and revise IPPF's strategic framework. An IPPF General Assembly might have the following responsibilities:

- Advise on the overall strategic direction of the Federation
- Confirm the Board of Trustees and provide opportunities for input into Board of Trustees policies and decisions.
- Adopt and amend the Regulations of the Federation.
- Ask questions and scrutinise the work of the Board of Trustees and Director General.

The Director General will be appointed by and report to the Board of Trustees that would replace the existing Governing Council. The Board of Trustees should consist of a maximum of 15 members recruited from both the IPPF membership and externally. A minimum of five board members should be recruited from MAs. A broadly diverse board remains a central IPPF value. Robust representation of women and young people would remain paramount; the existing rules regarding youth (one-third) and women's (at least one-half) representation would be retained.

The board, once formed, would draw new members from a slate presented by a Nominating, Governance and Membership Committee that would establish clear criteria for the recruitment of each board member, based upon the specific needs of the board each year. The process of forming the initial board will be specified in the final proposal but at this stage the commission leans toward the use of a reputable executive search firm to work with a panel appointed by the Governing Council to define the profiles of various board positions and to develop a strong roster of candidates from within and external to the IPPF membership to be appointed by the present Governing Council on the basis of the panel's recommendations. The roster development will include advertising the positions and seeking nominations and applications. After the Board of Trustees has been formed and begun operating, the filling of vacant positions would follow a normal pattern. Nominations would be sought from the IPPF membership and the committee will also undertake a worldwide recruitment effort.

The board chair would be elected by the board for a fixed term. The chair will appoint the committee chairs, based in part on the recommendations of the Nominating, Governance and Membership Committee (NGMC). The Nominating, Governance and Membership Committee would also be responsible for overseeing IPPF's accreditation system and assessing the membership status of all MAs.

The Board would have at least one additional standing committee, Audit and Risk, and may have additional standing committees. The board could appoint other, temporary, committees/task forces to take up issues as they may arise. The Commission sees the committee system as an important mechanism through which MAs can be engaged in governance. The Committees will have very substantial responsibilities and authorities under the overall guidance of the Board of Trustees and will include co-opted individuals from the MAs as non-Trustee members.

The board should meet four times per year. All new members should receive an intensified induction that would include familiarisation with the Federation and secretariat (especially important for external recruits) and guidance on complying with legal obligations and the principles of good governance.

The Regions will continue to play a critical role in the new structure. Rather than serving as an intermediate level of decision-making, we believe the regional bodies should serve the MAs as Regional Assemblies where ideas and experiences can be exchanged, where trends and accomplishments can be shared, and where learning can be accomplished through seminars and workshops. Such meetings represent a critically important opportunity to maintain the sense of solidarity of the movement. Regional assemblies might be convened on a biannual basis and serve as the place where MAs express freely and openly their needs and desires and where Regional Office staff can be informed about both the frustrations and satisfactions the MAs derive from their interactions with the ROs. The Regional Assemblies will also provide an important opportunity for MAs to meet with members of the Board of Trustees to exchange ideas, information, and perspectives. Specific times would be set aside at each Regional Assembly for such MA-Trustee exchanges.

The Regional Directors would report to the Director General and the IPPF Secretariat would become unified as the Regional Offices would serve alongside the Central Office in one unified team, all

committed to serving the MAs in a substantially strengthened and consistent fashion. The MAs would evaluate the support they receive through formal systems of feedback that should result in ever stronger systems of support and reinforcement. A more MA-centric IPPF means the MAs would be in a position to strongly articulate their needs through the Regional Assembly process and then assess the Secretariat's effectiveness through regular formal evaluations of the Secretariat's performance. A process would also be developed for regular evaluation of the effectiveness of the Board of Trustees.

We wish to underscore a fundamental point: the governance reform proposal is intended to create a system for better supporting IPPF's Member Associations as well as ensuring the more effective and efficient delivery of the Federation's purpose worldwide. The MAs are the heart and soul of the Federation and the support of their work, whether financial, professional, or organizational, is essential to the movement's success. The commission believes that the model we are proposing will result in much clearer lines of communication and accountability from MAs to the Secretariat and back again, than currently exist or have ever existed in the past, with the result being a quantum leap forward in IPPF's ability to fulfil its mission and its goals.

The commission now invites and looks forward to receiving feedback from all recipients of this paper. Please send us your comments, questions, criticisms, and recommendations. This is your chance to have a real and significant impact on the future of the governance of IPPF and we urge you to participate in the process.

The commission's mandate is to present a fully elaborated, detailed model in the commission's second report after having received feedback on this basic framework.

- 7. Recommended governance model**

- 8. Transitional arrangements (to be developed in report 2)**

- 9. Phase II recommendations (to be developed in report 2)**

Appendix 1. Terms of Reference and Expected results

Terms of Reference

The name of the working parties shall be the Independent Governance Review Commission (IGRC) and the Independent Commission on Resource Allocation (ICRA). The Commissions' role is to develop the required reports and recommendations in accordance with the methodology outlined here.

The Commissions' Chairs will maintain close working relationships with the Director General, the GC's ExCo and the Legal Advisor, whilst remaining independent of the formal structures.

The Commissions will remain extant until the GC meetings in November 2019. The GC is expected to endorse all approvals made by the General Assembly. A second phase and mandate are expected to be approved, and timing for Phase 1 deliverables will be defined in the coming months.

The desired outcomes are:

- a series of findings, actionable recommendations and a proposal to improve governance and constitutional arrangements. (IGRC)
- a series of findings, actionable recommendations and a new proposal through which to allocate core (unrestricted) resources across regions and MAs, with a view to considering the operational model in Phase II.

Independence, consultation and transparency are critical to the Commissions' success. The DG commits to publishing statements the Commissions may issue within their remit, to provide the Commissions with financial support within constraints of the administrative budget. A plan on consultation and communications in relation to the Commissions is imminent.

The Commissions undertake to:

- Seek input from MAs (staff and volunteers), regional and central office staff, donors and partners.
- Oversee a safe, transparent process that respects the confidentiality of individuals when requested.
- Keep the DG and EXCO informed of its timetable and areas of interest, co-ordinating administrative support with the Chief Executive.
- Seek comments from constituencies on preliminary findings, recommendations and proposals intended for the General Assembly.
- Submit formal findings, recommendations and proposals to the DG in time for distribution to MAs to consider and vote at the a.

Expected Results (deliverables) of phase 1 reviews

1. A report that captures the main features from recent governance reviews, contains commission specific findings, presents comparative studies/findings from other federative structures and puts forward specific options and recommendations to guide an IPPF proposal.

2. A proposed improved and agile IPPF governance structure and aligned constitutional arrangements that align to the necessary radical reform and that can be voted on at the extraordinary General Assembly to be held in November 2019.
3. A report that presents learnings from previous attempts to modify the allocation model used to distribute core resources model, contains commission specific findings, presents comparative studies/findings from other global funds (GFATM, GAVI, etc) and puts forward specific options to guide an IPPF proposal focused on radical reform.
4. A proposal to improve/appropriate IPPF resource allocation arrangements that can be voted on at the extraordinary General Assembly to be held in November 2019.
5. A report that presents governance and resource allocation elements to be considered in Phase II.

Appendix 2. Independent Governance Reform Commission

Composition

	Governance Reform Commission
Independent Experts	<p>Steven Sinding (chair & lead author)</p> <p>Lynette Lowndes</p> <p>Legal advisor: Phillip Kirkpatrick</p>
MAs MAIPs Grant receiving	<p>Hans Linde (RFSU) Edward Marienga (FHOK)</p>
Donors	<p>DFAT (Australia) DFID (United Kingdom) Erin Sines (MacArthur Foundation)</p>
Youth	<p>Shanshan He (CFPA)</p>
Advisors	<p>Jonny Oates</p>
Exco Liaison	<p>Alice Ackermann</p>
Secretariat Support	<p>Tomoko Fukuda Achille Togbeto Paula Sofowora</p>

Appendix 3.

Summary of governance characteristics of other federated and similar organisations. These organisations have been selected to illustrate the range of governance models.

1. International Federation of Red Cross and Red Crescent (IFRC)

The world's largest humanitarian organisation, the IFRC is a global Federation of 191-member national societies.

<p>Main Characteristics:</p> <ul style="list-style-type: none"> • A Governing Board (28 members) comprised of national organisations elected from the membership • The Board appoints the Secretary-General and governs the Federation between General Assemblies • Four statutory committees - Finance Commission, Youth Commission, Compliance and Mediation Committee, and Election Committee. Additional ad hoc Committees created as needed. • A General Assembly is held each two-years and regional conferences each four years • No regional governance 	
<p>Advantages:</p> <ul style="list-style-type: none"> • Strong member representation • General Assembly allows IFRC to act as a movement 	<p>Challenges:</p> <ul style="list-style-type: none"> • National/regional rather than global perspectives

2. Fédération Internationale de Football Association (FIFA)

FIFA is the international governing body of association football.

<p>Main Characteristics:</p> <ul style="list-style-type: none"> • FIFA Council (37 members) comprised of national organisations elected from the membership • FIFA Congress, an assembly of members football associations meets annually • The Congress elects the President, the Secretary General and the Council members. • Council members are elected by regional groupings • Committees include an Ethics Committee, Finance Committee and Disciplinary Committee • Candidates for chairperson, deputy chairperson and members of key Committees must pass eligibility checks 	
<p>Advantages:</p> <ul style="list-style-type: none"> • Strong member representation 	<p>Challenges:</p> <ul style="list-style-type: none"> • National/regional rather than global perspectives

3. World Wide Fund for Nature (WWF)

WWF is the world's largest conservation organization with a network of national organisations and associates in 40 countries. With more than five million supporters it works in more than 100 countries.

<p>Main Characteristics:</p> <ul style="list-style-type: none"> • Governed by an international Board of 13 Trustees that meets four times per year • The Board is comprised of the President, six persons chosen from the member organisations and six person of high-standing chosen for their skills and competencies • There are no regional groupings • A members forum (Council) nominates members to the Board and all key positions based on proposals from a nominations committee

<p>Advantages:</p> <ul style="list-style-type: none"> • Balance between members and independent Board members 	<p>Challenges:</p> <ul style="list-style-type: none"> • Balance between national and global perspectives
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4. British Red Cross

British Red Cross is the UK body of the International Red Cross and Red Crescent Movement. Formed in 1870 it has more than 32,500 volunteers and 3,500 staff providing help to people in crisis, both in the UK and overseas.

<p>Main Characteristics:</p> <ul style="list-style-type: none"> • Governed by a Board of up to 13 Trustees • A majority of Board members are elected by the membership and others are co-opted based on specific skills sets • Profiles for co-opted Trustees are developed based on a Board skills audit • A governance and nominations committee reviews applications and nominations against agreed criteria and acts on behalf of the Board as guardian of the Trustee recruitment process. • The Board creates other committees as needed with membership drawn from inside and outside the Board. • Regional and national assemblies are formed for input at key decision points 	
<p>Advantages:</p> <ul style="list-style-type: none"> • Balance between members and independent Board members 	<p>Challenges:</p>

5. Frontline AIDS (formerly the International HIV/AIDS Alliance)

Frontline AIDS is a global partnership of nationally based organizations promoting community responses to HIV/AIDS issues in more than 40 countries.

<p>Main Characteristics:</p> <ul style="list-style-type: none"> • Board comprises of up to 14 independent Trustees • Board members are selected based on skills and expertise and taking account of regional and gender balance and other diversity factors. • The Board is self-perpetuating based on recommendations from a rigorous nominations process • Various committees are open to member organisations and externals (Finance, Policy etc) • No regional structures 	
<p>Advantages:</p> <ul style="list-style-type: none"> • Highly skilled board • Global perspectives • Removes regional competition 	<p>Challenges:</p> <ul style="list-style-type: none"> • Lack of member representation or voice

Appendix 4. Online Survey Questionnaire

Background questions

1. Please select the IPPF region that your organization is located in
 - Africa
 - Arab World
 - East and South East Asia and Oceania
 - European Network
 - South Asia
 - Western Hemisphere
 - Other

2. Please indicate your organisational affiliation in the Federation
 - Member Association
 - Collaborative Partner
 - Regional Office
 - Central Office
 - Other

3. Please indicate your role in the organisation
 - Executive Director / CEO
 - SMT
 - President / Board Chair
 - Youth Representative
 - Other

Survey Part 1. Governance

Please indicate your view on the basis of the below statements.

1. The current governance structure serves IPPF well

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

2. The Governing Council (global) provides clear and consistent policy direction

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

3. The Governing Council provides clear and consistent strategic direction

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

4. The Governing Council delivers on its financial oversight responsibilities in an effective manner

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

5. The Regional Executive Committees provide clear and consistent regional policy direction

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

6. The Regional Executive Committee provide clear and consistent strategic direction

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

7. The Regional Executive Committees deliver their financial oversight responsibilities effectively

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

8. The Governing Council has the range of expertise it requires to fulfil its responsibilities

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

9. The IPPF governance structure (regional and global) gives enough voice to the Member Associations

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please elaborate or give examples in support of your answer.

10. The IPPF governance structure (regional and global) ensures the most capable individuals rise to the top of IPPF's decision-making bodies

(1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

11. What in your opinion are:

- a) the greatest strengths of the present governance structure (regional and global)?

- b) the greatest weaknesses of the present governance structure (regional and global)?

12. In light of your responses to the statements above, what advice would you give to the Independent Governance Reform Commission (IGRC) as it seeks to revise, or create a new governance structure for IPPF?

Survey Part 2: Resource Allocation

13. How much of your annual income do you receive via IPPF (both restricted and unrestricted)? (Does not apply, 0-20% 21-40% 41-60% 61-80% 81-100%)

14. How much of your unrestricted funding do you receive via IPPF? (Does not apply, 0-20% 21-40% 41-60% 61-80% 81-100%)

15. The current Resource Allocation model serves my organization well. (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

16. The current Resource Allocation model serves the wider Federation well. (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Table 1 Current Annual Core Funding Allocation

Location	MAs	Secretariat	Governance	Total
Africa	44.5%	24.4%	12.1%	37.3%
Arab World	10.0%	7.6%	7.3%	9.1%
Europe	4.0%	10.6%	7.0%	5.8%
East South East Asia Oceania	9.5%	5.6%	5.0%	8.1%
South Asia	16.0%	7.3%	2.9%	13.0%

Western Hemisphere	16.0%	10.9%	8.0%	14.1%
Central Office/ London	0.0%	33.6%	57.7%	12.6%
Total	100.0%	100.0%	100.0%	100.0%

17. Review the table above. IPPF's unrestricted funding has been allocated fairly and correctly (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please explain why:

18. The current Resource Allocation model is transparent (I know how and why decisions are made about the allocation) (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

19. What do you see as the most important criteria for allocating IPPF core funding?

Choose only three criteria.

- Proven track record of management/delivery of SRH programs and services
- Size of unmet need for SRHR in the country
- Proportion of SRHR services delivered by the organisation in the country;
- Proven capacity to raise other funds
- Numbers of volunteers and paid staff
- Number of services delivered
- Geographical Location
- Country Gross National Income
- Any other criteria:

20. All Member Associations should receive unrestricted funding? (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

Please explain your answer (why/why not?)

21. IPPF should have a special fund set aside that allows it to respond to unique or newly emerging issues (e.g. strategic shifts, medical innovations) (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

22. We need to review the funding model at regular intervals to ensure that it is dynamic, fair and aligned with IPPF's strategic priorities (1. Strongly Agree; 2. Agree; 3. Neither Disagree nor Agree; 4. Disagree; 5. Strongly Disagree. 6. I Don't Know)

23. In light of your answers above, what advice would you give to the Independent Resource Allocation Commission as it seeks to revise and improve the resource allocation model for IPPF?