



**AMNESTY**  
INTERNATIONAL



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**GOVERNANCE REFORM  
ENGAGEMENT WITH THE MOVEMENT  
TOWARDS A NEW GOVERNANCE MODEL**

## HOW TO USE THIS INTERACTIVE PDF

Interactive PDFs are documents that allow you to navigate information by clicking through different parts of the document.

This document describes how the proposed governance model meets the criteria for governance reform agreed by the movement and is structured around four interrelated building blocks: people and organizational culture, structures, processes and voting rights. You will find a main content page outlining the different parts of this document and how they relate to each other. Each part includes a set of questions to be considered by the movement.



You can read the document in two ways:

1. by using the arrows < > to move through the pages and read the content in a linear fashion; or
2. by clicking on any of the different parts of the model and read the content in the order that you wish.

Many parts of the PDF allow you to click on [hyperlinks](#) to obtain background information. On the left hand side of the document, you will see a menu that will help you to navigate throughout the entire content of the document. This side menu will allow you to return to the main content page at any given time.

Should you decide to print the document, you will get a few duplicate pages due to the nature of the interactive PDF. Once you have explored the new governance model, please provide your feedback in the template attached to the email and return your answers to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.



If you have any questions, please contact: [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org)

## EXECUTIVE SUMMARY

This document aims to support the movement-wide engagement with the governance reform. The International Board contributed to and endorsed the governance vision for the future developed by the Governance Committee, as well as a model based on the feedback and ideas that the movement provided in 2014 and on academic and civil society governance research. This vision and model was discussed with the movement at the 2015 Chairs Assembly and Directors Forum, and the International Council in 2015 endorsed the proposed model. Since then, further work has been done. Four working groups with representatives from Amnesty International entities, led by the Governance Committee, have contributed to the development of a more detailed governance proposal presented in this document. The working groups focused on representation of diversity, governance structures and accountability, decision-making processes, and voting rights.

The model has been designed to address the main challenges of the movement's current governance setting which is burdened with weak accountability mechanisms, fragmented and unwieldy decision-making processes, barriers to effective participation, and inadequate empowerment of our leaders.

This document describes how the proposed model meets the criteria for governance reform agreed by the movement, and is structured around four interrelated building blocks: people and organizational culture, structures, processes and voting rights.

Each part includes a set of questions to be considered by the movement. The movement's feedback will help the Governance Committee to further develop and refine the governance reform.

During the working group discussions there was a general agreement that if the culture and the ways of collaborating do not change, structural changes and adjustments made in the proposed model will not be effective. The governance reform is about changing governance culture at all levels of the organization.

Amnesty International is about people. It is critical for the movement that diverse internal and external constituencies are effectively included in governance for reasons of legitimacy, effectiveness and credibility. Gender and youth are aspects of diversity on which the movement has been relatively weak. These are important criteria for the governance reform.

The document also describes the principal [global structures](#) of the proposed model, their roles and responsibilities and accountability lines. In the model, the current International Council Meeting and Chairs Assembly become a single permanent body called the Global Assembly. Each entity appoints one delegate to participate in the Global Assembly, and in turn that delegate is accountable to her/his entity. For enhanced mutual accountability, a periodic review based on the Core Standards and a peer element in the methodology is proposed for consideration.

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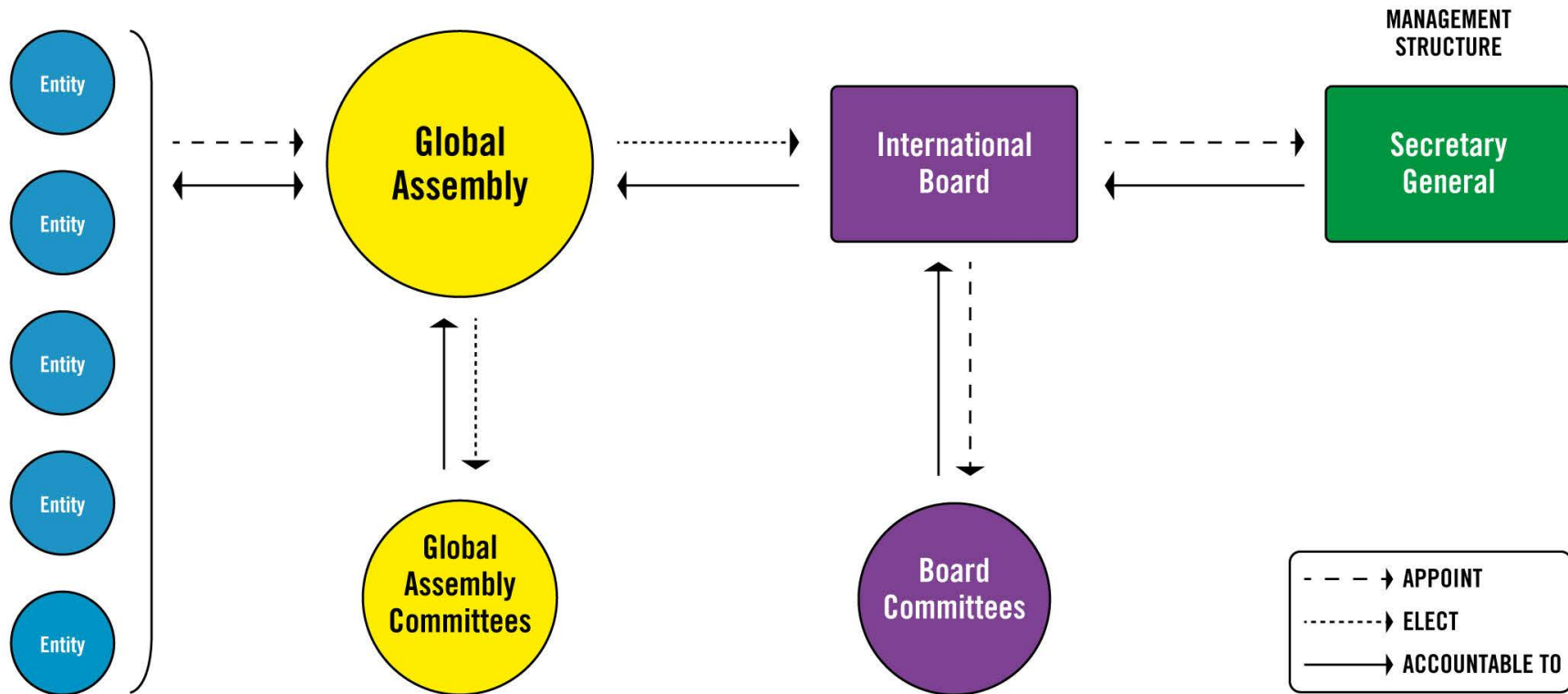
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## STRUCTURE OVERVIEW



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The governance reform aims at decision-making processes that are participatory, inclusive, and effective to build a shared ownership of outcomes ensuring that the right issues are informed by the right information and discussed by relevant forums at an appropriate time. As such, Global Assembly decisions must be connected to our substantive human rights agenda with greater clarity on decision-making levels. Making decisions is an ongoing process which will require entities to engage with key constituencies at different stages of the process. Physical meetings are only points in this ongoing decision-making process. The document describes the decision-making process focusing on the role of the committee that will lead on the agenda development, Regional Forums, and the use of technology.

Finally, the document proposes different options for voting rights. These options are not exhaustive, but offer conceptual frameworks for consideration and discussion so that the Governance Committee can further develop options based on the feedback received.

### Working titles

- Global Assembly
- Regional Forum
- Motion

‘Entity’ is used in this document to include and refer to the different kinds of organizational presence in countries (including sections, structures, national offices) and the International Membership. It is a preferred term in this context as part of the governance reform process addresses who will be included in our governance.

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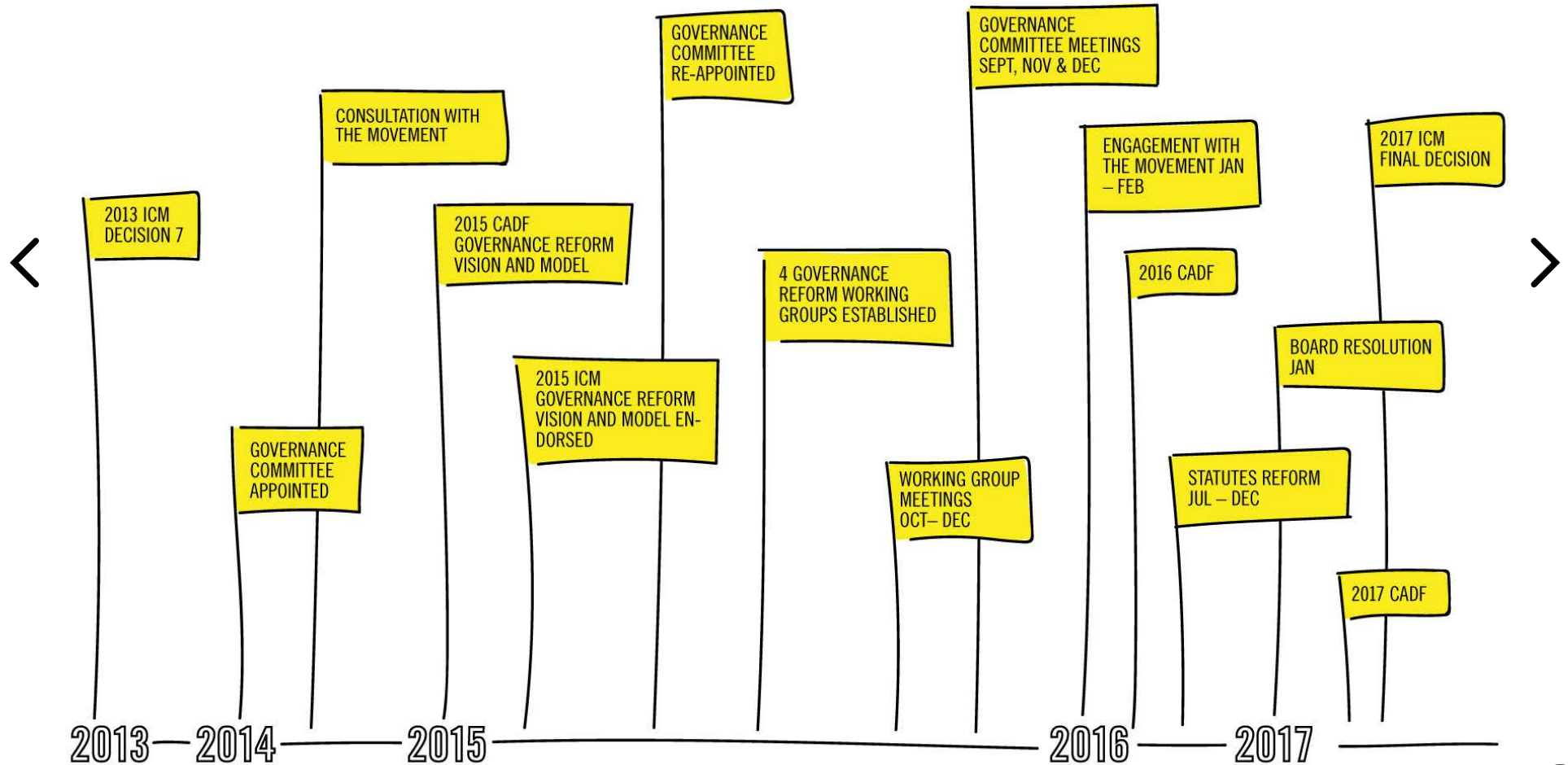
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## TIMELINE

### KEY

ICM – International Council Meeting

CADF – Chairs Assembly and Directors' Forum



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## QUESTIONS & PROCESS

These are the questions we would like to get your feedback on, once you have read the entire engagement document thoroughly. These questions are grouped following the same structure of the document and they are embedded in the main body of the content.

Please use the feedback template attached to the email to answer these questions and return it to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.

### People

- How does the way we currently do governance create exclusion at national and global level? What are the barriers to the way we currently do governance?
- The document outlines some ideas to develop solutions on how to integrate diversity in our global governance. Based on the experience in your own entity and what you have observed in other organizations, what are the practical solutions to enhancing and ensuring diversity in our global governance? For example, should we introduce quotas at entity and global level? Should we establish additional structures? Please explain.
- What changes can we make at entity level to enhance diversity at the global level?

### Global Structures & Accountability

- The document outlines the proposed division of roles and responsibilities between the International Board and the Global Assembly; would this proposed division ensure an efficient and democratic governance? What needs to be changed?
- The model proposes that each entity appoints one delegate to the Global Assembly. In your opinion, what is the maximum number of delegates each entity should be able to appoint? Please explain. Please note that any change to the number of delegates appointed to the Global Assembly will require a change to the other parts of the model.
- How can we enhance our capability to discuss and decide on financial issues?
- In the proposed model the International Board's accountability is enhanced through additional reporting requirements to the Global Assembly, the need for the Global Assembly to vote on the reports, and the ability of the Global Assembly to elect and dismiss the International Board. Would this be sufficient to enhance the International Board's accountability? What other measures would you propose?
- Based on the experience in your own entity and what you have observed in other organizations, through what mechanisms would you propose that entities are made accountable to the movement (i.e. for delivery of the Strategic Goals; for compliance with Global Assembly decisions, etc.)?

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## Decision-Making and Process and Participation

- The document outlines the proposed decision-making process; would this process allow us to develop an agenda which is truly linked to our human rights mission? What changes are needed?
- Will the revised role of the Preparatory Committee ensure a more strategic focus for the Global Assembly? Are there other changes that should be implemented to achieve this?
- The document outlines the functions of the Regional Forums. What changes are needed?
- Would a Meeting of the Movement help us in achieving our mission? In what ways? What should be the functions of a Meeting of the Movement?

## Voting Rights

- How does (or doesn't) our current voting system enhance fairness and equality?
- Are there any other options that should be considered? Which option do you support and for what reasons?
- Which entities should be entitled to vote? Will only full members (sections) have full voting rights? How flexible should our governance be to include new ways of organizing and growing in specific national contexts?



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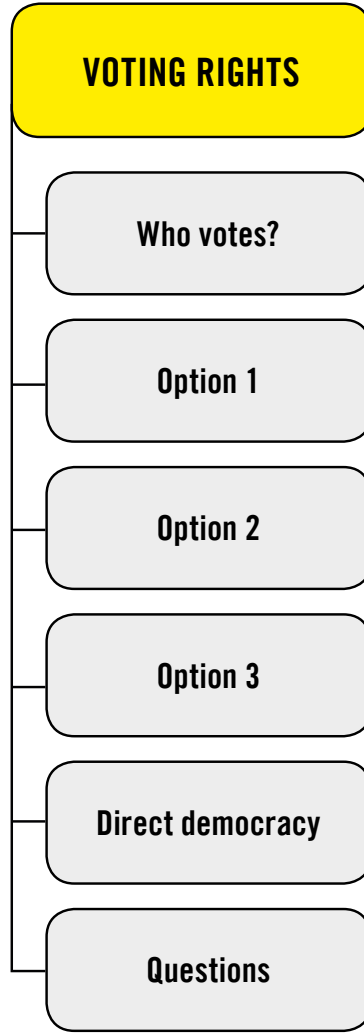
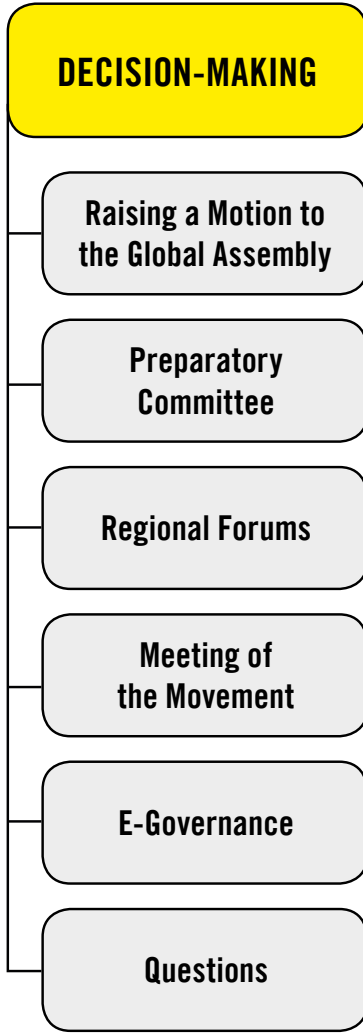
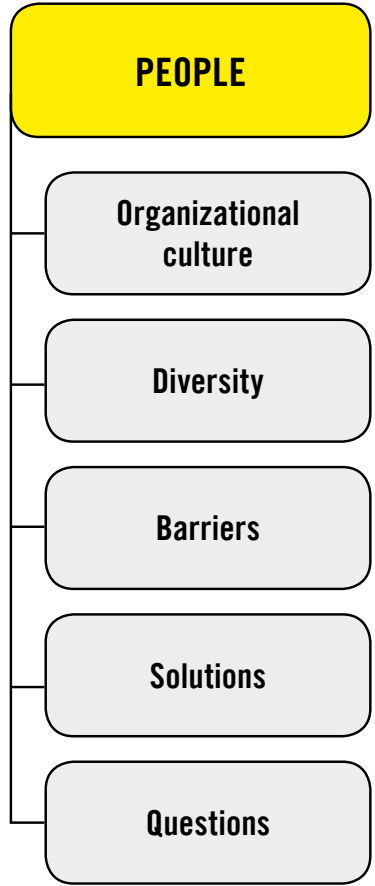
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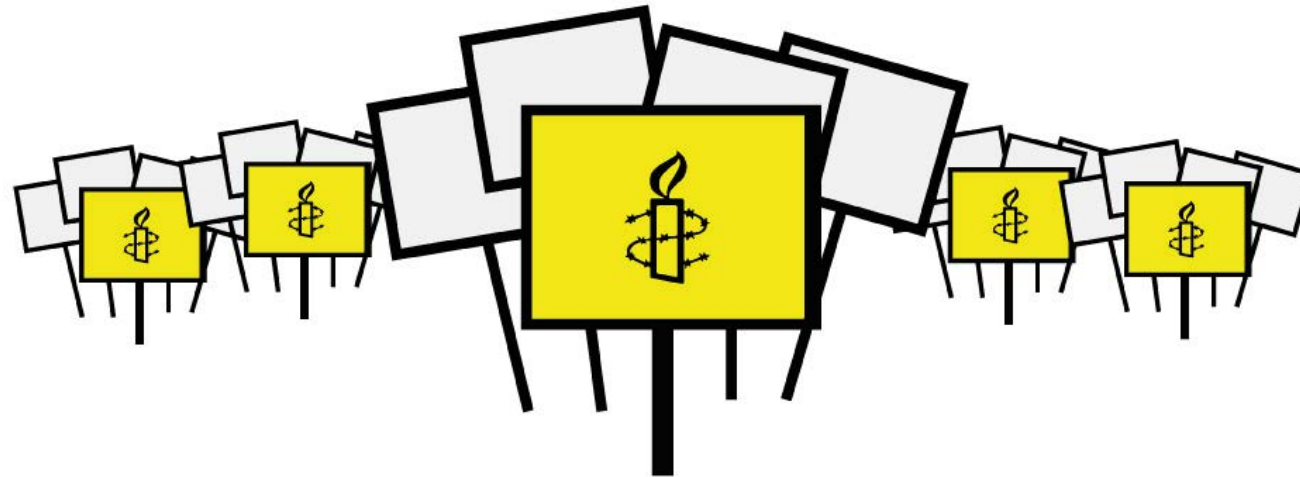
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## CRITERIA FOR GOVERNANCE REFORM

The following table outlines how the revised model has been guided by the 12 criteria for governance reform identified by the movement (ORG 50/1726/2015) and is based on our agreed principles for the movement's democratic governance (Decision 10 of 2009 International Council Meeting). Some of these criteria are addressed structurally and many of them need to be addressed by change in practice. This practice will be the effect of changes in culture,

approach and behaviours. For example, the issue of diversity and inclusion cannot be addressed by a structural adjustment only but is likely to require changes in who we are as an organization, and how we engage externally. The success of the revised governance model rests with each entity and individual in the movement, no revised structure will be effective without a change in our culture.



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CRITERIA <sup>1</sup>	HOW THE PROPOSED MODEL WILL MEET THE CRITERIA
<b>Democracy and members</b>	<ul style="list-style-type: none"><li>• The Global Assembly would be constituted by nominated delegates of entities.</li><li>• Improved democratic procedures used in decision-making.</li><li>• Issues can be raised to the Global Assembly with a more transparent mechanism to set the agenda.</li><li>• Practice needs to change and move towards greater inclusion in decision-making.</li></ul>
<b>Effective and impact-focused</b>	<ul style="list-style-type: none"><li>• Improved focus on our human rights mission in the Global Assembly.</li><li>• Conscious effort to ensure that we are more strategic about the issues we focus on and that we focus more often on issues that impact on the achievement of our Strategic Goals by clearer guidelines for discussions.</li><li>• Improved agenda setting. The Preparatory Committee leading on agenda setting will have a greater remit for screening items for discussion.</li><li>• Meetings of the Regional Forums being able to debate issues in preparation for the discussions in the Global Assembly.</li><li>• An annual Meeting of the Global Assembly will be conducive to effectiveness as reporting back is more frequent and the implementation of decisions can be better monitored.</li></ul>
<b>Decision-making</b>	<ul style="list-style-type: none"><li>• Decisions can be made on an annual basis and have movement wide applicability.</li><li>• The proposed model builds on the assumption that delegates will be responsible for ensuring that decisions are implemented.</li><li>• The Meeting of the Regional Forum can be key for preparation for the Meeting of the Global Assembly.</li><li>• The Global Assembly being a standing body means that emergency decisions can be made in between annual meetings if needed.</li></ul>
<b>Efficiency</b>	<ul style="list-style-type: none"><li>• Clearer accountability lines will make the model more efficient both by defining remit and relations, and by expected follow-up.</li><li>• Decision-making with movement-wide applicability will happen every year.</li></ul>
<b>Inclusiveness</b>	<ul style="list-style-type: none"><li>• Decision-making will be representative as key stakeholders will be actively involved at relevant stages of the decision-making process.</li><li>• A smaller meeting will make it easier for people to participate in discussions; this also means that fewer people will be directly involved in those discussions.</li><li>• Regional Forums will enable more opportunities to experiment with inclusive methodologies tailored to the region's needs.</li><li>• Regional Forums and technology will enhance inclusion. They have a clear potential for including external views.</li><li>• Being inclusive is also about removing barriers for participation and changing culture.</li></ul>

<sup>1</sup> These criteria are presented in the same order as in the Governance Reform Vision (ORG 50/1726/2015).

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<b>Diversity and gender</b>	<ul style="list-style-type: none"><li>• There is a risk that the composition of the Global Assembly will be less diverse, especially in terms of youth.</li><li>• Lack of diversity will be a reflection of practice at entity level as it is entities that appoint delegates. There are both structural and cultural solutions. This issue goes beyond who is physically present in the room, and the proposed model will ensure that the voices and relevant issues are represented and raised at relevant stages of the decision-making process.</li><li>• Other governing bodies can be constituted in a way that will ensure diversity (defined in the Terms of Reference).</li><li>• Regional Forums represent a good opportunity to broaden diversity.</li><li>• National governance bodies are critical as it is their composition and practice that will be reflected in global governance.</li></ul>
<b>Quality of participation and culture of trust</b>	<ul style="list-style-type: none"><li>• This is only partially a structural issue. A well-functioning Regional Forum led by well informed delegates will be a strong component for creating trust.</li><li>• Annual Meetings of the Global Assembly and of the Regional Forums will create stronger bonds and continuity, and potentially increased trust between entities in the movement.</li><li>• The Preparatory Committee will focus on enhancing active participation and inclusion.</li><li>• Smaller meetings will open up new possibilities for participatory methods to be used.</li><li>• The trust between the International Board and Global Assembly may be enhanced by more frequent reporting back and clearer expectations.</li></ul>
<b>Accountability and transparency</b>	<ul style="list-style-type: none"><li>• Accountability will be enhanced through the processes of the Global Assembly and its committees, as well as through a tighter link between the Global Assembly and the International Board (e.g. the possibility for the Global Assembly to elect and dismiss International Board members).</li><li>• Regional Forums, while not governing bodies, can strengthen accountability between entities, and between entities and the International Secretariat.</li><li>• The International Board will continue its work on being transparent about its decisions and providing opportunities for the movement to input into discussions.</li><li>• We recognize different kinds of contributions (knowledge, financial resources, people) in the movement and that some require special arrangements to avoid conflicts of interests.</li><li>• Attention is given to the financial accountability of the International Board to the funding sections, in order for them to be able to fulfil their accountability in their own constituency.</li><li>• Attention is paid to the need to develop a balanced and symmetrical accountability with regards to the information to be provided by different entities, except where differences are justified.</li></ul>



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<b>Power dynamics, equity and balance</b>	<ul style="list-style-type: none"><li>• A revised system for voting rights and enhanced participation is one vehicle for redressing perceived and actual power imbalances within the movement.</li><li>• Sound governance design demands being aware of and proactively addressing conflict of interests. One basic rule is that no one person or entity decides what benefits they are to receive from the organization.</li><li>• Improved sharing of information is critical as is the focus on the capacity of entities to prepare for and engage with discussions made at the Global Assembly.</li><li>• The Regional Forums will provide a good opportunity to enhance equity as issues can be explored in a regional context before being viewed through a global lens at the Global Assembly.</li></ul>
<b>Innovation and technology</b>	<ul style="list-style-type: none"><li>• Initial research has shown that there are online systems that can enhance decision-making.</li><li>• Electronic voting and online platforms to discuss key issues to be used in combination with physical meetings will be explored.</li><li>• The key functionalities of technology in this context are being defined; as technology develops better solutions will be available.</li></ul>
<b>Regional dimension</b>	<ul style="list-style-type: none"><li>• Regional Forums will play a key part in the processes of the revised governance model. While not formal governing bodies, they are critical for contextual deliberations and increased participation and inclusion.</li></ul>
<b>Clear roles and responsibilities</b>	<ul style="list-style-type: none"><li>• A clearer division of roles and responsibilities between governing bodies, and governing bodies and management structures is at the core of the governance reform. This is true for the accountability lines between the Global Assembly and the International Board as well as among the national, regional and global dimensions of the model.</li></ul>



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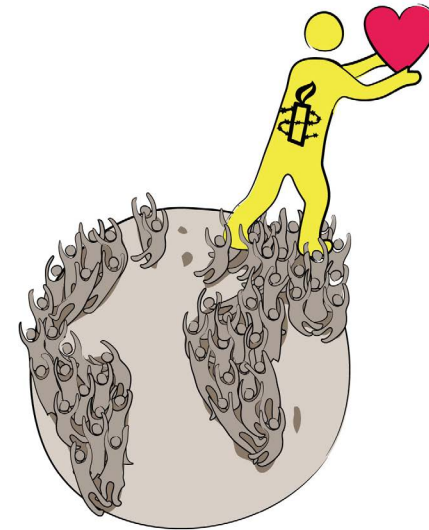
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## PEOPLE

Amnesty International is about people. It is critical for our movement that our key constituencies are effectively represented in our governance. This section focuses on how to represent diversity in our governance and on the need for change in our organizational culture.

“We’re only as strong as  
the people behind us.”

ICM 2015



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## ORGANIZATIONAL CULTURE

The famous quotation from the business world that “culture eats strategy for breakfast and structure for lunch” probably rings true for many organizations in the not-for-profit sector as well. This is equally relevant for the ongoing governance reform within Amnesty International. There are a number of structural changes and adjustments that can be introduced through the reform process, and a number of mechanisms and systems that can be established; however, if the culture and the ways of collaborating do not change, the structural changes will not be effective. Governance reform is about culture and approach at all levels of the organization as they are interdependent. For example, if we are seeking to increase diversity and inclusion in our governing bodies, we cannot have a homogenous membership at section level or processes that in practice bar some people from participating. If we are seeking to enhance accountability, we need to recognize and address both formal and informal power in the movement as they affect the way we develop our governance, accountability framework and voting rights system.

Within Amnesty International, power, or lack of power, is associated with factors such as resources (finance, membership and knowledge), size, voting rights and decision-making authority; diversity and competences; language and communications,

access to information and technology. The more apparent power asymmetries within our movement are the dynamics between the International Secretariat and the entities; the funding and funded entities; large and small, and north-south entities.

The responsibility for a successful governance reform thus lies with all of us. The revised model can only achieve so much without a supportive organizational culture and individual behaviour. For this reason it is important to note that a number of entities are thinking about addressing issues in their own governance arrangement. These initiatives should be aligned and would benefit from mutual reflections and support between entities. It is the cumulative effect of all these initiatives that will yield a global governance arrangement which is fit for purpose.

One key feature of an effective governance arrangement is its ability to anticipate and adapt to future developments. This means that we ought to look at our model and see how we can build in a degree of elasticity and flexibility to change without having to go through a major overhaul or long reform process. Such adaptability is also critical to be able to make changes initially as we discover things that can be improved and changed in a revised model.

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## DIVERSITY

Diversity in our governance is extremely important and a core part of the governance reform. It is a issue that cuts across the different parts of the proposed model; due to its importance, this section of the document is specifically dedicated to how to represent diversity in our global governance.

Amnesty International is about **people** – the people we work for and with and the people who constitute our movement being the human rights defenders, members, volunteers, activists, supporters and staff. It is critical for our movement that our internal and external constituencies are effectively represented in our governance.

*‘Diversity aims to recognize, value and respect people’s differences to contribute to the work and impact on human rights of Amnesty International, and to realize their full potential by promoting an inclusive culture for all members, supporters, activists and staff’.*<sup>2</sup>

Diversity in our governance is key to our legitimacy and credibility as it is reflective of who is involved in our discussions and who we want to engage in our discussions. The impact of Amnesty’s voice and opinion is associated with who we are seen to be. Gender and youth are aspects of diversity on which the **movement’s performance**

has been weak, and they are a leading criteria for the governance reform: ‘The diversity of our multiple constituencies, particularly including gender and generation (youth) diversity must be reflected in our governance. Innovative approaches to enhancing diversity are needed’.<sup>3</sup>

In the context of the governance reform it is important to note that diversity at the national level is different from diversity at the global level. Diversity at the national level is linked to the country’s demographics and the entity’s interaction with communities in the country, the Non-Governmental Organization sector, and the human rights context; it is also affected by the socio-economic, cultural and political circumstances of a specific country. These same parameters do not determine what constitutes diversity at the global level, and this is something which needs to be explored by the movement.

Another key aspect of diversity articulated by Core Standard 3 is that our governance must have governors with the capabilities to best govern our movement in a way that maximizes our human rights impact, meaning that we are also looking for a diversity of skills and competencies for our governing bodies.

<sup>2</sup> Road Map for Diversity and Gender Action Plan 2011.

<sup>3</sup> Governance Reform Vision paper (ORG 50/1726/2015).



## APPENDIX 1 – EXPLORING DIVERSITY

Diversity is a lever that will support and enhance the long-term success of our human rights movement. Strategic Goal 5 clearly articulates that to maximize our resources and engagement “*Active participation of a more diverse constituency is strengthened at all levels of Amnesty International’s work*”.

Over the years, the movement has done substantial work in trying to define key concepts such as diversity. While definitions are important and helpful in framing the discussion, as noted in the Road Map for Diversity and Gender Action Plan 2011, “*definitions do not do all the work for us, we need to unpack them. And unpacking them may lead us to reconsider them, too.*”

Amnesty has recognised that gender and youth are aspects of diversity which require improvement. However, these are not the only aspects of diversity. Other areas which may need reflection include disability and ethnicity. “*With more than a billion people with disabilities – 15% of the world’s population – they are one of the most disadvantaged and marginalised groups in society*”<sup>12</sup>; disability is a cross-cutting issue and an area in which, overall, Amnesty does not appear to be very inclusive.

It needs to be explored what diversity at global governance level means to Amnesty International. For example, it is likely that geographical differences

will be represented in our global governance by default since candidates are nominated by entities in different countries. In the new governance model, it is envisaged that every entity will have one delegate on the Global Assembly. Normally, this would be the entity Chair, which will have effects on diversity at global level. It is at the discretion of each entity to appoint their delegate. Diversity in the current and future international governing bodies is, and will be, dependent on diversity at national level.

Core Standard 3 also introduces another key aspect of diversity, which is that our governance must have governors with the capabilities to best govern our movement in a way that maximizes our human rights impact. This is valid for our national governance as well as for our global governance, and is one of the criteria underpinning the Governance Reform Vision paper.

### Definitions

**Gender**<sup>13</sup>: refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected,

<sup>12</sup> Leonard Cheshire Disability (<https://www.leonardcheshire.org/international>)

<sup>13</sup> <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>



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allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

**Youth:** Beyond a constantly shifting age limit, there is no agreed universal concept of who exactly belongs to youth and why. The United Nations defines “youth” as those between 15 and 24 years of age, adolescents as between 10-19 years, and the Convention on the Rights of the Child defines “children” as persons up to the age of 18 (United Nations, 2011). To add to the confusion, age-based definitions differ regionally and from country to

country<sup>14</sup>. Consultation carried out in the development of the International Youth Strategy (ACT 76/001/2010) highlighted an international definition of youth as being necessary to support strategy development, target setting, monitoring and evaluation, active participation in regional and international meetings, among others. Therefore, while it is important for each section and structure to have a clear understanding of who comprises their youth membership based on local norms, the International Youth Strategy defines youth as those aged 14-25, in line with United Nations definitions. It should be noted that within the 14-25 age group, further segmentation may be appropriate for putting the strategy into action, recognizing the different needs, capacities and appropriate styles of working and communication for 14-year olds and those for 25-year olds.

<sup>14</sup> Rishita Nandigiri, The politics of being “young”: is a “youth” category really necessary for “development”?



## APPENDIX 2 – YOUTH AND GENDER: THE MOVEMENT’S PERFORMANCE

### A bit of history

Amnesty International’s Youth Strategy (ACT 76/009/2005), was originally adopted at the 2005 International Council Meeting. This strategy was updated in 2010 (ACT 76/001/2010) and illustrated a commitment in the movement towards enhancing youth participation at all stages of Amnesty’s work and decision-making processes. It has served as a reference point for the youth engagement movement-wide and has also helped a number of sections, structures, and national offices in developing their national strategies. It is important to note that as no key performance indicators were set within the strategy, no movement-wide data has been collected.

The Strategy states that “*Young people must be incorporated into the governance of Amnesty International, as no organization can be democratic if some members’ voices are not heard. Measures are being taken to ensure and widen the participation of young people in decision-making processes within Amnesty International and this work will continue*”. However, participation of young people at all levels remains a challenge to date.

The International Council also took steps to ensure youth mainstreaming was reflected at the governance level by highlighting diverse and gender-

sensitive governing bodies as one of its seven key principles to strengthen the movement’s democratic governance at all levels. At the same meeting, proposals were made to mainstream gender across the movement, which led to the development of Amnesty International’s Road Map for Diversity and Gender Action Plan in 2011 (POL 30/009/2011).

The International Secretariat has recently carried out an analysis of the implementation of the Gender Action Plan and Road Map for Diversity; twelve sections<sup>15</sup> responded to the call for information on their gender and diversity strategy. Bearing in mind that this is only a sample, the key findings and lessons learnt from this analysis are:

- It is often through the initiative of an individual person that gender mainstreaming is brought onto the agenda;
- Gaining support from the management is a crucial step in improving the way a section mainstreams gender;
- A common mistake is to think that gender experts are also mainstreaming experts; however, gender mainstreaming requires a different expertise as it relates to organizational reform;

<sup>15</sup> AI Moldova, AI Hungary, AI Spain, AI Sweden, AI Belgium (Flemish), AI Benin, AI Senegal, AI USA, AI Canada EN, AI Uruguay, AI New Zealand.



- Most sections have not conducted work to improve how they have mainstreamed diversity internally particularly because diversity is a wider concept than gender; therefore it can be overwhelming as a piece of work.

While we have seen some political will, this has been scattered, and gender mainstreaming and diversity continue to be a challenge for the movement.

### Do we have policies?

Data gathered in 2014 using the Core Standards self-assessment shows that 54% of sections and structures in the movement do not have policies, mechanisms and monitoring systems in place to guarantee gender and diversity mainstreaming across all fields of activity at all levels

(Core Standard 19). This is one of lowest scores of the Core Standards<sup>16</sup> movement-wide. The Core Standards reporting does not tell us anything about the quality of the implementation of policies.

### What are the numbers telling us?

Most of the data we hold on gender and youth comes from the Standard Activity Reports. We need to note that this data only gathers information on gender, and does not capture the intersectionality of diversity; however, it still gives some indication of the current situation.

In the proposed governance model, board chairs and directors will be part of the Global Assembly (it is at the entities' discretion to appoint their delegates).

<sup>16</sup> State of the Movement Report (ORG 50/1838/2015).



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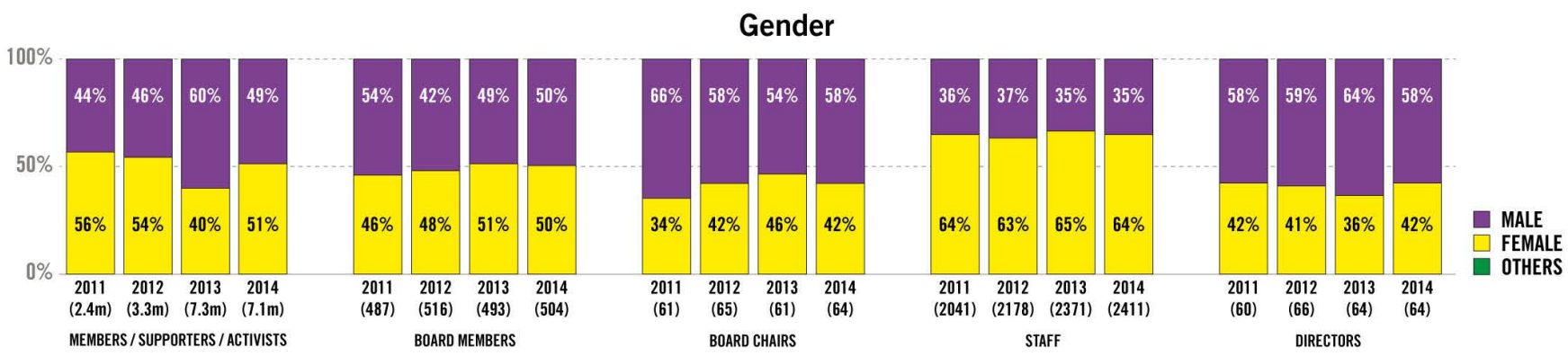


**Membership:** In 2014, the gender distribution of members, supporters and activists<sup>17</sup> is balanced. There are some imbalances at regional level: 61% of members, supporters and activists in the Africa region and 62% in the MENA region are male<sup>18</sup>.

**Boards:** In 2014, board members' gender is balanced and has been stable since 2011. The percentage of male chairs (58%) is higher than the percentage of female chairs (42%); this is an improvement compared to 2011, but a step back from 2013. There is a gender imbalance looking at

the regional breakdowns: e.g. in 2014, in Africa and Europe respectively 33% and 35% of the chairs are female .

**Staff:** From 2011 to 2014 the percentage of women working for Amnesty has been stable and higher than the percentage of men (63%-65%). In the same period, the percentage of male directors is higher (58%-64%) than the percentage of female directors. The situation looks different in specific regions: e.g. in 2014, in Africa there were no female directors.



17 It is important to note that sections and structures often use their own definitions when it comes to members, supporters and activists, and these differ according to context.

This affects the reliability of data.

18 Information on other regions are not reported as a high percentage of data is not available.

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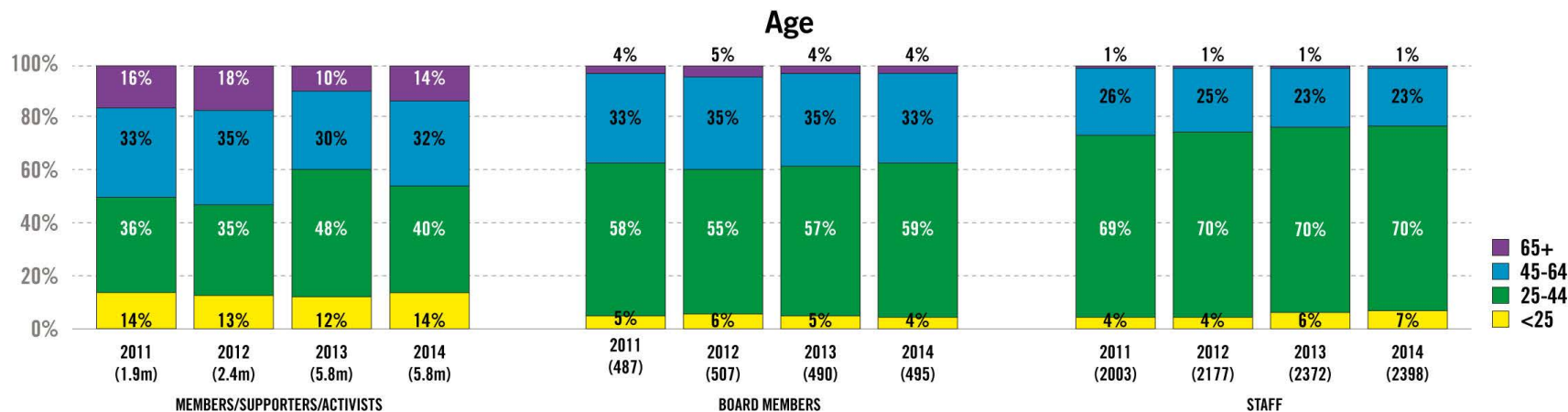
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**Membership:** In 2014, despite an increase of 0.3m in members, supporters and activists (7.8m in 2013 to 8.1m in 2014), the percentage of youth remained almost unchanged (between 12% and 14%). In 2014 the regional breakdown shows that in the regions with the highest percentage of youth are Africa (47%) and MENA (33%).

**Boards:** In 2014, most board members (59%) are between 25 and 44 years old; only 4% are younger than 25. The numbers are stable if we look at the data across the period from 2011 to 2014, but it is worthwhile noting that

2014 scored the lowest percentage for that period. This is an indication that youth participation in boards is not increasing. Currently, the International Board has no member below the age of 25. In 2014, 28% of entities had at least one member below the age of 25.

**Staff:** Since 2011, most staff (69-70%) is been between 25 and 44 years old; the percentage of people below 25 has increased from 4% in 2011 and 2012, to 7% in 2014.



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### Participation in the International Council Meeting and Chairs Assembly – Directors Forum

If we look at participation rates at the International Council Meeting over the last five International Council Meetings, we see that levels of youth participation have declined rather than increased. Approximately 9% of the delegates who attended the 2015 International Council Meeting were under 25. This figure represents 20% of the delegates if we look at participants below the age of 30. Among chairs attending the last five International Council Meeting, the numbers of chairs under 25 is very low (3, 0 and 5 in 2007, 2009 and 2011 respectively, and only 1 in 2013 and 2015).

The gender balance (male and female) at the International Council Meeting is evenly split – around 50% – and has remained constant over the last five International Council Meetings. However, the Africa and MENA regions consistently under-represent women in their delegations. Arguably, the Chairs Assembly – Directors Forum participation rate reflects the data of chairs and directors shown above.

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## BARRIERS

The following barriers to the way we are currently doing governance are not exhaustive and we recognize that they require more in-depth analysis in order to properly frame and address the problem.

- **Amnesty governance structures and processes:** electoral processes at national level (i.e. at Annual General Meetings although very different across the movement) limit the pool of candidates to those from the national membership whose composition is determined by demographics and the socio-economic, political and cultural context of that country. The membership is not always representative of rights-holders across the country. Electoral processes at the global level are subsequently affected by the results of the electoral processes at national level. Currently, the membership of global governing bodies is almost entirely recruited from among active members involved in entities' governance, meaning that if those groups are homogenous or of limited diversity it is difficult to achieve a diverse composition at the global level.
- **Lack of a strong and consistent political will:** The political will in mainstreaming gender and diversity has been weak. This has translated into a flawed allocation of appropriate resources and in non-achievement of desired results.
- **Lack of strong accountability:** Although there are policies in place to mainstream gender and diversity (Core Standard 19), we do not know how effectively they are implemented as our accountability systems are not strong enough.
- **Access to information and languages:** Access to information in different languages is key to ensuring inclusivity. This does not only include the language used (very often English predominates), but also the complexity of the language used (and therefore the level of education or fluency required to understand it). Moreover, there is a lack of understanding of - and a lack of accessible - information about the roles and responsibilities of Amnesty leadership.
- **Accessibility of our governance:** Data from the Standard Action Reports shows that less than 1% of Amnesty International's membership participated in Annual General Meetings in 2014. Members may want to participate in our governance in different ways (not necessarily through an Annual General Meeting, electoral processes, etc.).
- **Youth and accessibility of our governance:** Young people's citizenship and self-determination is often discussed as something that will arise in the future. This is reflected on an internal level where power barriers across generations may limit the full participation of young people.
- **The way we think and talk about and with youth:** In Amnesty we tend to look at young people primarily as activists (those involved in the implementation of campaigns but not experienced enough to be in leadership positions). We refer to them as the future of Amnesty rather than the present.



## DEVELOPING SOLUTIONS

The governance reform aims at identifying practical and feasible solutions to enhance diversity in our global governance. Ambition, innovation and willingness to challenge our usual ways of working will need to guide this process of organizational change which will require the active participation of, ownership by and responsibility of each individual who is part of our movement.

Potential solutions should be identified bearing in mind that:

1. Diversity is not only about who is physically in the room but also about whose voices are heard;
2. Diversity cannot be driven by focusing on internal composition only, and it must reflect the people we engage with who may be external to our movement;
3. Diversity is not only about quantitative representation but also, importantly, about the quality of participation and inclusion.

The following are some ideas that could be developed into solutions (however as noted in the previous paragraph, we need a more in-depth analysis of the barriers to our governance).

- **Leadership development** – establish mechanisms through which members who join Amnesty know how they can be involved in our national and global governance, what skill sets are needed, and what development opportunities are available.
- Maximising the potential of reviewing the existing **International Youth Strategy**<sup>4</sup> by introducing clear outcomes to ensure youth engagement in our national and global governance.
- **Communication:** challenge and review the way we talk about and with young people.
- **Language:** challenge and review the way we write and speak to make it clear, concise and accessible.
- A firm commitment (linked to accountability) in **national and global nomination processes** that diversity should be a focus for identifying good candidates for elected positions (Core Standard 3).
- **Decision-making:** establishment of clear processes to include key internal and external stakeholders in the decision-making process.
- **Regional Forums** to increase participation of different internal and external voices to our movement.

4 (ACT 76/001/2010).

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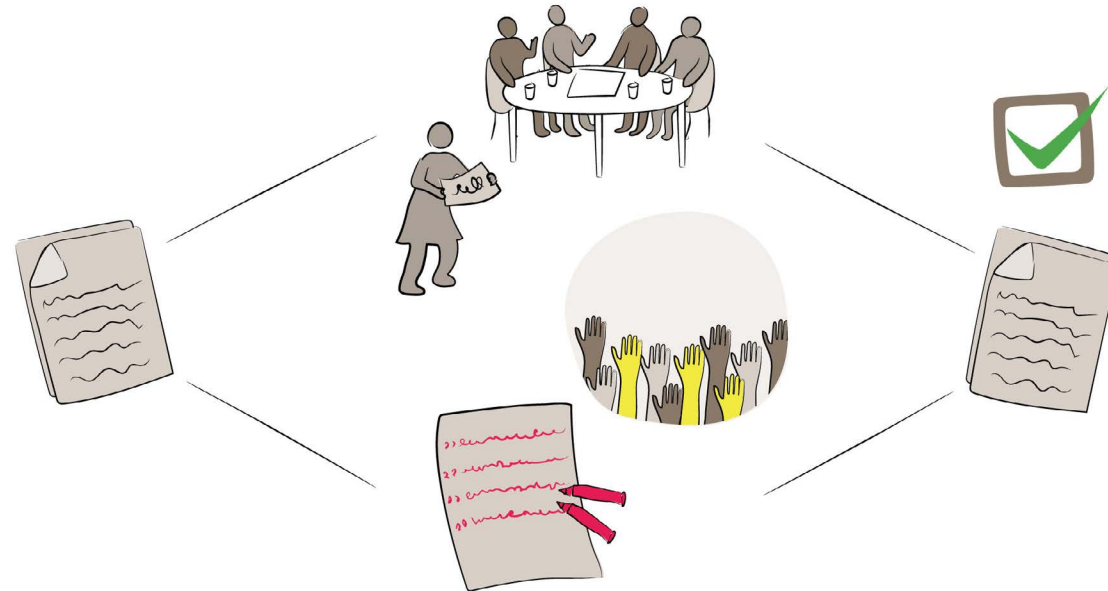
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- **Technology** to improve access to information and participation. Many more members can participate and interact with each other, allowing for a diversity of voices being heard within the movement and, potentially, outside the movement.
- **Quotas and the establishment of structures representing diversity** could be considered as interim solutions. Structures could include the establishment of committees or advisory boards. Diversity needs to be institutionalized, and our organizational culture challenged and changed, for diversity to become an outcome of other processes.



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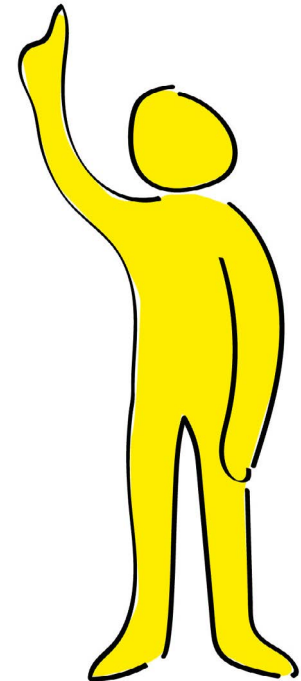
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## QUESTIONS

Please use the feedback template attached to the email to answer these questions and return it to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.

- How does the way we currently do governance create exclusion at national and global level? What are the barriers to the way we currently do governance?
- The document outlines some ideas to develop solutions on how to integrate diversity in our global governance. Based on the experience in your own entity and what you have observed in other organizations, what are the practical solutions to enhancing and ensuring diversity in our global governance? For example, should we introduce quotas at entity and global level? Should we establish additional structures? Please explain.
- What changes can we make at entity level to enhance diversity at the global level?



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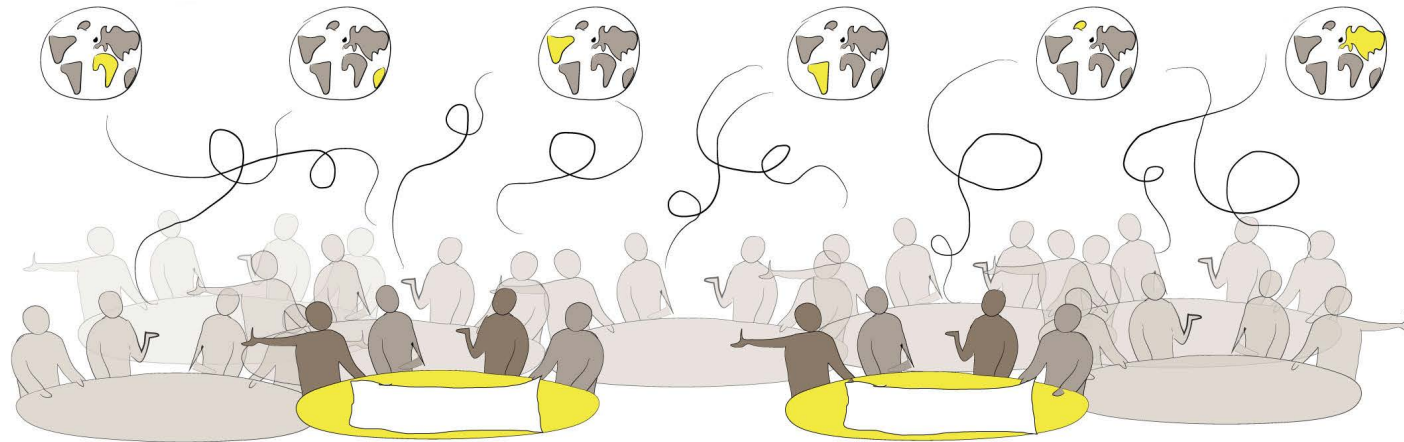
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## GLOBAL STRUCTURES AND ACCOUNTABILITY

This section describes the proposed global structures, the roles and responsibilities of the different governance bodies and accountability lines between them. It also looks at mutual accountability among entities and accountability towards external stakeholders.

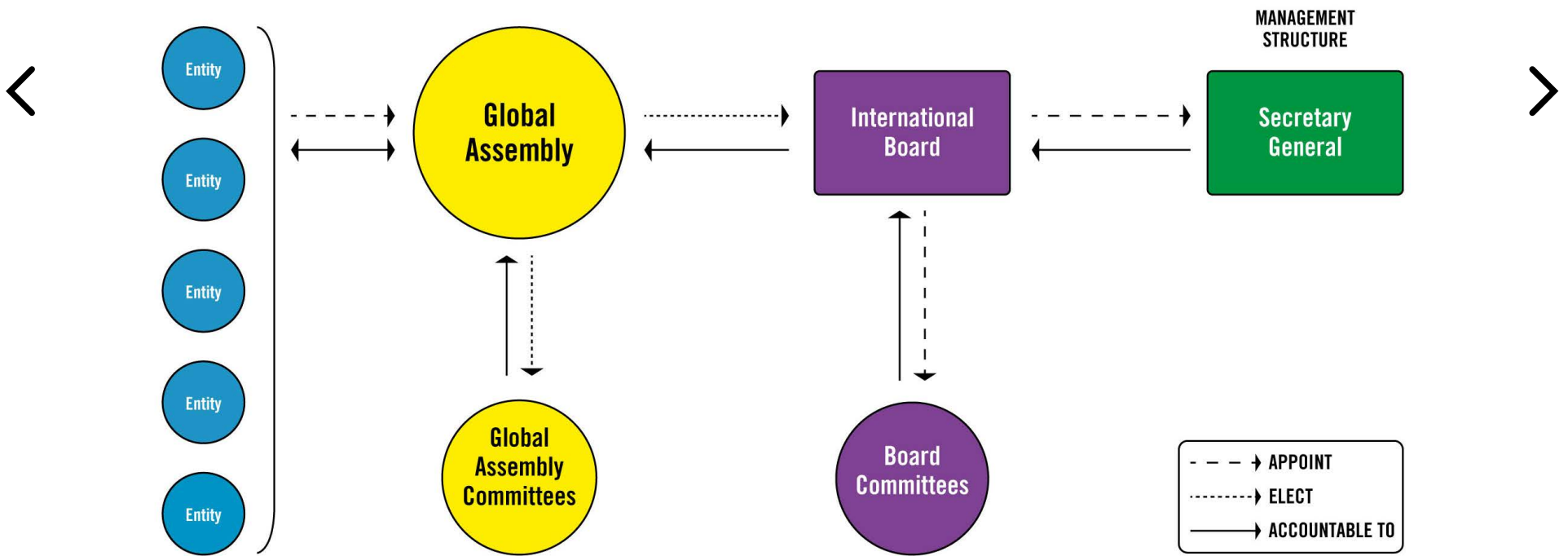


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## GLOBAL STRUCTURES

The current International Council Meeting and Chairs Assembly together would be reformed into a single permanent body called the Global Assembly. Decision-making responsibilities would be divided between the Global Assembly and the International Board.

The following graph represents the main global structures of the proposed governance model and their main accountability lines. The Global Assembly is accountable to Amnesty International members through their entities. Each entity is responsible for appointing one delegate to participate in the Global Assembly, and in turn that individual delegate is accountable to their entity.



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Global Assembly and International Board <sup>5</sup>		
	Global Assembly	International Board
<b>Key features</b>	Highest decision-making body.	Provides leadership and stewardship for Amnesty International on a day-to-day basis.
	Permanent standing body meeting on an annual basis.	Meets quarterly to execute and monitor the implementation of the Assembly's decisions.
<b>Roles and responsibilities<sup>6</sup></b>	Approves Amnesty International Vision, Mission and Values.	Proposes Amnesty International Vision, Mission and Values.
	Approves changes to Amnesty International Statute.	Proposes changes to Amnesty International Statute.
	Approves global policies and global strategy.	Sets global policies and strategy.
	Oversees the International Board and other statutory committees.	Oversees the Secretary General and the International Secretariat's operations.
	Elects International Board members and dismisses the International Board according to precise criteria to be defined.	Appoints, carries out appraisals of and dismisses the Secretary General.
	Receives summary reports on budget allocation, International Secretariat and section performance.	Reviews and approves the International Secretariat annual plans, annual audited accounts and annual budgets, and the international financial assessment system.  Appoints the external auditor.
	Approves global governance procedures.	Sets global governance procedures.
	Informed of countries in which Amnesty International will establish a new presence / criteria for entities (including admitting, expelling and governance interventions).	Approves countries in which Amnesty International will establish a new presence / criteria for entities (including admitting, expelling and governance interventions).
Informed of the International Board's actions as needed in fulfilling its role as custodians of reputation and resources.	Custodians of reputation and resources (including investments, key assets, registration and use of the brand, identifying risks and risk management plans).	

<sup>5</sup> Under this allocation of authority, the Global Assembly cannot amend the proposal of the International Board unless there is a two third majority to do so. Members of the Global Assembly may suggest amendments, but the International Board will have to concur with them unless two thirds of the voting delegates agree with the suggested amendments.

<sup>6</sup> Currently the roles and responsibilities of the International Council Meeting and the International Board are outlined in Decision 16 of 2011 International Council Meeting. In addition the Core Standards (Decision 6 of 2013 International Council Meeting) outline the roles and responsibilities of a General Meeting and the board.

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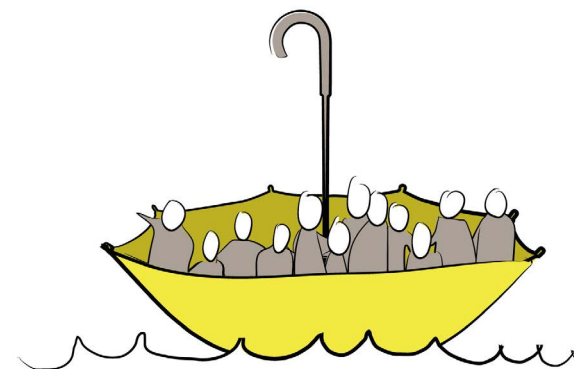
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<b>Composition</b>	One delegate from each entity (appointed by the entity's national board in accordance with agreed criteria applied in each entity across the movement) plus one observer role for each entity (preferably the director).	Elected by the Assembly (members should include a varied set of skills) plus two external co-opted members. International Board members do not represent individual entities.
<b>Accountability</b>	The whole movement has a collective accountability to our primary stakeholders, the rights-holders.	
	The Assembly can delegate as much authority as it wants to the International Board except for the roles and responsibilities outlined above in this table. <sup>7</sup>	The International Board delegates authority to the Secretary General.
	The Assembly holds the International Board accountable. Approves the International Board's report on its activities and implementation of Assembly decisions. Approves the Treasurer's report.	The International Board holds the Secretary General accountable.
	Hold each other to account on agreed standards and criteria.	The International Board is elected by and accountable to the Assembly.

### Emergency meetings

An Emergency Meeting of the Global Assembly can be called by the International Board or following a formal request from 75% of delegates of the Global Assembly. Criteria would be developed for the types of issues that could give rise to a request by delegates for an Emergency Meeting. An Emergency Meeting of the Global Assembly would be held by virtual means; however the International Board would have the final decision on the format of the meeting.



<sup>7</sup> Note the relationship between “accountability” and “delegation”: the delegation of authority for the delivery of a particular task does not equate with the delegation of accountability for ensuring that task has been delivered. Although the Global Assembly will delegate tasks to the International Board for completion, the Global Assembly will remain accountable for ensuring the delivery of that task.

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## COMMITTEES

The Global Assembly and the International Board may delegate governance-related functions to committees as necessary and appropriate.

It is essential that committee members (and, by extension, the delegates appointed to the Global Assembly) have the right set of skills and are of the appropriate calibre to fulfil these governance roles. We also need to ensure that the committees can work effectively and in a coordinated manner. This means setting baseline requirements which are binding to all committees.

Importantly, each committee should have at least one external (non-Amnesty) member so as to enhance the committee's legitimacy and skill set and to provide external focus. Where appropriate, the International Board should also be represented in the committees.





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Committee	<a href="#">Preparatory Committee</a>	Nominations Committee	Finance & Audit Committee
<b>Function</b>	Designs strategically relevant agendas for Global Assembly meetings.	Finds and assesses candidates for international elected positions in governing bodies and committees.	Overview of Amnesty International's financial systems and policies, support the International Board and the Global Assembly in financial matters.
<b>Accountable to</b>	Global Assembly	Global Assembly	International Board
<b>Capabilities</b>	Knowledge of Amnesty International's strategic priorities	Human resources skills	Knowledge of financial and audit systems
<b>Composition</b>	<ul style="list-style-type: none"> <li>• 2 members appointed by the Global Assembly</li> <li>• The Chair of the Global Assembly</li> <li>• The Chair of the International Board</li> <li>• One external expert co-opted by the committee</li> <li>• Good regional representation</li> </ul>	<ul style="list-style-type: none"> <li>• 4 members appointed by the Global Assembly</li> <li>• One external expert co-opted by the committee</li> <li>• Good regional representation</li> </ul>	<ul style="list-style-type: none"> <li>• 2 members elected by the Global Assembly</li> <li>• The International Treasurer</li> <li>• At least one external expert co-opted by the International Board</li> <li>• One additional International Board member or external expert</li> <li>• Good regional representation</li> </ul>

Additional current functions covered by committees are International Board payments and remuneration of Senior Management. These committees relate to the International Board and how it organizes its work so their composition should be left to the International Board to decide. The current independent group

focusing on conflict prevention/resolution (Conflict Management Assistance Group) in the movement is not a committee per se but is maintained as an important resource for capacity building and independent intervention in conflicts.

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## THE PREPARATORY COMMITTEE

The Preparatory Committee will ensure that the Global Assembly has a strategic agenda and is equipped to discuss and make decisions on motions of global concern. The main responsibilities will be to:

- Consider motions proposed by entities and rule out those that are not consistent with the human rights issues that fall outside the movement's Strategic Goals or those on which the Global Assembly is not the right body to decide. A clear explanation must be provided to the movement if such a decision is made.
- Work closely with the International Board to set the agenda for the Global Assembly and enhance the use of inclusive and participatory approaches in the deliberations.
- Provide guidance on the agendas of the Regional Forums to ensure consistency across the movement and streamlined agendas across the regional and global level

## ACCOUNTABILITY

### Mutual accountability

While a number of entities contribute financially and a number of entities receive financial resources, and this creates asymmetries within our movement, all entities provide a unique and critical contribution to our movement with their experience and knowledge. This should inform the building of our accountability framework and voting rights system.

Each entity is accountable i) for what it delivers (i.e. human rights mission) and ii) how it delivers (i.e. organizational health). This accountability must be supported by the necessary tools and resources so that we can hold each other to account and be accountable to our key external stakeholders (i.e. rights-holders and the wider public).

A first step to enhance internal accountability is to have clear reporting criteria and processes (including increased transparency on how information is stored and shared across the movement) so that all entities are assessed against the same criteria. The Core Standards represent a unique tool to ensure the movement adheres to an agreed set of governance and operational standards, whilst allowing entities to share their success stories and learn from one another. As the movement recognized in Decision 6 of

2013 International Council Meeting, accountability is linked to consequences if the Core Standards are not met.

However, the Core Standards were not developed as a tool to help us to assess our human rights impact, our growth and contribution to 'One Amnesty'. If we are to be accountable to one another and transparent to our members and rights-holders about our impact and use of resources, we need to be able to report effectively on these aspects of our work. A periodic review based on the Section Recognition Process could be a useful tool to enhance mutual accountability across the movement. The process could include a peer element methodology. Further consideration needs to be given to the appropriate body to monitor this process and recommend actions for resolving situations of continued non-compliance.

As part of the governance reform we will:

- Review the Amnesty International Statute and strengthen wording around accountability and compliance;
- Review the existing trademark licence agreement to cement references to accountability and compliance with the Amnesty International Statute and include obligations to contribute to and comply with decisions of the Global Assembly.

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## External accountability

Rights-holders are our primary stakeholders, and the whole movement has a collective accountability towards them as well as the public with regards to the human rights impact that we are achieving and how we are spending our resources. Ever more International Civil Society Organizations are subject to increased scrutiny and requests to demonstrate the impact they are achieving. Accountability implies a variety of national requirements as well as the global initiatives which Amnesty International has signed up for (for example, the International Non-Governmental Organizations Accountability Charter). This requires the entities and Global Assembly to agree on what information would be shared (or not shared) with which stakeholders.



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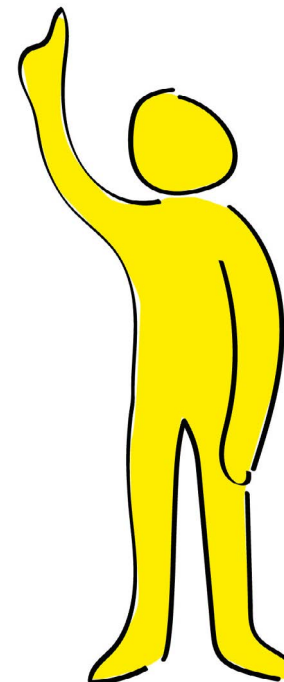
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## QUESTIONS

Please use the feedback template attached to the email to answer these questions and return it to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.

- The document outlines the proposed division of roles and responsibilities between the International Board and the Global Assembly; would this proposed division ensure an efficient and democratic governance? What needs to be changed?
- The model proposes that each entity appoints one delegate to the Global Assembly. In your opinion, what is the maximum number of delegates each entity should be able to appoint? Please explain. Please note that any change to the number of delegates appointed to the Global Assembly will require a change to the other parts of the model.
- How can we enhance our capability to discuss and decide on financial issues?
- In the proposed model the International Board's accountability is enhanced through additional reporting requirements to the Global Assembly, the need for the Global Assembly to vote on the reports, and the ability of the Global Assembly to elect and dismiss the International Board. Would this be sufficient to enhance the International Board's accountability? What other measures would you propose?

- Based on the experience in your own entity and what you have observed in other organizations, through what mechanisms would you propose that entities are made accountable to the movement (i.e. for delivery of the Strategic Goals; for compliance with Global Assembly decisions, etc.)?



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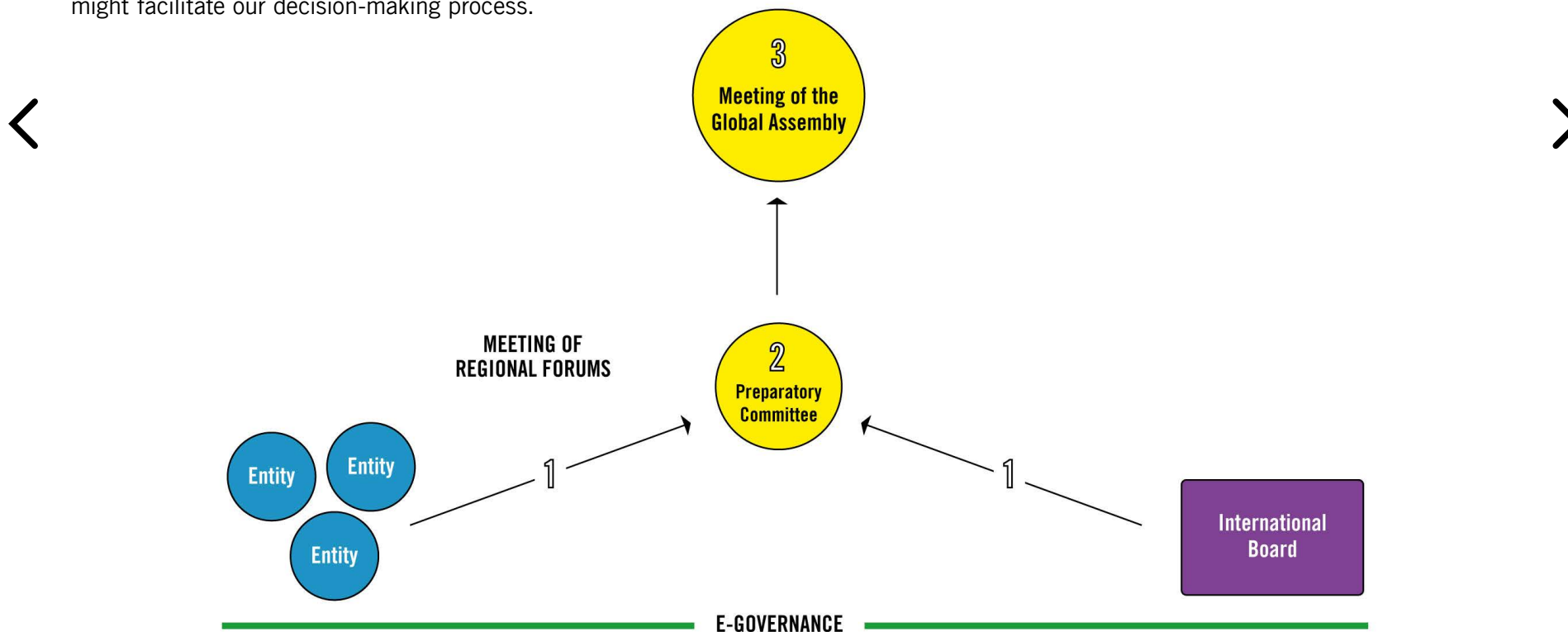
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## DECISION-MAKING: PROCESS AND PARTICIPATION

This section describes the proposed decision-making process aiming to ensure that the right issues are informed by the right information and discussed by the relevant forums at an appropriate time, thus building a shared ownership of outcomes. It also describes how motions might be raised to the Global Assembly, the role of the Preparatory Committee, the Regional Forums and the Meeting of the Movement, as well as how new technologies might facilitate our decision-making process.

Global Assembly decisions will be connected to our substantive human rights agenda and agreed Strategic Goals with greater clarity on decision-making levels. The issues raised to the Global Assembly should be issues of global concern, importance and must be within its remit.



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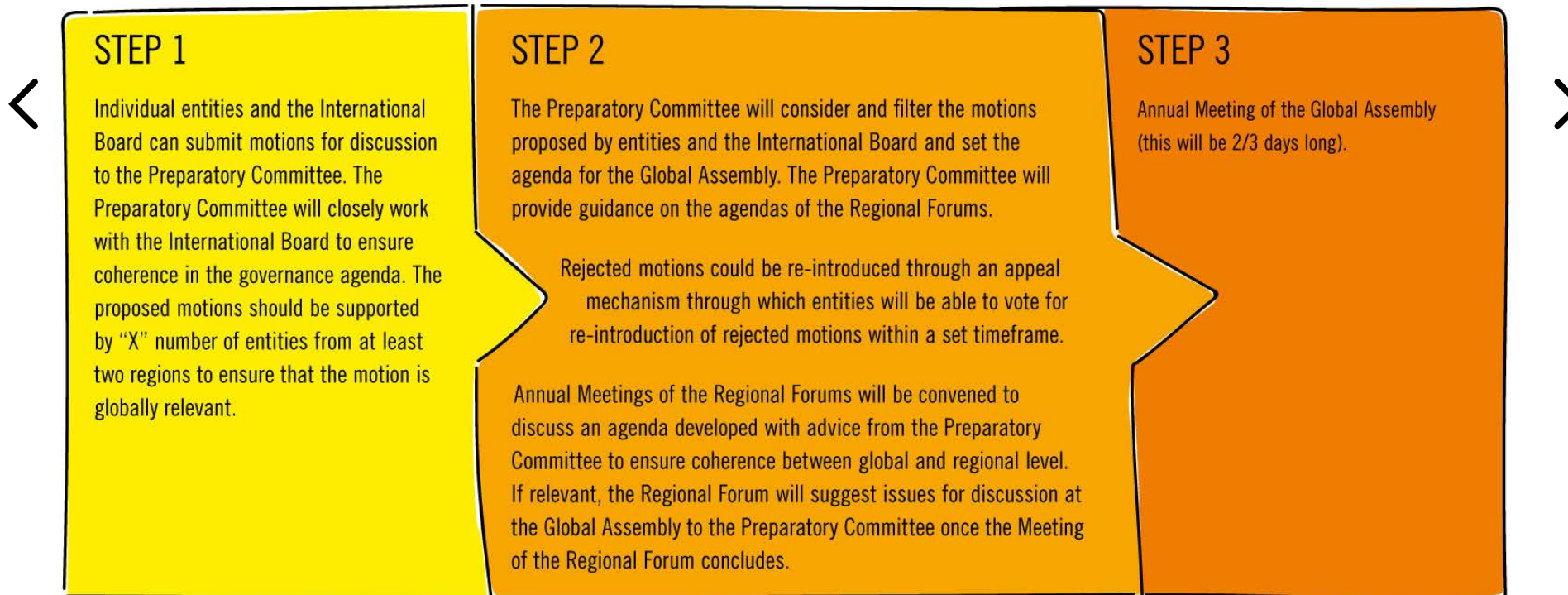
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## RAISING MOTIONS TO THE GLOBAL ASSEMBLY

The following steps outline how the agenda of the Global Assembly will be developed. They also reflect the timeline they will follow.

Making decisions is an ongoing process which will require entities to engage with key constituencies at different stages of the process

to ensure that the internal and external voices of those who cannot be in the room are taken into account. Physical meetings are only points in this ongoing process.





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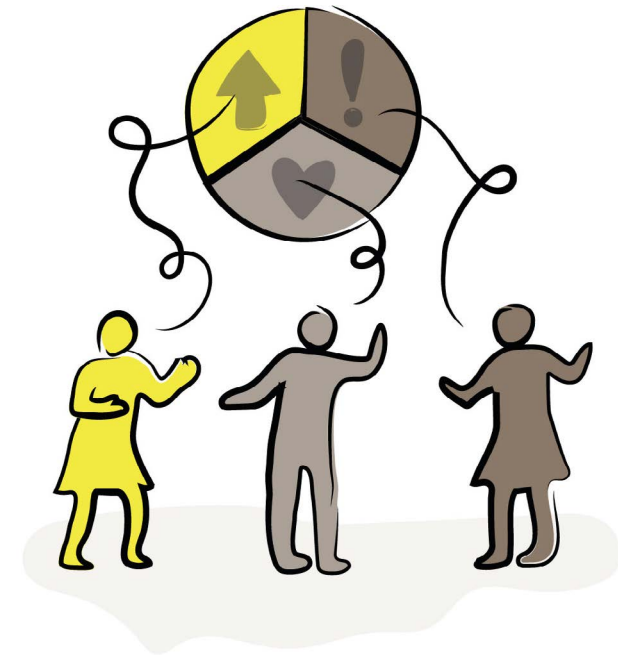
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## THE PREPARATORY COMMITTEE

The [Preparatory Committee](#) will ensure that the Global Assembly has a strategic agenda and is equipped to discuss and make decisions on motions of global concern. The main responsibilities will be to:

- Consider motions proposed by entities and rule out those that are not consistent with the human rights issues that fall outside the movement's Strategic Goals or those on which the Global Assembly is not the right body to decide. A clear explanation must be provided to the movement if such a decision is made.
- Work closely with the International Board to set the agenda for the Global Assembly and enhance the use of inclusive and participatory approaches in the deliberations.
- Provide guidance on the agendas of the Regional Forums to ensure consistency across the movement and streamlined agendas across the regional and global level.





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Committee	Preparatory Committee	Nominations Committee	Finance & Audit Committee
<b>Function</b>	Designs strategically relevant agendas for Global Assembly meetings.	Finds and assesses candidates for international elected positions in governing bodies and committees.	Overview of Amnesty International's financial systems and policies, support the International Board and the Global Assembly in financial matters.
<b>Accountable to</b>	Global Assembly	Global Assembly	International Board
<b>Capabilities</b>	Knowledge of Amnesty International's strategic priorities	Human resources skills	Knowledge of financial and audit systems
<b>Composition</b>	<ul style="list-style-type: none"><li>• 2 members appointed by the Global Assembly</li><li>• The Chair of the Global Assembly</li><li>• The Chair of the International Board</li><li>• One external expert co-opted by the committee</li><li>• Good regional representation</li></ul>	<ul style="list-style-type: none"><li>• 4 members appointed by the Global Assembly</li><li>• One external expert co-opted by the committee</li><li>• Good regional representation</li></ul>	<ul style="list-style-type: none"><li>• 2 members elected by the Global Assembly</li><li>• The International Treasurer</li><li>• At least one external expert co-opted by the International Board</li><li>• One additional International Board member or external expert</li><li>• Good regional representation</li></ul>

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## REGIONAL FORUMS

Annual Meetings of the Regional Forums will be convened to discuss an agenda developed with advice from the Preparatory Committee to ensure coherence between the global and regional level. If relevant, the Regional Forum will suggest issues for discussion at the Global Assembly to the Preparatory Committee once the Meeting of the Regional Forum concludes.

The Regional Forums are not governance structures as they are not linked to any management structure but they will be key parts of the reformed decision-making process. Each entity in the region will have one delegate at the Regional Forum. Ordinarily, this delegate would also be the delegate to the Global Assembly, and it is up to each entity to appoint their delegate. Regional Director Meetings will be held jointly with the Meetings of the Regional Forums and joint sessions will be held as needed.

All regions are different in terms of culture, language, size and resources. It is proposed that Regional Forums would have a set of core functions and a set of functions decided by the Regional Forum itself according to its needs.

These are some suggested core responsibilities of [Regional Forums](#):

- Forum for participation and strategic engagement with substantial human rights issues of a regional nature to be informed by diverse external perspectives that can then feed into the broader discussion at the global level. Inviting people (virtually) from other regions would be a good practice.
  - Forum to identify and propose relevant topics for discussion to the Global Assembly.
  - Forum to develop regional monitoring and oversight systems to ensure coherence across national, regional and global levels.
  - Forum to identify potential candidates for the International Board and other internationally elected positions with a focus on diversity.
  - Forum for networking and relationship-building internally and externally.
  - Forum for sharing and learning and to build the capacity of our leaders if effective for the forum itself.
- Forum to discuss the motions selected by the Preparatory Committee and to allow our leaders to be prepared for decision-making at the Global Assembly.

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### APPENDIX 3 – AMERICAS REGIONAL FORUM PILOT

In July 2015, several sections of the Americas region have expressed an interest to pilot a regional space for engaging the volunteer leadership and provide a space for discussing practical issues surrounding harmonising strategies. The intention of the Americas region is to explore how a regional space best adds value at national, regional and global levels of planning and action. Currently, there are initial plans to pilot the America Regional Forum in early 2016. This experience will directly inform and provide guidance on how these Regional Forums could operate in practice, and provide insight on their value to the governance reform process. Beyond the Americas Regional Forum pilot, it is likely that other regions may consider planning similar meetings in 2016.

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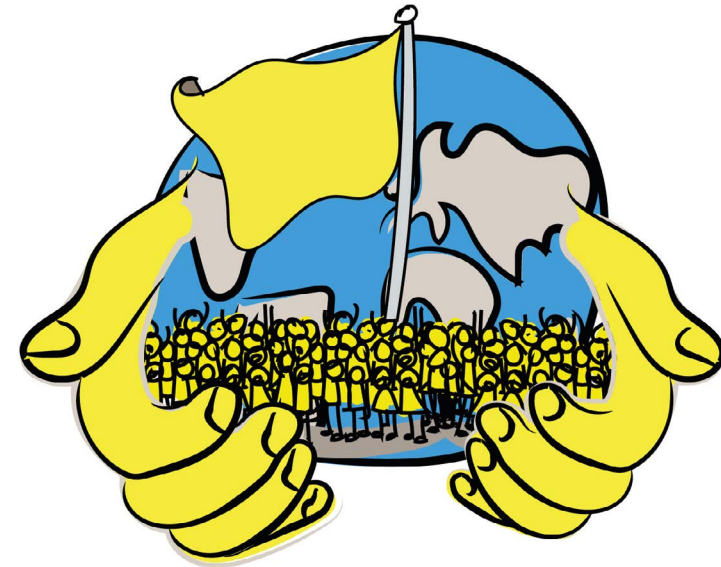
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Regional Forums will:

- enhance quality participation thanks to their smaller size and the use of participatory methodologies tailored to the regions' needs;
- better prepare our leaders for the discussions at the Global Assembly;
- enhance diversity enabling external stakeholders with regional relevance to enrich strategic conversations on human rights;
- enhanced peer-to-peer accountability including one on how diversity is implemented at national level.



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## THE MEETING OF THE MOVEMENT

The Meeting of the Movement would be taking on the important 'movement building' functions which the International Council Meeting has fulfilled so far in terms of capacity building, networking, identity building, solidarity, sharing and learning. The Meeting of the Movement would incorporate human rights activists globally beyond our movement.

The Meeting of the Movement would not be a governance structure and it would not have any decision-making power; it would be an event focused on building our movement while the Global Assembly would focus on governance functions and decision-making. It could be held every four years in conjunction with the Global Assembly at the beginning of a new strategy cycle and could serve to launch the strategy.



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## E-GOVERNANCE<sup>9</sup>

With 8 million supporters around the globe and presence in more than 70 countries, internet-based tools can serve to enhance participation in our global governance. Through the use of technology many more individual members can participate, allowing for a greater diversity of voices being heard within the movement and, potentially outside the movement (rights-holders, activists, peer organizations, topic experts).

At the moment, Amnesty International operates on the idea that we physically meet to make decisions, and that decisions are only made when we meet. E-governance tools are not necessarily aimed at replacing physical meetings but rather to focus those meetings on issues that merit a face-to-face discussion.

Technology is continuously evolving and we will need to develop our ability to interact virtually in steps. We have identified the [core functions](#) the e-governance element should have. These include, among others, a platform able to receive and comment

on documents, live-stream meetings and to vote online. The ideal e-governance platform would be a space for deliberation, discussion and information regarding our decision-making process. This process does not only involve the identification of the technology needed but also shifting our ways of working together. How we use technology and share information; the complexity of the language we use, and the length of the documents we produce – just to mention a few – must change. The proposed structural changes will only be effective with a qualitative improvement and simplification of our current ways of working. This will also positively affect the issue of workload.

Technology will make some constituencies more included and empowered, while others might experience exclusion. This is why the use of technology will be complementing (not substituting) physical meetings in an evolving manner. As communication and technology advances at a very quick pace it is important that this element is continuously explored and assessed.

<sup>9</sup> Decision 10 of 2009 International Council Meeting has already agreed to create an easily accessible online space for ongoing international governance related discussion and dialogue.

## APPENDIX 4 – E-GOVERNANCE CORE FUNCTIONS

Based on the needs and challenges presented, several ‘core functions’ for an e-governance system<sup>20</sup> have been tentatively identified at three different stages of our global governance cycle. We are currently in the process of assessing these core functions practical feasibility.

E-GOVERNANCE CORE FUNCTIONS		
Deliberation (Pre-meeting)	Decision (During meeting)	Results (Post-meeting)
Document access: comment, edit and share	Document access: monitoring decisions	Document access: outcomes
Chat / messaging	Live-streaming Chat/messaging	Feedback / Evaluation Chat / messaging
Voting	Voting	Recorded meetings access
	Record meetings	

- **Document access:** Perhaps the most basic function in all three stages of decision-making. The difference is that documents could be accessed for comments and edits prior to making a decision, and while a decision is being taken, a document can be accessible to track its development. The decision-making result can be accessed post-meeting.
- **Chat / Messaging:** This function enables instant communication with between different people such as participants and external experts, etc. This feature might be most useful at the deliberation stage.
- **Live-streaming:** In order to grant access to those not physically present in the room and expand the accountability of decision-making as well as diversity, live-streaming from a platform could be desirable.
- **Recording of meetings:** Closely related to live-streaming, meetings could be recorded and made available later.
- **Voting:** Perhaps the most vital function of an IT platform, voting online could be used to determine support for pre-meeting deliberations and for decision-making during meetings.

<sup>20</sup> In part of this process, the Governance Programme engaged with Betahaus/VoteIT in the beginning of 2015 to learn about their e-Governance platform.

Please see: [http://bit.ly/egov\\_amnesty](http://bit.ly/egov_amnesty)



- **Feedback / Evaluation:** The e-governance platform could include a space for constant feedback on the process and constitute a place to gather user satisfaction data on the platform and physical meetings (dispensing third party providers like Survey Monkey).

### Challenges for e-governance

However, there are potential challenges of relying on internet-based tools for e-governance across the movement:

- **Required skills and training for e-governance:** with enhanced participation being one of the objectives of e-governance, the platform should be as simple as possible in its functions to allow for broad use across the movement.
- **Internet connectivity:** a reliable internet connection will be needed for the platform to fulfil its purpose. This might be a challenge in many parts of the world where Amnesty International operates, and this should influence our choices with regard to the format of documents and the extent to which we rely on live-streaming (possibly requiring the retention of voice-only calls as a back-up).

- **Languages:** as a multilingual organization, the platform should be capable of functioning in English, Spanish and French to assure that decision-making is effective, fair and relevant for users.
- **Gate-keeping:** who should be entitled to grant access to such a platform, an who should be allowed access for efficient decision-making?

These are only suggested key functions that might help guide the development of an e-governance system for Amnesty International. The challenge remains to think about what functions would be critically needed for the platform to enhance participation across Amnesty International’s global governance structures.





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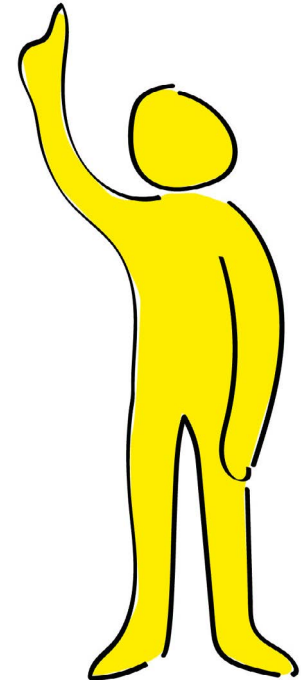
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## QUESTIONS

Please use the feedback template attached to the email to answer these questions and return it to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.

- The document outlines the proposed decision-making process; would this process allow us to develop an agenda which is truly linked to our human rights mission? What changes are needed?
- Will the revised role of the Preparatory Committee ensure a more strategic focus for the Global Assembly? Are there other changes that should be implemented to achieve this?
- The document outlines the functions of the Regional Forums. What changes are needed?
- Would a Meeting of the Movement help us in achieving our mission? In what ways? What should be the functions of a Meeting of the Movement?



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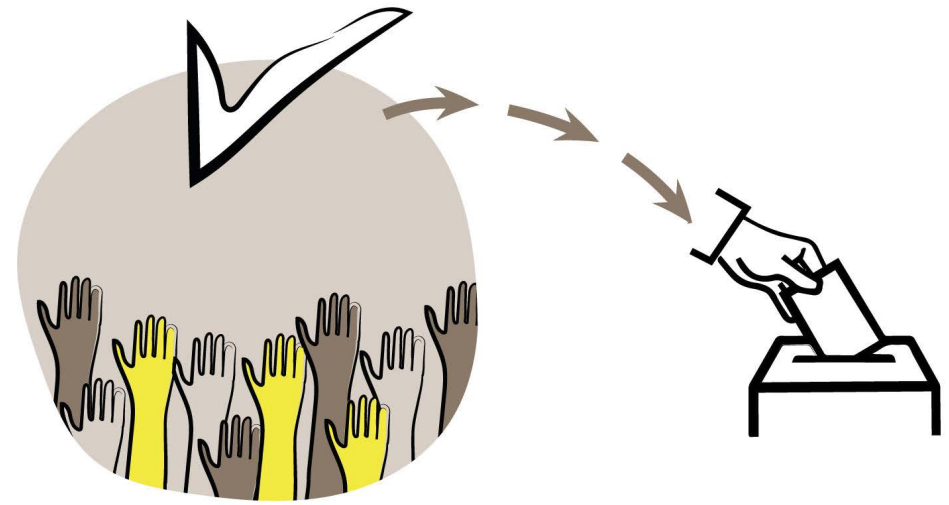
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## VOTING RIGHTS

Three main voting rights options (including the current voting system) with potential sub-options have been identified for the movement to consider. These options do not aim to be exhaustive, but rather offer conceptual frameworks for discussion which are to be further developed with the movement's feedback.



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## WHO SHOULD BE ENTITLED TO VOTE?

Currently, only representatives of sections and structures<sup>10</sup> and the international membership have the right to vote. New ways of organizing nationally are being established around the globe to increase our human rights impact; some of them might not be able to grow a membership due to the local context but the movement might need to be present in those countries where human rights violations are happening. Moreover, as part of our current growth strategy, national offices have opened, leading to a situation where there are entities with a growing supporter base which do not have a right to vote. A key question related to voting rights and more broadly to the proposed governance structure is about who will be entitled to vote and participate in our global governance. Each of the proposed voting rights options will look

differently when considering who will be entitled to vote. 'Entity' is used in this document to include and refer to the different kinds of organizational presence in countries (including sections, structures, national offices) and the International Membership. It is a preferred term in this context as part of the governance reform process addresses who will be included in our governance.

The movement will also need to decide under which circumstances votes might be withdrawn to enhance our mutual accountability. This could be based on various criteria of measurement; for example, attending to financial obligations in due time, compliance with the Core Standards or other specific areas of organizational performance (i.e. human rights impact).

<sup>10</sup> For a definition of section and structure please refer to Amnesty International Statute 13-14. To become a section, a structure needs to go through the "section recognition process".

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## OPTION 1: PROPORTIONAL OR WEIGHTED VOTES

### Option 1A: Current voting system weighted according to the number of members or groups

Only representatives of sections and structures and the international membership have the right to vote. Voting of each section is weighted according to the number of members or groups in sections. It is capped at six votes per section. Structures are entitled to one vote only.

Within this option it would be possible to revise the proportion between number of members and votes, and to dismiss the possibility to allocate votes based on group counts.

A few issues to consider:

- The [history of voting rights](#) in Amnesty shows that votes allocated based on number of groups as groups were recognized as the main way of reflecting the level of membership activity and financial base. The allocation of votes developed from a “growth” angle as it provided incentives to grow. The 2005 International Council Meeting agreed on the current voting

rights model introducing the shift from a mainly group-based to a mainly individual member-based system because the group concept was no longer the backbone of Amnesty International’s way of organizing its members and activities.

- Examining the [correlation](#) between the number of members, income and number of votes per entity shows that sections in the global north (usually the funding sections) have larger numbers of members and consequently the highest number of votes.
- Currently, only sections which have paid their full annual assessment for the previous two financial years, and which have provided the annual financial reports and audited accounts are entitled to vote. In practice, upon recommendation by the International Board a waiver to sections not in compliance with these rules is granted.
- Transparency and accuracy can be called into question due to self-reporting and possible inconsistency in the counting of [members](#) across the movement.

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### Option 1B: A different proportional or weighted option

Instead of the number of members, other measurements could be considered, for example:

- number of members, activists and supporters;
- number of members as percentage of the country population;
- percentage of members participating in an entity's governance (e.g. members attending the Annual General Meeting/ regional Annual General Meetings);
- human rights impact;
- income/contribution.

The operational implications of counting members, activists and supporters will remain as well as the risk of not being transparent and burdening smaller sections with additional reporting requests.

Reducing the gap between different numbers of votes across the spectrum according to some broad demographic measurements might be another option to consider. This could involve capping the maximum number of votes to three. This would reduce the differences across the movement and still be reflective of some sort of demographic (e.g. size of membership in relation to the country population).

## APPENDIX 5 – HISTORY OF AMNESTY INTERNATIONAL'S VOTING RIGHTS

The 1961 Statute states the constitution of a decision-making body to meet annually with two representatives from each national section (ten representatives at that time); there is no mention of how votes were allocated. Between 1968 and 2003, votes were primarily allocated based on the number of groups.

The 1997 International Council Meeting (Decision 36) instructed the then International Executive Committee to create a Decision-Making and Accountability Working Group; the 1999 International Council Meeting (Decision 37) instructed the Decision-Making and Accountability Working Group to prepare proposals to change the decision-making system and improve accountability. The Decision-Making and Accountability Working Group presented its report to the 2001 International Council Meeting (ORG 21/002/2001) but it did not propose any changes to the voting system.

At the 2001 International Council Meeting, the then International Executive Committee presented a resolution that included the proposition of “one section / one vote”; this was rejected during the discussion at the working party. The 2001 International Council Meeting (Decision 21) instructed the then International Executive Committee to present proposals on representation and voting rights of sections, structures and international networks at the 2003 International Council Meeting. The report of the

Standing Committee on Organization and Development “Voting rights of Sections, Structures, and International Networks: A Discussion of Options” (ORG 41/002/2003) presented at the 2003 International Council Meeting explored a number of different options:

- Maintain the status quo.
- One section – one vote.
- Allocate votes on the basis of the size of the membership.
- Ensure a minimum of three votes.

One key conclusion that Standing Committee on Organization and Development drew was that the consultation with sections and structures revealed that there was no significant dissatisfaction with the existing voting rights system.

The 2003 International Council Meeting (Decision 29) instructed the then International Executive Committee to review the voting rights taking into consideration the issues and options identified by the Standing Committee on Organization and Development. The review (ORG 50/IEC04/04) was undertaken for the then International Executive Committee by the International Committee of Governance.



The review explored the following options:

- Shift from groups-based to members-based system.
- Equal voting rights for all sections (either one or more than one vote per section).
- Proportional or weighted system.
- Double Majority system.

The Standing Committee on Organization and Development report advised the International Executive Committee: to allocate one vote to structures; to allocate to sections a minimum of one vote at the International Council Meeting and additional votes as outlined below under either option A or option B. The basis for allocating additional International Council Meeting voting rights to sections would be membership numbers.

- **Option A:** Amnesty International Sections should be allocated additional votes up to a maximum of 4 total votes.
- **Option B:** Amnesty International Sections should be allocated additional votes up to a maximum of 6 total votes. With respect to Option B only the double majority system should apply.

The 2005 International Council Meeting (Decision 21-22) granted structures one vote and decided that the number of votes allocated to sections should be determined by the number of members as per option B above (without the *double majority* system option); however, groups were still offered as an option. This is the allocation of votes currently used within the movement.





## APPENDIX 6 – CORRELATION BETWEEN THE NUMBER OF MEMBERS, INCOME AND NUMBER OF VOTES

RELATIONSHIP BETWEEN VOTING RIGHTS & MEMBERSHIP AND INCOME (STATISTICS FROM ORG 50/1622/2015)							
Region	Sections	2014 Income (EUROS)	Number of Members	Number of Groups	Country Population	Number of Votes	Number of delegates with voting rights
ASA	Australia	19,218,021	9,078	708	23.1 million	6	6
EUR	Austria	6,183,594	46,776	24	8.4 million	5	5
EUR	Belgium (FL)	2,264,703	4,711	241	11.2 million	5 (with BL FR)	5 (with BL FR)
EUR	Belgium (FR)	4,128,254	22,500	60		5 (with BL FL)	5 (with BL FL)
AMR	Canada (ES)	8,148,919	58,710	240	35.1 million	6 (with Can FR)	6 (with Can FR)
AMR	Canada (FR)	1,186,125	15,000	300		6 (with Can ES)	6 (with Can ES)
EUR	Denmark	10,671,439	86,200	43	5.6 million	6	6
EUR	France	18,441,310	31,654	392	66 million	5	5
EUR	Germany	16,069,173	26,536	590	80.6 million	6	6
EUR	Italy	5,961,865	72,603	168	59.8 million	5	5
EUR	Netherlands	25,797,259	254,453	257	16.8 million	6	6
EUR	Norway	9,727,243	112,200	67	5 million	6	6
EUR	Spain	9,516,484	72,636	97	46.7 million	5	5
EUR	Sweden	12,803,113	101,139	200	9.5 million	6	6
EUR	Switzerland	14,690,091	47,873	81	8 million	5	5
EUR	UK	33,332,101	122,578	400	64 million	6	6
AMR	USA	24,707,223	157,608	773	319 million	6	6





## APPENDIX 7 – MEMBERSHIP DEFINITION

The movement has recognized that the current system has its flaws due to inconsistent counting of members across the movement; this is being analysed as part of growth target-setting in the context of the Strategic Goals, as definitions of related categories are being analysed. The Governance Committee has also explored this issue in the context of potentially developing a new global definition of membership in 2014<sup>21</sup>. The key findings of this research which are relevant for the discussion on voting rights are:

1. Requiring a global definition that may differ from national definitions would have operational implications. This could mean additional work for sections and structures (especially the smaller ones), and some of them may not have the necessary capacity or information management systems.

2. An inclusive definition. The presence of a 'fee' in the current definition (in the global Statute) gives the impression that Amnesty International does not recognise other forms of contribution as being equally valuable for the purposes of membership eligibility, and that by requiring a fee we may be inadvertently excluding low-income people from access to membership. However, a waiver option is already included in the current definition. Some sections' national definitions may be exclusionary in other ways, whether by decision or by law.

The operational issue of counting members and its practical implications (1) is a technical issue and it needs to be considered in separation from the conceptual definition of who should be considered a member, (2) the latter has governance implications.

<sup>21</sup> Article 17 of Amnesty Statute defines a member as follows: "An individual member of Amnesty International is any person who contributes to the advancement of the mission of Amnesty International, who acts in accordance with the core values and policies of Amnesty International, and who has been recognized and registered as a member by an Amnesty International section, structure or affiliated group by virtue of payment of annual dues or having been granted a dues waiver".

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### Option 2A: One section / One vote

(as per Amnesty International Mexico resolution at 2015 International Council Meeting)

According to this option, each section will be entitled to one vote. This option enhances democracy among sections and is not based on individual members who make up those sections. It simplifies implementation from an operational perspective. This system would give sections with smaller numbers of members more weight than is currently the case, and it would recognize that each section brings to the movement a critical and unique contribution. At the same time, members of larger sections would have (individually) less weight in decision-making than members of smaller sections.

### Option 2B: One entity / One vote

Instead of sections, in this option, each entity will be entitled to one vote. This is linked to the broader question about who will be entitled to vote and participate to our global governance outlined at the beginning of this section.

A [comparative study](#) of ten other International Civil Society Organizations showed that this voting system is used in eight cases.





## APPENDIX 8 – HOW DO OTHER ORGANIZATIONS VOTE?

A comparative analysis of ten International Civil Society Organizations<sup>22</sup> complemented by key studies on the sector<sup>23</sup> has been carried out by the Governance Committee to inform the discussion on governance reform.

In eight of the ten International Civil Society Organizations examined, the “one organization / one country = one vote” principle is adopted; Plan International and Save the Children have a system in which financial contributions are clearly recognized in the allocation of votes.

In Plan International, a member who makes an average net contribution of US\$ 6 million is entitled to two votes, with one additional vote for every US\$ 3 million thereafter. Notwithstanding the foregoing provisions, no member is entitled to exercise more than forty-five per cent (45%) of the number of votes which all the members of the organization are entitled to exercise in the aggregate.

In Save the Children, the Board consists of 14 directors: nine drawn from the largest members by income (the ‘Appointed Directors’ are appointed by members who have contributed at least 8% of the combined total income of

all members weighted over the last three years subject to a maximum of four Appointed Directors from any one member), three elected by the remaining members (the ‘Elected Directors’; candidates are nominated by such members and the Assembly Nominating Committee) and two independent external directors (the ‘External Directors’).

It is interesting to note that when ActionAid International started its governance reform in 1998, its main drivers were 1) to address the issue of power concentrated in northern affiliates as a post-colonial legacy; 2) to develop a federal model of democratic power-sharing in which power is not linked to money; and 3) to establish governance structures that seek to provide the key stakeholders a role in holding ActionAid International to account. These were the drivers for choosing the “one organization / one country = one vote” principle.

<sup>22</sup> Action Aid International, International Planned Parenthood Federation, Save the Children, Greenpeace International, Oxfam International, Voluntary Service Overseas International, Plan International, World Vision, Médecins Sans Frontières and Consumers International.

<sup>23</sup> International Civil Society Centre and the Hauser Center for Non-Profit Organizations.

### Option 3A: Hybrid voting system according to the nature of the decisions

This option entails an allocation of votes depending on the kind of decision to be made. For example, “one entity-section / one vote” might be used for a decision on strategy; “proportional or weighted votes” using financial contributions as a measurement could be used for a decision on finances that would reflect the financial contribution of entities to the movement<sup>11</sup>. This would recognise the differences between funded and funding entities. Other criteria might be considered to determine the allocation of votes.

### Option 3B: Hybrid voting system – Double majority

Two votes are taken to confirm decisions. In the first vote, countries may have one or more votes weighted on members (or other criteria). The second vote is a one-country, one-vote system. Motions must pass both votes in order to succeed.



<sup>11</sup> For more information on Amnesty International’s financial setup (decisions on assessment, on allocation of the international budget and the funding of the International Secretariat) please refer to: <https://intranet.amnesty.org/wiki/display/OPERATIONS/1.+Global+Management+Accounts>

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## DIRECT DEMOCRACY

Internet-based discussion platforms and voting facilities could be used regularly by the movement's governing bodies in order to canvass the position of the membership at large and get ideas and input. These could potentially complement currently used forms of participation in the decision-making process. There might be high costs associated with this option; it is based on the assumption that there is a readiness from the [membership](#) to participate in the decision-making processes and a willingness to equally share decision-making power.



## APPENDIX 9 – MEMBERSHIP AND STRATEGIC GOAL 5

The world we live in is changing. The virtual world shapes the identity of young people whose interaction with causes and ideas is increasingly online in many countries. Young people and new audiences are more interested than before in participating in individual, time-bound actions that fulfil their diverse interests rather than embarking on a membership journey and being involved in organizational matters and discussions. This is not to say that the membership model is redundant; however, this is a key consideration while looking at ways to create a larger, stronger, more effective and vibrant movement as per Strategic Goal 5.

People want to participate in different ways, and Amnesty International has to respond by becoming more accessible. If we look at recent data from the Standard Action Reports, we see that the membership's participation in national Annual General Meetings in 2014 was 0.51%.

Organizations like Amnesty International wanting to maintain democratic governance which fulfils today's expectations need to establish provisions

which go beyond the right to elect representatives at their Annual General Meetings. Members should be able to participate directly in discussions on issues related to the organization's mission and those of major strategic importance.

In addition, new economic powers are emerging in the global East and South, and we are investing our resources in countries of the global South. In the future, it is likely that we will find ourselves operating in a scenario in which the funding from new economic powers will increase and our membership may be increasingly based in the global South (with growing populations) with large constituencies of young people and new audiences willing to engage with us in a more flexible way. We are already responding to the changing environment with the implementation of the Global Transition Programme and the conversation on how to organize ourselves at national level to explore different ways of becoming a relevant and impactful player in the field of human rights.



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## QUESTIONS

- How does (or doesn't) our current voting system enhance fairness and equality?
- Are there any other options that should be considered? Which option do you support and for what reasons?
- Which entities should be entitled to vote? Will only full members (sections) have full voting rights? How flexible should our governance be to include new ways of organizing and growing in specific national contexts?



Please use the feedback template attached to the email to answer these questions and return it to [governance.reform@amnesty.org](mailto:governance.reform@amnesty.org) by **29 February 2016**.

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