



Governance Reform Review

Full Report

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1. Introduction to the Review

Following IPPF's Governance Reform in 2019/20, a review of the Reform process was conducted providing important insights for the new Board of Trustees (BoT) and the Secretariat to support the changes. Now, five years on, IPPF is moving forward with a second review to assess the impact of the Governance Reform on the Federation, its Member Associations (MAs) and the communities it serves.

The objective of the review is to examine whether the Reform and resulting change in global governance are having an impact on MA functioning, donor trust, IPPF operations, on reaching the most excluded communities and, importantly, to establish whether it is helping to save more lives.

This Review will benefit the General Assembly by providing insights about the impact the Governance Reform has brought, and the scale of change possible and necessary to remain relevant in a very challenging environment.

Additionally, as IPPF prepares for the succession of the Director-General (DG) in early 2026 and the Chair of Board of Trustees (Chair) in mid-2026, the Review will help the Board understand what the new DG and Chair can build on and help anchor feminist leadership on the Board.

The scope of the Review excluded assessing or evaluating the performance of the Board of Trustees or any Governance Committees. It also excluded assessing or evaluating the performance of the Secretariat which is dealt with by the Secretariat Accountability Mechanism.

2. Report Purpose

This Report aims to identify the greatest impacts of the Governance Reform on the Federation and its work, enablers and barriers to reform, opportunities to build on and key learnings.

The scope of the Review was not to provide a mandate for the new DG or Chair of Board of Trustees, but to share key learnings from the reform. Therefore, the Report provides learnings but does not provide specific recommendations.

3. Methodology

The Global Governance Review was led by an Independent Review Team commissioned by IPPF in September 2024.

The methodology agreed for the Review included:



The purpose of the Theory of Change (ToC) was to align on a shared understanding of what initiatives, and short and medium term outcomes were expected to contribute to achieving the ultimate goal of the reform. The ToC provided the framing of questions to be explored through the survey and subsequent interviews.

The survey aimed to understand whether the Governance Reform is helping the Federation be more agile, adaptable and visible, engage better and stand more unified. The survey also explored what contribution, if any, Governance Reform has had on IPPF's performance and standing and if IPPF has done what it said it would do in terms of changes to governance structure and systems to address the concerns that led IPPF to choose to reform.

The purpose of the interviews was to identify specific impacts of the reform and provide evidence (anecdotes, stories, examples) to help illustrate those impacts. The interviews also provided the opportunity to dig into specific areas from the survey that needed deeper understanding or validation such as unexpected trends, contradictory responses, rich or poor qualitative input and gaps to identify barriers and enablers to achieving the aims of the reform. Interview questions were developed in line with the draft ToC.

A review of the Theory of Change (ToC) was conducted to a) review, validate and update the assumptions and pathway through the ToC in light of the research findings; and b) review the line of sight between findings and key learnings and identify any missing learnings.

The survey was anonymous and all data collected during the Global Governance Review research was treated in confidence by the Review team. Quotes and examples used in the Report have been anonymised and utilised only if anonymity could be preserved.

4. Limitations

During the survey, only one respondent self-identified as 'youth' in addition to their main group (i.e.: BoT, MA, Secretariat). Other youth may have decided not to self-identify as youth and only by their main group. The Review team was therefore unable to say how many 'youth' completed the survey and a data cut of 'youth' responses was not possible. To ensure youth representation, during the interview stage youth members were interviewed and asked to provide insights based on their experience as 'youth' in governance roles.

Invitees to the survey included previous Board of Trustee, Committee members and independents. The Review Team categorised this group as 'others'. No respondents self-identified as 'others' in the survey and some may have self-identified in other groups denoting previous or current roles (i.e.: BoT, MAs). This has a particular bearing on BoT responses as the Review team is unable to say whether Board of Trustee responses included all current members or a mix of current and ex-members.

It is important to note the Review team expects that newer members of the BoT and Directors Leadership Team (DLT) may have felt unable to answer questions about the impact or contribution of reform. This may have increased the percentage of 'do not know' or 'skipped' responses for these groups in the survey.

5. Review Participants

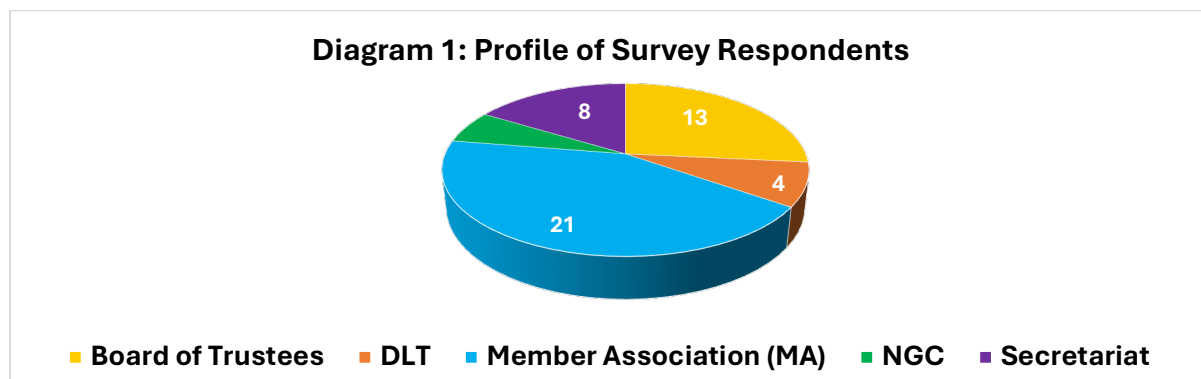
Representatives of key stakeholder groups were invited to participate in the Review in various ways.

1. Developing a Theory of Change (ToC) to create a framework that illustrates the intent of the Governance Reform and visualise the expected outcomes and impacts.
2. Answering a survey that posed key questions informed by the Theory of Change.
3. Participating in an interview that explored key themes/gaps from the survey and generated examples and mini case-studies.

Participants were selected either because they had involvement in, or experience of, the journey of reform with preference for those who had an understanding of the before and after; and/or they were part of a target group. For example, all members of the BoT and DLT were invited to participate in the survey. A subset of these groups and representatives of the other stakeholder groups were invited to participate in interviews.

Participants involved in developing the ToC, and reviewing it in light of the research findings, included representatives from MAs, BoT, the Reform Commission, the Reform Transition Committee, Nominations Governance Committee (NGC), Secretariat, including DLT, and Youth.

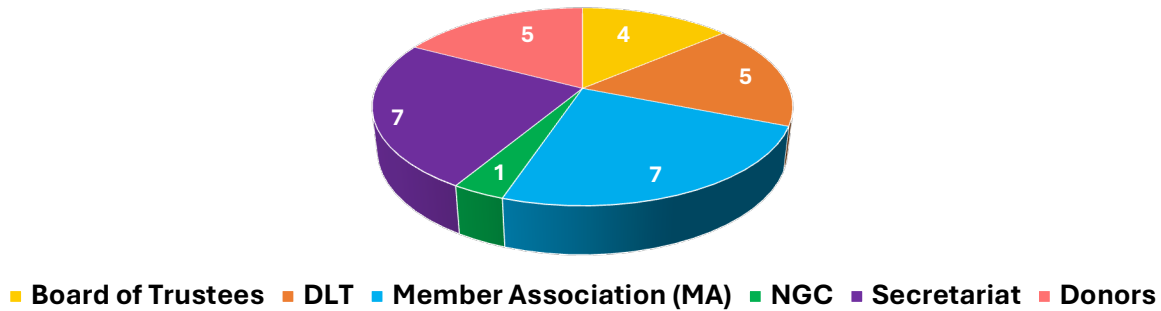
For the Survey, there was a 66% response rate (49 out of 74 invitees responded) - the profile of respondents is set out in Diagram 1. Youth were invited to participate as were multiple MAs from each Region.



For interviews, there was a 86% response rate (24 out of 28 invitees participated) - the profile of respondents is set out in Diagram 2. Youth were invited to participate and at least one MA from each Region. Five of the Federation's largest Donors were invited to participate and all responded (four through interview and one in writing).

The majority of MA representatives invited to participate held the position of Executive Director.

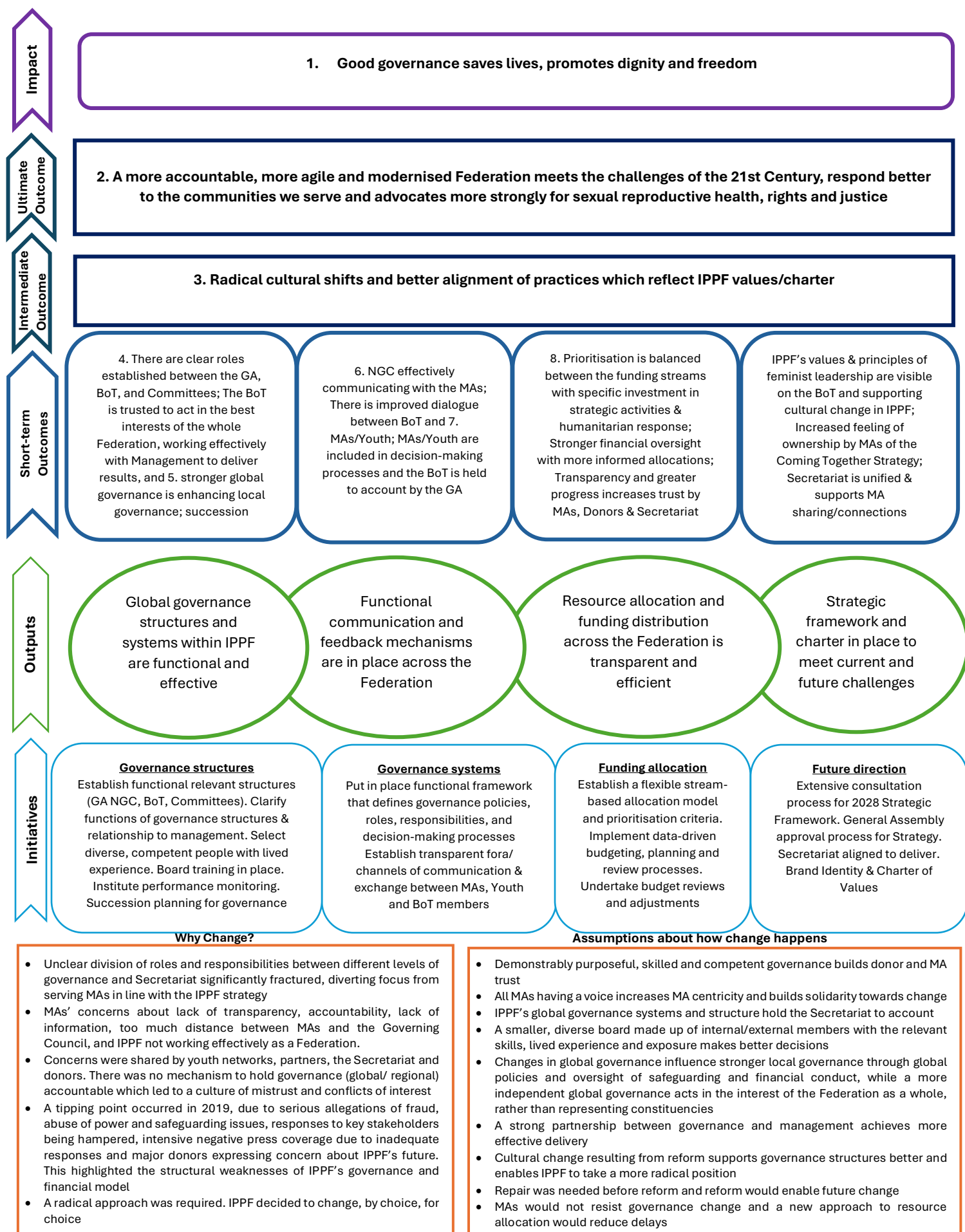
Diagram 2: Profile of Interview Respondents



6. Theory of Change

A ToC was developed (Diagram 3 below), setting out the reasons for reform, the planned initiatives and expectations for what the reform would deliver in outcomes and ultimately impact. The ToC was reviewed in light of the research findings and adjusted to a) clarify the focus of succession planning for governance as a key initiative; and b) clarify the assumption about the role of global governance in influencing stronger MA governance.

Diagram 3: IPPF Governance Reform Review Theory of Change (ToC)



7. Pre/post Reform Governance Structure

During the course of the Review, participants emphasised the importance of reminding the Federation of the structural changes that have taken place to ensure everyone has the same understanding of the Governance Reform and why it took place.

Why Change?

Leading up to the reform, there was an unclear division of roles and responsibilities between different levels of governance and the Secretariat was significantly fractured, diverting focus away from serving MAs in line with IPPF's strategy. MAs had concerns about lack of transparency, accountability, lack of information, too much distance between MAs and the Governing Council (the lead authority at the time) and believed IPPF was not working effectively as a federation.

These concerns were shared by youth networks, partners, the Secretariat and donors. There was no mechanism to hold global or regional governance accountable leading to a culture of mistrust and conflicts of interest.

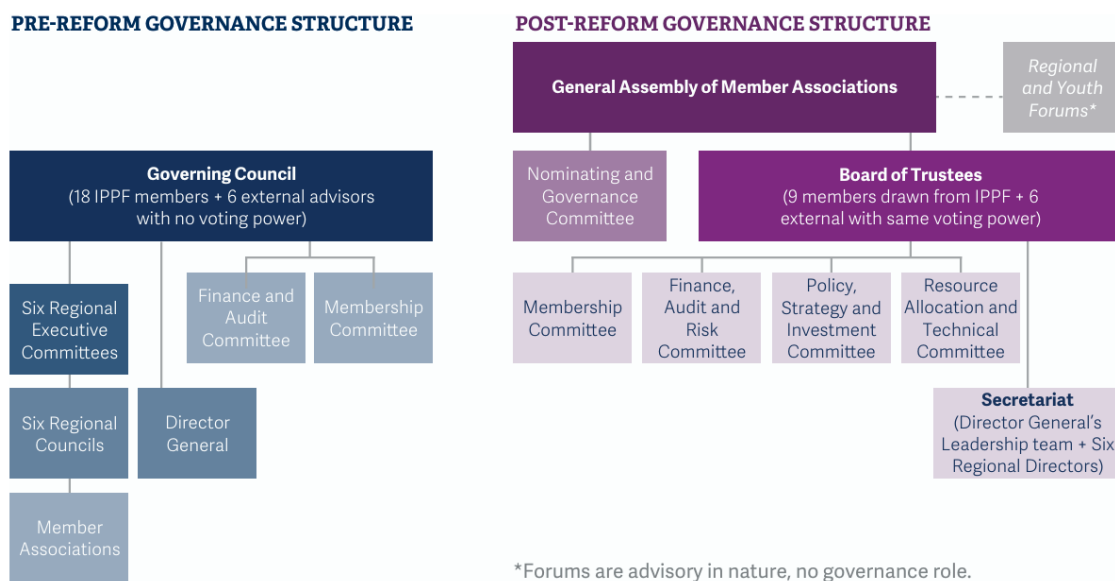
A tipping point occurred in 2019, due to serious allegations of fraud, abuse of power and safeguarding issues, responses to key stakeholders were being hampered, there was intensive negative press coverage due to inadequate responses from the Federation and major donors were expressing concerns about IPPF's future. This highlighted the structural weaknesses of IPPF's governance and financial model.

A radical approach was required and IPPF decided to change, by choice for choice.

What Changed?

This section shows the previous and current governance structure (Diagram 4) with the key changes implemented.

Diagram 4: Pre/post reform governance structure



The Governance Reform introduced significant structural changes.

- The pre-reform Governing Council, made up of representatives from 18 IPPF MAs and six non-voting external advisors, was replaced by a General Assembly of MAs as the highest authority for the Federation and a newly established BoT, which included nine IPPF internal members and six external members, each member with equal voting power.
- In the post-reform structure, a Nominating and Governance Committee was created to oversee the appointment of board members and to review and report on the performance of governance, shifting emphasis from representation to skills based selection.
- The reform eliminated the six Regional Executive Committees and six Regional Councils, each overseeing one of the six regional directors, streamlining governance and consolidating leadership under a Secretariat composed of the Director General's leadership team including the six Regional Directors.
- Several committees were restructured or added:
 - The Finance and Audit Committee became the Finance, Audit and Risk Committee
 - New committees such as the Policy, Strategy and Investment Committee and the Resource Allocation and Technical Committee were introduced.
 - The Membership Committee was retained
 - Regional and Youth Forums were established as advisory bodies with no formal governance role.

8. Findings

The findings from the research are structured to follow the ToC, starting with how the reform has contributed to saving lives, promoting dignity and freedom; how it has made the Federation more accountable, agile and modernised to meet the challenges of the 21st Century; how it has enabled the Federation to respond better to the communities it serves and advocate more strongly for sexual reproductive health, rights and justice; and how it has enabled radical culture shifts and better alignment of practices which reflect IPPF values.

The scale and pace of the reform changes have been huge and had significant effect on the efficiency, culture and reputation of the Federation, which has been felt at every level of the Federation. The findings validate the ToC overall with majority agreement from participants in the Review that initiatives taken to reform the systems, structure and processes have enabled the Federation to make significant and radical shifts, that the Federation is far better equipped to face external challenges and that Governance Reform has opened the door to further opportunities to evolve and progress.

The review team identified two variances to assumptions in the ToC:

1. As part of the changes to governance structures, it was assumed succession planning would take place. However, this was identified as a gap.
2. There was an assumption that changes to global governance would influence stronger MA governance. Although the implementation of global policies and board oversight of safeguarding and financial conduct validated this in part, there remains resistance to governance change at MA level which the research shows needs to be overcome to complete IPPF's reform.

The findings are reported in detail to make sure the richness of feedback and key insights are shared in full. Each finding first refers to the relevant survey responses. Following this, using a combination of survey responses, data gathered through interviews and secondary data provided by the Secretariat, identifies:

- Key enablers that have supported reform
- Challenges or barriers to reform
- Opportunities that might continue to support the reform journey

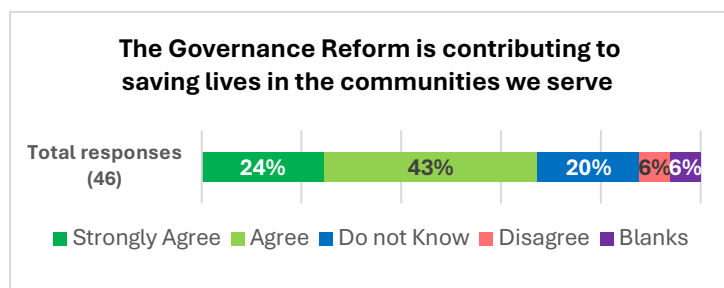
Findings are illustrated with examples, mini-case studies shared by participants to help bring feedback to life, or secondary data provided by the Secretariat, where possible.

Overall survey responses are very positive with high percentages of respondents in agreement. Where there were lower levels of agreement (in the 60th low 70th percentile), and higher levels of disagreement, the barriers, the challenges and opportunities identify the reasons for this and offer improvements that could be made.

Please note survey response ratings have been disaggregated where the consolidated rating hides the nuance of responses from specific groups.

8.1 The Theory of Change proposes that the impact of the reform is that good governance saves lives, promotes dignity and freedom

The majority of respondents agree Governance Reform is contributing to saving lives in the communities we serve, which is backed up by performance data. This was enabled by quicker, mission-focussed decision making by the BoT and responsiveness of the Secretariat working together. Examples were provided to illustrate support for those groups previously left behind, demonstrating a desire to promote dignity and freedom.



67% of all survey respondents strong agree or agree the reform is contributing to saving lives in the communities we serve, including 72% of MA respondents. 20% responded 'do not know' (mainly from BoT and DLT with a very small proportion from MAs and Secretariat) and 6% of all survey respondents disagree.

Despite a significant proportion of 'do not know' responses in the survey, during interviews participants emphasised five key enabling factors which were attributed to either directly or indirectly saving lives because of the reform:

- ⇒ A governance system that allows significantly quicker decision-making by the BoT. This was put down to *'the Board being adaptable and agile to crisis and emergency situations; coming together outside formal meetings when needed to make decisions that allow lives to be saved. Before reform, the Governing Council met every six months and decisions had to wait.'* (Secretariat)
- ⇒ Responsiveness of the Secretariat, who worked together to provide the information needed to allow fast decision-making. *'During COVID, the Secretariat put together information and the Board made a decision in a week. MAs could take action that was relevant for them straightaway.'* (Secretariat)
- ⇒ Creation of Stream 3 for emergency funding, which did not exist before Reform
- ⇒ A more courageous and bolder standing for human rights

⇒ Focus of the BoT on IPPF's mission, not vested interests or politics, which were evident before the reform. *'At the time of global gag rule (2016), the Governing Council did not release funds to MAs for 18 months. They could not make a decision and were caught up with the politics, global and regional' (Secretariat)*

"There are two changes because of the Reform that are saving lives: Stream 3 is 100% saving lives and IPPF has become braver and more courageous standing for human rights; solidarity with those most in need saves lives."
Member Association

Performance data provided by the Secretariat shines a light on the reach of Stream 3 emergency funding showing 833,000 people reached across all six Regions since it was introduced as part of the reform (2022/2023/2024). The number of clients reached in humanitarian settings totals 42.3m for the years 2021/2022/2023/24. Please note 2024 numbers have not yet been validated and total numbers may change.

"Stream 3 response to crisis saves lives. The Governance Reforms were able to help staff through ebola."
Member Association

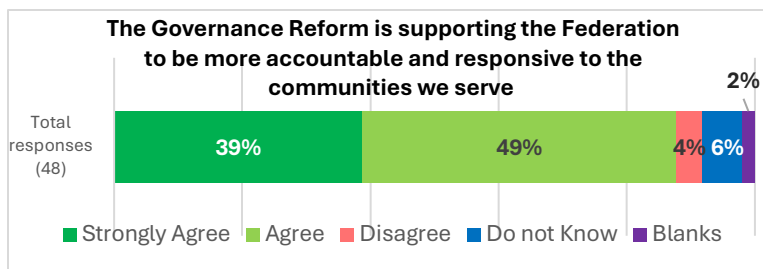
Promoting dignity and freedom was illustrated by the enhanced inclusion and representation of marginalised communities in decision-making and an example provided of a decision being made to support marginalised groups in two crisis situations who respondents believed would previously have not been included.

"The most positive change I have observed because of IPPF's Governance Reform is the enhanced inclusion and representation of marginalized communities, especially young people and key populations such as LGBTQIA+ individuals, in decision-making processes."
Board of Trustees

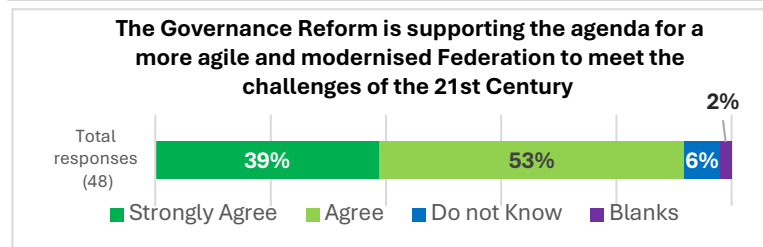
8.2 The Theory of Change proposes the ultimate outcome of the reform is a more accountable, more agile and modernised Federation that meets the challenges of the 21st Century, responds better to the communities we serve and advocates more strongly for sexual reproductive health, rights and justice

This section looks first at whether the Federation is more accountable, more agile and modernised to meet the challenges of the 21st Century; and then whether it is responding better to the communities it serves and advocating more strongly for sexual reproductive health, rights and justice.

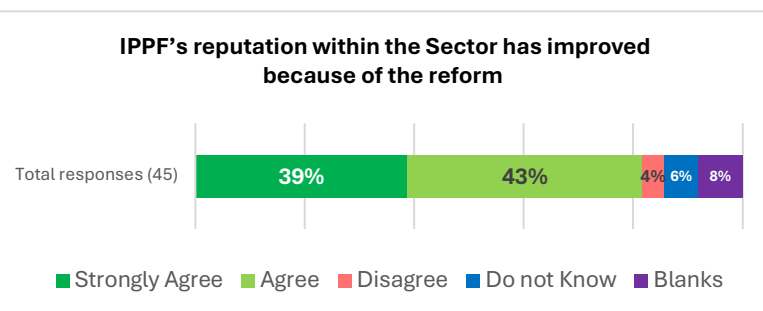
8.2.1 The majority of respondents agree the Federation is more accountable, more agile and modernised to meet the challenges of the 21st Century. There was a direct link made between the belief that IPPF's reputation in the Sector has improved and that MAs and the Secretariat have more confidence in the future of IPPF because of the reform. However, respondents from every group say the reform needs to be accelerated at MA level to bring about the changes needed to ensure sustainability.



88% of all survey respondents say that Governance Reform is supporting the Federation to be more accountable and more responsive to the communities we serve, including 81% of MA respondents. 10% of MA respondents disagree.

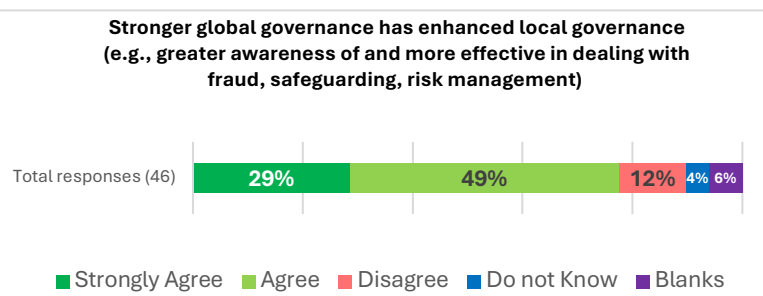


92% of all survey respondents say that Governance Reform is supporting the agenda for a more agile and modernised Federation to meet the challenges of the 21st Century, including 95% of MA respondents.



86% of MAs, 76% of Board, 83% of Secretariat/DLT believe IPPF's reputation within the sector has improved because of the reform.

MAs were asked if they have more confidence in the future of IPPF because of the reform, 81% agree, 10% disagree. Secretariat were asked the same question, 84% agree, 8% disagree



76% of MAs, 92% of Secretariat/DLT and 69% of the Board agree that global Governance Reform enhanced local governance, although some MAs and Board members disagree

Six key enablers to reform were identified:

- ⇒ A blend of external expertise and volunteers to create a skills based, diverse and effective Board with new thinking that allows the Federation to progress and adapt to new challenges
- ⇒ The involvement of MAs in setting the direction through the 2023-2028 Strategic Framework, providing a common direction, and empowering MAs to apply the framework to their own contexts and priorities
- ⇒ Eradication of regional barriers and bureaucracy to progressing the mission, with consistent application/adoption of global IPPF policies
- ⇒ Enhanced clarity in roles, responsibilities, and decision-making processes, making the Federation more agile ("adaptable" and "prompt")
- ⇒ The role of the Board in championing and holding accountability for resolving Fraud and Safeguarding issues and mismanagement
- ⇒ Youth involvement at all levels to keep looking forward with vibrancy

“Before, there was the Regional Council and the Governing Board, it was like a ladder. It took a lot of time and red tape. Regional Council had its own priorities no longer representing MAs and MAs did not feel part of decision-making.”

Member Association

“IPPF has been completely rebranded, there is a commitment to gender equity, to anti-racism. Safeguarding issues are dealt with and there is zero tolerance for mismanagement of finances including expulsion.”

Board of Trustees

“Governance Reform has boosted IPPF’s accountability, transparency, efficiency, global credibility, and advocacy, ensuring better resource use, crisis response, and regional unity.”

Secreteriat

As an example of the change in holding accountability for Fraud and Safeguarding issues, the Chair of Board of Trustees leads Safeguarding for the Federation. Secretariat performance data was reviewed and shows that since reform, the number of concerns being raised in total varies from year to year as would be expected. However, the number of cases investigated, substantiated or not, and closed has increased significantly demonstrating the organisation’s ability to now address and manage difficult issues openly and consistently.

Challenges/Barriers identified:

- There is a view that the momentum for MA Governance Reform has dropped off as MAs do not feel the pressure for change
- The majority of respondents (including MAs) said MA Governance Reform is needed to complete modernisation, meet the challenges of the future and professionalise skills. *‘Governance cannot stay static, it needs to evolve to modern challenges.’ (MA)*
 - Large MAs need skilled, professional boards and raised questions about a) whether this can be achieved purely with a volunteer body; and b) whether the number of board roles, including youth, can provide the MA with adequate breadth of expertise.
 - Small MAs in small countries struggle to manage terms of appointment because of lack of qualified resource available.
 - The ED voice needs to be strengthened (it should be noted that the majority of MA interviewees feeding into this Report were Executive Directors).
 - A better balance between male and female presidents

“If you reform at the global level, and fail to reform at Member Association level, it is setting us to fail.”

Member Association

“MA Governance Reform has not seen as much progress in the third round, it is harder when there is no sense of urgency. We need vibrant governance bodies to be relevant in society. If an MA has very traditional governance, they may not be looking at baby dumping and teenage pregnancy where girls can go to jail, and the undocumented community.”

Secretariat

The Review team looked at Governance Reform at MA level and found there was a dip in Round 2 and a recent focus on MA Governance Reform with the launch of a fourth round. It is expected that a total of 35 MAs will have completed the reform process by the end of 2025. Four MAs have already voluntarily taken on reform for themselves.

Number of MAs completing Governance Reform by Round			
Round 1: 2020	Round 2: 2021/22	Round 3: 2022/23	Round 4: 2024/25
9	6	8	12

Opportunities identified:

- It was suggested by Secretariat and MA respondents that better performance data to track progress would help the Board know what to ask for in the course of their work
- MAs suggest the Board develop a greater understanding of MA contexts through the Regional fora
- MAs to learn from each other, benchmark with those already reformed to understand how Governance Reform works and how it can be implemented to strengthen MA performance and sustainability and help overcome resistance to change
- Linked to this is a request for support to help MAs improve the recruitment and selection processes for their volunteer governance roles to make sure appointments are of the quality required and appointees align with IPPF's values and principles

MAs were keen to share their experience of national Governance Reform as mini-case studies:

MA preparing for vote to implement Reform

‘Our governance structure reflects the old IPPF structure which results in conflict of interest, we find it difficult to address misconduct and we need to act in a more united way to [manage external challenges and opportunities]. We introduced the new governance structure as part of our Coming Together strategy, holding long consultations for a united MA. The Regional Office arranged for a bench-marking trip to another MA who has already taken on reform with one national board. We are looking to move to a national, united board in 2025’.

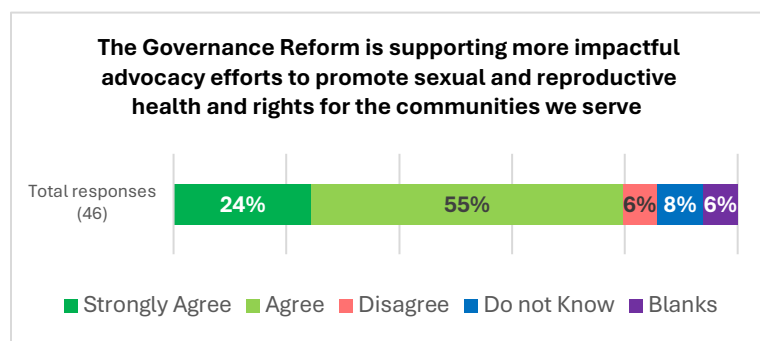
MA who has already taken on Governance Reform at a national level

‘The introduction of external Board members and people who are expert and skilled strengthen our boards at global and local levels has had a very strong impact [here]. We have brought in people from organisations with skills that has connected us to places we could not reach [before], it provides expertise that helps us navigate external challenges and advocates on our behalf.’

Associate Member working towards full membership

‘Before reform, the governance structure was very rigid and would not allow us to join because of the way we are founded. We reach out to the most excluded populations and operate differently working with community-based volunteer systems to some areas that can only be reached by foot, we work with women, girls, LGBTQI and on social enterprise. IPPF's leadership have seen this, and we have come up with our own working board and chair which incorporates all IPPF's policies. Rules and regulations are very important but to be a little flexible to incorporate and include MAs that are a bit different, to accept and reflect different needs and concerns makes the Federation very progressive and gives a platform to MAs that are smaller.

8.2.2 The majority agree Governance Reform is contributing to the Federation being more inclusive, reaching marginalised communities and advocating more strongly for sexual reproductive health and justice. There is strong support for bolder advocacy of LGBTQI+ rights and activism and a need to more clearly articulate IPPF's stance on this. Some MA respondents emphasised the importance of keeping a balance between this and advocacy for sexual health and reproductive health and rights for women and girls, and supporting how this is extended to marginalised communities.



79% of all survey respondents agree the Governance Reform is supporting more impactful advocacy, including 81% of MAs. 6% of all survey respondents (including Secretariat, BoT and MA respondents) disagree

Advocating more strongly for sexual reproductive health, rights and justice was very strongly linked to being more inclusive and reaching marginalised communities by all respondents.

“US position has implications but now IPPF new community [partners] are taking the work forward. MAs themselves have nominated LGBTQI participants to be part of ILGA creating platforms and Regional networks for MAs.”

Secretariat

Four key enablers to reform were identified:

- ⇒ An increased focus on marginalised populations through the Strategic Framework 2023-28 with more targeted interventions that are responsive to diverse populations. *‘We are now having dialogue about sex-work, undocumented refugees and migrants, more on the incarcerated and imprisoned.’* (Secretariat)
- ⇒ Creating platforms and increased effort to include collaborative partners and activists from marginalised groups, and marginalised groups being represented in MA and Secretariat roles
- ⇒ Change to election processes have made it possible to appoint Board members with lived experience of marginalised communities who offer specialised knowledge and understanding
- ⇒ The Board has been bold and taken courageous stances and this has enabled the Secretariat *‘I can talk more at Regional and International levels about LGBTQI+ now. We are supporting people who have been left behind for many years and now they are not ignored’.*

“IPPF has become bolder, more visible. We need to make our vision and mission clear and find resources to stand by our principles. We need more collaboration; no-one can stand in isolation for advocacy at least.”

BoT

Challenges/Barriers identified:

- The need to articulate what the global Federation stands for more clearly in terms of rights and how to maintain a strong platform that generates the traction needed to support delivery of core services. One

MA said ‘There is a perception that we are part of transforming children to transgender. We need to make clear [our stance so it does not undermine our core work]’.

Opportunities identified:

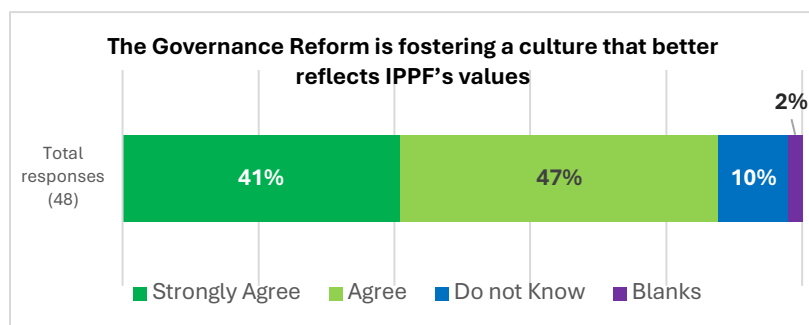
- Two Secretariat based respondents talked about community partners who now see IPPF in a different way because of the bolder advocacy leading to funding for discrete restricted programmes.
- Engaging with MAs’ volunteer boards promptly and frequently to maintain alignment with the advocacy message in a challenging environment with the rise of the right and more volatile reactions in some contexts.

“We recognise IPPF should be bolder as a global voice, how it is adapted locally depends on legal constraints. Take abortion, it is [criminalised] here but we are campaigning to decriminalise it. Sex work is talked about differently here to Europe. Our role is to provide access for sex workers and treat them humanely.”

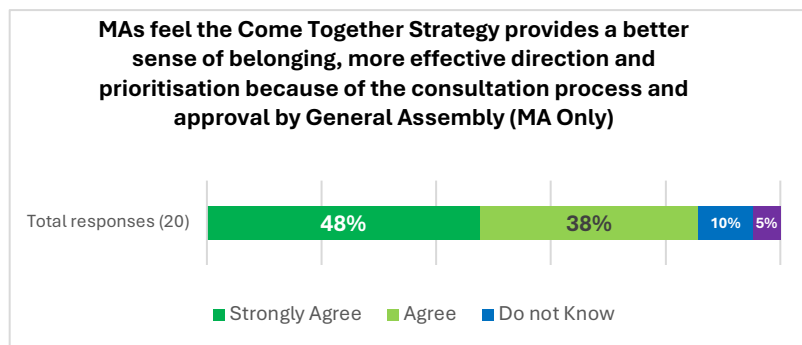
Member Association

8.3. The Theory of Change intermediate outcome proposes radical cultural shifts and better alignment of practices which reflect IPPF values/charter because of the reform

8.3.1 The majority of respondents agree there have been radical cultural shifts and better alignment of practices which reflect IPPF’s values because of the reform. The majority of MAs feel a better sense of belonging and greater involvement in decision-making through the General Assembly. Opportunities to improve how the Federation can act in a more unified way were identified through greater horizontal engagement between MAs and MAs understanding how to hold the BoT accountable.

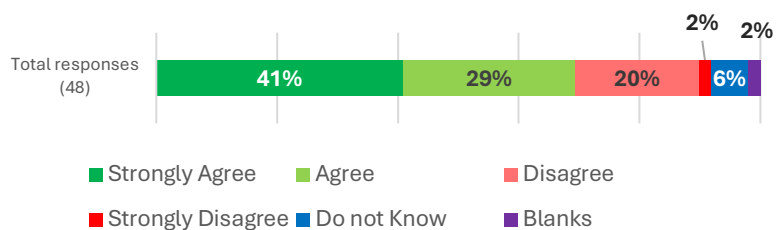


88% of all survey respondents agree that Governance Reform is fostering a culture that better reflects IPPF’s values, including 91% of MA respondents.



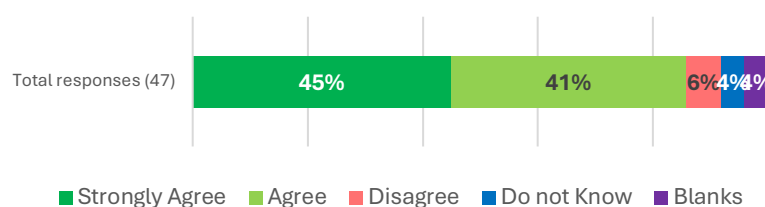
86% of MA survey respondents agreed the *Come Together Strategy* provides a better sense of belonging, more effective direction and prioritisation because of the consultation process and approval by the General Assembly

The Federation is acting in a more unified way because of the reform



70% of all survey respondents agree the Federation is acting in a more unified way because of the reform, however, 22% of respondents (from the Board, MAs and the Secretariat) disagree.

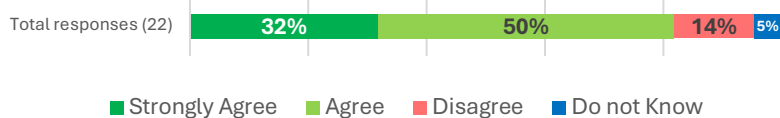
The Secretariat is more unified and aligned to deliver the Come Together Strategy because of the reform



86% of all survey respondents agree the Secretariat is more unified and aligned to deliver the Come Together Strategy because of the reform, including 92% of DLT/Secretariat respondents. 6% of respondents disagree – this represents a very small number from Board/MAs.

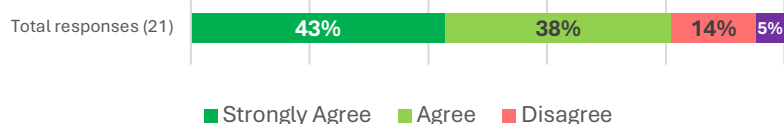
There was a significant link drawn by respondents between acting in a more unified way and the efficacy of governance systems.

Regional fora are effective in supporting MA and Youth collaboration and engagement (MA and Youth only)



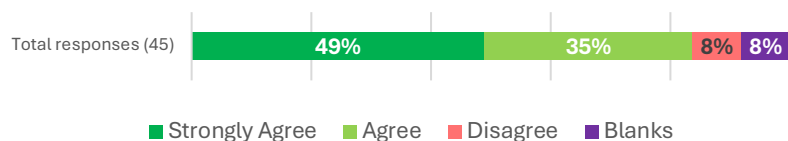
82% of MA survey respondents agree that Regional fora are effective in supporting MA and Youth collaboration and engagement, 14% disagree.

MAs feel they are included in decision-making through the General Assembly (e.g. approving Strategy, confirming trustees' appointments and appointing NGC members) (MA Only)



81% of MA survey respondents agree they feel included in decision-making through the General Assembly, 14% disagree

The role of the General Assembly as the highest authority in IPPF is clear and understood (e.g. approving IPPF's strategy and confirming appointments of Board of Trustees, NGC and Director General)



84% of all survey respondents agree the role of the General Assembly as the highest authority in IPPF is clear and understood. 8% disagree – this is made up of a very small proportion of Board, MA and Secretariat respondents

Seven key enablers to reform were identified:

'It is hard to capture the scale of change..Values ahead of bureaucracy or political aspiration has set a new culture we should feel proud of.'

Secretariat

- ⇒ Elimination of political toxicity, personal interest and conflict at Regional and Global levels
- ⇒ MAs feel closer to each other without the Regional Councils in place. As one MA said *"before the reform we did not talk to other MAs"*. Other MAs talked about the Regional Fora *"we have the chance to see Executive Directors and Board members"*, *"it is inspirational"*.
- ⇒ Direct access by MAs to Regional Offices at all levels and other parts of the Secretariat, including London, *"without fear"*
- ⇒ MA involvement in the process of developing common directions (strategies, policies, communities) with the opportunity to discuss/debate different view points and being involved in decision-making at the General Assembly
- ⇒ MAs empowered to adapt their business plans to the pillars in a way that works for their context rather than being directed on what to do
- ⇒ Leadership action taken when senior people or MAs do not uphold standards or values of IPPF
- ⇒ A strong focus on maintaining core values such as respect, non-discrimination, gender equity and anti-racism

"We do not think 'what is this person going to say', 'are there repercussions if I say anything'.... No! We can focus on the work, on the mission."

Member Association

Challenges/Barriers identified:

The higher disagreement in response to some questions in this section was largely driven by the following challenges and barriers:

- Lack of alignment with language and acting as allies. Some MAs highlighted the struggle with language used in value statements and a perceived shift away from referring to women and girls was raised specifically. One MA talked about the need to have legitimacy to be able to talk as allies with partners from marginalised communities on SRHRJ priorities even if they do not have lived experience. It was felt there was work to do with community partners to achieve this.
- Disconnect between Global Governance and MAs as MAs do not know how to hold the Board to account through the General Assembly. One MA respondent said *'we are not oriented that way'*. MAs also talked about the need to improve MA understanding of the people behind the Board.

- Consensus rather than voting at the General Assembly, a number of respondents explained the importance of voting rather than attempting consensus through clapping or shouting. A vote was expressed as the “*voice of the MA*” and the way “*MAs stand up to take accountability*”, particularly important in a multi-cultural environment “*where some places are louder and some are quiet*”(MAs)
- Keeping the reform journey in mind, a number of respondents explained that not everybody has been on the same journey of change and people forget, or do not know the before/after reform impacts. There was concern about the possibility of “*sliding back to old ways of doing things*” and momentum being lost, particularly when leadership changes
- The volume of work for MAs to take on “*can feel overwhelming*”, a small number of MAs asked what MA centric means to make sure there is common understanding.

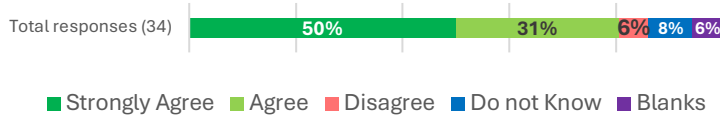
Opportunities identified:

- A number of respondents emphasised that MAs should play a more active and central role in creating the agendas for both Regional Fora and the General Assembly to ensure meaningful MA and Youth participation. It was suggested:
 - Regional Fora allocate more time to MAs sharing best practice, working on practical issues together with the Regional Office and celebrating MA successes.
 - General Assembly provides more space for Executive Directors to have a voice leading conversations and reflections with more diverse MA voices heard, “*not just giving space to those who articulate the best*”.
 - It was recommended by a number and range of respondents that MA volunteers would benefit from attending the General Assembly better prepared, having read the papers beforehand.
- A number of respondents suggested opening up a channel between Board/DLT and MAs through, for example, an annual (virtual) meeting where Board members and DLT set the tone for the coming year as a unified Federation, providing MAs with the opportunity to see the people on the Board and get to know them better. As one Board member said ‘*BoT is trying ways to improve connectivity with MAs, MAs need to have an understanding that they are heard by the Board*’.
- Strengthening the way the BoT is held accountable at the General Assembly and in between General Assemblies.
- There was a strong emphasis on the need to induct new BoT members, new volunteers at MA level, Executive Directors and key staff into the background of the reform to remind people how it shapes the Federation’s direction, decisions and ways of working alongside developing an overall workplan for the remainder of the reform to make visible how actions are being organised and monitored to ensure delivery.

8.4. The Theory of Change short-term outcomes proposes the BoT is trusted to act in the best interests of the Federation, working effectively with management to deliver results because of reform

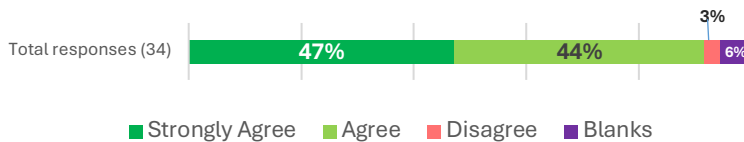
8.4.1 The majority of respondents agree the BoT is trusted to act in the best interests of the Federation because of their skills, demonstration of IPPF’s values and focus on the mission. The majority also agree the Board works effectively with Management to deliver results, holding the Secretariat to account. Putting professional support, systems and processes in place to build a pipeline for governance and getting the recruitment of governance roles right were identified as priorities, as was establishing an external mechanism to evaluate governance performance.

The Board of Trustees is trusted to act in the best interests of the whole Federation (not individual constituencies) (DLT, MAs, NGC, Secretariat, Youth and Others only)



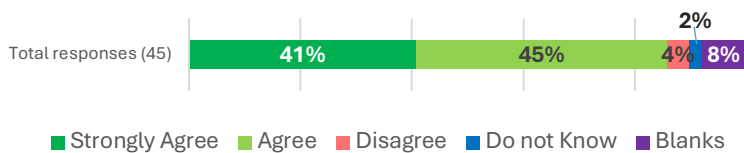
81% of MA, NGC, DLT and Secretariat survey respondents agree the Board is trusted to act in the best interests of the Federation including 76% of MAs (52% of whom strongly agree); 10% of MA respondents do not agree.

IPPF's values and principles are visible on the Board of Trustees (Everyone except BoT)



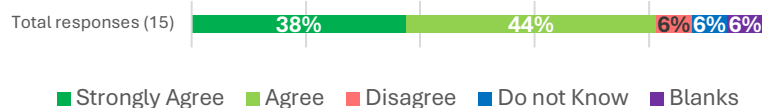
91% of MA, Secretariat, DLT and NGC respondents agree IPPF's values and principles are visible on the Board (3% disagree). The Board was asked whether IPPF's values and feminist leadership principles are visible on the Board, 86% agreed (the rest do not know/skipped the question)

The Board of Trustees and Committees are made up of diverse, skilled and competent people with lived experience that is relevant to IPPF's mission



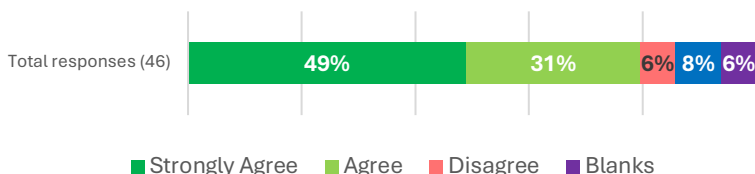
86% of all survey respondents agree the Board of Trustees and Committees are made up of diverse, skilled and competent people with lived experience that is relevant to IPPF's mission (4% disagree).

The Board of Trustees acts independently and objectively when making decisions (e.g. representing the interests of the whole Federation rather than their own constituencies) (BOT, NGC only)



From inside governance, 82% of Board and NGC respondents agree the Board acts independently and objectively when making decisions, 6% disagree.

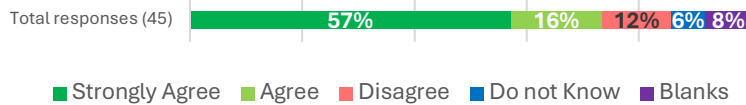
Board of Trustee decisions are transparent and visible (e.g. minutes are published and accessible)



80% of all survey respondents agree Board of Trustee decisions are transparent and visible, including 81% of MAs. 6% disagree.

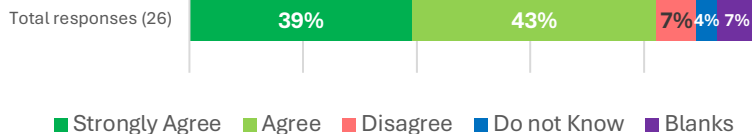
Turning to the Board relationship with management:

There is clear differentiation between the role of the Board of Trustees and the role of management (e.g. Board of Trustees are involved in performance oversight and direction; management is involved in operational delivery and regular MA interface)



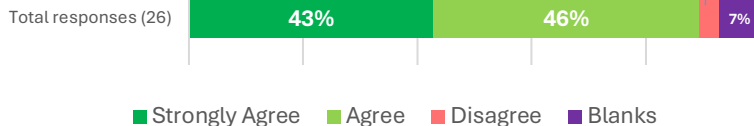
73% of all survey respondents agree there is clear differentiation between the role of Board and the role of management, 12% of Board, MA and Secretariat survey respondents disagree.

The Board of Trustees works effectively with management to deliver results (BoT, DLT, NGC, Secretariat only)



82% of Board, NGC, DLT and Secretariat survey respondents agree the Board works effectively with management to deliver results, 7% disagree.

IPPF's governance structure and systems hold the Secretariat to account (BoT, DLT, NGC, Secretariat only and Youth in these groups)



89% of Board, NGC, DLT and Secretariat survey respondents agree that IPPF's governance structure and systems hold the Secretariat to account, 4% disagree.

Six key enablers to reform were identified:

- ⇒ The experience and skills of the Chair, the leadership of the DG and the collaborative relationship between Board and DG
- ⇒ Skills-based appointments rather than appointments made by representation
- ⇒ The blend of internal and external Board members contributing diverse lived experience of IPPF's work, and/or communities served, professional expertise/skills, international perspectives/ connections
- ⇒ A collective and collaborative approach within the Board, internals and externals coming together as equals with each making a contribution
- ⇒ A Board focused on substantive issues representing what is best for the Federation with passion for the mission and the work rather than regional representation, personal politics and position
- ⇒ Improved governance, accountability, transparency and better communication flows sharing information to all MAs at the same time (through the MA forum and publication of board minutes)

“The distinction between roles of Governance and Management is evident and clear as never before. We also see mutual respect and understanding of the two bodies i.e. Governance and Management working in harmony and tandem for the benefit of the Federation.”

Secretariat

“The Board now has the skills to do the work needed. Before the reform, as an example, the Treasurer did not have financial expertise, skills or experience.”

Secretariat

Challenges/Barriers identified:

- There were positive remarks about the important role of NGC. However, concerns were raised about the scale of their role and the burden on volunteers to:
 - ensure the right skills, mind-set and expertise on the Board, particularly from MA volunteers *‘this requires investment, focus and support’ (BoT, MAs, Youth)*
 - attract the external global talent with right level of connections to maintain a strong and influential board *“this needs professional recruiters” (BoT)*
- “NGC need to be more exposed to MA work to better understand the environment and context to support selection of the right people to governance roles”*

Opportunities identified:

- Invest in formal Board reviews by a third party expert to help support board development and feedback to determine/understand the impact the board has on the Federation and Secretariat performance
- Succession planning and training to prepare volunteers for governance and increase the likelihood of more people stepping forward. Strengthening MA governance with skills-based appointments was also seen as a mechanism to help fill the pipeline for global governance.
- Utilise professional recruiters to support the attraction and management of global talent through the selection process

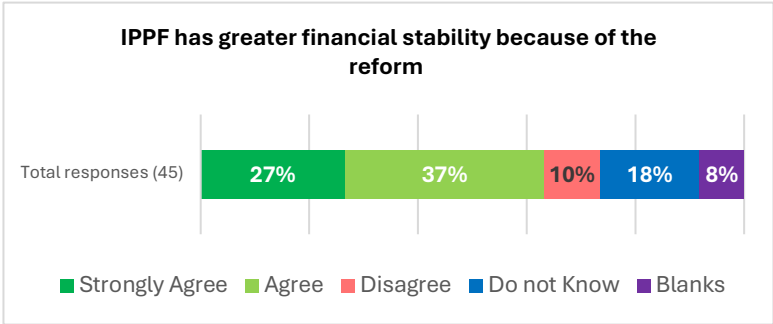
A new way of thinking and working for the Board of Trustees

During the research, a picture of how the Chair brings the Board together and the relationship with Management emerged, illustrating a very different way of working from before reform that is important to capture. This section presents a series of quotes to bring these changes to life.

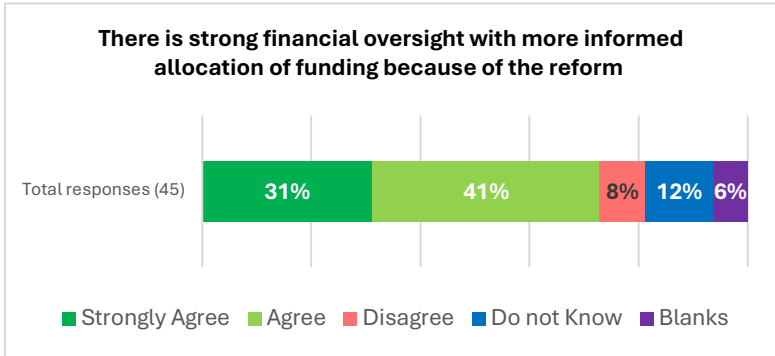
The Chair creates an environment that aims for equality, collaboration and consensus	The board acts collectively, aiming to respect all contributions and focused on the Federation's mission	The relationship between Board and Management is clearly defined without politics
• <i>"The Chair of Board brings huge experience from international organisations. She is cordial to everyone, knows how to listen, keep the Board focused and cut out the unnecessary"</i> • <i>"I expected to see power dynamics on the Board, but no, the Chair sits with the Board. She sits amongst us, not in front of us"</i> • <i>"The Chair allows us to discuss openly, freely and does not stifle dissent. She seeks consensus"</i> • <i>"The Chair holds Board members to think about the Federation as a whole, not represent their own interests. When people raise their own interests, she addresses it"</i> • <i>"The Chair has moral integrity"</i> Quotes from: BoT, NGC, Secretariat/DLT	• <i>"Everyone on the Board has skills to contribute [whether they come from outside or inside the Federation]..... 'outsiders' need to come with humility and listen to internals who may not have the same experience or confidence"</i> • <i>"Board decision-making is not individual [it is consensus]. We are like a football team, we all move together to score the goal"</i> • <i>"The aptitude of the Chair and others on the Board is striking, the right balance between aspirations, courage, risk-taking and judgment. This allows us to weather the external environment"</i> • <i>"We are united and thinking about global trends, we have a different level of strategic view"</i> Quotes from: BoT, Secretariat/DLT	• <i>"The distinction between roles of Governance and Management is evident and clear as never before. We also see mutual respect and understanding of the two bodies i.e. Governance and Management working in harmony and tandem for the benefit of the Federation"</i> • <i>"The DG is accountable to the Board, he is the only one."</i> • <i>"The relationship between board and management works, the regional offices are no longer independent this has given us a unified secretariat with better interaction"</i> • <i>"The Chair does not undermine the DG. Always respects his position and role. Before reform, the President would go to Regional Councils and Regional Directors to gain power."</i> Quotes from: BoT, NGC, Secretariat/DLT

8.5 The Theory of Change short-term outcomes propose that prioritisation is balanced between the funding streams, that there is stronger financial oversight with more informed and transparent allocations because of the reform

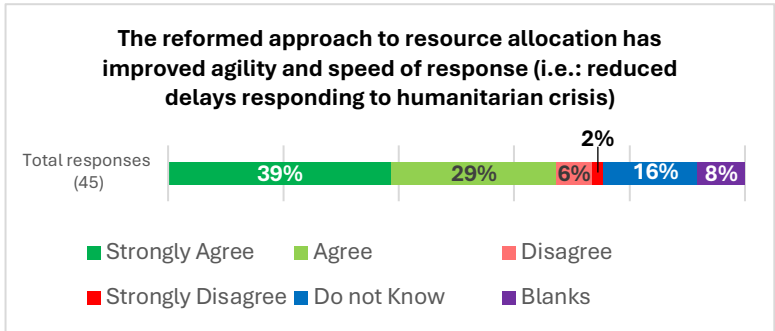
8.5.1 Financial stability is seen as a challenge because of the changing funding environment. The majority of respondents linked financial stability with the resource allocation process and financial oversight brought in as part of the Governance Reform, identifying it as a significant improvement. Opportunities to review the process and support MA sustainability through greater MA to MA collaboration were identified as priorities.



64% of all survey respondents agree that IPPF has greater financial stability because of the reform, 26% of respondents either do not know or skipped the question. 10% disagree coming from a very small proportion of Board, DLT and MA respondents.



71% of all survey respondents agree there is strong financial oversight with more informed allocation of funding, 73% agree resource allocation is transparent and visible. 14% of MA respondents disagree with both of these statements and 20-22% of respondents responded do not know or skipped the question.



68% of all respondents agree the reformed approach to resource allocation has improved agility and speed of response (ie: reduced delays responding to humanitarian crisis), 8% disagree including 5% of MA respondents, 24% responded do not know or skipped the question.

Feedback from interview participants identified significant positivity in relation to improved agility and speed of response to Stream 3, including how the agility of the process and the Board have contributed to saving lives (see section 8.1.1).

During interviews, MA respondents (Executive Directors) demonstrated strong understanding of the Resource Allocation process, formulas and funding recipients for the different streams.

Three key enablers to reform were identified:

- ⇒ Multi-year business planning providing MAs with certainty to support delivery that reflects realities on the ground.
- ⇒ The creation of Stream 3 and responses to humanitarian crisis have been very quick and effective.
- ⇒ The visibility of the process and the objective use of formulas to distribute money.

'I am now a big fan of social enterprise. I did not get it, now I truly believe in it and now I am an advocate.'
Member Association

Challenges/barriers identified:

- The reduced funding available for individual MAs through Stream 1, implications for funding allocations and impact on provision of direct services on the ground (i.e.: resulting in closure of clinics) in some countries.
- Limitations in capacity of Stream 2 recipients with fewer formal structures and systems to manage the size of funding awarded, co-ordinate resources and deliver the results.

Opportunities identified:

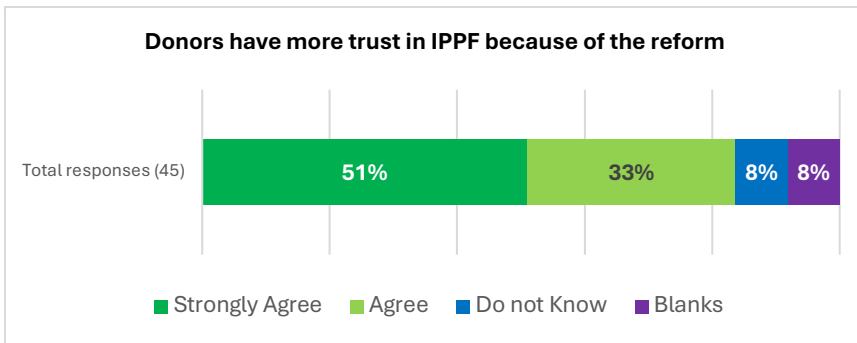
- There was a strong emphasis from a number of respondents on the need for connectivity and collaboration between MAs to become more sustainable by:
 - strengthening resource mobilisation and sharing best practice.
 - expanding social enterprise by learning from each other and working together.
 - working together on ways to manage cost efficiencies.
- The need for deeper conversations across the Federation about where money flows and more visibility on what gets spent, the impacts delivered, the people reached, how it builds MA capacity and key learnings/adjustments.
- It was suggested that more support could be provided to MAs so their applications for funding and programme plans are stronger.

The Role of the Resource Allocation Technical Committee:

The Resource Allocation Technical Committee (RATC) is responsible for overseeing the allocation process and that formulae are correctly applied, and ensuring MA business planning is completed to the quality expected. C-FAR then review budgets and deliverables annually. The RATC remit has recently expanded to include oversight of Sustainability. During the course of the review, the Review team identified that there appears to be a disconnect between overseeing the front-end of the allocation of resources to different streams and reviewing the outcomes and expenditure for each Stream on an annual basis.

8.6 The Theory of Change short-term outcomes propose greater Donor confidence and trust will be built in IPPF because of the reform

8.6.1 The majority of IPPF respondents believe Donor trust has increased because of the reform. Donor respondents strongly agree that reform has led to a significant increase in trust leading to continuation of funding and the Federation being seen as a leader and used as a role model in the Sector.



84% of all survey respondents (excluding Donors) agree that donors have more trust in IPPF because of the reform (including 90% of MA respondents).

This section focuses on Donor feedback to understand their valuable external perspective on IPPF's journey of change and impact on IPPF's reputation, standing and funding.

All Donor respondents strongly agree they have either more trust or have maintained trust in IPPF because of the reform.

"Under Alvaro [Bermejo, the DG], IPPF is not hiding anything. His leadership approach has built confidence [and enabled] reform. He put everything on the line to do so and will leave an organisation that is fit for purpose"

Donor

Donors identified five key enablers to reform:

- ⇒ The DG's leadership.
- ⇒ Strong systems and management allowed to take action to address and resolve safeguarding issues and financial mismanagement. *'We are quite confident and IPPF is one of the best partners, they can account for actions and what they do with the money'. (Donor)*
- ⇒ Radically transparent communication.
- ⇒ Removal of politics and Regional factions that stopped the Federation from progressing and built significant distrust with Donors.
- ⇒ MAs have a direct say in the global direction providing unique insights to represent needs on the ground, rather than initiatives being developed centrally and implemented globally. As one Donor said *'We now see a more confident Federation, one built on a stronger base with legitimacy from the bottom up with that reflected on the central structure'. (Donor)*

'Before reform, we had little confidence in IPPF, there were personality based conflicts and competing empires at regional board level which meant IPPF could not drive work or the organisation forward.'

Donor

Challenge identified by Donors:

- Not all Donors receive such transparency from all partners. A few recommended IPPF should continue to explain the reform context and change journey to help new donors understand why transparent communication takes place too ensure the Federation is not disadvantaged if, for example, the number of financial concerns raised becomes a criteria for funding cuts.

Opportunities were identified by Donors, who strongly value IPPF's locally owned and globally connected mandate:

- Ensuring continual feedback mechanisms and strong links between MAs and the Secretariat, particularly at a global level, with transparent communication to ensure MAs feel heard and involved in decision-making.
- Strengthening flexibility to address regional challenges and needs.
- Continue reflecting on and deconstructing colonial structures, advocating for positive change. One Donor pointed out that *'Secretariat changes have not been about saving jobs in London'*. This *'walking the talk'* was valued.
- The leadership is seen as a key asset and there is concern about future governance strength without such leadership.
- There is also a call for IPPF to remain bold and act in the best interests of the Federation, regardless of politics.

"Looking forward, it is now about how IPPF strengthen central policies without compromising MA autonomy. Keep learning, you have impressive decolonisation and meaningful representation. IPPF is in a position to lead the rethink of what the Sector looks like"
Donor

We asked Donors whether there is anything they think the Sector can learn from the IPPF Governance Reform. They responded:

- The international development sector can learn from IPPF's engagement with local MAs, which maintains the movement's integrity and ensures that local voices shape global advocacy. This is seen as the key strength of IPPF
- IPPF's systems and management of safeguarding and financial issues is often used as an example to other international development organisations. *'IPPF is pointed out as a role model'*.

8.7 The Theory of Change short-term outcomes propose improved dialogue with Youth and that Youth will feel included in decision-making processes because of the reform

8.7.1 Youth involvement at every level was seen as a significant positive within the Federation with Governance Reform providing the opportunity for Youth representation and inclusion in leadership and decision-making. However, there are some challenges to meaningful participation identified by both Youth and others (MAs, BoT, Secretariat) creating barriers to navigating the formal structures.

Youth feedback came from interviews with Youth representatives, all of whom have been part of the journey of reform and from interviews with Board, NGC and MA respondents.

Two enablers to reform were identified:

- ⇒ The opportunity to participate in global governance formally
- ⇒ Youth involvement and inclusion at all levels came out strongly from the survey. This was highlighted from Board and NGC respondents who emphasised *'the vibrancy and future thinking'* that youth generated in discussions.

Barriers/Challenges identified:

- Limited skills and understanding. Youth feel unprepared for global governance roles because of a lack of structured support and training. ‘it is not just trying to understand the role, but I need to understand how to read a budget to have meaningful participation’. Youth also explained that many are put off applying for governance roles because the criteria is daunting.
- Tokenism. Youth felt that they were sometimes included in global governance as a ‘checkbox requirement, rather than for meaningful engagement’. One Youth mentioned *they ‘did not understand how to contribute so kept quiet’*, another comment was that *‘when I did come up with suggestions, they were not taken forward’*. This included feedback about the need for training for all governance members, particularly those from within the Federation.
- Lack of integration into MA governance was highlighted by Youth, who feel that MAs do not know how to use them in governance. This was backed-up by two MAs who were pleased to have Youth involvement but also expressed the need for deeper expertise on their Boards. ‘
- MAs and Youth have different understandings of how Youth are involved or can participate. One MA said *‘I would love them to be more practically involved taking forward ideas themselves’*.
- Social exclusion. Youth feel that getting involved in any form of governance takes more time than many youth can give because of study and work. This makes governance participation an exclusive activity reserved for particular social groups, rather than being inclusive and promoting democracy.

Opportunities identified:

- Providing structured training that includes how to participate and core ‘business’ skills alongside governance structures/systems and glossary of terms.
- Strengthen understanding of the role of youth in global and MA governance with Youth, MAs and others about how they can best participate and contribute.
- Establish a mentoring programme for those stepping into governance to provide a go to person with governance experience to coach and support.
- Consider ways to expand social inclusion to allow more diversity in Youth participating in governance within the Federation

“Young people do trust the IPPF reforms, however, the work must be done so that the executive directors of the MAs put the reforms into practice, include them as young people and understand the importance of their participation not as a mandate but as a political commitment”

Youth

“The youth do not know what their role is within the General Assembly, nor do they feel that they are taken into account when it comes to making decisions, the call has been: avoiding tokenism”

Youth

9. Key Learnings

The scale and pace of the reform changes have been huge and have had significant effect on the effectiveness, efficiency, culture and reputation of the Federation.

During interviews, respondents were asked to comment on the key learnings from the Governance Reform. This feedback has been incorporated into the themes below by the Review team:

- 9.1 The removal of direct, internal representation from global governance and a shift to representing the Federation as a whole has taken out harmful politics and vested interests, allowing a more collaborative Board to focus on IPPF's mission and be more bold and courageous in its actions. This has led to significant and radical cultural change throughout the Federation and demonstrates that Governance Reform is more than structure, systems and administrative processes. It is a mind-set, a way of thinking that is open to new ideas, listening and not getting in the way of good work.
- 9.2 The Board has become more professional with members selected for their expertise and skills. This has led to greater transparency, professionalism, accountability and strategic decision-making. Despite initial resistance, a skills-based board with a blend of external and internal experience and the inclusion of diverse voices especially from marginalised groups has improved governance effectiveness, developed organisational capacity and enhanced IPPF's reputation in the Sector.
- 9.3 NGC has played a key role in shaping the professionalism of the Board, ensuring diverse and skilled members. Support to maintain and develop a strong and effective Board would now benefit from investment in more indepth induction, more structured succession planning, external professional expertise to support performance reviews and recruit talent of the right calibre, and establishing formal content and skills training for internal governance and to help build the pipeline for global governance roles.
- 9.4 The removal of Regional governance has significantly reduced bureaucracy and allowed a more united and agile Federation. It has allowed the Secretariat's focus to shift away from managing internal politics to working together to meet strategic goals. It has improved communication, collaboration and relationships between the Secretariat and Member Associations at every level and between MAs, acting without fear or repercussion.
- 9.5 Connecting the Board of Trustees with MAs goes beyond written communication to strengthening how MAs hold the Board to account at the General Assembly and in between General Assemblies, part of which could include an annual meeting to provide the opportunity for the Federation to 'regroup', review progress and unify around the path ahead.
- 9.6 Both Global and MA governance must continue to evolve to meet future challenges and adapt to different contexts. Considering the principles of Governance Reform to help strengthen governance at MA level is now seen as a priority guided by a visible plan, more facilitation of the process where it would add value, stronger leadership development to sustain focus and progress and an induction that reinforces the journey IPPF is on and why the system is the way it is.

- 9.7 The Governance Reform shifted power and resources more directly to MAs. Engagement of MAs in the reform and shaping the Strategic Framework has helped build belonging, alignment and ownership. Deepening participation of MAs in shaping Regional and Global agendas and working together on priorities that will support greater MA sustainability, capacity development and advocacy will help ensure MAs feel they have a real stake in the long-term success of the governance transformation.
- 9.8 Donor trust and confidence has been built and maintained through radically transparent communication, visible active management of issues, global and regional Governance Reform and organisational change to align with the mission and strategic framework. IPPF's ability to walk their talk on the journey of decolonisation from the ground up and the Federation's unique structure that puts service delivery through MAs at the centre places IPPF in a position to help redefine the Sector.
- 9.9 Youth are seen to bring vitality, innovation and bold ideas to governance, their presence fosters inclusivity and reflects the Federation's commitment to its future generations but more clarity about their role, more support, training and adequate mentorship is required to help them navigate governance processes accompanied by cultural change and engagement at MA level to align on how youth can meaningfully participate.
- 9.10 The characteristics of feminist leadership which are defined variously as 'power with, not over', intersectional approach, collaboration and collective decision-making, transparency and accountability, empowering and support have emerged in descriptions of how the Board work. This demonstrates how Governance Reform has opened the door to further evolution and provides the opportunity to start developing a shared understanding of feminist leadership and how it can work for the Federation.
- 9.11 The reformed approach to resource allocation is providing greater transparency. The creation of Stream 3 is described as a significant contributor to saving lives. There have been winners and losers from the new process and the funding landscape is becoming more challenging which will impact the delivery of services on the ground. Accelerating and enhancing MA collaboration on sustainability initiatives is seen as a priority. The Federation would benefit from deeper conversations about where the money flows, how impacts delivered from each Stream are reviewed on an annual basis, how the funding is enhancing MA delivery capacity and how financial oversight and leadership is being developed at a local level.