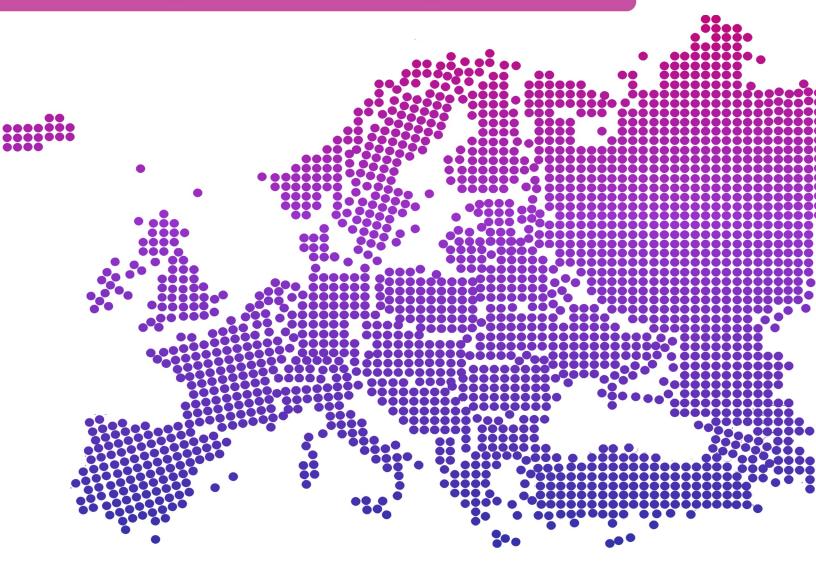


Shaping The Future of Bi+ Equal

PART I: Comparative Governance Analysis - July 2025





Shaping The Future of Bi+ Equal

Part I **Comparative Governance Analysis** of Non-profit and Member-led Pan-European LGBTIQA+ Organisation

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Foreword

Bi+ Equal is a two-year project funded by the European Commission, with the goal of establishing a pan-European bi+ legal entity dedicated to advocating for bi+ human rights and equality. A collaboration between Bi+ Nederland and Spectrum, the project aims to address a long-standing gap in bi+ representation. To strengthen our understanding of member-led governance models, we have chosen to analyse organisations that serve diverse LGBTIQA+ communities across Europe.

Throughout this document, you may encounter various acronyms and terms used to describe communities or concepts. These reflect the specific language and frameworks adopted by the organisations we have reviewed. Rather than standardising or altering this terminology, we chose to respect and preserve each organisation's self-defined language and approach to their work. For further clarification, please refer to the glossary.

Acknowledgment

We extend our heartfelt thanks to the many governance champions within our LGBTQIA+ communities who have long contributed to strengthening and improving governance practices in our shared spaces. We are especially grateful to representatives from EL*C, ILGA-Europe, IGLYO, and TGEU for generously sharing their time and insights through interviews.

This research, making PART 1 of the pan-European umbrella bi+ organisation Founding Document, was designed and led by Soudeh Rad, Vice-Director and Governance Lead and written by Demet Gümüş, Governance Analyst at Bi+ Equal.











Glossary

Accountability

The obligation of an organisation and its leadership to explain and justify decisions, actions, and resource use to its members, stakeholders, and broader communities. In the context of member-led and rights-based NGOs, accountability goes beyond compliance with legal or financial regulations as it also includes transparent communication, participatory decision-making, and a commitment to the values and priorities of the communities served. In feminist and queer organising, accountability often includes power-sharing, reflection, and responsiveness to historically marginalised voices.

Advisory Board

A non-decision-making body within an organisation, often established to provide expert advice or perspective on particular issues.

Associate Member

A membership category for individuals or organisations that support an organisation's mission but do not meet the criteria for full membership. Often without voting rights.

Bi+

An umbrella term for all people whose sexual orientation is focused on people of more than one gender. They might or might not identify as bi+, bisexual, pansexual, queer, fluid, etc. The term bi+ is becoming common in its respective communities, as it is a broader and more inclusive term than bisexuality.

Board (Executive Board / Governing Board)

The primary decision-making body within a non-profit, responsible for strategy, financial oversight, and organisational governance.

Bylaws / Statutes / Constitution

The foundational legal document(s) that govern an organisation's purpose, structure, and rules of operation.

Dissolution

The formal process of legally closing down an organisation, including steps for asset distribution and member notification.











EL*C

EuroCentralAsian Lesbian* Community — a pan-European network advocating for lesbian, bisexual and queer women (both cisgender and trans) and non-binary and intersex persons who feel connected to the lesbian identity and lesbian activism.

Full Member

A member with full rights and responsibilities, typically including voting rights and eligibility for governance roles.

General Assembly (GA) / General Meeting (GM)

The highest decision-making forum in a member-led organisation, composed of voting representatives. Responsible for major decisions such as board elections, amendments to statutes, and financial approvals.

Governance

The structures and processes for decision-making, accountability, leadership, and oversight within an organisation.

IGLYO

The International Lesbian, Gay, Bisexual, Trans, Queer and Intersex (LGBTQI) Youth & Student Organisation — a pan-European youth-led network representing and advocating for LGBTQI youth.

ILGA-Europe

The European region of ILGA World, representing and advocating for LGBT+ groups and organisations in Europe and Central Asia.

Intersectionality

A framework recognising that individuals may face multiple, overlapping forms of discrimination based on race, gender, sexual orientation, gender identity, class, disability, etc.

LGBTIQA+

An umbrella term for people who identify as lesbian, gay, bisexual, trans, intersex, intersex, asexual, and others with non-normative sexualities or gender identities.

Member-Led Organisation

A non-profit structure where the membership (rather than just staff or founders) holds decision-making power through voting or other participatory processes.









Quorum

The minimum number of members who must be present (in person or represented) at a meeting for decisions to be considered valid and binding.

Standing Orders

Internal rules regulating procedures, typically for meetings and decision-making, separate from but subordinate to the organisation's Constitution or Statutes.

TGEU

Trans Europe and Central Asia — a regional advocacy organisation for the rights and well-being of trans people in Europe and Central Asia.

Voting Rights

The rights of members to participate in formal decision-making processes, such as electing board members or approving policy changes.











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1. Introduction

Governance essentially refers to the systems, structures, and practices through which power is exercised and decisions are made. In the context of non-governmental organisations (NGOs), governance encompasses the policies and mechanisms that ensure an organisation is managed effectively, ethically, and in alignment with its mission, vision, and values (Wyatt, 2004). It includes decision-making processes and actors, strategic oversight, accountability frameworks, and the distribution of authority and responsibility through designated bodies, all of which play a pivotal role in fostering transparency, responsiveness to stakeholders and external socio-political or economic changes, and the achievement of organisational objectives in the long term. Effective governance is also intertwined with feminist values in a way that it challenges unjust power dynamics and promotes equitable representation and democratic participation (Feminist Leadership Hub, 2024).

As the term "governance" becomes increasingly prevalent in NGO discourse, it is crucial to fully understand its implications for upholding democratic principles and ensuring meaningful stakeholder engagement. For Bi+ Equal, establishing a strong governance framework is a key step in its development. As we move toward drafting our Constitution, we will explore the foundational principles of effective governance, specifically tailored to a member-led NGO.

To inform this process, we first conducted a comparative analysis of governance practices from four pan-European, member-led non-profit organisations with extensive experience in advocating for LGBTQIA+ rights. These organisations—EL*C, ILGA-Europe, IGLYO, and TGEU—offer valuable insights, either through their broad representation of the LGBTQIA+ community or their focused work with specific sub-communities. This comparative study forms Part I of the final documentation, which will be shared publicly ahead of the Founding General Meeting.

Following the desk research, we conducted in-depth interviews with Executive Directors and Board members of each organisation to better understand the strengths and weaknesses of their governance systems.

Part II focuses on Bi+ Equal's proposed constitution and the structure of the future legal entity. This section incorporates input from governance experts, community feedback, and the process of finalising the proposal ahead of the General Meeting.













Brief Overview of the Organisations Under Review:

- **EL*C**: Founded in 2016 and currently registered in Austria, The EuroCentralAsian Lesbian* Community (EL*C) is a feminist and intersectional network that champions the rights of lesbian and queer women in Europe and Central Asia with hundreds of individual and 70+ organisational members. ELC focuses on visibility, advocacy, and capacity building, addressing the unique challenges faced by lesbian communities and promoting inclusivity and equality (Lesbian Genius, n.d.).
- **IGLYO:** Founded and registered in Belgium in 1984, The International LGBTQI Youth and Student Organisation (IGLYO) is the largest member-based network with over 120 members¹ (groups and organisations) across Europe. Focused on education, capacity building, and advocacy, IGLYO amplifies young voices in decision-making processes and fosters safe and inclusive environments (IGLYO, n.d.).
- **ILGA-Europe**: Founded and registered in Belgium in 1996, ILGA-Europe is a leading advocacy and umbrella organisation working to promote the human rights of LGBTI+ people across Europe and Central Asia. It provides support to its network of over 700 members (groups and organisations), while engaging in policy development, capacity building, and strategic litigation to advance equality and inclusion (ILGA-Europe, n.d.).
- **TGEU**: Founded in 2005 and currently registered in Germany, Trans Europe and Central Asia (TGEU) is a European & Central Asian-focused advocacy organisation dedicated to advancing the rights and well-being of trans people. Through policy advocacy, research, and capacity building, TGEU works to reduce discrimination and promote inclusion at both national and international levels. It currently has 500+ members consisting of organisations, groups and individuals (Trans Europe and Central Asia, n.d.).









¹ According to the information provided by the IGLYO office in May 2025.

2. Thematic Analysis

Our analysis will examine key aspects such as overall purpose and objectives, membership structure & approach, governing bodies and mechanisms, financial accountability, processes for amending governing documents, dissolution procedures, and obligations by local laws and regulations. Through this research, we aim to identify best practices and establish a robust governance framework that reflects Bi+ Equal's commitment to inclusivity, accountability, and its ultimate mission of advocacy and support for a well-functioning pan-European bi+ legal entity. This research will also present the outcomes of the Bi+ Equal survey conducted in 2024 regarding the needs and experiences of the pan-European bi+ movement.

2.1. Purpose & Objectives

Mission and vision are key elements for organisational constitutions or statutes as they are designed to provide a clear picture of the organisation's aspirations and define its reason for existence. Goals that derive from mission and vision serve as a benchmark for the actionability and measurability of the organisation's long-term objectives. Clear and realistic presentation of mission, vision and goals serves to better define the strategic direction of the organisation and its credibility in the eyes of its members and beneficiaries, as well as other stakeholders. From a good governance perspective, these three elements act as a touchstone for remaining grounded and focused for NGOs.

This section will therefore provide an overview of the mission, vision and goals of each organisation as part of our review.

To start with, EL*C (EuroCentralAsian Lesbian* Community) operates with a statute as its main governing document which outlines its mission, vision and goals under "purpose" and lists a set of tools to realise its objectives under "means to achieve purposes". Among the purposes are eliminating discrimination against lesbians in Europe and Central Asia; highlighting cultural contributions of lesbians; advocating for lesbians' equal access to education, employment, resources, and public and private services; supporting and promoting lesbian networking and community-building; collaborating with governments and international bodies to eliminate discrimination and violence while building empowered lesbian communities; raising awareness around struggles faced by lesbians. EL*C extends its target audience to lesbians who identify as trans, non-binary, as well as intersex lesbians, and bisexual or queer women.

They list their goals under 3 themes: network, community, society - which can be viewed as a multi-level model to approach. While aiming to be the voice of lesbian movements in Europe and Central Asia, they work towards reclaiming power across media, political, economic, social,







and cultural spheres. For a larger scale reform, they aim to promote and protect the human rights and fundamental freedoms of lesbians in the European and Central Asian region.

To continue, **ILGA-Europe** envisions a world where the human rights of all individuals are respected, and LGBTI people live in freedom and equality, without facing discrimination based on their sexual orientation, gender identity, expression, or sex characteristics. ILGA-Europe's mission is to advocate for equality and protection from discrimination and violence across Europe and Central Asia, empower LGBTI organisations, and bring out legal, political, and social change.

They describe their goals under "core values" which are embracing LGBTI diversity, promoting universal human rights with a focus on equality and self-determination, fostering international solidarity, and ensuring democratic involvement and transparency within its network made up of 700+ member organisations.

IGLYO strives to ensure the voices and experiences of LGBTQI young people are taken into account by decision-makers at European and international levels when designing and conducting research, advocacy, and communications on concerns of LGBTQI youth. In addition, IGLYO aims to build the confidence, skills and experience of LGBTQI young people and provide them with cross-border and cross-cultural exchange, peer learning, and training activities that benefit the communities in question as well as protecting their rights.

Trans Europe and Central Asia (TGEU)'s mission, vision and goals are centered around strengthening the rights and well-being of trans people in Europe and Central Asia. Their mission emphasizes representing the diverse needs of their members within human rights mechanisms, building the capacity and skills of local communities, and developing intersectional and decolonized programs to foster resilient and connected trans movements. Operating under an ever-increasing anti-gender threat blended with state-sponsored discrimination against trans communities, TGEU functions across EU institutions and global policy arenas to counteract such threats. As of 2024, TGEU had reported to integrate a stronger intersectionality into governance through its focus on racial justice, migrant rights, disability inclusion, and sex worker solidarity, ensuring its work reflects diverse lived experiences.

They demonstrate a comprehensive commitment to addressing the multifaceted nature of discrimination and oppression, which is in alignment with intersectional feminist values. TGEU acknowledges the varied experiences within the trans community, working towards representing the diverse needs of its members. This inclusivity ensures that programs and advocacy efforts are tailored to address the unique challenges faced by different subgroups within the trans population in Europe. The specific mention of the de-colonial approach recognises the importance of addressing the interconnected nature of social categorisation and the historical contexts that contribute to systemic disparities. This approach ensures that their work is









informed by a comprehensive understanding of power dynamics and seeks to dismantle colonial legacies that further perpetuate discrimination. TGEU values working collaboratively with trans individuals and groups to identify common goals and advocate for solutions from a community-building perspective. Lastly, the organisation emphasises a culture of reflection, which allows for greater responsiveness to the evolving needs of the community and incorporation of diverse perspectives into their strategies.

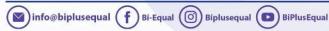
In conclusion, all 4 organisations work towards advancing LGBTQIA+ rights in Europe and Central Asia - some focusing on certain identities within the larger LGBTQIA+ community while others cover multiple identities in their mission, vision and goals. EL*C focuses on eliminating discrimination against lesbians, promoting community-building, and collaborating with governments. Its approach spans network, community, and societal levels to reclaim power across various spheres. ILGA-Europe advocates for LGBTI equality through legal, political, and social change, stressing diversity, human rights, and democratic involvement. IGLYO ensures LGBTQI youth voices are heard in policymaking while providing training and peer learning. TGEU strengthens trans rights, prioritising intersectionality, decolonisation, and community collaboration to address systemic discrimination and build resilient movements.

2.2. Membership

As an important indicator of effective functioning of member-led associations, we have looked into the overall structure of membership of the organisations in question, in particular, the rights and duties of members as outlined in each Constitution.

2.2.1. Overview of the membership structure

EL*C currently offers 2 types of membership: Full members and associate members, as outlined by the Statutes. Individuals/groups/organisations (defined as legal entities) who self-identify as lesbian, bisexual and queer women (both cisqender and trans) and non-binary and intersex persons who feel connected to the lesbian identity and lesbian activism can become full members. On the other hand, associate members share EL*C's core values and supports their goals but do not self-identify as lesbian (or bisexual and gueer women (both cisqender and trans) and non-binary and intersex persons). Individual members can be from outside the geographical scope of EL*C and go through a rather straightforward acceptance process. Organisational members, on the other hand, are required to sit an interview to become part of the membership. One of the reasons for that is that organisational members can also take part in the Lesbian Movement Committee, an advisory body (read further in the next chapter.). The EL*C Board approves or denies membership, without the obligation to present the grounds for denial of membership. However, one-tenth (10%) of full members can propose











a motion to veto the Board's decision, at the General Assembly . EL*C membership expires in the case of death, in the case of voluntary resignation, or in the case of expulsion. Members can be excluded by the Board based on their payment status. At least one-tenth (10%) of the full members can call for a General Assembly to take place.

ILGA-Europe has two types of membership: Full members and associate members. Full Membership is open to non-profit organisations that support the goals of ILGA World and ILGA-Europe, represent LGBTI people, or provide exclusive services to them. Associate membership is available to other organisations that align with ILGA-Europe's mission, including businesses, government entities, and non-LGBTI voluntary groups. Differently from other organisations under review, ILGA-Europe members are accepted into membership after the assessment of ILGA World's Executive Board² and the membership registry is primarily administered by the ILGA World office. Nevertheless, ILGA-Europe can determine the way they engage with the ILGA World members within their respective region. In other words, ILGA-Europe can extend different services and resources to their members beyond the default voting rights that every ILGA member owns - regardless of their region³.

IGLYO offers one type of membership: Full membership. Only non-governmental and non-profit organisations or groups that represent, serve, or support LGBTQI youth and/or students with at least 5 members forming the organisation can become full members. Some exceptions exist for organisations that do not meet all criteria. If an organisation was already a member of the association when the current articles (or rules) of association were approved (October 2023), it can still remain a member, even if it no longer meets the updated membership criteria. Besides, if an organisation faces legal barriers to be registered officially in their country, they can be granted membership. In such cases, the decision to welcome them into membership rests with the Executive Board.

TGEU has two types of membership: Full members and supporting members. Full Members include individuals, groups, and legal entities that commit to gender identity and gender expression-related social justice. Groups and legal entities must nominate delegates to represent them. Supporting members are those who contribute to TGEU's work through donations or other forms of support. For-profit organisations can only be Supporting Members.









²Representatives of ILGA-Europe to ILGA World Executive Board consults with the ILGA-Europe Regional Executive Board regarding incoming membership applications and report the regional decision back to ILGA World Executive Board.

³ ILGA World operates in 6 regions: ILGA-Europe and Central Asia, Pan-Africa ILGA,ILGA Asia, ILGA Oceania, ILGA North America and the Caribbean, ILGA Latin America and the Caribbean. Every member organisation that joins ILGA (World) has 2 votes per organisation, which is a non-negotiable right for every ILGA member, regardless of the region. Nevertheless, ILGA regions are independent in deciding to whether/to what extent they prioritise their members in providing certain services such as centralising their programmatic work around the members' needs, or involving them in their campaigns.

2.2.2. Membership rights and duties

Voting-related rules that concern **EL*C** members are outlined in the EL*C's Standing Orders. Full members are invited to General Assemblies that take place annually. Full organisational members can make submissions to inform the agenda, vote to elect the board members and auditor(s), and submit proposals to amend the governing documents. Full members can also authorise, with a simple majority, to allow guests in the space where the General Assembly is convened. Full members have the power to overturn the Board's decision to exclude an item from the agenda if a simple majority of full members vote in favor of including it. Nevertheless, associated members do not hold the rights that are reserved for full members, e.g.

The **Lesbian Movement Committee** is a key mechanism for full organisational members of EL*C (1 representative per organisational member), allowing organisational political agendas to participate in the governance of EL*C. The Lesbian Movement Committee meets at least 3 times a year and reviews and/or advises on the proposals presented by the Board. The EL*C Board can call meetings, but these must occur at least two weeks before each General Assembly. Full members have the power to approve amendments to documents (submitted by the Board) by a simple majority. If, however, the EL*C Board rejects any amendments by the Committee, they are escalated to the General Assembly for a vote, ensuring the General Assembly maintains ultimate influence over EL*C governance and the Lesbian Movement Committee acts as an advisory body.

Full members of **ILGA-Europe** have full voting rights in the General Meeting, can nominate candidates for the Executive Board, and actively shape the organisation's policies. However, associate members do not have voting rights and cannot hold positions on the Executive Board. Full Members are required to pay an annual membership fee (as decided by the ILGA World General Assembly at ILGA World Conferences) and maintain alignment with ILGA-Europe's objectives. They can participate in discussions, propose amendments, and engage in strategic decision-making. Associate members may attend meetings and participate in ILGA-Europe's activities but without decision-making power. Membership can be terminated by resignation, exclusion for non-compliance with the constitution, or failure to meet the membership criteria. Decisions as to suspension and exclusion are initiated by the ILGA World Executive Board and the final approval is provided by the ILGA World General Assembly.

Financial contributions, governance participation, and adherence to ILGA World and ILGA-Europe's core values are fundamental duties of all members, ensuring the organisation remains accountable and aligned with its mission to promote LGBTI rights.









Members of **IGLYO** enjoy several key rights. They can participate in the General Assembly to vote on important issues, nominate board members, submit motions and agenda proposals. They also have access to official documents such as membership registry and financial documents. They have the right to call for an Extraordinary Members' Meeting if at least 10% of members (from four countries) request it. Members can enjoy protection against arbitrary exclusion - exclusions must follow lawful procedures.

Members must pay an annual membership fee, determined by the General Assembly. Resigning or excluded members are not entitled to refunds. Members must adhere to IGLYO's principles, which include supporting IGLYO's mission, statutes, and internal regulations, aligning with key human rights documents like the Universal Declaration of Human Rights and the European Convention on Human Rights. As for the compliance with organisational governance, members are expected to work in alignment with IGLYO's aims. Failure to comply may result in suspending membership by the Board and exclusion from the membership, which is subject to a vote by the General Assembly. Lastly, all members must agree to the IGLYO Manifesto. In essence, the IGLYO Manifesto is a comprehensive declaration that encapsulates the organisation's dedication to fostering an inclusive, equitable, and participatory environment for LGBTQI youth. It serves as both a strategic roadmap and a call to action for stakeholders at all levels to support and advance the rights and well-being of LGBTQI young people.

Full members of **TGEU** must pay membership fees and are entitled to voting rights in the General Assembly. They can attend and vote in the General Assembly, elect and dismiss Board members, approve strategic plans, and participate in shaping TGEU's policies. Every individual full member has 1 vote while each organisational member has 6 votes (read further under section 2.3.3.2). Additionally, they have the right to be informed about the organisation's activities and finances. Supporting members, on the other hand, can attend events and engage with TGEU's initiatives but cannot influence governance decisions.

Members have several key duties. Full members must stay up to date with their membership fees, respect TGEU's statutes, and promote the organisation's mission. They are also required to keep a valid email address for communication. Any actions that damage TGEU's reputation or contradict its objectives may lead to exclusion. Membership can also be revoked due to prolonged non-payment of fees or failure to maintain contact. TGEU's governance ensures that all members contribute to its mission of advancing trans rights across Europe and Central Asia while maintaining accountability through structured decision-making processes.









Table1: Membership at a glance

Feature	EL*C	ILGA-Europe	IGLYO	TGEU
Membership category	Full & Associate Members	Full & Associate Members	Full Members	Full & Supporting Members
Individual membership	Yes	No	No	Yes
Membership approval	Approval by the Board (and Executive Staff)	Initial approval by the Executive Board + ratification by the General Assembly	Initial approval by the Executive Board + ratification by the General Assembly	Approval by the Board (Membership Committee, specifically)
Size of membership	170 NGOs and hundreds of individual members	700+ organisation and groups	125+ organisation and groups	500+ (300+ individual and 200+ organisational members)
Geographical coverage ⁴	Individual members can be from any part of the world. Organisational members: Council of Europe countries + Kosovo, Kazakhstan, Kyrgyzstan, Uzbekistan, Russian Federation, Tajikistan	Council of Europe countries + Belarus, Jersey, Kosovo, Kazakhstan, Kyrgyzstan, Uzbekistan, Russian Federation, Tajikistan	Council of Europe countries + Russian Federation	Council of Europe countries + Saint-Martin (French part), Kosovo, Kazakhstan, Kyrgyzstan, Uzbekistan, Russian Federation, Tajikistan

⁴ This reflects the geographical coverage of these organisations based on their membership lists retrieved in March 2025. For further information, please refer to the dedicated page on each (https://lesbiangenius.org/membership/), organisation's website: EL*C (https://www.ilga-europe.org/about-us/membership/), IGLYO (https://www.iglyo.org/members), TGEU (https://tgeu.org/our-members/).







Feature	EL*C	ILGA-Europe	IGLYO	TGEU
Annual membership fee	N/A (the GA votes in favor of waiving the fee every year.)	Ranging from 10 to 500 CHF for Full members ⁵ , depending on annual budget	Ranging from 5 EUR to 425 EUR, depending on annual budget	Ranging from 0 EUR to 425 EUR for Full members, depending on annual budget
		Ranging from 300 to 600 CHF for associate members, depending on annual budget		Minimum of 30 EUR for supporting members (received in the form donation)
Is a paid-up membership required to vote?	N/A	Yes (most recent 3 years) Fees can be waived based on a number of criteria - subject to ILGA World Executive Board's approval.	Yes Fees can be waived easily.	Yes









⁵ The membership fees for ILGA-Europe members are regulated by the ILGA World General Assembly, which consists of representatives from all six ILGA regions, including ILGA-Europe and Central Asia. These payments, made by ILGA-Europe members to gain voting eligibility, go directly to ILGA World.



2.3. Governing Bodies and Decision-Making Processes

LGBTQIA+ organisations often rely on an established body of individuals to ensure transparency, accountability, and democratic decision-making. While each organisation under review has an (Executive) Board responsible for overseeing strategy, finance, and policy implementation, the structure varies in terms of composition, election process, and leadership roles. Similarly, each organisation employs its own strategy to create processes to make decisions within the (Executive) Board and by their members in designated spaces and time. Some organisations have integrated another advisory body who does not impact the governance directly, but stands as an advisory entity.

This section, therefore, compares the governance structures of IGLYO, ILGA-Europe, TGEU, and EL*C, with a specific focus on how the governing bodies are formed and what decision-making processes are in place.

2.3.1. Structure of the Governing Bodies

Each organisation has an (Executive) Board responsible for overseeing strategic planning, financial management, and organisational operations. However, their board(s) compositions, election processes, and leadership roles differ. It is also the case that organisations appoint or elect a separate governing body that takes the form of a separate advisory group or a thematic working group(s)/committees within or alongside the (Executive) Board. So, this very section will delve into how these bodies are formed and how the duties of each body differ from one another.

As outlined in its Statutes, **EL*C** has 3 main bodies that play a direct or indirect role in governing the organisation. The **Board** serves as the primary governing body. Elected by the General Assembly for a two-year term (with no term limitation for re-election), it consists of 6 to 21 members, including Co-Chairs, Co-Secretaries, and Co-Treasurers, who are appointed internally within the Board. The Board's duties include financial oversight, strategic planning, and decision-making on membership, staffing, and daily operations. It holds the authority to set policies and ensure that ELC's mission aligns with its activities.

The **Lesbian Movement Committee** is composed of full member organisations and acts as a consultative body. Before General Assemblies, the Board must submit key resolutions, including the annual activity report, strategic plan, and budget, to this committee for review. While it does not have direct decision-making power, the committee can propose amendments and influence Board proposals before they reach the General Assembly. This structure is created to ensure that grassroots perspectives and local realities are integrated into EL*C's governance.









The **Taskforce (Dykeforce)** is a smaller, operational group within the Board, composed of 3 to 8 members, including at least one co-chairwoman, co-secretary, and co-treasurer. It is responsible for EL*C's daily management and liaises with the Executive Management. Unlike the Board, which oversees long-term strategy, the Taskforce ensures the smooth execution of operational tasks.

At **ILGA-Europe**, the **Executive Board** is the key governing body, composed of 10 members elected by the General Meeting. It oversees the Secretariat, which is managed by the Executive Director. Coming from full member organisations, the Executive Board must ensure gender diversity, with at least four members identifying as women. Leadership includes Co-Chairs, Co-Secretaries, a Treasurer, and additional board members. Board members serve two-year terms and can be re-elected for a maximum of 3 consecutive terms, ensuring both continuity and renewal.

Leadership within the Executive Board is collective, with Co-Chairs (instead of a single Chair), Co-Secretaries, and a Treasurer elected among the board members⁶. Other than 4 seats reserved for women on the Executive Board, no explicit guotas for regional, racial, or other diversity markers are mentioned, so inclusivity may rely on electoral trends rather than formal rules. Lastly, ILGA-Europe General Meeting elects 4 representatives (2 main and 2 alternate) that represent ILGA-Europe on the ILGA World Executive Board in matters that require the region's viewpoint and approach.

ILGA-Europe's Board is more formalised with rules on gender balance but fewer structural mandates on intersectional diversity, as outlined in its Constitution.

In addition to the Executive Board, the **Advisory Board** members, maximum 2 people at a time, are appointed by the Executive Board decision when there is a need for specific capacity or knowledge regarding an issue which is missing on the Executive Board. The term for Advisory Board members is a maximum of 2 years and they do not have the right to vote for decisions taken in ILGA-Europe Executive Board meetings.

Task-specific structure of the Executive Board is secured through the three Executive Board **Sub-Committees**: the Finance Sub-committee oversees financial management, including budgeting, fundraising, and reporting, and includes the Treasurer and at least three other Board members. The Employment Sub-committee is responsible for staff-related matters such as









⁶As reported by ILGA-Europe as a well-functioning practice, immediately upon the election, Board Members temporarily assume the roles of interim Co-chairs, Co-secretaries, and Treasurer in October, to allow newly elected Board Members time to consider running for the permanent positions. The final assignment of these roles occurs during the first Board meeting of the term, in December, through a discussion among the Board and an internal election. This process supports proper preparation and role formation.

hiring, appraisals, and policies, composed of at least 4 members (the Co-Chairs, Treasurer, and other Board members). Composed of at least 4 members (at least one Co-Secretary and other Board members), the Governance Sub-committee is tasked with ensuring effective governance by maintaining policies, reviewing the Constitution, and preparing General Meeting proposals. Each Sub-committee reports to the Executive Board.

IGLYO's *Executive Board* consists of 6 to 9 LGBTQI young people between 18-30, elected by the General Assembly for three-year terms (maximum two terms). Leadership roles include Chairperson(s), a Secretary, a Treasurer, and governance team and an anti-racism panel, reflecting a clear division of labour while maintaining collective leadership. The Statutes of IGLYO also regulate the composition of the Executive Board from a gender equality perspective, making it an obligation to have at least 2 gender identities represented in the Board.

As a highly influential governing mechanism, **The Governance Team** functions on a voluntary basis, supporting the Board and the Secretariat on specific issues such as governance, finances, and the General Assembly. Two volunteers are appointed for 3 years - subject to the General Assembly's approval. **The Anti-Racism Panel**, whose work is remunerated, serves as a key advisory body within IGLYO, providing essential support to both the Board and the Secretariat on issues of racial equality and justice. Ensuring BIPOC and ethnic minority voices are systematically included in decision-making, this structure aims to institutionalise intersectionality, making anti-racism a permanent priority. According to the IGLYO Team, the Panel is functioning effectively in fulfilling its mandate.

TGEU explains the duties and power distribution of its **Board** in its Statutes. Similar to the other organisations under review, the Board is responsible for overseeing strategic direction, financial management, and compliance with the organisation's constitution. The Board consists of 9 members, including 2 Co-Chairs, a Secretary, and a Treasurer, elected for a 3-year term (maximum of 3 consecutive terms). The Co-chairs are elected separately by the General Assembly. The Board can establish internal committees such as a Finance Committee, Staffing Committee and Membership Committee - all of which must regularly report to the Board.

In addition, TGEU has a **Pre-election Committee** as a unique body of individuals. The Pre-election Committee, elected by the General Assembly, consists of 3-5 members from TGEU's membership who are well-connected with the trans community in Europe and Central Asia. Board members, staff, and internal auditors cannot join, though the Board may fill vacancies between assemblies. The committee oversees elections for the Board and internal auditors, ensuring a diverse and qualified candidate pool without endorsing specific individuals. It supports candidates throughout the application process, conducting interviews and providing quidance. It is worth noting that the Committee has a key role in ensuring that the elected Board reflects the overall intersectional approach of TGEU that envisions a trans-led, anti-racist and sex worker-inclusive representation.









Table2: Governing Bodies and Decision-Making Processes at a glance

Feature	EL*C	ILGA-Europe	IGLYO	TGEU
Board Size	Min. 6, max. 21 members (It currently has 21 members performing the duty.)	(Min. 3) 10 members	Min. 5, max. 9 members	9 members
Existing governing bodies	Board, Lesbian Movement Committee, Taskforce (Dykeforce)	Executive Board, Advisory Board	Executive Board, Governance Team, Anti-racism Panel	Board, Pre-election Committee
Reserved seats for gender, racial, ethnic and geographic area	N/A	Min. 4 Board members must identify as women.	Min. 2 gender identities must be represented. Members must come from different countries. Age limit: between 18 - 30 years	While there aren't any formalised processes in place, the Pre-election Committee acts on ensuring racial and gender diversity.
(Prominent) leadership model	De-centralised , intersectional	Collegial, consensus-based, gender-equitable	Youth-led, collective leadership, intersectional	Centered around community representation,raci al justice and sex work solidarity
Term Length	2 years	2 years	3 years	3 years
Consecutive Term Limitation	N/A	3 terms	2 terms	3 terms
Renumeration	N/A	N/A	Only the Anti-racism Panel	Board members may receive annual volunteer compensation.











2.3.2. Decision-making Processes

In member-led organisations, governance relies on a balance between delegated authority and accountability. While decision-making power is entrusted to governing bodies, they remain accountable to the members, either directly or through transparent mechanisms. This section outlines how different organisations structure their decision-making processes, ensuring democratic integrity.

2.3.3.1. Within the Governing Bodies

As an elected body of individuals, Executive Boards (and, in certain cases, advisory bodies) are entrusted with thoroughly representing members and their interests when making proposals, recommendations, hiring the staff, and overseeing the operations of the secretariat. We, as the Bi+ Equal team, therefore, believe that in-Board dynamics, in terms of discussion and decision-making, are key to thorough implementation of governance at the Board level for the well-being and functioning of the organisation.

EL*C sets a unique list of rules around cooperation and decision-making within the Board in its "Rules of Procedure for Board". Decisions on EL*C leadership roles are made through consensus, considering members' skills, availability, and the need for diversity and representation. If consensus is not reached, an anonymous vote is conducted. The Co-Chairs do not have unilateral authority; instead, they can delegate the moderation of board meetings, reinforcing EL*C's commitment to shared power. EL*C's decision-making follows a horizontal and feminist decision-making. Key principles include:

- Encouraging diverse viewpoints while allowing constructive and respectful disagreements.
- Commitment to confidentiality, especially regarding internal discussions, documents, and personal data.
- Duty to act in the best interest of EL*C, avoiding conflicts of interest with external affiliations.

The Board convenes at least 4 times in a year. Decision-making is based on majority voting (50% +1) unless otherwise specified. In urgent cases, decisions can be made via email voting, provided at least half of the board members participate and majority requirements (50% +1) are met.

ILGA-Europe follows a collegial board model, where decisions are taken collectively rather than by a single powerful leader. The board aims for consensus-based decisions, but if that fails, a simple majority vote decides (excluding abstentions). In addition, the Constitution of ILGA-Europe dictates that a minimum of 4 Executive Board members must identify as women, while not specifying any particular regulations around other identities.







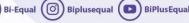
The Board currently holds four weekend-long meetings per year, typically in March, June, September, and December. Additional video conference meetings are convened as needed, especially for time-sensitive decisions. All decisions are formally documented and reported to the European Commission.

The Statutes of **IGLYO** have a specific clause on the composition of the Board that there is an age limit for the Board members (between 18-30 years). This seems to aim at ensuring that decision-making reflects the lived experiences of the community that IGLYO serves, the youth. Similarly, the Board members must represent different member organisations and countries, strengthening geographical diversity in the decision-making process.

The Board convenes every 3 months physically but can meet online more frequently as needed, including upon the request of at least three Board members. Decision-making follows a consensus-based approach, fostering collective agreement. However, when consensus cannot be reached, decisions are made by a simple majority vote, provided that at least half of the Board members are present or represented. Each member has one vote, and abstentions or blank votes are not counted. All decisions are formally recorded in meeting minutes, which are stored electronically at the IGLYO's headquarters.

Lastly, decision-making on the **TGEU** Board requires a quorum, with flexibility for digital voting when in-person meetings are not feasible. Decisions made electronically are formally recorded, ensuring proper documentation. The Board convenes at least once per quarter, either in person or online, depending on financial resources and the urgency of pending tasks. For decisions to be valid, a majority of Board members must be present to meet the quorum requirement. If a meeting lacks quorum, recommendations can be made and later approved through email, a subsequent Board meeting, or another pre-approved channel. Any decisions made through these alternative methods must be formally recorded in the minutes of the next Board meeting, ensuring transparency and accountability.









To summarise, each organisation has clear policies around the requirement for a quorum. Each Constitution/Statute regulates the frequency of Board meetings - EL*C and TGEU obligating more frequency compared to ILGA-Europe and IGLYO. Each organisation ensures additional measures for strong presence of Board members, such as providing online means of participation/voting. Another common aspect is that each Board must ensure proper documentation (in the form of minute-taking) of the discussions that lead to important decisions. Differently from IGLYO, ILGA-Europe and TGEU, Staff members of EL*C can be present during Board meetings and intervene in the discussions, indirectly influencing the decision-making process and fostering the horizontal approach to governance that EL*C is committed to. Among the reviewed organisations, ILGA-Europe has reserved seats for one of the underrepresented identities, namely women, with 4 reserved seats on the board, and the obligation of 1 of the co-chairs and 1 of the co-secretaries identifying as women. Similarly, at IGLYO, the Board must include at least two different gender identities with the aim of ensuring gender equality and diversity among the Board members.

2.3.3.2. (Extraordinary) General Assembly/Meeting

Each organisation under review explicitly codes in its Constitution/Statute that the General Assembly (or Meeting) is the highest authority. It serves to ensure democratic oversight, transparency, and collective decision-making, making it a vital pillar of governance in member-led organisations.

EL*C General Assembly, assembly of members, meets at least once a year. Going by the term "General Meeting', ILGA-Europe gathers the representatives of its full members at least once a year. Similarly, IGLYO convenes its General Assembly at least once a year. On the other hand, the TGEU General Assembly convenes every second year, and not later than four years after the previous General Assembly.









Table 3: Decisions taken by the General Assembly/Meeting at a glance

What does each General Assembly/Mee ting decide?	EL*C	ILGA-Europe	IGLYO	TGEU
Electing Executive Board members	Yes	Yes	Yes Board candidates must get at least 30% + 1 of all valid votes to be elected.	Yes
Dismissing Executive Board members	Yes	Yes (While the final decision lies with the General Meeting, this option is considered a measure of last resort.)	Yes	Yes (with ¾ of majority)
Amending Constitution, Statute, Standing Orders	Yes (with ⅔ majority)	Yes (with majority of 75% of the votes)	Yes (with % majority) Amending the aims of the organisation require a % (%80) of the votes	Yes (with ⅔ majority)
Approving Board's activity report	Yes	Yes	Yes	Yes
Approving financial documents	Yes	Yes	Yes	Yes
Excluding a member organisation	No	No (It occurs at ILGA World General Meeting)	Yes	Not clear







What does each General Assembly/Mee ting decide?	EL*C	ILGA-Europe	IGLYO	TGEU
Appointing or dismissing the auditor	Yes	Yes	No	Yes
Dissolving the organisation	Yes (with 3/3 majority)	Yes	Yes (with % of majority)	Yes (with ¾ of majority)
Regulating the membership fees	Yes	No (Fees are discussed and decided by ILGA World General Meeting)	Yes	Yes
In-person, hybrid, online	In-person or online	All 3 modalities are available.	In-person (through online voting) or solely online	All 3 modalities are available.
Number of votes per member	1	2	1	Groups/organisa tions: 6, individuals: 1
Proxy voting/voting delegation	No	Yes	Yes	Yes
Minimum attendance requirement (quorum)	Non-existent. The General Assembly doesn't need a minimum number of participants to meet or vote.	Non-existent. The General Assembly doesn't need a minimum number of participants to meet or vote.	50% + 1 of the full members must be present or represented.	50% of the members must be present but this requirement is revoked when an online vote is authorised.











2.4. Financial Accountability

Financial accountability is one of the most essential elements for NGOs to maintain trust, ensure sustainability, and fulfill their mission through justifiable actions towards the goals of the organisation (Hortsch, 2010). Various actors within an NGO play key roles in financial oversight and transparency. Typically, the Board of Directors/(Executive) Board holds ultimate responsibility for financial governance. It approves budgets, reviews financial statements, and ensures that resources align with the organisation's mission. Some NGO Boards have sub-committees, such as the Finance Committee, to ensure financial matters are overseen by a specialised sub-group.

NGOs must also remain accountable to donors and funders, providing clear financial reports, impact assessments, and sound justifications for resource allocation. Depending on the local regulations and policies, regulatory bodies (such as tax authorities) require NGOs to submit (audited) financial statements and comply with financial laws of their country/region they are based in.

Furthermore, members, partners, and the public expect transparency, particularly in member-led organisations where financial decisions are substantially intertwined with governance structures. It is an imperative that financial reporting is adequately transparent to keep members informed and involved in all relevant decisions.

This section aims to explore internal governance mechanisms that the organisations under review have adopted and whether/how they are regulated by their Constitutions/Statutes or any other documents.

The Statutes of **EL*C** outlines the measures for financial accountability by embedding clear governance structures and oversight mechanisms. The Board, as the principal governing body, is responsible for financial management, including budgeting, fund allocation, and reporting. It is worth mentioning that EL*C deploys 2 Co-Treasurers to oversee financial operations, ensuring compliance with regulations while fostering financial co-leadership.

The member organisations, in the form of the General Assembly, play a crucial role by approving financial statements, budgets, and transactions involving auditors. Additionally, auditors, elected by the General Assembly, are tasked with independently reviewing EL*C's finances, ensuring funds are used according to the association's mission and legal requirements. Their reports must highlight financial irregularities or risks with the organisation.

Financial sustainability is maintained through diverse funding sources, including membership fees, grants, donations, and sponsorships. These mechanisms, combined with structured oversight, aim to ensure that EL*C remains financially transparent and accountable to its members, funders, and the community they serve.









ILGA-Europe's Constitution is the main governing document that describes the methodologies and roles of each body for financial accountability. The Executive Board oversees financial management, ensuring compliance with accounting regulations. It prepares the budget and financial reports, which are submitted to the General Meeting for approval. The Board also supervises the Executive Director and the Secretariat, who manage daily financial operations.

The General Meeting, representatives of member organisations, is the highest decision-making body and has exclusive authority over financial matters. It approves the annual budget, financial reports, and accounts, and appoints a statutory auditor to review financial statements. The General Meeting also has the power to recommend changes to financial policies and practices.

ILGA-Europe secures funding through grants, subsidies, donations, and partnerships. The statutory auditor, appointed for a 3-year term, ensures the legality and transparency of financial transactions.

The Statutes of IGLYO serve as the main governing document outlining processes related to financial accountability and transparency. These processes cover five key areas: annual accounts, annual budget, quarterly financial reports, daily financial operations, and tendering and value for money. Each is primarily created by staff, with oversight from the Board and, where relevant, support from external accountants and auditors. Core financial outputs, such as the annual accounts and budget, are approved by the General Assembly, which requires a quorum of 50% +1 of existing members.

Strategic financial oversight is retained by the Board, similar to the model used by ILGA-Europe, while regular financial reporting is overseen by the Executive Director and Finance & Operations Manager. More operational tasks, including daily reporting and procurement decisions, are managed and approved by senior staff.

IGLYO's financial sustainability relies on membership fees, grants, donations, and sponsorships, with core funding provided by the European Commission. This requires detailed financial reporting, as noted by the IGLYO Team. Additionally, the Governance Team, composed of independent advisers, provides financial and HR oversight, conducting annual assessments of the organisation's accounts before they are submitted to the General Assembly.

If IGLYO meets specific financial thresholds under Belgian law, the General Assembly must also appoint an administrator to monitor financial compliance.

As outlined in its Statutes, **TGEU** aims to ensure financial accountability through a structured governance system involving the General Assembly, Board, internal auditors, and independent auditors. The Board holds legal and fiscal responsibility for the organisation, overseeing financial management, approving budgets, and reporting financial activities to the General Assembly. The







Treasurer ensures proper financial oversight, while the Board may establish a Finance Committee for further monitoring.

Similar to the other 3 organisations, final approval of the financial reports and processes falls onto the General Assembly, assembly of member organisations.

To enhance transparency, internal auditors (elected by the General Assembly) review whether funds align with TGEU's mission and report their findings. Furthermore, the Board commissions independent financial audits, ensuring compliance with international standards, and submits the audit reports to the General Assembly.

TGEU's funding sources include membership fees, event revenues, service income, and public/private grants.

In summary, practices pertaining to financial accountability across EL*C, ILGA-Europe, IGLYO, and TGEU follow very similar principles of transparency, oversight, and structured governance, yet each organisation has distinct mechanisms for financial management and reporting.

All four organisations emphasise the necessity for transparency, oversight, and financial sustainability, as clearly defined in their respective governing documents. TGEU stands out for its structured internal and external financial controls, while ILGA-Europe and EL*C focus more on external audits. IGLYO integrates a Governance Team for increased financial oversight. EL*C's commitment to shared leadership is reflected also in the financial management and oversight with its co-treasurership in place.

2.5. Approval and Amendment of Governing Documents

The ability to amend governing and guiding documents is a fundamental aspect of democratic governance. It ensures that organisations remain adaptable to evolving legal, social, and operational needs while upholding transparency and accountability. Understanding the amendment process helps members navigate organisational structures effectively and engage in decision-making. It is equally important that organisations have a clear framework outlined in their Constitutions, Statutes, or Standing Orders on who can propose changes to these documents, how often this occurs and what the voting thresholds are. Lastly, another crucial, yet often overlooked, aspect is whether member organisations are given sufficient time and capacity to review and understand the proposed amendments. Therefore, this chapter will delve into the processes and policies in place in terms of amending the governing documents.

Among the organisations reviewed, **EL*C** allows full members and the Board to propose amendments. Proposals must be submitted at least 1 week before the General Assembly, and









the Lesbian Movement Committee reviews them before they reach the voting stage. In addition, the Committee can propose amendments to the Board's proposals. Members see the final version of the proposals at the General Assembly and discuss. A two-thirds majority vote is required for approval. Given that the EL*C General Assembly is convened annually, governing documents can be reviewed and amended every year.

ILGA-Europe follows a more structured process, allowing both full members and the Executive Board to propose amendments. Proposals must be submitted at least twelve weeks before the General Meeting, and a 75 percent majority collected vote is required for approval. The main discussions on the proposed items take place in spaces called "governance workshops", where the proposals and/or amendments are further discussed and may be recommended for approval or rejection. Governance workshops are facilitated and minuted by the Chairing Pool to ensure the parity of members and the Executive Board involvement. A final decision can only be reached at the plenary session through voting. Abstentions, blank or invalid votes do not count for obtaining the majority. Some amendments may also be necessitated by the Belgian legal frameworks.

As for the timeline, ILGA-Europe enforces a strict timeline to both ensure the call for amendments are made well in advance and to give sufficient time before the General Assembly is convened. Submissions of proposals are made 12 weeks before the first day of the General Meeting. Members are then given 6 weeks to compile their submissions. ILGA-Europe's General Assembly is convened annually so the Board and the full members have the opportunity to revise the governing documents each year, accessing them online on ILGA-Europe's website.

To continue, **IGLYO** balances structure and flexibility by requiring amendment proposals to be submitted 6 weeks before the General Assembly. Members receive the General Assembly documents with the Board's comments at least 4 weeks prior to the meeting. Both members and the Board can propose changes, which must be approved by a two-thirds majority vote.

Lastly, TGEU permits any full member to propose amendments, which are discussed and voted on at the General Assembly without a formal pre-submission deadline. Like EL*C and IGLYO, TGEU also requires a two-thirds majority vote for amendments to pass.

The key differences in these processes highlight the varying levels of complexity and accessibility. ILGA-Europe has the longest process and the highest approval threshold, ensuring stability but requiring extensive planning. EL*C allows last-minute submissions but includes a review stage by the Lesbian Movement Committee. TGEU maintains a flexible approach, while IGLYO provides a structured but moderate timeline.









Table 4: Amendment and Approval of Governing Documents at a glance

Organisation	EL*C	ILGA-Europe	IGLYO	TGEU
Who can propose?	Full members & Board	Full Members & Board	Members & Board	Members
Timeline for submission	1 week before GA	12 weeks before GM	6 weeks before GA	At GA
Process for reviewing the proposals	Lesbian Movement Committee (LMC) can review before the GA. Members can discuss at GA.	Members have 6 weeks to review the proposals.	Members have 4 weeks to review the proposals.	Proposals are discussed at the GA - no prior review process.
Voting threshold	Constitution by % majority, Standing Orders by a simple majority	75% majority	⅔ majority	⅔ majority
Frequency	Annually	Annually	At least every other year	Every other year









2.6. Dissolution

Governance structures often require that decisions relevant to dissolution go through a formal process, which can be through voting or a decision at the board level. Having a dissolution plan in place - theorised within the Constitution or Statute, helps in crisis situations by providing a clear roadmap for ceasing operations responsibly. We, therefore, studied the governing documents of each organisation under review to provide an insight into what processes are in place and how they are formalised by the organisation's governing documents.

At **EL*C**, the power to dissolve the organisation rests with the General Assembly. According to the Statute of EL*C, a qualified two-thirds majority of valid votes is required to authorize dissolution. However, post-dissolution processes are not outlined in any of EL*C's governing documents.

ILGA-Europe formalises its dissolution procedures in its Constitution, which mandates that the General Meeting vote on dissolution. In the event of deliberate dissolution, the General Meeting determines the liquidation process, appoints one or more liquidators, defines their powers, and decides how net assets will be allocated. Regardless of the type of dissolution, ILGA-Europe's net assets may only be transferred to another non-profit organisation with similar aims and objectives. The required voting threshold for this process is a simple majority of the votes received.

IGLYO also regulates dissolution through its Statute, requiring a General Assembly vote for voluntary dissolution. However, the organisation can only be dissolved with a four-fifths majority. The liquidation process following dissolution is not explicitly defined.

Finally, **TGEU** mandates that its General Assembly, composed of representatives of member organisations, make the dissolution decision with a more than three-quarters majority vote. TGEU's Statutes regulate the transfer of assets, ensuring they are given to a legal entity under public law or another tax-privileged organisation, to be used for the promotion of equality for all genders.











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TO BE CONTINUED...

These are the topics you will read in PART II of this document to be published before the Founding General Meeting of Bi+ Equal in October 2025:

- Bi+ Movement: Key Governance Expectations and Needs
- Recommendations
- Conclusion
- Appendices









Shaping The Future of Bi+ Equal

PART I: Comparative Governanc Analysis July 2025



