

FACT-FINDING STUDY

(WOSM/WAGGGS)

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1. INTRODUCTION

1.1 During the WAGGGS/WOSM joint presentation at the 35th World Scout Conference in Durban in July 1999, it was reported that the WAGGGS World Conference, held in Dublin in June 99, had passed the following resolution:

Recognising the urgent need for a common Long Term Vision within WAGGGS, and accepting that there are three types of organisations supporting the WAGGGS Mission, but with a differing Long Term Vision, viable for WAGGGS:

- Girls only
- Girls & boys within WAGGGS
- Scout and Guide National Organisations

The World Board recommends that:

- WAGGGS carry out an internal study of our strengths and weaknesses through wide consultation which will include Component Associations, Member Organisations, Regions and the World;
- There should be a joint study that would analyse the present situation of WAGGGS and WOSM and examine joint options for the future;
- The World Board will review the findings and will propose an appropriate motion for the 31st World Conference in 2002. (This was adopted by 98 votes with 15 against).

1.2 The World Scout Committee had considered the second recommendation for a joint study but reported its view that WOSM itself should undertake a fact-finding study aimed at *'identifying the relevant issues if a long-term vision of one new world organisation were to be considered, noting in particular the implication for WOSM at all levels.....'*

1.3 The full text of the World Committee's statement is given below:

'At its meeting on March 1999, the World Scout Committee had discussed at length the subject of WAGGGS/WOSM relationships. As a result of that discussion, it had anticipated the possibility that the WAGGGS World Conference might adopt a resolution proposing a feasibility study to analyse the pros and cons of a merger between WOSM and WAGGGS. It had concluded that, should such a proposal be formally made by WAGGGS, the World Scout Committee would accept the principle of a study.

'Consequently, at its meeting here in Durban two days ago, the World Scout Committee has decided to undertake, in consultation with WAGGGS World Board, a fact-finding study bearing upon a number of key factors involved in the relationship between the two World Organisations. These factors comprise:

- fundamental values, our principles and practices
- mission
- educational methods
- membership policies
- organisational and financial questions
- structural implications at all levels, including national.

The fact-finding study will aim at identifying the relevant issues if a long-term vision of one new world organisation were to be considered, noting in particular the implications for WOSM at all levels.

The study should be completed and reported to the World Scout Committee in September 2000.'

- 1.4 The World Scout Committee statement defined the above six areas of study. Each of these has been considered in the following sequence:
- Constitutional provisions - what we are aiming to do
 - Implementation in practice - the reality of what we actually do
 - Relevant Issues - potential significance, points of similarity and difference.

The sixth section, which deals with organisational and financial questions, has been structured slightly differently under two sub-headings 'Constitution and Practice' and 'Relevant Issues.' In classifying facts under the six areas, some overlapping and repetition is unavoidable.

- 1.5 As a fact-finding study it is not the purpose of this report to determine whether any future merger would be feasible or not. It will be for the World Scout Committee to consider the next step following its meeting in October 2000.
- 1.6 A considerable amount of information has been sifted through and the writer is grateful to all those, and particularly both World Bureaux, who have contributed information. However in some cases it has been quite difficult to make direct comparisons between WAGGGS and WOSM (even with such basic data as membership figures or annual income and expenditure) because of the different ways of collecting data, different working methods and procedures.
- 1.7 In reviewing so many facts for this report a choice has to be made between either assembling a very comprehensive and voluminous document with appendices (which could be too long to read comfortably) or a shorter one which tries to identify the main points. This report therefore is not meant to be comprehensive; it has focussed on those items of divergence or convergence which the writer found to be of particular relevance or significance.

2. FUNDAMENTAL PRINCIPLES

Constitutional provisions

- 2.1 The Constitutions of WAGGGS and WOSM contain many similar key words on Fundamentals, but there are differences in approach and emphasis. (Some copies will be available at the meeting for reference if required).
- 2.1.1 WOSM first describes in detail the Definition of the Scout Movement, its Purpose, Principles and Method and only later describes the organisational structure.
- 2.1.2 WAGGGS begins by stating that the *'Fundamental Principles of the World Association are those of the Girl Guide/Girl Scout Movement as expressed in the Original Promise and Law laid down by the Founder'*, but does not go on to spell out what these principles are. It then describes the Object of the Association, the Name of the Association, who may use its Emblem and the criteria of Membership. The Method is not mentioned in the table of contents and is given lesser prominence as a subsection under 'membership'. This

difference in emphasis may be reflected in some of the differences of approach in the services provided by each World Organisation (see under Educational Methods in Section 5.00).

- 2.1.3 Another important difference between the two Constitutions lies in the *Object* in WAGGGS (aimed at *'girls and young women'*) and the *Purpose* in WOSM (aimed at *'the development of young people'*). The effects of this are discussed under Mission.

Implementation in practice

- 2.2 WOSM has been clear and consistent in the implementation of its Constitution but has sometimes been criticized by some Associations for being rather too rigorous or inflexible. WAGGGS has been flexible but has sometimes been criticized for inconsistencies or unclear changes in policy.
- 2.3 In theory and subject to historical exceptions, neither World Organisation supports 'alternative Promises' and both insist on an acceptable spiritual element in new Promises submitted or changes to existing Promises. However, see next item.
- 2.4 The Promise of Girls Scouts USA has been queried by some. Their Promise reads: *"On my honour I will try.....to serve God and my country...etc'*. However, GSUSA states that it *'makes no attempt to define or interpret the word "God" in the Girl Scout Promise. It looks to individuals to establish for themselves the nature of their spiritual beliefs. When making the Girl Scout Promise, individuals may substitute wording appropriate to their own spiritual beliefs for the word "God".'*

Such a situation would be unacceptable to WOSM, which is prepared to accept some variation in the actual formulation of the spiritual requirements (if requested by an Association for use by all its members) provided that any such variation is considered and approved by the World Scout Committee as fulfilling these requirements. It does not accept that each individual member would establish for him/herself purely subjective formulations of that requirement in accordance with his/her belief.

The WAGGGS World Board, which approves (on the recommendation of the Constitutions Committee) all Promises for each age range, accepted the explanation of the GSUSA, which assured the Board that the fundamental principles were being upheld in the application of the Promise in each individual case.

Relevant issues

- 2.5 Any difference in the interpretation and application of a spiritual element in the Promise and Law would be a very relevant issue if a long-term vision of one new world organisation were to be considered; this is particularly true in view of the difference in approach on that subject between the Boy Scouts of America and Girl Scouts USA.

3. MISSION

Constitutional provisions

- 3.1 The Constitutions of WAGGGS and WOSM define the Movements and are set out by WAGGGS under *Preamble, Fundamental Principles and Object* and by WOSM under *Definition, Purpose, Principles and Method* as a background to the Mission statements.
- 3.1.1 The WAGGGS Mission, as defined by the WAGGGS World Conference, is: *'To enable girls and young women to develop their fullest potential as responsible citizens of the world'*.
- 3.1.2 The WOSM Mission, as defined by the WOSM World Conference, is: *'The Mission of Scouting is to contribute to the education of young people, through a value system based on the Scout Promise and Law, to help build a better world where people are self-fulfilled as individuals and play a constructive role in society'*.

Implementation in practice

- 3.2 It is clear that in the Mission Statements of both World Organisations there is a basic difference in terms of gender. Since the gender question has for many years been a major issue between the two World Organisations, it may be helpful to consider briefly its evolution within both organisations.
- 3.3 In promoting its mission, WAGGGS policy on boy membership has not been consistent. Up to 1972 there was no question of boy membership and WAGGGS World Conference in that year sternly warned its Associations that WAGGGS *'cannot recognise as members..... Organisations which admit boys to membership'*.
- 3.3.1 In 1981 both World Organisations agreed to accept a form of organisation at national level, which could take the form of 'a joint organisation' or 'a merged organisation', (also referred to as a SAGNO, a Scout & Guide National Organisation). The 'joint' national organisation had one national headquarters but with quite separate Scout sections for boys and Guide sections for girls. The 'merged' national organisation had no separate structures for girls and boys. In both cases the male members had to be members of WOSM and the female members had to be members of WAGGGS, (see also 4.6).

Soon after this, during the 1980's, some WAGGGS Associations began admitting boy members *'as an experiment'*. The 1990 Conference took note of this new situation and asked that the experiment *'be evaluated with a view to definite conclusion'*. In 1992 WAGGGS held a round table with those Associations that had accepted boys. The Associations stated that the boys had joined them because of dissatisfaction with their national Scout organisation. However, at the WAGGGS World Conference in Denmark in July 1993, *'it was agreed that the experiment of Associations admitting boys be ended. WAGGGS again*

reaffirmed its desire to be an Organisation committed to the development of girls and young women'. Later there was some confusion about the interpretation of this resolution. In practice no attempt was made by the World Board to prohibit boys as members. By 1993 adult men who were working to support the mission of WAGGGS had already been accepted as members by some Associations. but the membership of boys was primarily seen as a means to support the education of girls and not as an objective in itself. The boys *'cannot participate fully in the programme offered as the programme should be supporting the Mission Statement of WAGGGS...the advancement of girls and young women'*.

In November 1993 following a number of incidents, the World Scout Committee decided that it would *'recommend to the World Conference the recognition of a SAGNO only in those countries where there is a clear historical basis to justify its creation, and which have the human and material resources needed to make it operational'*.

From 1993-1997 there were several points of friction in the relations between WOSM and WAGGGS at world level and in the field. Early in 1998 WAGGGS reported that there were 17 Associations where *'boys are already benefiting from the programmes. Many boys and men prefer our programmes, attitude and values'*. The 1998 census showed 19 Associations with boys, of which only nine had more than 100 members, the total world-wide being 11,468.

- 3.3.2 However, in March 1998 a major change in policy occurred in a *'WAGGGS Statement'* issued by the World Board which formalised boy membership. It stated that *'All Member Organizations with boys within their membership and who are members of WAGGGS (either full or associate) will continue to hold membership of WAGGGS. There will be no requirement by the World Board to restrict their membership to girls and young women only'*.

'No new Member Organizations will be admitted to WAGGGS' s membership after 1st October 1998 which have boys within their membership. All Associate Member Organizations with boys will be allowed to obtain full membership.' (But see also 4.2 which states that it is for each member Association, not WAGGGS, to decide on boy membership).

- 3.3.3 In the same statement the World Board offered *'existing SAGNOs the option of membership within WAGGGS for all their boys and girls (whilst at the same time retaining their membership of WOSM, if they so wish)'*.

- 3.3.4 Although WAGGGS Associations had had the flexibility to accept some adult men as members of their Associations this was not encouraged. The above WAGGGS Statement of March 1998 also confirmed that *'all member organisations may have adult males as members'*. However, only women *'would be able to hold WAGGGS offices'* defined as being members of the World Board, its Committees, Regional Committees and their sub-committees. Within National Associations *'it may be necessary for Associations to place restrictions on the participation of men within the Associations, to avoid the danger of men taking over control of these Associations'*. Therefore each Association would need to decide on a policy regarding participation at WAGGGS events and *'what positions within the Associations can legitimately be held by men.....'*

- 3.3.5 WAGGGS has stated that these changes of policy were an interim measure and has recognised that they were unsustainable in the long term.
- 3.4 WOSM's mission has also evolved over the years. Up to 1966 Scouting was exclusively for boys. Then some Associations, faced with social trends and national educational pressures, widened their aims to include the development of 'young people' not just boys. The 1973 World Conference revised the Constitution with this wording too, but there was no special drive to recruit girls and no promotional material was produced. Girl membership increased slowly and naturally. By 1991 a survey showed that Associations which offered the option of mixed membership in one or all age ranges were the most common form of Scout Association. Today, census figures received by the World Scout Bureau show 1.040,000 girls and young women in Scouting, but the actual number could be greater. WOSM's current policy is actively to encourage female membership (Policy on girls and boys, women and men within the Scout Movement - World Scout Conference, Durban, 1999).
- 3.4.1 WOSM Associations have had female leadership since 1916 when the first Cub section was formed in 1916 by Baden-Powell with the introduction of female leaders led by the first female National Commissioner. The leadership in the two largest age ranges, Cub Scouts and pre-Cubs, are predominantly female and in most Associations all other leadership positions are also open to women (see also 4.9). This policy has extended throughout WOSM to Regional Committees and the World Committee.
- 3.5 An important factor, in concluding this consideration of gender policy, was the World Scout Committee's 'Vision of the Future'.

In June 1990 a new Statement on Relationships had been drafted jointly by both World Chairmen and the representatives on the Joint Consultative Committee and agreed unanimously. This joint Statement was however rejected by the WAGGGS World Board, at its meeting held just before WAGGGS Singapore Conference, because it referred at one point to the fact that within WOSM one type of National Scout Organisation included both boys and girls. As a result, the World Scout Committee, meeting a few weeks later at the WOSM World Conference in Paris, decided to reconsider its relationship with WAGGGS, particularly in view of the fact that many of its Scout Associations included girls within their membership.

In April 1991 the World Scout Committee produced a policy statement on relationships which included its belief that *'at the dawn of the third millennium the logical evolution would imply that all those who adhere to the ideals of Lord Baden-Powell work together within the framework of the same Movement and the same organisation.....'*. However at its 1993 World Conference WAGGGS stated that it *'does not support WOSM's vision of one World Organisation'*. At a later Consultative Committee meeting in December 1995 the World Committee agreed that its vision of a single world organisation *'will no longer be an option unless and until agreed by WAGGGS'*. In May 1997 the World Board's policy statement on relationships confirmed that *'WAGGGS clearly rejects the vision of one world movement, believing that through this development, the distinctive focus on girls' non-formal education would be lost'*.

The issue has therefore been dormant for the past five years. But the influence of the 'vision of the future' on WAGGGS gender policy was far-reaching. The pressure put on WAGGGS as a direct or indirect result of the 'vision' - perceived by some as a take-over threat - may largely account for the various changes of policy, which WAGGGS has acknowledged has led to an unsatisfactory situation.

- 3.6 Another relevant aspect of the influence of the gender question on the mission has been WAGGGS focus on developing a more positive feminist approach in order to '*promote the advancement of girls and young women*'. This contribution to the advancement of girls and young women has been strongly promoted by WAGGGS in recent years, in many of its programmes, over and above the original educational aspects evident in the early days of the movement.

Relevant issues

- 3.7 The mission is unquestionably relevant, but it needs to be considered with caution as certain aspects could be misleading.
- 3.7.1 At first sight it would appear that both missions are tending to converge on the question of gender, since WAGGGS has become more open to the admission of males within its own membership. This could be perceived as a positive factor in the direction of a merger. However, before reaching that conclusion one has to ask whether this trend on WAGGGS part reflects a true evolution in its mission or whether it was the result of outside pressures imposed on it. A review of developments over recent years, the statement by WAGGGS that these developments were an interim measure and the fact that these reflect a dilemma within the organisation clearly do not support the evolution theory. Furthermore, there is no indication of such an evolution in World Conference resolutions, which have repeatedly insisted that WAGGGS '*remains focused on the needs of girls and young women*'. or in the latest 1996-99 Triennial Report which points out that '*WAGGGS is a unique organisation having been run BY women FOR women for 70 years*'. This point was recently emphasised at the annual meeting of one of WAGGGS's larger member Associations, which stressed the advantages to girls and young women of being in an all-girls organisation and the value of providing '*a boy-free zone*' for its members. (This contrasts with the views of some SAGNOs which prefer a mixed gender approach.)
- 3.7.2 One of WAGGGS current options for a vision of the future is a new world organisation created by working with WOSM '*in which the sanctity of WAGGGS gender-specific mission would be safeguarded*'. If despite appearances there remains a fundamental difference of emphasis in the missions of WAGGGS and WOSM, it would be legitimate to ask whether it is realistic to expect such a specific mission to be achieved within the framework of a larger organisation having a much broader mission addressed to both genders without becoming diluted. Associations which want WAGGGS to focus entirely on its mission for girls and young women would argue that an organization run by women for women would be more effective in safeguarding that mission.

- 3.7.3 Be that as it may, for any new world organisation a new mission statement would have to be devised and new practical guidance prepared on how to implement it.

Today, WAGGGS accepts that different approaches to the way of work, *'may include the admission of boys and young men within the National Organisation to achieve the stated aim of WAGGGS to promote the advancement of girls and young women'*. But within any new world organisation these Associations would need to provide educational programmes and be equally responsible for the development of their male members. The idea of one gender serving the educational needs of the other gender would be inconceivable within a single world organisation.

The national policies of former WAGGGS Associations would need to permit their male adults to hold any office in these Associations, firstly to be consistent with an equal opportunities policy of any new world organisation and secondly to avoid acting illegally under sex discrimination laws.

Finally, any new Mission Statement would need to accommodate male-only and female-only Associations, which would continue to exist within a new national framework.

The above adjustments, however, could only be justified if there was a certainty that the creation of a new world organisation would, first, not sacrifice the mission of either WOSM or WAGGGS and second provide significant 'added value' to the implementation of both. There is always a danger that the definition of a much broader mission applicable to a wider variety of situations might lose the focus which exists at present.

4. MEMBERSHIP POLICIES

Constitutional provisions

- 4.1 The membership requirements of WAGGGS and WOSM differ significantly.
- 4.2 Circular 3003 in April 1998 confirmed that in WAGGGS *'it is the Member Organisation who is the member of WAGGGS not the individual boy or girl'*. Document 5 for the 1996 WAGGGS World Conference stated that *"membership of a National Association is defined by the National Association itself and WAGGGS has no influence over this. This means, in effect, that National Associations have the freedom to decide what membership status they wish to give to boys and men"*. WAGGGS would only become involved if the Association contained more than an incidental number of boys as this would risk deviating from the spirit of WAGGGS Constitution. Given this policy, it is not clear how the World Board can prevent new Associations which join after 1 October 1998 from deciding to have male members (see 3.3.2).
- 4.2.1 WAGGGS has two categories of membership, full Member and Associate Member. Full Members meet all the requirements and are elected by the World Conference by a two-thirds majority.

- 4.2.2 Associate Membership enables National Organisations to be accepted into WAGGGS whilst still working to achieve the criteria of membership. A lesser degree of development can be accepted. After proper assessment Associate Members are recognised by the World Board at any time and the decision is later ratified at the next conference. An Associate Member may attend a World Conference and speak and can also vote on strategy, but not vote in elections for the World Board, admission of new members, the adoption of the Accounts and changes in the Constitution and Bye-laws.
- 4.2.3 Newly established National organisations working towards membership of WAGGGS may be granted a certificate of Recognition.
- 4.3 The situation in WOSM is quite different. Membership of WOSM is both individual (in that each individual is required, *inter alia*, to make the personal commitment of the Promise in order to become a member of WOSM) and also corporate (in that WOSM recognises the National Scout Organisation as a whole, and through it its individual members). Each NSO decides on its own membership, e.g. whether each age range is to be single sex or mixed.
- 4.3.1 WOSM does not, strictly speaking, have categories of membership - the WOSM Constitution reserves the use of the term 'Member' and 'Membership' to only one category. To be admitted, new Members have to achieve a two-thirds majority vote at a World Conference. However, between conferences they may be admitted through a postal vote procedure. After being vetted and recommended for approval by the World Scout Committee, the details are circulated to all Member Associations. If within three months 5% or more have objected to the application, then it is deferred for a decision by a two-thirds majority vote at the next world conference.
- 4.3.2 Unlike WAGGGS, WOSM does not have any Associate Members. Some small Associations which meet particular requirements may be admitted as Accredited National Scout Organisations, but these are not 'Members' in the constitutional sense and have limited rights. They may send two delegates and two observers to the World Conference and may speak but may not vote.
- 4.4 There is today increasing pressure from ethnic and other minorities in some countries to seek independence for their region. Scouts and Guides in these regions may feel loyalty towards the aspirations of their regional and local communities and press to become separate Associations. However both WAGGGS and WOSM have identical policies (with rare exceptions) in adopting the UN criteria for recognising a sovereign state and do not permit two National Organisations in the same State.
- 4.4.1 An unusual exception has been in the kingdom of the Netherlands which consists of three constitutionally equal parts (Aruba, Netherlands Antilles and The Netherlands in continental Europe). WAGGGS has recognised, perhaps inadvertently, both the latter two parts of the same kingdom as separate members of WAGGGS. WOSM has recognised The Netherlands, maintaining the principle of only one national organisation in each State. WOSM has been in discussion with with Netherlands Antilles and Scouting Netherlands to suggest that a restructuring of the latter's constitution could solve the problem as far as WOSM is concerned.

- 4.5 Up to 1996, WAGGGS did not have any tightly defined policy on Federations but in 1997 its policy converged with that of WOSM. Both discourage new federations, except in exceptional cases for historic or special reasons.
- 4.6 The evolution of the complex SAGNO issue can only be touched on here. In the 1960s, as co-education became more popular particularly in Northern Europe, a number of countries, mainly in Europe, wanted to combine their Scout and their Guide Associations into one 'merged organisation' and provide a programme for boys and girls in mixed units. At the same time about eight other countries outside Europe wanted to present their Scout and Guide Associations to their national authorities as one national 'joint organisation' with one administrative HQ, whilst maintaining quite separate programmes for boys and girls. Both are referred to as SAGNOs (Scout & Guide National Organisations). The two World Organisations agreed to permit both arrangements on condition that all female members should remain members of WAGGGS and all male members should remain members of WOSM. This definition of a SAGNO led to the situation where individual members considered they belonged to one single national Association, whilst at world level each 'half' of the Association was regarded as belonging to two separate independent World Organisations with different requirements. Despite having to cope with some inevitable frustrations and difficulties, these Associations maintained a good standard of Scouting/Guiding.
- 4.6.1 Following a period of tension between the two World Organisations on the SAGNO question, the World Scout Committee decided in 1993 not to create a new SAGNO in any new countries unless there was a clear historical basis to justify its creation. WAGGGS strongly disagreed with this policy but had no option but to respect it. A few years later, in March 1998, WAGGGS policy on SAGNOs changed. It unexpectedly announced that it had decided to offer SAGNOs the option of membership within WAGGGS for all their boys *'while at the same time retaining their membership of WOSM, if they so wish'*. WAGGGS Constitutional requirement (which states that in a SAGNO *'only the Guides/Girl Scouts are members of the World Association'*) was not altered because the policy on boys was regarded as an interim measure. WOSM's Constitution does not contain a reference to SAGNOs, as the definition of a SAGNO was fully covered in the original WAGGGS/WOSM agreement.
- 4.6.2 After being informed of WAGGGS decision, WOSM reciprocated by offering membership to female members of SAGNOs if they wished to join WOSM as well. To assist SAGNOs further, WOSM also agreed to allow any female members of a SAGNO to participate on an equal footing with members of WOSM in all non-statutory events and activity related events and in response to SAGNO requests accepted that leaders of contingents to jamborees and similar events could be members of WAGGGS.

Implementation in practice

- 4.7 Membership in WOSM over the past decade has shown an increase of roughly 6% and WAGGGS a similar increase partly due to new countries joining. But in some Western countries WOSM and WAGGGS have had a decline in overall membership. A significant factor has been an increase in membership in the younger age ranges and a decrease in the older age ranges.

This trend towards younger membership in some Western countries is shown in an example from the UK. The Guide Association youth membership (under 21) in 1999 was 556,237, the youngest being 4 years old. 96.15% of its membership is aged 4-14, with only 3.85% aged 15-20. In the same country, the Scout Association has a youth membership of 427,670 with 93.6% aged 6-14 and 6.4% aged 15-19 years.

4.8 Global membership figures declared for 1998 show WOSM membership to be three times larger than the recorded membership of WAGGGS:

	WAGGGS	WOSM
Girls and young women	7,087,489	1,040,000
Boys and young men	11,468	23,963,180
Adults (male and female)	1,274,331	2,791,425
'Latest total' additions, unclassified	158,719	-
	<hr/>	<hr/>
<i>totals:</i>	8,532,005	27,794,605

These comparisons are distorted by not being taken at the same date and also some under-reporting of true figures, especially as the WAGGGS quota formula may sometimes act as a disincentive. It should be noted that WOSM figures do not include 787,222 additional adults (committees, support volunteers).

4.9 The proportion of adults to youth membership is approximately 1 to 5.6 in WAGGGS and 1 to 8.9 in WOSM. WAGGGS does not record the number of its male leaders but the figure is low. Female leadership numbers in WOSM are high, because the age ranges with the largest membership mostly have female leaders. In one large Association, 82% of all leaders in pre-Cubs and 50% in Cubs are female. In many Scout Associations women can and do hold leadership appointments in other age ranges and at all other levels. For example, in the Scout Association quoted above, 44% of all leaders are female and 56% male. WOSM globally has 22% female leaders, a total of 588,767 (nearly half the number of female leaders in WAGGGS).

4.10 The five largest members of WAGGGS, in the 1998 census were:

Girls Scouts USA	3,525,425
Philippines	1,177,084
India	958,165
United Kingdom	640,409
Canada	215,438
	<hr/>
<i>totals:</i>	6,516,521

They represent 76.38% of the total world membership.

4.11 The five largest members of WOSM in the 1998 census were:

Indonesia	9,961,471
Boy Scouts of America	6,044,070
Philippines	3,368,731
India	1,963,266
Thailand	1,078,392
	<hr/>
<i>totals:</i>	22,415,930

They represent 80.6% of the total world membership.

Relevant issues

4.12 One could argue that the combination of the existing resources of WOSM and WAGGGS should be adequate to respond to the new needs and may actually lead to economies of scale. On the other hand it could be argued that the setting up of a new world organisation with a new mission will require major reorganisation at all levels including national. It is unrealistic to assume that this could take place without considerable additional resources at least in the medium term, especially as we are dealing with two separate organisations each of which has existed with its own distinct culture for over 90 years (WOSM) and 70 years (WAGGGS).

4.13 Any new world organisation would have over 36 million members. To provide services to this number of members would not require less staff and it may require rather more, as a wider range of services (such as those now offered by WOSM) would be extended to more people.

4.14 Some of the questions that would need to be settled would include:

- a clear definition of the requirements for membership of any new world organisation, Except for SAGNOs this would affect the totality of the present membership of WAGGGS and WOSM.
- the different qualifications for Membership and voting.
- the requirements for Associate Members (WAGGGS) and Accredited NSOs (WOSM) are quite different in concept; their different standards for recognition, their representation at world conferences and voting powers are all differences which would have to be solved.
- a firm policy on limiting federations would have to be maintained and steps taken to encourage more reorganisation into one national organisation, to avoid small weak Associations competing against each other within a country.
- where unity is not possible, new guidelines for a new ‘federation’ incorporating existing Associations and its recognition by any new world organisation would have to be drawn up.

4.15 Subject to national cultural or legal restrictions, men and women leaders would be expected to have equal rights in any new world organisation. Where a former WAGGGS Association combines with a Scout Association with mixed membership then the majority of leaders in the new National Organisation would probably be female and this will eventually be reflected in the membership of all committees at national, region and world levels.

- 4.16 In the perspective of any decision on a potential merger, it is important to note the dominance of a few Associations in the membership figures above. Whilst at a World Scout Conference all Member Associations only have six votes (the same number as for the smallest member Association) and at a WAGGGS World Conference just one vote, they can exert considerable moral pressure (and possibly also financial) and their views in any debate will be important. For example, to cite an extreme case, the largest WAGGGS Association contains about a third of WAGGGS entire membership and contributes through its quota as much as all the other Associations combined.

5. EDUCATIONAL METHODS

Constitutional provisions

- 5.1 Educational methods can be defined as a World Organisation's approach to assisting its Member Associations to achieve their educational function.
- 5.2 Both World Organisations are committed to the non-formal education of their members. Both require their member organisations to state in their Constitutions the fundamental principles, adherence to a Promise & Law and the distinctive Method of Scouting and Guiding.
- 5.3 For WOSM, the Scout Method is *'a system of progressive self-education through:*
- *a Promise and Law.*
 - *Learning by doing.*
 - *Membership of small groups (for example the patrol), involving, under adult guidance, progressive discovery and acceptance of responsibility and training towards self-government directed towards the development of character, and the acquisition of competence, self-reliance, dependability and capacities both to cooperate and to lead'.*
 - *Progressive and stimulating programmes of varied activities based on the interests of the participants, including games, useful skills, and services to the community, taking place largely in an outdoor setting in contact with nature'.*

In WAGGGS, the method *'includes:*

- (i) Commitment through the Promise and Law,*
- (ii) Progressive Self-Development,*
- (iii) Learning by doing,*
- (iv) Teamwork through the Patrol System and training for responsible citizenship,*
- (v) Active cooperation between young people and adults,*
- (vi) Service in the Community,*
- (vii) Outdoor activities*
- (viii) Symbolism'.*

Implementation in practice

- 5.4 The application of the Method differs. In WAGGGS it is *'dedicated to the development of girls and young women'* whereas in WOSM's case it is used to *'contribute to the development of young people'*.
- 5.4.1 WAGGGS mission is aimed at girls and young women. The World Board recognises that unless the objects of WAGGGS are altered any benefit to the boys is incidental. *'Purely incidental benefit for boys/young men is acceptable under the Objects of WAGGGS but anything more than that creates the sort of difficulties that could only be resolved by an alteration of the Objects of WAGGGS'*.
- 5.5 In addition to providing unity and safeguarding fundamentals, the educational function and the related services provided by a World Organisation to its Member Associations, is seen as one of its most important tasks. There are significant differences in the approaches of WAGGGS and WOSM in these areas, which can be seen in the wider membership and contribution of the voluntary Committees at world and regional levels, the professional staff structure in the World Bureau, the network of regional offices with their support services and WOSM's provision of world events for its members, which are not to be found in WAGGGS.
- 5.6 At world level WOSM's volunteer Committee structure has two important Groups reporting to the World Committee. The largest of these is the Educational Methods Group which feeds into WOSM the work of the Programme Committee and the Adult Resources Committee. These contain volunteer leaders and professionals from different Associations, providing an input from a mix of ages, cultures and experience.
- 5.7 WAGGGS has a Strategies for Growth Committee, consisting of volunteers and professionals also from a mix of countries and experience, which deals with Long-Term Strategy, Community Projects, Training and Mutual Aid.
- 5.8 WAGGGS World Bureau's organisational structure is quite different from that of WOSM's. With the exception of a Europe office in Brussels, it is almost entirely centralised in London with a Regional desk and an Executive for each Region.
- About 300 visits were made to Associations in the last triennium 1995-98. There are also six Field Executive trainers who are based in the regions and run workshops, courses and trainings.
- 5.8.1 WOSM's World Bureau has six Executives in Geneva involved directly with Educational Methods and these also travel to help Associations with courses, workshops and events. During the last triennium the 11 Executives in Geneva made 182 missions, many of them related to educational methods, to Associations in 58 countries. But many more visits were made by Regional Executives (see also 5.11 and 6.1.3.1).
- 5.9 Useful educational material is produced by both World Bureaux. However, because of the importance of Educational Methods within WOSM's structure, the emphasis on the educational aspects is stronger within the World Scout Bureau publications.

- 5.10 WAGGGS Associations which follow the WAGGGS Training Policy and Guidelines may have their leader training schemes accredited. WOSM has abandoned a central accreditation system in favour of a wider Adult Support policy for adults in Scouting, which includes the provision of training and support.
- 5.11 WOSM's regional structure reflects the situation at world level with volunteer committees and professional bureau staff working together. WOSM's educational programme is delivered and given direct 'local' support to Associations through the six regional offices of the World Bureau. In fact, the World Scout Bureau has nearly three-quarters of its staff in its regional offices rather than in Geneva, with some regional staff focussing on Programme, or Community Development or Adult Resources. In just one region 118 field missions were made to 32 countries during the last triennium.
- 5.11.1 The larger number of staff in WOSM's Regional Offices are also able to service and support their Member Associations more directly and effectively, and in some cases produce their own material, such as the Inter-American Region's range of publications on programme ideas for Groups and Districts, or by translating key publications into regional languages. The regions also provide events such as seminars, trainings and youth events like forums and jamborees. Regional web sites exist in the Asia-Pacific Region and also in the European Region whose site had over 20,000 visits in 1998. Regional publications are also produced by WAGGGS regions.
- 5.12 WAGGGS encourages its members to become involved with other agencies in community development projects and is currently supporting initiatives to combat HIV/AIDS, or adolescent pregnancies. It also has a Mutual Aid Scheme which tries to meet the needs of smaller Associations lacking simple equipment or facilities. WOSM has a similar Scout Universal Fund (the Scout U-Fund) to support projects submitted each year by Associations in developing countries.
- 5.13 Both World Organisations produce publications in cooperation with other agencies involved, for example, with Health, Aids, the non-formal Education of Young People and Health of Adolescent Refugees.
- 5.14 WOSM also has a different approach to WAGGGS in the field of educational programmes by initiating and supporting a number of major world events for its young members. WAGGGS does not organise any similar world events, but promotes ideas for International Day and Thinking Day activities for its members and runs Juliet Low seminars for up to 50 participants twice in each triennium.
- 5.14.1 The largest WOSM event for its young members is the World Scout Jamboree, the last held in Chile attracting 31,000 Scouts and leaders (including some Guides) from 157 countries and territories. In addition to the extensive educational programme, no less than 70 UN agencies contributed to the Global Village project.
- 5.14.2 Other WOSM events include the World Scout Moots, some of which have attracted participants from 78 countries. The most recent in Mexico in 2000 had an educational programme based on the themes of Discovering the Culture, Discovering Nature, Discovering People.

- 5.15 Scout Regional Committees are also pro-active in the field of educational activities and events. In the Asia-Pacific Region, for example, the last four Regional Jamborees have involved 60,000 Scouts and leaders, whilst their three youth forums were attended by 200 delegates from 45 countries.
- 5.16 WOSM's Jamboree-on-the-Air (JOTA) weekend attracts 430,000 participants (89% Scouts and 11% Guides) whilst the more recently established Jamboree-on-the-Internet (JOTI) is growing rapidly with 300,000 contacts in 1999.
- 5.17 Both World organisations have a policy of encouraging the greater involvement of young people. WAGGGS started by establishing a Youth Committee of ten members under 30, but this was later disbanded at its request. Instead, as a result of a conference resolutions, two young women under 30 were elected as ex-officio members by the World Board to participate in its meetings 'in a resource capacity'. These no longer attend as there are now two members of the World Board, elected by the World Conference, who are under 30. All Committees now have one young woman under 30.
- 5.17.1 WOSM does not have any World Committee members under 30. Young members under 30 serve on the Programme Committee, but there is no quota of young people to serve on other committees. Conference resolutions urge Associations to encourage young people to participate in all policy-making bodies and to nominate younger candidates.
- 5.17.2 WOSM has introduced the World Youth Forum, the latest being held in South Africa with delegates from 53 countries. Over 100 of these young people went on to become official delegates or observers participating in the Durban World Conference. WOSM also encourages the selection of younger delegates to the World Scout Conference itself through a 10% discount on the conference fee for participants under 26. 15% of all participants at the last 1998 conference in Durban were under 26. WAGGGS has a travel fund which could be used to help more young delegates to attend conferences and similar events.
- 5.18 Both World organisations have web sites. WAGGGS site includes educational material in connection with Thinking Day. WOSM's site includes information on many national and regional events up to the year 2007. All World Scout Conference documents were made available through the Internet and from June to September 1999 over 100 of these documents were downloaded every day. The Asia-Pacific Region has its own Internet Team to encourage the use of the Internet as a tool of communication and the European Region also has a web site.
- 5.19 WAGGGS has four World Centres (in Switzerland, UK, Mexico and India) providing a total of 33,739 guest/nights a year. All Centres are open to Guides, individuals and Scouts, although the Scout use is not known. They also run seminars and other programmes during the year to support WAGGGS mission. At present the World Centres make an operating loss of over £150,000 a year, which is more than covered by grants and donations. Their operation is now being coordinated through a new World Centres Committee.
- 5.19.1 WOSM owns two centres, a new one in Yalta-Gurzuf and the International Scout Centre in Cairo which is managed by regional staff and maintains a small surplus. They are open to Scouts and Guides of all ages and sexes. Undoubtedly

the most successful world centre is the Kandersteg International Scout Centre, which has a particularly active summer and winter programme and alone attracts 59,000 guest/nights a year. It manages to achieve a small annual surplus. WOSM is one of the partners on the managing Board and its Director is a member of the European Regional office.

- 5.20 Summing up on Educational Methods: On the professional side, the service WAGGGS provides is more centralised and coordinated with its Bureau organisation mainly based in London and its staff travelling to provide services to Associations. Its volunteer regional structure is now being strengthened. WOSM however has a stronger volunteer and professional structure in educational methods at world level and is more decentralised with a network of regional offices and volunteer committees providing more direct contact and services to its Associations within each Region. It also initiates more world and regional events for its members.

Relevant Issues

- 5.21 The different emphasis on educational methods within the volunteer and professional structures of both World Organisations would need to be harmonised as would the manner in which the various services would be provided. For example, should all regional offices be closed down and services centralised in a new World Bureau (as the WAGGGS preferred system)? This could also involve terminating contracts and extra liabilities for redundancy payments. Or should regional offices be retained (the WOSM preferred system) but enlarged and strengthened to accommodate many of the present WAGGGS staff working from London? This too would involve terminating contracts and redundancy payments as well as extra costs in obtaining and fitting out larger regional offices.
- 5.22 The majority of WAGGGS and WOSM publications are produced to support educational methods. Most would need to be re-written completely, involving additional finance and staff time as well as translation and printing costs.
- 5.23 Although the majority of National Organisations in any new world organisation would have mixed membership, there would still be a need to produce support material for single-sex Associations.
- 5.24 Any new World Conference would have to make decisions (at least six years in advance) on whether it wished to allocate resources to supporting major world events for young people such as the World Scout Jamborees and Moots.
- 5.25 Community Development programmes (such as Mutual Aid and the Scout U-Fund) would need to be combined, with a single new set of criteria devised for grant applications and support
- 5.26 A decision would have to be made by any new world organisation on whether the present WAGGGS World Centres would continue and how they are to be administered and made self-supporting (although this may be achieved in the next few years). If retained, then it would be desirable for all Centres belonging to a world organisation with mixed membership to be extended to provide more equal opportunities, mixed accommodation, facilities and programmes for both sexes, but this could involve further capital expenditure.

6. ORGANISATIONAL AND FINANCIAL QUESTIONS

Within this section of the report, the distinction between constitutional provisions and implementation in practice is not particularly relevant. Consequently this section is divided into two parts, Constitution & Practice and Relevant Issues. Each has separate sub-sections, one on Organisation and the other on Finance.

Constitution & Practice

6.1 **Organisation**

Essentially both Organisations have very similar structures. Both Constitutions provide for a triennial World Conference which elects a World Committee/World Board. Both have a World Bureau as well as a regional structure. Both have a legally registered body.

6.1.1 **World Conference**

There are differences in the detailed structures and working methods of both World Conferences, such as:

- The last WOSM Conferences had an attendance of 376 delegates and 174 observers. 107 guests, others and staff made a total attendance of 657. It lasted for 5 days.
- The last WAGGGS Conference had an attendance of 202 delegates, 114 observers and 134 ‘others’ making a total attendance of about 450. It lasted for 8 days. WAGGGS covers the cost of the World Conference (all travel costs, conference fees, and accommodation) for members of the World Board, all its Committees, its regional Committees and key staff at World Centres.
- At WOSM Conferences there are 6 Delegates per National Scout Organisation and each NSO has six votes. Accredited NSOs have 2 delegates, but no votes. The number of Observers is unlimited. At WAGGGS Conferences there are not more than 2 Delegates from each National Organisation which is a Full or Associate Member. Each Member Association has only 1 vote. Associate Members may vote on policies but not on other subjects such as elections, constitutional change or admitting new Members. The number of Observers is limited.
- WOSM World Committee members are elected in one vote (two tried experimentally in Durban). WAGGGS Board members are elected one by one until all places are filled.
- There are organisational differences in the Conference rules of procedure, especially dealing with resolutions.
- The two World Conferences have different procedures for counting votes. At WAGGGS conferences electronic voting has been introduced. The cost of using this facility was in the order of CHF 50,000 (£20,000).
- WOSM Conferences have simultaneous translation in WOSM’s two official languages, French and English, with the addition of Arabic, Spanish and Russian where possible (subject to funding being secured). WAGGGS Conferences have simultaneous translation in its three official languages of English, French and Spanish and in addition conference documents are translated into Arabic.

6.1.2 **World Committee/World Board**

The main differences between the two bodies are:

- The World Scout Committee has 14 voting members. 12 are elected members and 2 are ex-officio members with voting rights (the Treasurer and the Secretary-General). Six Regional Chairmen attend in a consultative capacity without a vote. The total attendance is 20.
- The WAGGGS World Board has 17 voting members. 12 are elected ('at least one of whom will as far as practicable be under the age of 30') plus 5 Regional Chairmen. It also has 7 ex-officio members without a vote, which include the Treasurer, the Director of the World Bureau and Committee Chairmen. The total attendance is therefore 24.
- WOSM's World Committee members are elected for six years with one half retiring at each triennium. Re-election is possible only after a lapse of three years. WAGGGS World Board members are also elected for six years with one half retiring at each triennium. No re-election is possible.
- WAGGGS also elects two 'substitute members' who can replace an absent member. WOSM has no substitute members.
- The World Scout Committee meets twice a year for two days. WAGGGS World Board normally meets twice a year for 4 days.
- WOSM has a Committee structure with two important Groups, one for Educational Methods, (incorporating a Programme Committee and an Adult Resources Committees) and a Finance & Support Group. There are three other Committees for Constitutions, Audit, and Honours & Awards and a Steering Committee (Chairman, two Vice-Chairmen and the Secretary General)
- WAGGGS structure has seven standing Committees covering Finance, the Development Fund, Constitutions, Strategies for Growth, Communications, Personnel and a World Centres Committee, as well as issue-based work groups and a Chairman's Team (consisting of the Chairman, two Vice-Chairmen and the Director)

6.1.3 **World Bureaux**

The volunteer/professional relationships are different in the two World Organisations and this is reflected in the role of the two World Bureaux.

- WOSM's World Committee, meeting for a shorter time, delegates to professional staff the task of developing policies for its consideration and approval, as well as their implementation once approved. Furthermore, within WOSM the professional head, who is the Secretary-General of the World Organisation, is an ex-officio voting member of the World Scout Committee.
- Within WAGGGS the task of developing policies is primarily undertaken by the World Board which meets for a longer period for this purpose; the implementation is then delegated to the professional staff of the World Bureau. Within WAGGGS the professional head, who is the Director of the World Bureau, is an ex-officio member of the World Board, but does not have a vote.

6.1.3.1 Decentralisation is greater within WOSM. WOSM's World Bureau staff consists of 25 in Geneva but 65 (72%) based in its regional offices, making a total of 90. The Regional Offices exist in Cairo, Manila, Geneva (with annex in Brussels), Nairobi (with operations centres in Dakar and Cape Town) Yalta-Gurzuf (with administrative office in Moscow) and Santiago. WAGGGS World Bureau has 52 staff centrally based in London, 9 in Brussels and 6 Field Executive Trainers based in the regions, making a total of 67 excluding World Centre staff.

6.1.4 **Regions**

Following resolutions at the 1996 and 1999 WAGGGS World Conferences, WAGGGS has given greater autonomy and prominence to their regional structures, which are now approaching those of WOSM. Both World Organisations provide for regional structures in their Constitutions. Both provide for a Regional Conference which elects a Regional Committee and Chairman. However, whereas WOSM has Regional Offices with services provided by professional staff located within the regions themselves, WAGGGS (with the exception of Europe) has regional desks within its international headquarters in London.

6.1.4.1 By and large the geographical areas covered by each region are similar within WOSM and WAGGGS, with the notable exception of the sixth region within WOSM of Eurasia.

6.1.5 **Legal Bodies**

WOSM has a separate World Scout Bureau Association legally registered with the Swiss authorities to whom it submits an annual report and accounts. WAGGGS is legally registered as a charity with the Charities Commission and has a Board of Trustees (the World Board) which is subject to similar requirements.

6.2 **Finance**

6.2.1 **Annual Accounts**

It is impossible to give exact comparisons between the finances of both organisations, which are compiled at different times and contain some distortions. The nearest approximate comparisons for unrestricted funds, based on year 1998/99 and at a nominal exchange rate of 2.50 CHF to 1 GBP, are:

	WAGGGS 98/99		WOSM 98/99	
	CHF	GBP	CHF	GBP
Annual unrestricted Income	4,807,490	1,922,996	9,974,442	3,989,776
Annual Expenditure	4,348,530	1,739,412	9,876,268	3,950,507
<i>Surplus:</i>	458,960	183,584 *	98,174	39,269

* 53,620 after deducting designated funds.

Main operating items:

Quota/Registration fees	3,424,940	1,369,976	5,153,156	2,061,262
Thinking Day contributions	470,660	188,264	–	–
Income from investments	790,742	316,297	58,831	23,532
Profit on sales	65,285	26,114	74,189	29,675
Grants from WSF (97/98)	-	-	1,300,000	520,000

Other factors for comparison:

- The Olave Baden-Powell Society contributed in 1998/99 a grant of CHF 343,465 (£137,386). This was not treated as income to meet operating costs but contributed to WAGGGS Capital Fund, which stood in 1998 at CHF 9,227,337 (£3,690,935).
- WOSM has no similar Capital Fund and therefore no regular investment income from this source. It is entirely dependent on grants from the WSF to use as income to help meet operating costs.
- In 1998/99, WAGGGS received from Quota and Thinking Day contributions from its nominal 8, 532,005 members CHF 3,895,600 (£1,558,240), which is an average of CHF 0.456 (£0.183) per head.
- In 1998/99, WOSM received in Registration fees (including arrears and regional fees) from its 27,798,529 members CHF 5,153,156 (£2,061,262), which is an average of CHF 0.185 (£0.074) per head.
- WOSM's accounts are much more at risk from currency fluctuations in the US \$/CHF exchange rate, as 40% of its expenditure (in supporting its regional operations) has to be paid in US\$, whilst most of its income is in Swiss Francs.
- WOSM has a separate sales company (SCORE) advertising on its web site. This has only been operating for a few years. Its now has a turnover of CHF 2,000,000 (£800,000) and it has started to contribute to WOSM's income with some CHF 30,000 (£12,000) per year.

6.2.2 **WAGGGS Quotas**

WAGGGS members pay a quota related to the PCI in each country. The previous year's quota in the annual budget is first adjusted to include any extra expected income from new members. This new figure is the 'base level'. The World Conference is then asked to vote on an increase in the quota (perhaps by 3%) and debates whether this should be a different percentage (say 2.5%). The finally agreed quota total is then expressed as a per capita figure based on each Member Association's census return. Finally there are some reductions for certain categories. For example Associate Members have a 50% reduction. Members with a PCI of less than US\$ 3,000 have their quota reduced by reducing the membership numbers on which the quota is based. At the top end of the scale, no one Association pays more than 50% of the total WAGGGS quota, whilst the minimum amount of annual quota, set by each World Conference, is £130 for Full Members and £65 for Associate Members. Quota income is very important for WAGGGS, representing about 72% of its total unrestricted income. Members who have not paid their quota forfeit the right to vote at the World Conference.

6.2.3 WOSM Registration Fees

WOSM has a completely different registration fee system. A per capita fee, decided by the World Conference is adjusted for each country on the basis of its Gross National Product per capita. Countries are grouped into the four categories used by the World Bank (low income, lower middle, upper middle and high income). Low income countries pay not more than 25% of the basic fee, lower middle 50%, upper middle 75% and high income 100%. Further adjustments are made. National Scout Organisations with a GNP below \$350 pay a flat fee of CHF 300 (£120). Accredited NSOs pay CHF 200 (£80). An NSO in one of the two lowest categories and having over one million members pays either the fee due on one million members or not more than 5% of the total fees due, whichever is the lower figure. Also no single NSO pays more than 35% of the total fees due.

Registration fee income is very important for WOSM, representing approximately 57% of its operating income. A Member which is in arrears with its registration fees may be provisionally suspended by the World Scout Committee, any decision on expulsion being taken at the next World Conference. The registration fee formula took some four years of extensive consultation and patient negotiation to achieve and the prospect of having to revisit this complex area would be daunting.

6.2.3.1 The six largest payers of the WAGGGS quota for 2000/2001 are USA, UK, Philippines, Canada, Poland and India. They contribute approx. CHF 2,878,735 (£1,151,494) or 78.2% of the total quota.

6.2.3.2 The six largest payers of WOSM's registration fees for 1997/98 and 98/99 were USA, UK, Philippines, Indonesia, Thailand and Canada. They contributed CHF 2,960,085 (£1,184,034) or 63% of the total registration fees due for each of these years.

6.2.4 Foundations

Each World Organisation receives substantial support, WOSM from the World Scout Foundation and WAGGGS from the Olave Baden-Powell Society.

<i>Approx. Comparisons:</i>	<i>Assets</i>		<i>Grant</i>	<i>% of assets</i>
Olave B-P Soc. (97/98 accounts)	CHF	10,000,000	343,465	3.43%
	GBP	4,000,000	£137,386	
W.S. Foundation (98/99 report)	CHF	45,000,000	1,300,000	2.88%
	GBP	£18,000,000	£520,000	

6.2.5 Regional Funds

Both WOSM & WAGGGS have regional funds derived from regional fees and also some regional Foundations to attract financial support. In WOSM, regional Scout Foundations exist in Europe, Africa, Asia-Pacific, Arab and the Inter-American regions. A Macintosh Fund has restrictions on its use for Scouting only in the European Region and is administered by the Morgan Guarantee Bank as Trustees. In WAGGGS regional Foundations exist in the European and the Asia-Pacific regions.

6.2.6 **Restricted Funds**

Both World organisations have funds given for specific restricted purposes which cannot be used for general operating expenses. For example, WAGGGS has restricted funds for World Bureau property, Training & Development, Regions, World Centres and a designated fund set up to meet triennial conference costs. WOSM has the Sonia Maguire fund and the Bea Campbell fund (for Scouting with the handicapped).

Relevant issues

6.3 **Organisation**

6.3.1 **World Conference**

6.3.1.1 In any new world organisation the World Conference would have to be reorganised completely. It goes without saying that it cannot be composed of adding together the total attendance at the two existing conferences, since any new world organisation would necessarily be based upon different structures at national level. This would require a new definition of representation involving agreement on the number of delegates and observers. Unless any new conference is to be a much larger event than either of the two present conferences (which would require taking into consideration the need to find suitable venues and increase the financial risk) Associations would have their delegate numbers reduced to roughly half the existing levels. There would also have to be restrictions on the participation of Observers and guests.

6.3.1.2 One problem which would have to be faced is the case of associations in a multi-association federation. If we accept the principle of equal numbers of delegates and votes for all national organisations, then the total number of delegates in a delegation would have to be established. A national organisation which is a federation with a large number of associations would obviously be unable to have all of them represented within its delegation, so those associations without a delegate would insist on being represented at least as observers. This would inevitably create a much larger conference.

6.3.1.3 In a country with one national organisation consisting of a mixed Scout Association and one all-female Guide or Girl Scout Association, a representative delegation would probably include a majority of women delegates.

6.3.1.4 All Conference procedures would have to be re-written, including those concerning the selection of delegates and observers, the length of the conference, languages to be used, voting and other procedures, and encouraging younger participants.

6.3.2 **World Committee**

6.3.2.1 Any new World Committee could not be formed simply by merging the existing membership of both Committees as this would produce a voting membership of 31 and a total attendance of 44, which is far too large to be effective. Therefore criteria for a completely new Committee would have to be proposed and agreed.

6.3.2.2 A new World Committee of say 12 elected members would be more manageable, but this would require agreement on the system to be adopted for electing the members. Should it be based on gender (to ensure an equal number of men and women) or on electing men and women in direct proportion to the percentage of male and female members in any new world organisation, or should an election be based solely on competence, simply selecting the best twelve candidates to serve the world organisation irrespective of region, country, age or gender?

6.3.3 **World Bureau**

6.3.3.1 Any new World Bureau would need to be reorganised completely. A major question would be whether all services should be centralised within the Bureau (a system which WAGGGS has found to be effective for its needs) or decentralised into Regions (a system which WOSM believes provides better services to its members)? As previously mentioned, centralising and closing down regional offices would involve more cost, whilst decentralising to retain these offices and accommodate more staff would also involve new premises and additional costs.

6.3.3.2 The location of any new World Bureau would be a vital decision. It could be in London, Geneva or a third country. Neither of the existing World Bureaux premises would be large enough, so new accommodation would have to be found. Deciding on a location would not be easy and would have considerable financial consequences. Professional advice would have to be sought and paid for as the subject is complex.

6.3.3.3 An objective professional study on the relative merits of Brussels and Geneva was made by Coopers and Lybrand in 1993 and revealed a number of hidden factors. For example, in Geneva the social charges to the employer were found to be 22% of gross salary, whereas in Brussels they were 48%, i.e. more than double.

6.3.3.4 Other factors to be considered would include local salary levels, taxation, employees social contributions, work permits, availability of suitable premises, office rental levels, access to an international airport, availability of reasonably priced accommodation for staff in the vicinity, renegotiated salaries related to the cost of living, as well as revising pension arrangements.

6.3.3.5 A recent survey in January 2000 by The Economist Intelligence Unit, which monitors costs every six months, found London at present to be the costliest place to live in the EU and the seventh dearest city in the world, overtaking Geneva and Paris.

6.3.3.6 If a new World Bureau were to be re-sited in a third country then there would not only be costs involved in finding suitable new premises, with removal and setting up expenses, but there may be hidden financial consequences to be identified (e.g. in giving up existing leases and cancelling contracts prematurely).

6.3.3.7 A new top management structure would have to be decided, presumably by the outgoing World Committee/Board. All positions are unlikely to be filled on a gender basis as all advertised positions would have to be open equally to men and women to avoid acting illegally under the sex discrimination legislation in most European countries.

6.3.3.8 Changes would affect the careers of 150-200 staff for whom both World Organisations are responsible. Their reaction could have a major impact on the

efficiency of any new world bureau especially if only a few executives might be prepared to move their homes and families into another country.

- 6.3.3.9 Large international commercial organisations can move their headquarters to another country without much difficulty, as they can afford to terminate contracts, pay compensation and then head-hunt or attract new staff away from local companies to do similar qualified jobs (for example, in financial management, public relations, design, production, marketing, research, personnel). However, a source of staff with experience of a voluntary international Scout/ Guide organisation simply does not exist locally in other countries. Much of the value of our existing key staff is the specialised knowledge of Scouting and Guiding at world level which has been gained by each individual. This relies heavily on the personal international contacts between volunteers and professionals which have been developed over the years, as well as the personal relationships built up with the leadership of each NSO. It is probable that a high proportion (if not all) of key staff in any new world bureau would have to be freshly recruited and would be comparatively inexperienced for the first few years. During this period, the credibility of the world organisation and the effectiveness of its services could suffer.
- 6.3.3.10 Another associated major problem would be the inevitable leakage of experienced staff from the existing Bureaux in the year before any move were to take place, as they will need to seek out new job opportunities elsewhere. A haemorrhage of experienced staff at a critical time would be particularly serious leading to a run-down (if not a melt-down) of services to member Associations.

6.4 **Finance**

- 6.4.1 The initial capital cost of setting up a new world organisation in a new country cannot be ignored and is impossible to quantify in this survey. However, it is clear that this expense could not be financed from existing budgets. Whilst WAGGGS has a capital fund reserve of CHF 9,035,180 (£ 3,614,072) which might be used, WOSM has no capital fund in reserve at all. So either some new source of substantial donations would have to be found, or Associations would have to vote for an exceptional increase in membership fees perhaps for the initial years. Whilst some Associations might be strongly and emotionally in favour in principle of a merger, would they be able in practice to persuade their National Assemblies to vote for such an increase? Those Associations which are disinterested or opposed to a merger are unlikely to do so. A decision would require a two-thirds majority. On the other hand if it can be shown that there are some significant advantages in the form of much improved services to all Associations, then they might consider the investment worth while in the long run.
- 6.4.2 A revised method of calculating contributions from Members would have to be devised. If either the present WAGGGS quota formula or the WOSM registration fee formula is adopted by any new world organisation, then half the present Associations will face some change in their payments. If an entirely new formula could be agreed then all could face changes.
- 6.4.3 Future running costs would also be difficult to predict. There are unlikely to be any significant economies of scale in a merger, as the same number of people would still be needed to provide the same services. Indeed if the wider services in educational methods now being provided by WOSM are extended to more members there could be a need for slightly more staff not less.

6.4.4 Each year for more than a decade WOSM has been pruning running costs and cutting budgets whilst at the same time trying to meet the demand for increasing services (such as coping with helping an additional 60 countries during the past nine years). So any additional costs in running a new world bureau in a new country would have to be superimposed on the existing lean financial structures of both World organisations.

These are already complex and fragile, often at the mercy of uncontrollable factors, such as an unexpected economic crisis in a region affecting its Associations ability to pay their dues, or major fluctuations in exchange rates, or unreliable income from investments dependent on the state of the world economies.

6.4.5 There would be financial liabilities in compensation and redundancy payments to some staff who are forced to leave and possibly re-location grants for other key staff to attract them to move to a new bureau in another country.

6.4.6 There would be extra costs in professional fees in preparing closing accounts and their audit for the existing World Organisations. New budget and financial systems would need to be set up and staff trained.

6.4.7 The original aims and objects of the independent World Scout Foundation and the Olave Baden-Powell Society would need to be investigated to ensure that their grants could be diverted in future to a different legal entity. Would their independent Boards (on which the World Scout Committee and the WAGGGS World Board only have a minority representation) be willing for all their assets to be pooled, especially as those in the World Scout Foundation are 4.5 times greater than those in the Olave Baden-Powell Society?

6.4.8 There is also a moral question to be considered. Very generous donations have been made in the past, some exclusively to support Guiding's mission and others to support Scouting's mission. Each World Organisation has a distinctive 'brand image' attracting support from different well-wishers and donors. Would many donors feel aggrieved to see their past personal contributions diverted to a cause quite different from that to which they had donated? Would others, especially in the USA, who might be opposed to the concept of a new merged world organisation, withdraw support or lose interest?

7. STRUCTURAL IMPLICATIONS AT ALL LEVELS

Constitutional provisions

7.1 A proposal to establish a new world organisation would involve the dissolution of both WAGGGS and WOSM. WAGGGS Constitution caters for this possibility in Article XIII, which requires an extraordinary meeting of the World Conference to be called for this purpose, the quorum for which is the presence of two thirds of all Members. Proposals need to be approved by a two-thirds majority of those Members present and voting. WOSM has no similar Article, but could use the provision for the amendment of the Constitution to achieve the same result.

This does not require an extraordinary session or a special quorum. The normal quorum is the presence of one half of the Member Organisations and a two-thirds majority of votes cast is required.

- 7.2 A number of legal steps would have to be taken, such as deregistering the existing two World Organisations, arranging for the legal re-distribution of assets and registering a new world organisation in whichever country any new World Bureau would be located. The name of any new world organisation would have to be agreed well in advance and could be an emotional issue; in this connection it is interesting to note that about 90% of all Scouts and Guides in the world include the word 'Scout' in the title of their national Associations.

Implementation in practice

- 7.3 Both Constitutions have been developed over the years to suit each World Organisation and appear to work smoothly in practice. There are currently no proposals for making amendments to WOSM's Constitution and WAGGGS has recently amended and issued a revised Constitution.

Relevant issues

- 7.4 The main structural implications at world and regional level of the creation of any new world organisation have already been covered in Section 6.0. As well as devising new structures for a completely new World Conference, a new World Committee and a different World Bureau, two critical structural decisions would be whether to have regional offices with their own staff and also the location of any future World Bureau.
- 7.5 Furthermore it should be noted that the geographical areas covered by WOSM and WAGGGS for regions are not identical; in particular there is no Eurasia region in WAGGGS. This difference would have to be resolved, but whichever format is decided upon, it is going to be unsettling for those new emerging Associations, who have just begun to establish roots within a region, to be uprooted and transplanted into another.
- 7.6 Guide and Scout Regional Committees, outside Europe, have not seen any need to meet together and lack experience in continuous working together. Even within Europe, which has had many years of joint working, relationships have not always been smooth. Setting up new merged regional committees would introduce new elements in relationships which in some regions may prove difficult especially for cultural reasons.
- 7.7 At world level there are many other organisations which would need to be consulted should any changes be proposed. The most important of these are the World Scout Foundation and the Olave Baden-Powell Society.
- 7.8 The Trustees of all other funds would have to be asked if their aims and objects can legally be changed to continue to maintain the same level of grants in future but to a different world organisation. There will be some legal costs in doing this.

- 7.9 At world level there are a number of bodies which have consultative status with Scouting (such as the International Scout & Guide Fellowship, the International Catholic Conference of Scouting, the International Union of Muslim Scouts, the International Link of Orthodox Scouts and the World Scout Parliamentary Union) and their status and invitations to any new world conference would have to be reconsidered. In WAGGGS a similar relationship exists with the International Catholic Conference of Guides. The ISGF has consultative status with WAGGGS and collaboration with ISGF is maintained by each World Organisation through an appointed representative with voting rights in ISGF.
- 7.10 There are organisations, such as the UN, with which both WOSM and WAGGGS cooperate, for example, UNESCO, UNICEF, UNHCR and UNFPA. WAGGGS has 20 permanent members in its UN team liaising with UN agencies. WOSM and WAGGGS also liaise with important bodies at regional level such as the European Union. WOSM's Arab Region, for example, cooperates with the Arab League and like other regions has local cooperation agreements with the regional organisations of more than 16 world organisations. Cooperation like this would continue, but being one world organisation instead of two may involve loss of representation by being restricted to having one representative rather than two.
- 7.11 There are also many other organisations ranging from WWF to the International Award Scheme and Rotary International where existing links might not need to undergo substantial changes.
- 7.12 The most important structural aspect relating to the creation of any new world organisation is the impact this would have at national level. Clearly the creation of a mega world structure cannot be an end in itself. It would be detrimental to Scouting and Guiding if Associations did not have the corresponding national structures that are ready and able to benefit from it. A clear definition of the forms these national structures could take is a major point that needs to be determined. It is clear that every world organisation needs to have one national body in each member State to maintain policy, standards and be a single point of contact. So in each country there would need to be one national body for Scouting and Guiding. This could take various forms mentioned below.
- 7.13 SAGNOs are already one national organisation. But where two Scout and Guide Associations wish to remain separate they would have to set up and fund a new national 'federation' to which they would be responsible. This would be the only National Organisation to be recognised by the World Conference. One problem would be how to make this body effective so that it can motivate and serve its two Members Associations instead of being a purely nominal and ineffective 'umbrella' organisation. Some larger Associations, used to their complete independence, would find it difficult to accept some new national Scout and Guide body to which they would have to be responsible.
- 7.14 In a minority of countries, where there are already existing Scout and existing Guide federations, each containing a number of smaller component Associations, these two separate federations would have to become one. Within this new national Federation there might still be single sex and mixed Associations as at present. Some new federations might consist of as many as ten component Associations which would compound difficulties in communicating, coordinating and representation at world and regional events.

- 7.15 At national level all Associations would be affected by any changes, some of which might be controversial. A new world organisation with a new governing body will inevitably take different decisions on policies which could affect Associations in many ways, such as different membership requirements, the level of membership fees, their representation at world and regional conferences and the level of support services they receive from their world organisation.
- 7.16 Major changes in setting up any new world organisation would obviously require the overwhelming approval of Member Associations. Both existing World Organisation have attitudes, ways of work and structures which have served them well in the past and which Member Associations believe are the best and most practical for them. Some may find it difficult to give them up and adapt to new procedures.
- 7.17 The reaction of Associations so far has to be considered. Following both 1999 World Conferences, a number of Associations (mainly SAGNOs within Europe) were in favour of a single world organisation as it reflects the unity which they have experienced within their own country and which they feel would benefit others. However, many Associations have shown little interest in the subject of any long-term merger. Some are opposed on the grounds that a merger would only detract Scouting from its mission and that investigating the possibilities is a waste of time and resources. As there are a number of conflicting views, there is always a risk that during any debate these strongly held views will be polarised further and lead to a split in the unity of both WOSM and WAGGGS.
- 7.18 In the last analysis, both WAGGGS and WOSM exist in order to offer the best possible service to their Members. A merger would only be justified if it can clearly be seen to provide 'added value' and a significant better service. Member Associations would need to be convinced of this and accept they will need to adjust their own internal structures accordingly with the far-reaching implications that this would have in many cases. One fundamental question is whether the diversion of resources and the cost of a merger in terms of people, time and finances would be justified and will produce a result which could significantly increase the organisation's ability to achieve its objectives.

(It may be of interest to know that *The Economist* started on 22 July 2000 a series of articles entitled '*How mergers go wrong*', emphasising the importance of learning the lessons from the failures and successes of past mergers. . '*Mergers*' they say '*are like second marriages. a triumph of hope over experience*')!

- 7.19 It should be noted that when speaking of a merger we are dealing with an entirely new integrated world organisation which is neither the present WOSM nor WAGGGS. Clearly a double-headed SAGNO type of world organisation, which by definition is structurally complex and imposes a heavy burden on human and financial resources, is not an option. The difficulties experienced by the European (Helsingborg) experiment, which in effect established experimentally a SAGNO-type structure at regional level, provides a clear example of what any new world organisation must avoid.
- 7.20 One guiding principle, where each World Organisation has a different standard, or method of work, or quality of services in a specific area, should be for any new world organisation to adopt the best features of each and avoid the danger of adopting a lowest common denominator for the sake of compromise.

- 7.21 In view of all the above factors, it is clear that before considering the dissolution of WOSM and WAGGGS and the setting up of an entirely new world organisation a much more detailed and in-depth feasibility study of the actual implications, including the financial aspects, must be made. Undertaking such a feasibility study will require considerable time as well as the diversion of a substantial amount of additional human and financial resources from both WAGGGS and WOSM and probably the employment of outside consultants for technical and legal questions. What would be the time factor? Bearing in mind the mechanisms of the two World Organisations, and particularly the decision-making processes within their World Conferences, it is unrealistic to assume that any merger could be achieved in less than 8 years at the very least.

8. OTHER RELEVANT POINTS

- 8.1 In preparing this fact-finding study a number of other points emerged which did not fit neatly under any of the above headings. It was felt that the report would not be complete without some reference to these points.

- 8.2 One relevant fact, the Committee may recall, is that this study was triggered by one part of a resolution of the WAGGGS World Conference resulting from outside pressures and conflicting views within WAGGGS on its long-term future. The discussion basically concerned whether WAGGGS should remain faithful to its original aims, which it has pursued for more than 70 years, and continue to be an independent world organisation *'run by women for women'* and *'dedicated to the development of girls and young women'*. Or should it envisage a new organisation with WOSM which *'through a different organisational and management structure'* would *'safeguard the sanctity of the mission statement of WAGGGS'*. Whilst it is recognised that this will be a difficult choice for WAGGGS itself, WAGGGS long-term needs are not in themselves

reasons for WOSM to cease to exist as an independent world organisation for young people. One of the lessons from *The Economist* article, mentioned in 7.18, is that *'when a company merges to escape a threat, it often imports its problems into the marriage. Its new mate, in the starry moments of courtship, may find it easier to see the opportunities than the challenges'*.

- 8.3 WOSM and WAGGGS have over the years developed their own distinctiveness including their mission, culture and style, which are valid and appeal to different young people and adults. Recognising this fact raises the question of how any merger could avoid being at the expense of these different approaches and losing the best of what each has to offer.
- 8.3.1 Another factor is the strong argument which is often made for the existence of an exclusively all-female organisation run by women for women whose mission is the advancement of girls and young women. Irrespective of its size, such an organisation unquestionably corresponds to a major need for those girls whose development is best encouraged within an all-female organisation and who indeed prefer to join one. It is unfortunate in the 21st century that in many societies the rights and status of women still need strong support; an

independent all-female organisation of experience is in a good position to provide this. On the other hand there are also other girls and young women who have taken a conscious decision preferring to join Scouting's programmes, attitudes and values rather than those of Guiding and who are happier to be in a mixed organisation. Today both options are available.

- 8.4 When considering both World Organisations, there is one hidden fact which cannot be quantified in a report but nevertheless cannot be ignored. Within WAGGGS and WOSM there is considerable goodwill and mutual respect for each other's work and achievements amongst individual volunteers and professionals alike, but we have to recognise frankly that differences at organisational levels have at times led to some genuine misunderstandings and serious frustrations, not only at world level (in the Consultative Committee and between the Bureaux, for example) but also at regional level (the European experiment) and sometimes between national Associations in the same country. Sadly, it is often on those occasions when we have genuinely tried to come together more closely and cooperate that the reality of our different approaches, cultures and ways of work have revealed themselves more clearly, leading to some friction.
- 8.4.1 The differences above cannot be dismissed as simply the result of a few personality clashes. Indeed on a personal level, relationships between individual members of WAGGGS and WOSM are usually very good. It is significant perhaps that misunderstandings have occurred over many years in a wide range of quite different situations, in different groups, from different countries and cultures, despite the genuine and best endeavours of responsible individuals who all have the interests of young people at heart. This would suggest that there is something intangible, long-standing and inherently different which has developed quite naturally over the years in the culture, attitudes and ways of work of the two World Organisations and which in the past neither organisation has fully appreciated nor understood. The designers of any new world organisation would need to be very sensitive to this situation.

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