

# At-Large Review

## Implementation Overview Proposal

### *FINAL DRAFT FOR DISCUSSION & APPROVAL*

Discussions about the second Independent Review of At-Large began in November 2014. In early 2015, it was agreed that the Review should be delayed due to the efforts currently being devoted to the IANA Stewardship Transition and ICANN Accountability. Ultimately, a Request for Proposal was issued in January 2016, and the contract to conduct the Review was awarded to ITEMS International in May 2016.

The Final Report was issued in May 2017. Following significant consultation throughout At-Large and with the At-Large Advisory Committee (ALAC), the Review Working Party (RWP) issued its At-Large Review Recommendations Feasibility Assessment & Implementation Plan (ALRRFA&IP) in September 2017. Although the ALAC and the RWP agreed with many of the issues raised in the report, there was general agreement in the ALAC and throughout At-Large that the many of the Recommendations were either not implementable or if implemented, would be harmful to At-Large. As a result, of the sixteen Recommendations, the RWP rejected eight and accepted eight with some modification or conditions.

The ICANN Board Organizational Effectiveness Committee (OEC) reviewed the Report and the ALRRFA&IP and subsequently asked the ICANN organization to develop documentation, mapping any gaps between the underlying issues noted by the independent examiner and the ALRRFA&IP by the RWP. The purpose of this mapping was to ensure that sufficient information was available to the OEC, to support its recommendation, and eventually the Board's action, on the At-Large Review.

This mapping document was delivered to the RWP and the ALAC in late December 2017. Upon review the mapping was found to include the Report Recommendations and a large number of questions which, although interesting, would not likely provide additional guidance to the OEC and the ICANN Board in evaluating the proposed implementation. It was also missing some aspects of the proposed implementation (many of which had been in earlier documents but not the ALRRFA&IP due to restrictions in its structure).

This current document was created by the RWP extracting from the ICANN Org mapping document the issues identified in the ITEMS Report as well as the ALAC proposals on how to address the issues. The proposals were further fleshed out and rationales included as appropriate. Implementation timing estimates are included. The hope is that this document can form the basis for an OEC recommendation to the Board on how to proceed with the At-Large Review.

Should the OEC and the Board proceed on this basis, the ALAC will charter a Review Implementation Team to start building a detailed plan and timeline.

Issue Number	ITEMS Int'l Issue	ALAC Comment	ALAC Proposal	Target Completion
1	Quality vs quantity of ALAC advice	<p>The ALAC already carefully considers whether to issue a comment or advice on every issue that arises. Between 2012 and 2016, the percentage of Public Comments we replied to dropped from 56% to 35%. We differentiate Public Comments, replies to specific queries, self-initiated statements and formal Board Advice.</p> <p>The ALAC acknowledges that the At-Large website does not always fully represent the diverse nature of its various statements.</p>	<p>Staff, under the direction of At-Large leadership, has already begun to rework the website and Wiki to ensure that our “Policy Advice” pages are accurate and understandable. This will continue as volunteer and staff resources allow. We will also ensure that as documents are published, the classification of the document is clear.<sup>1</sup></p>	6-9 months
2	At-Large has struggled to reflect/process end-user opinion; barriers to individual participation; perception of unchanging leadership group.	<p>The ALAC acknowledges the long-standing difficulty in getting users to be active in ICANN policy issues. The arcane nature of the issues, the fact that users are rarely employed in areas related to ICANN and the predominant use of English with limited interpretation and translations into other UN languages, are all significant impediments. Moreover the architecture of At-Large mandated by the ICANN Bylaws facilitates identifying people and groups who have affinity for the Internet and Internet governance, but not necessarily ICANN.</p> <p>These are not new problems. At-Large is well aware of them, and we have been focussing on how to attract more volunteers who are likely to get involved, and how to develop them once attracted. These activities are paying dividends, but clearly, more needs to be done.</p> <p>Language is one significant barrier without any easy answer. Another is access to adequate communications and that will be further addressed under Issue 10.</p> <p>The perception of unchanging leadership (“leadership” means those appointed to the ALAC, regional leadership</p>	<p>At-Large is increasingly focusing on individuals (both unaffiliated At-Large Members as well as members within each At-Large Structure (ALS) instead of just ALS voting representatives. Four of the five Regional At-Large Organizations (RALOs) allow individual members and the fifth, LACRALO, has already approved the concept and is developing the detailed rules. We will also use the ALSes to communicate with those within an ALS who may have an interest in ICANN.</p> <p>RALOs have also started to identify experts on ICANN topics within their ALSes and among individual members and to increasingly engage them in ALAC’s policy work. Thus, a bi-directional flow of ICANN information continues to be strengthened.</p> <p>These activities will require the</p>	2 years and ongoing

<sup>1</sup> In this and all applicable implementations, the ALAC will consider how metrics will be used to track implementation.

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		<p>and other appointed positions) is just that – a perception. It is not supported by participation statistics.</p> <p>The Appendix to this document provides an overview of At-Large volunteer turnover.</p> <p>The first chart shows the number of new volunteers (those who have never previously held an a position as an ALAC Member, RALO leader, ALAC Liaison to another AC/SO or as a NomCom Delegate) in each year. The 2007-8 figures reflect the creation of RALOs and the appointment of their leaders, and the phasing out of Board-appointed ALAC members in favour of RALO-Appointed ALAC Members. On the average, we have about seven new people taking office each year (out of a total of about 34).</p> <p>The second chart shows the period of time (measured in ICANN meetings) that a volunteer serves (in all the roles they may play in their career). The key finding is that largest group of people serve just 2 years or less – a single term. This demonstrates not a problem in people staying too long, but a problem in retaining people once recruited.</p>	<p>production of information that is truly understandable (as identified in a recent <a href="#">ALAC-GAC Joint Statement</a>) and available in multiple languages. As some of this will need to be created by At-Large staff, additional resources may be needed.</p> <p>We would suggest that At-Large Staff continue to work together with At-Large Leadership in looking for effective methodologies to coach and onboard new policy volunteers and leaders to facilitate the development of their skills and encourage them to stay and deepen their knowledge and expertise</p> <p>Regarding the perception of unchanging leadership, statistics reporting involvement will be published.</p>	
3	Staff resources are disproportionately concentrated on administrative support. Staff should have greater capacity to support preparation of policy advice.	The ALAC agrees that staff should have the opportunity to develop their capacities to better support the At-Large policy activities, including the drafting and editing of documents. However we believe that all At-Large staff, including managers and those performing more administrative activities, contribute to the facilitation of policy advice support. Teleconferences, webinars and our web and Wiki spaces all require extensive support. Given the nature of the expected focus of work, we believe that the major staff requirements will be more administrative in nature. Moreover, care must be taken to ensure that	<p>Continue to look for opportunities to utilize and develop the skills of At-Large support staff while ensuring that the positions taken by At-Large represent solely those of users. Ensure that the volunteer community has sufficient support services so as to best utilize their volunteer time.</p> <p>This may require a shift or development of skills among At-Large Staff as well as</p>	1-2 years presuming staff resources available

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		control of content is always the responsibility of the At-Large Community.	additional staff.	
4	Leadership Team (ALT), which is not mandated by ICANN Bylaws, concentrates in the established leadership too many decision-making and other administrative powers which should be spread among the members of the ALAC.	The ALT consists of the ALAC Chair, one or two Vice-Chairs, and two or three other ALAC members totaling five ALAC Members, one from each of the five regions. The ALT does not make any substantive decisions nor has it any powers not already invested in the Chair, both according to the ALAC Rules of Procedure and in actual practice. It is a consultative and advisory body for the Chair and was created to allow the Chair to delegate tasks to those who indicated a willingness to put additional time into ALAC work and to bring in a regional perspective. The ALT, on a regular basis, makes recommendations to the ALAC for its consideration.	The ALAC Chair will work with members of the ALAC and staff to better communicate the role and activities of the ALT ensuring that it is clear what the ALT does and does not do.	3 months
5	Uneven contribution of At-Large to a coordinated ICANN strategy for 'Outreach and Engagement'. Missed opportunities for coordination with other constituencies and ICANN staff.	<p>The Issue identified focuses on the lack of cooperation with other parts of ICANN and ICANN staff. The ITEMS recommendation focused purely on increased cooperation with the Internet Society (ISOC) and other I* organizations.</p> <p>The ALAC, along with its At-Large Outreach and Engagement Working Group, regularly interacts and cooperates with other parts of the ICANN ecosystem and with ICANN staff. We do not envisage any significant change that we have control over.</p> <p>Individuals and groups within At-Large regularly have interactions with the constituent parts of ISOC and other Internet governance bodies including the Regional Internet Registries (RIRs). In our formal ICANN capacity, this is limited by ICANN's mission and scope.</p>	<p>To the extent allowed by ICANN's mission and available funding, members of At-Large and the At-Large organizations will continue to, and potentially increase, our involvement with other I* organizations as a method for increasing the visibility of At-Large, exploring areas for mutual collaboration and for attracting additional At-Large volunteers.</p> <p>At-Large will continue to work closely with GSE Staff to contribute to regional outreach plans and to encourage participation in a cross-community, cross-organizational fashion.</p>	Ongoing
6	Election processes are excessively complex and have	Many of our selection processes are exactly comparable to those throughout ICANN (and some are less complex).	At-Large will continue to evolve its processes through its bottom-up, consensus based, community	Ongoing

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	<p>been open to allegations of unfairness.</p>	<p>The process used for the Director selected by At-Large is more complex than that used by SOs but quite similar to that used by the NomCom (factoring in the different overall mandate). It was developed through a bottom-up process.</p> <p>The reviewers never detailed what the allegations of unfairness referred to, other than to imply that pure random selection among all candidates was “fair” but they did not explain how that would result in winners who would be effective.</p>	<p>deliberations and update as and when needed.</p>	
7	<p>Excessive amounts of At-Large Community time spent on process and procedure at expense of ALAC’s mandated responsibilities to produce policy advice and coordinate outreach and engagement activities. Too many internal working groups are a distraction.</p>	<p>The issue was likely a result of the At-Large website documenting all Working Groups (WGs) within At-Large with an equal focus, including groups no longer active or special-purpose groups with limited membership and applicability. The ITEMS recommendation to abolish ALL WGs was likely partially driven by their belief that all of these groups were active, and partially driven by their apparent belief that actions (such as the decision to use new conferencing software or develop a plan to do something) could be unilaterally done by a single person, counter to the overall ICANN methodology of decision by consensus.</p> <p>The issue was exacerbated by the review coming at the end of the IANA transition and CCWG-Accountability. As a result of this focus, we had to a large extent put aside many of our traditional policy activities and had not focused on the creation of our new web presence which had inappropriately been designed to present all WGs as equal.</p> <p>Moreover, a significant part of the ALAC’s responsibility is to oversee and manage how At-Large works and WGs are the natural way in which that responsibility is carried out.</p>	<p>The ALAC has begun to review our WGs, ensuring that the ones we have are active and relevant. We have also started the process to revamp our WG web and Wiki presence to ensure that all WGs are properly represented and documented. Groups no longer active will be segregated, but still documented for historical purposes.</p>	<p>6 months and then ongoing.</p>

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8	Social media and other Internet-based tools could be used more effectively, and at minimal cost, to continuously survey and channel end-user input into ICANN policy making processes.	We do use social media, in a way similar to other parts of ICANN. We have a Social Media WG that is tasked with investigating ways that we can effectively use Social Media. At-Large staff also work with At-Large members on posting regular updates on At-Large social media channels. However, access to social media varies significantly throughout the world, and it cannot be presumed that any given tool is ubiquitous.	We will continue to investigate opportunities to use Social Media and other online tools that prove useful to bring end-users' voices to ICANN and vice-versa. However we caution against seeing social media and online tools as a substitute for other means of participation. We are eager to work with ICANN Organization to understand ICANN's interests in this area, and the tools available to integrate and communicate our work more effectively.	Ongoing
9	Need for increased At-Large Community awareness and staff training regarding the use of social media.	The ALAC supports addressing this, but notes that, based on the specialized scope of ICANN and its complexity, social media is not a panacea that will address all problems	The ALAC will request additional staff skill development in the area of social media, and to work cooperatively with ICANN Communications social media specialists.	1 year and then ongoing, presuming appropriate staff availability
10	There are a multitude of communications channels used by At Large (sic). This has led to fractured and undocumented communications.	<p>The associated recommendation specified the adoption of a single communications platform.</p> <p>The ALAC supports the intent to ensure that appropriate communications tools are used within At-Large. However, we note that the adoption of IT-based tools for ICANN typically requires the support of ICANN IT staff and that the selection of said tools is not the sole choice of the ALAC. Moreover, due to the diverse nature of At-Large and the considerably varied access to affordable, reliable broadband communications, no single tool is likely to be able to meet the full needs of At-Large. To be clear, At-Large uses the same tools that are commonly in use throughout ICANN.</p> <p>A related problem is that regardless of the specific tools</p>	<p>The ALAC Technology Taskforce regularly reviews various communications tools with the aim of improving At-Large participation.</p> <p>The At-Large Community is very diverse and the selection of any new tools must accommodate this diversity. We will also need to continue to investigate how we can overcome the lack of affordable communications for many of our participants and future participants.</p>	Ongoing

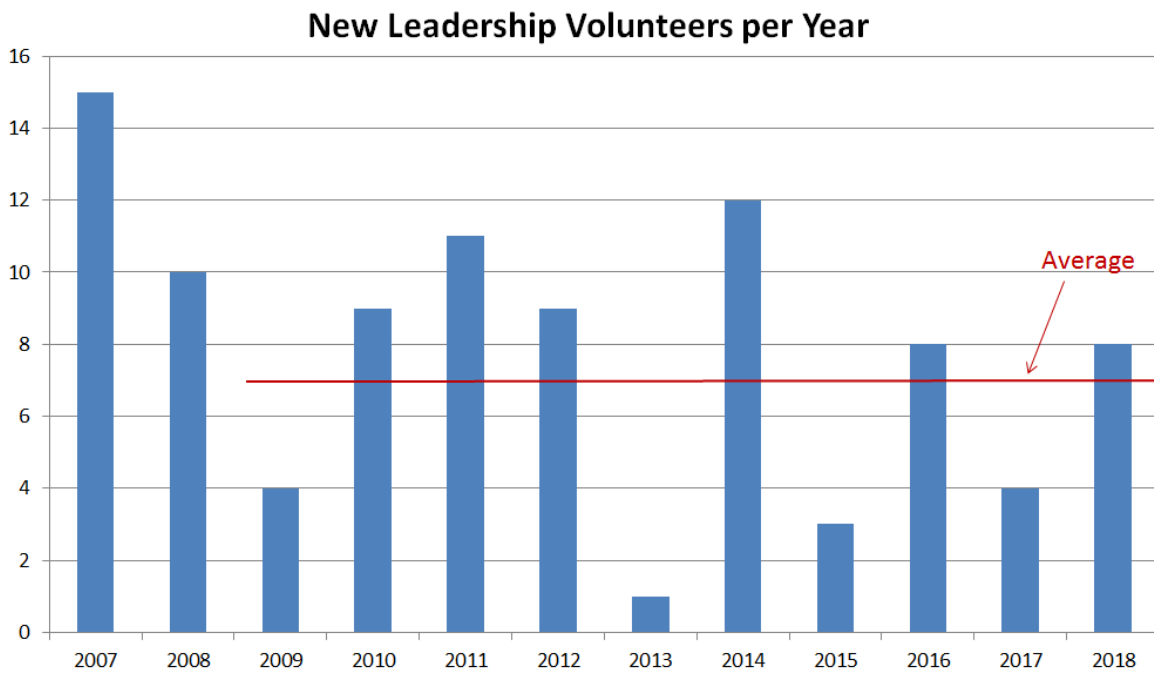
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		<p>and activities (such as remote teleconference attendance) more bandwidth is required than is often available or affordable. Moreover, some tools, such as the ICANN standard Adobe Connect, or more recent tools, are often unusable for many of our participants.</p>		
11	<p>While broadly popular, Global ATLAS meetings every 5 years have been difficult to organize and short on effective results. More frequent regional meetings would be more effective in encouraging both policy input and outreach while familiarizing more of At Large with workings of ICANN.</p>	<p>The ITEMS team did not seem to understand that the ATLAS meetings held every 5 years were used to complement the regional meetings (with 1 regional meeting per RALO between ATLAS meetings).</p> <p>The plan was approved by the Board in 2016.</p>	<p>The ALAC will proceed with its plans as approved by the Board, pending appropriate funding.</p> <p>As with all At-Large activities, there will be an increased focus on tracking and metrics.</p>	Ongoing
12	<p>ALAC input to a coordinated ICANN Outreach sub-optimal.</p>	<p>The recommendation focussed on increased RALO participation in regional and global events (IGF, RIR meetings, ISOC events) and additional requested funding.</p> <p>This Issue was phrased differently, but the resultant ITEMS recommendation was comparable to that for Issue 5.</p>	<p>As noted in Issue 5, the ALAC supports such external activity to the extent that funding is available and it coincides with ICANN's mission.</p> <p>Increases in such funding would be appreciated, but in light of the FY19 draft budget, we are now in a mode of trying to minimize impact of the proposed cuts to such activities.</p>	N/A
13	<p>Need more systematic RALO participation in</p>	<p>The associated recommendation mandated that travel opportunities be well documented in a single place, and that information of the beneficiaries should be similarly</p>	<p>At-Large Staff working with relevant departments to develop a single location which will point to travel</p>	Six months

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	regional events	<p>published in a single place.</p> <p>The ALAC noted that various programs are advertised and the recipients documented by multiple parts of ICANN Organization. Replicating these would likely result in out-of-sync information, and it is preferable to point to the appropriate resources.</p> <p>Reporting varied based on the funding sources, with some trips being fully documented as to cost, others completely undocumented and some in between. The ALAC supports full disclosure but that is not under ALAC control.</p> <p>The ALAC believes that full disclosure should be the case for ALL parts of ICANN and not just the ALAC. That includes the Board and ICANN Organization.</p> <p>While the ALAC supports transparency in travel funding, it also notes that this is not a one-sided relationship. In ICANN parlance, "volunteers" refers to all parts of the ICANN community not paid by ICANN. However, a large part of this community is in fact paid to participate in ICANN on behalf of their employer or by serving their self-interest as part of the domain name ecosystem. At-Large volunteers are in fact volunteers in the true sense of the word. Virtually all of their time at face-to-face meetings and when participating remotely (conference calls, e-mail, document preparation) is personally donated. The cost to them (such as lost revenue, unpaid leave or vacations not spent with families) far exceeds the actual out-of-pocket costs to ICANN. ICANN rarely factors in these contributions and it must do so to properly represent the costs AND benefits of volunteer involvement.</p>	funding opportunities and documentation of what resources were ultimately distributed, to the extent supported by those ICANN entities providing funding and reports.	



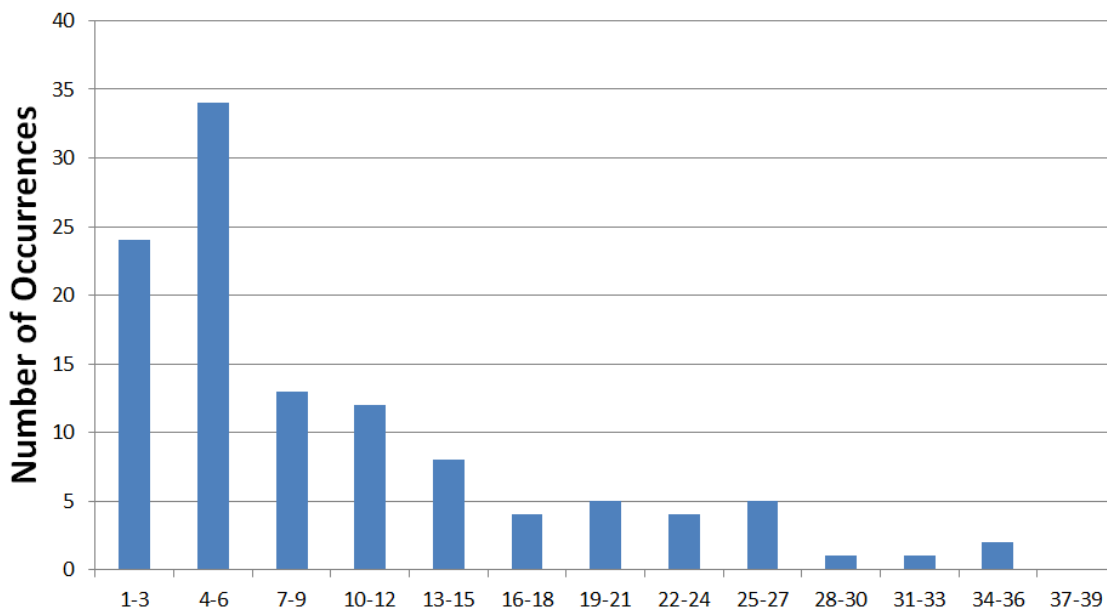
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14	Need for an innovative approach to funding a revitalized At-Large.	The recommendation suggested that New gTLD Auction Proceeds be used to fund At-Large.	It is the understanding of the ALAC that At-Large may only be funded from ICANN operational funds.	N/A
15	Need to reinforce impact of outreach and engagement activities.	<p>The gist of the recommendation was that we fund five travellers to attend ICANN meetings to do outreach.</p> <p>The ALAC noted that although we do participate in outreach activities during most ICANN meetings, we did not believe that funding travellers specifically for this purpose was appropriate.</p> <p>The ALAC further noted that ICANN participates in “outreach” by bringing people to ICANN meetings to learn about ICANN (Fellows and NextGen), and that we strongly support these activities.</p>	As noted previously, subject to available funding, we do look for opportunities to explain At-Large and attract new participants at non-ICANN events. When opportunities have arisen where funds are available to bring a targeted group to an ICANN meeting with a good potential for future involvement, we have done so.	N/A
16	Absence of consistent performance metrics.	The ALAC does maintain metrics for its volunteers (ALAC, Regional Leaders and Liaisons), but has struggled to do so for the larger At-Large community.	<p>The ALAC has had a Metrics WG and an ALS Review Taskforce, both of which largely went into stasis during the IANA Transition and Accountability efforts. It is proposed to revive this activity as part of the At-Large Review Implementation.</p> <p>The ALAC notes that regional differences make it more difficult to have uniformity over participation metrics, but agrees that is an important target.</p> <p>The ALAC notes that collecting such statistics is a staff-intensive operation.</p>	Nine months to design, and then ongoing, with a checkpoint one year after collection starts, all presuming availability of staff resources.

# APPENDIX: At-Large Volunteer Turnover



Number of new people (no previous role) entering appointed positions each year (ALAC, Regional leaders, SO/AC Liaisons, NomCom Delegates). Average in recent years is 7 new people per year. Introduction of newly created RALOs accounts for large 2007-8 numbers. Total number of positions is about 34.

## At-Large Leadership ICANN Meeting Counts - 2007-2018



Distribution of total number of ICANN meetings during which a volunteer holds office over their entire ICANN At-Large career. Appointments could be contiguous or with gaps. First column slightly high due to the inclusion of the 8 people appointed at ICANN60 (most of whom will serve at least 2 years but these statistics extend only to the 2018 AGM).