



TOWS Matrix Analysis to Strengthen the Scouting Program in Bhutan

Karma Tenzin^{1*} and Tashi Wangchuk²

Ministry of Education, Bhutan

<http://doi.org/10.17102/rabsel.22.2.6> | Accepted December 2021 | Published August 2022

Abstract

The purpose of this study was to assess the Scouting program in Bhutan in order to identify the key issues that affect the Scouting program and recommend a workable strategy to Bhutan Scouts Association (BSA). Scouting for Bhutan is not simply a youth engagement program but a vision of the great monarchs. The Scouting program in Bhutan was initially started in response to His Majesty, the Fourth King, Jigme Singye Wangchuck's concern for youth in the face of emerging challenges for the young people, the future of Bhutan. His Majesty, the King Jigme Khesar Namgyel Wangchuck is the Patron of BSA and the Royal Patronage inspired numerous initiatives such as Scout Leadership Training Program and others that helped to revitalize Scouting in Bhutan. This paper presents TOWS matrix analysis of the responses and views of different stakeholders gathered through key informant interviews (n=157), focused group discussions (n= 270), and surveys (n= 350). The analysis is carried out within the framework of strategic priorities of the World Organization of Scout Movement (WOSM). The findings suggest that the BSA has been witnessing an increasing number of dropout rates attributable to several causes such as the lack of recognition and reward; monotonous programs; time constraints; incompetent Scout leaders; and poor adult and peer support. The dropout or leakage of Scouts is noticed to be occurring mostly in transition from Nachung Scouts to Nazhoen Scouts. The proposed recommendations are aimed at fulfilling the vision and mission of BSA by addressing attrition through quality programs, enhancing the competency of leaders, and strengthening good governance practices.

Keywords: STEM education, early childhood, play-based learning

Introduction

The population of young people (age, 10-24) constitutes 56% of the total population of Bhutan (NSB, 2018). Young people in Bhutan like in any other country are considered an important national asset. The fact that they are an important ingredient in the happiness-driven development dynamics of the country cannot be better justified than in the golden lines of Bhutan's visionary 4th King His Majesty Jigme Singye Wangchuck, "the future of Bhutan lies in the hands of our younger generation" (Department of Youth and Sports, MoE, 2010). It is further valued when His Majesty the King Jigme Khesar Namgyel Wangchuck, the Patron of BSA states that, "the wealth of our country is our human resources. Our future will invariably be shaped by the talent and skills, disposition for hard work, commitment, and dedicated service of our young generations" (Kuensel, 2016).

Youth is the main human capital of the nation, the Bhutan government considers it a sacred responsibility to ensure their growth unaffected by the youth-related challenges such as unemployment, substance abuse, deteriorating human values, deteriorating culture and tradition, crime and theft, suicide, poor sense of common national identity, rural-urban migration, and others facing the youths today (Dhradhul, 2017). Toward this end, the Royal Government of Bhutan not only provides free education but initiates many non-formal education programs such as Scouting, catering to their holistic development.

Scouting is a voluntary, non-political educational movement for young people open to all without distinction of origin, race, or creed, in accordance with the purpose, principles, and method conceived by the Founder, Baden Powell². The purpose of the Scout Movement is to contribute to the development of young people in achieving their full physical, intellectual, emotional, social, and spiritual potentials as individuals, responsible citizens, and members of their local, national, and international communities. As the largest youth movement branded as "Creating a Better World", Scouting contributes 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 (WOSM).

Ever since the start of the movement in 1907 by Lord Stephenson Smyth Baden-Powell, Scouting has played an instrumental role in the development of young people and contributed to making this world a better place for all to live. The youths of Bhutan are not an exception.

Scouting in Bhutan was formally started in 1996, in response to His Majesty the fourth King's concern on several issues on education and emphasis on the need to adopt a systematic and comprehensive program to address emerging youth-related issues. Subsequently, it was launched as a school-based program supported by Asia Pacific

Region, and World Scout Bureau as a channel for holistic development and value education for Bhutanese youths. Within a very short span, the program achieved considerable progress both in terms of membership as well as the type of programs conducted. Bhutan Scouts Association (BSA) became a full-fledged member of the World Organization of Scouts Movement on 26th July 1999 during the 35th World Scout Conference at Durban in South Africa (BSA, 2017).

Scouting in Bhutan is categorized into five sections namely: 1) *CheyChey* Scouts (for students of Pre-Primary -class III); 2) *Nachung* Scouts (for primary school children of Classes IV-VI); 3) *Nazhoen* Scouts (for secondary school children of classes VII-XII); 4) Rovers (for colleges and Institutes), and Community Based Scouts (for out of school youths and adults).

Currently His Majesty the King of Bhutan is the Patron of the Bhutan Scouts Association and therefore it receives the highest support from the government. Further, Scouting is identified by the Ministry of Education as a means to enhance the values of education and the well-being of the youth (MoE, 2014). Towards that end, the ministry mandates all schools to have a Scouting program.

Strategy Formulation

A strategy is literally a plan of action designed to achieve a major or overall aim. The strategy for Scouting has been steering the direction of the movement and ensuring that there is a clear idea of where to go and how to get there (WOSM, 2014). The strategy of Scouting is a common language that helps National Scouts Organizations (NSOs) to offer quality Scouting to more young people, focus on recruiting and retaining Scouts and Adults in Scouting, promote the Scouting brand, and strengthen the organizations (Diaz, 2011).

As shown in Figure 1 below, the SWOT analysis of the Scouting program in Bhutan revealed the prevalence of high attrition of Scouts especially as their level of education increased. It supplements the findings of the Mobile Scout Camp Report 2017 and Monitoring Report 2018 conducted by BSA and the same is being authenticated by the survey administered to Dzongkhag or school Scout Commissioners, Scouts, Scout leaders, non-Scout students, and teachers.

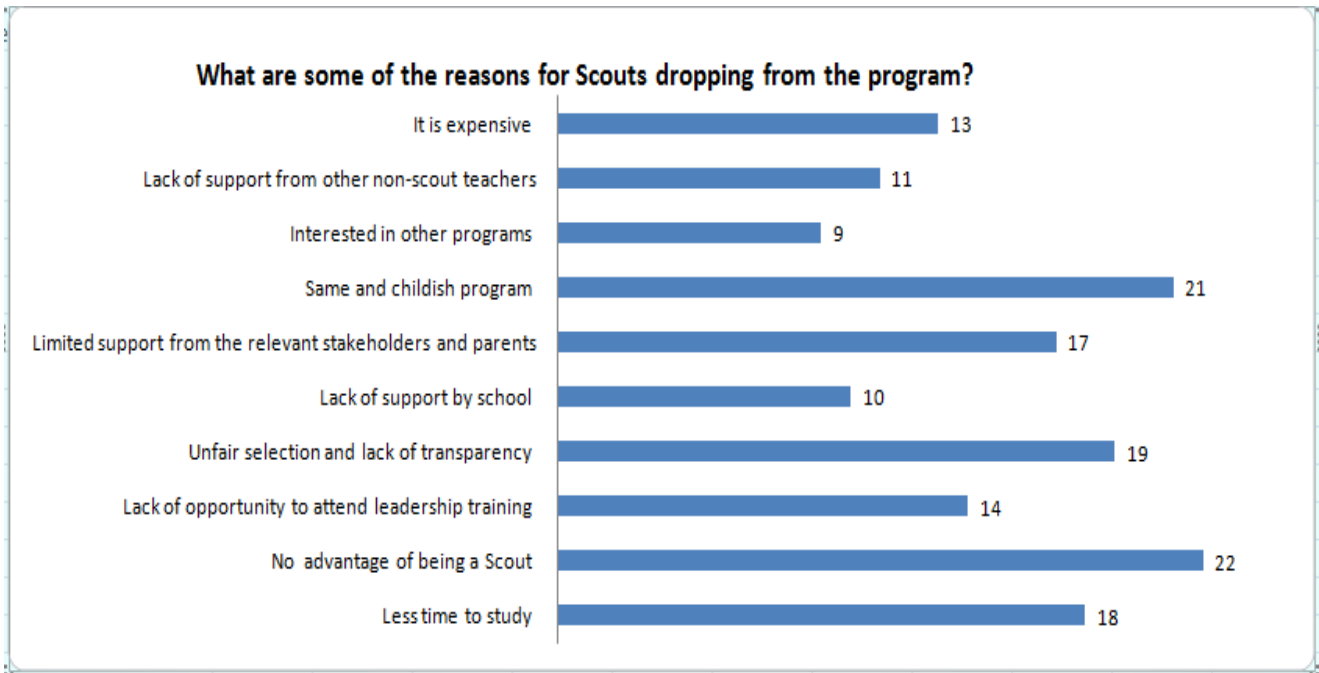


Figure 1: Reasons for dropping from Scouting Program

Therefore, this paper will discuss strategies to improve the retention of young people in the Scouting program towards the achievement of the overall WOSM mission of "educating young people to become self-fulfilled individuals who will play a constructive role in society." This strategy would help to accomplish the vision and mission of BSA as stated below:

Vision: “Bhutan Scouts Association, by 2030, be a premier and inclusive youth organization, providing quality program through competent leaders, producing responsible citizens, contributing towards Gross National Happiness.”

Mission: “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.”

The vision and mission of BSA are very much in line with the broader vision and mission of the Ministry of Education which is stated as:

Vision: An educated and enlightened society of GNH, built and sustained on the unique Bhutanese values of ‘*Tha dam-Tsig Lay Gju-Drey*’

Mission

1. Develop sound educational policies that enable the creation of a knowledge-based society.

2. Provide equitable, inclusive, and quality education and lifelong learning
3. Opportunities for all the children and harness their full potential to become productive citizens.
4. Equip children with appropriate knowledge, skills, and values to cope with the challenges of the 21st century.

Strategic Options

TOWS matrix using data gathered from relevant stakeholders is used to generate strategic options for retention of *Nazhoen* Scouts. It is a complementary tool of SWOT used to develop strategic options combining the internal and external analysis of an organization; S-O (Strengths-Opportunities), W-O (Weaknesses- Opportunities), S-T (Strengths- Threats), and W-T (Weaknesses- Threats).

According to Mulder (2017), TOWS matrix compares external opportunities and threats to the internal strengths and weaknesses; how to use strengths to benefit from the existing opportunities, how to benefit from their strengths to avoid or lessen (potential) threats, how to use opportunities to overcome weaknesses, and how to minimize weaknesses and avoid potential threats. The TOWS matrix for BSA is presented in Table 1:

Table 1: TOWS matrix for BSA

	Strengths (S)	Weaknesses (W)
TOWS Matrix of BSA	<p>S1: King is the Patron/ Chief of Scouts easing the solicitation of government support</p> <p>S2: BSA is a member of WOSM & APR and receives financial and technical support</p> <p>S3: The program is funded by the government</p> <p>S4: Has adequate trained Scout leaders to support school-based Scouting</p> <p>S5: Huge membership potential for a successful program</p>	<p>W1: Discrepancies in the program due to inconsistent monitoring and evaluation from the headquarter</p> <p>W2: No or limited impact studies have been done on the Scouting program and difficult to convince the stakeholder about the importance of the program</p> <p>W3: Lack of human resource management</p> <p>W4: Lack of adequate Scout materials resulting in inefficient program delivery (References, Policies, and Standard Operating Procedures)</p>

		<p>W5: High attrition of Scouts affecting the mission of BSA</p>
<p>Opportunities (O)</p> <p>O1: Government’s focus on youth development</p> <p>O2: Compatibility of Scouting and religious values</p> <p>O3: Involvement of parents in the program</p> <p>O4: Using technology and different media to improve communication</p> <p>O5: Engaging former Scouts to promote the Scouting brand</p> <p>O6: High interest for partnership by external agencies</p>	<p>S-O Strategic options</p> <p>S01: Cater to the personal development of youths</p> <p>S02: Review the youth program policy in line with the strategic plan of WOSM and APR mandates</p> <p>S03: Collaborate with external agencies for sustainable funding</p> <p>S04: Enhance the competencies of Scout Leaders and professionalism of BSA officials</p> <p>S05: Network with formal Scouts and parents</p> <p>S06: Institute awards and recognition system</p> <p>S07: Provide cultural and religious inspiration by conducting spiritual retreats</p>	<p>W-O Strategic options</p> <p>W01: Strengthen the evaluation and monitoring system</p> <p>W02: Conduct stakeholder orientation to create awareness of the importance of the program</p> <p>W03: Innovate creative modes of communication and networking</p> <p>W04: Standardize Scouting practices and digitalise counting materials for easy and fast access</p> <p>W05: Partner with parents and formal Scouts to motivate young people</p> <p>W06: Systemize accountability of adults in Scouting</p>

Threats (T)	S-T Strategic options	W-T Strategic options
<p>T1: Lack of legal binding to ensure autonomy in planning, program execution, and utilization of fund</p> <p>T2: Rising cost of scouting compounding the lack of support by parents</p> <p>T3: Changing needs of the young people</p>	<p>ST1: Seek the government's endorsement of the constitution of BSA</p> <p>ST2: Raise funds to reduce the financial burden on parents</p> <p>ST3: Design needs based Scouting programs</p> <p>ST4: Organize exchange programs</p>	<p>WT1: Outsource an impact study of the Scouting program to understand the changing needs of the Scouts and update the program</p>

The Strategies

As of today, the Scouting program has an established network. However, over the years attrition of Scouts has been a concern for BSA and so is the need for recruitment and retention strategy. Therefore, an urgent need to address the attrition rate of Scouts, especially during the transition from *Nachung* to *Nazhoen* Scouts is felt. Unlike profit-oriented organizations whose aim is to maximize financial benefit, retention of Scouts in the program is for their successful engagement in the learning process to achieve the purpose of the Scouting movement.

It is critical that the learning processes in the Scouting program are objectively mentored to enhance skill development relevant to young people's needs. As much as the learning process is desired to be innovatively learner-centered, it must be supported by adults in Scouting. Therefore, training of adult leaders and orientation of stakeholders are also an integral part of the learning processes.

The learning process in Scouting takes within the framework of the Scout method which encompasses the following elements:

1. Scout promise and law; *a commitment to a set of shared values*
2. Learning by doing; *a practice-oriented learning*
3. Personal progression; *a progressive learning challenge*
4. Team system; *collaborative learning and sense of responsibility and belonging*
5. Adult support; *partnering with young people for meaningful learning opportunities*
6. Symbolic framework; *development of unique identity*
7. Nature; *outdoor learning and relationship with environment and*
8. Community involvement; *fostering commitment and responsibility to the community*

Scout Methods

The Scout methods are a key part of Scouting that guide the learning process to be meaningful experiences for youths based on our shared values that are consistency with the purpose and principles of Scouting.

They help to provide Scouts with rich, active, and fun-filled learning experiences through various innovative activities (see Table 3):

Table 3: Suggested Activities for different Scout Methods

Sl. No	Scout Method	Activities
1	Scout Promise and Law	Duty to God, Duty to others, and Duty to self, Self-reflection exercises
2	Learning by Doing	Cooking, Pioneering, Survival skills training, Leadership roles, Communicating with others and Self-exploration
3	Personal Progression	Self-reliance, Self-governing and Self-learning activities, Proficiency badge system, and Advancement activities
4	Team System	Patrol system, Court of Honor
5	Adult Support	Educational support, Emotional Support, Informational support, and Appraisal support, Engaging and empowering youths in decision making
6	Symbolic Framework	Songs, Yells, Unique customs, and symbolic rituals, Common uniform
7	Nature	Environment conservation activities, Outdoor activities, Stream adoption, cleaning campaign, Awareness and education programs, Plantation and protection of trees
8	Community Involvement	Tree planting with the local community, Community events (Fete, quiz, etc), Community service, Awareness campaigns, Fundraising

Considering the issues affecting Scouting at large and the reasons for increasing the attrition of Scouts, the following strategies are proposed to improve the retention of *Nazhoen* Scouts.

Analysis of strategic options

The strategic options generated using the TOWS matrix are further analyzed in line with the five strategic priorities for fulfilling the vision of 2023. Following are the growth strategies formulated considering the successful Scouting practices in India, Nepal, and

the Philippines. These strategies are expected to address the high leakage or dropping of Scouts, especially from *Nachung* to *Nazhoen* level. As indicated in the strategy map below (Figure 2), improving the quality of the program, enhancing the competency of leaders, and restructuring the governance mechanism of the association are identified as three priority initiatives to strengthen the Scouting program. The objectives and the suggested activities against the stated vision are outlined in Figure 2.

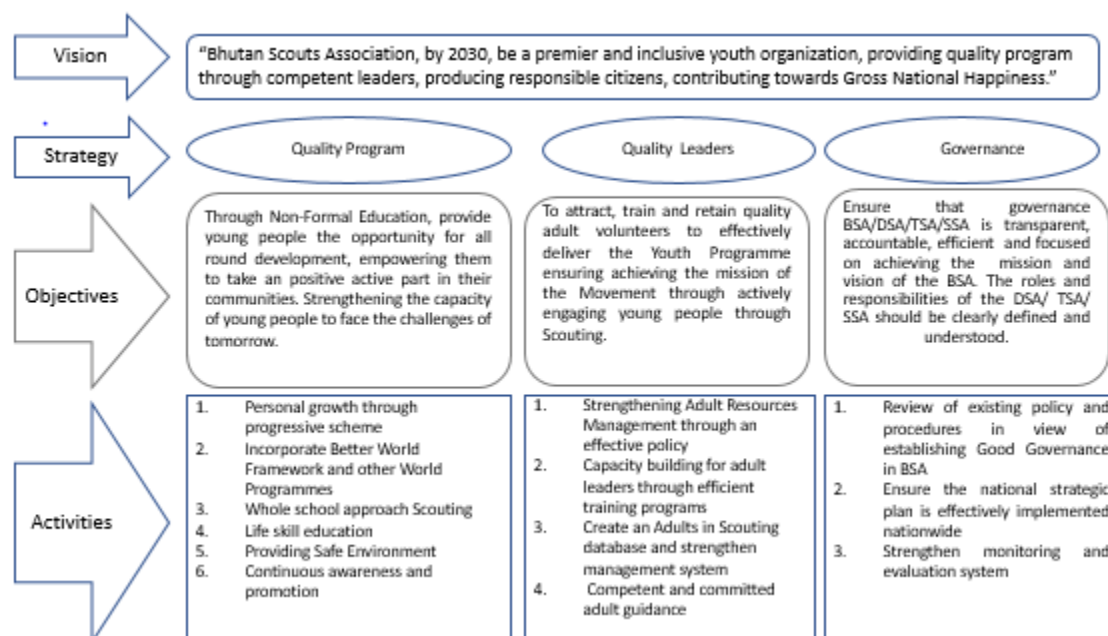


Figure 2: Strategy Map

Mission Model Canvas (see Table 2), is used to visualize the components required to fulfill the strategic options identified in Figure 1.

Table 2: Mission Model Canvas

PARTNERS	ACTIVITIES	VALUE PROPOSITION	BUY-IN/ SUPPORT	BENEFICIARIES
<p><i>-The key partners are:</i></p> <ol style="list-style-type: none"> 1. Ministry of Education 2. World Organization of Scout Movement (WOSM) 3. Asia Pacific Region (APR) Scout Bureau 4. Dzongkhag/T hromde Scout Associations 	<ol style="list-style-type: none"> 1. Assess strengths, opportunities, weaknesses, and threats 2. Identify key issues affecting the Scouting program in Bhutan 3. Develop a strategy to improve retention of Nazhoen Scouts 	<p><i>-Scouting enhances our youths to be:</i></p> <ol style="list-style-type: none"> 1. Mentally awake 2. Physically strong 3. Morally straight 4. Spiritually sound 5. Emotionally stable 6. Kind in words 7. Pure in thought 8. Loyal and 	<ol style="list-style-type: none"> 1. Apprise Chief Scout Commissioner 2. Present it to various stakeholders during the annual conference 3. Orientation of Scout leaders 4. Awareness sessions for parents and 	<p><i>-Five categories of Scouts</i></p> <ol style="list-style-type: none"> 1. Chey Chey Scout (Pre-primary to Class III), 2. Nachung Scouts (Class IV to VI), 3. Nazhoen Scouts (Class VII-

<p>(DSA) 5. All public and private schools 6. The nation as a whole 7. Parents</p> <p>-These key partners help Integrate the programs for the development of young people through actions taken for the community as much as it is the development of the community through the actions of the young people</p> <p>-Partnership creates opportunities for development initiatives to tackle relevant issues affecting young people and the community</p>	<p>RESOURCES</p> <p>-Human Resource</p> <ol style="list-style-type: none"> 1. Focal partners (Dzongdag³, Education Officers and Principals): well oriented on purpose and fundamental principles of Scouting 2. Motivated Adult Scout Leaders 3. Supportive parents <p>-Finance</p> <ol style="list-style-type: none"> 1. Budget for planning and implementation of programs 2. Fund for capacity development of Scout leaders 	<p>trustworthy 9. Respectful 10. Responsible 11. Resilient 12. Loving and kind</p> <p>-Scouting contributes to the education of young people through the value 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.</p> <p>-Scouting helps youths excel in studies and channel their energy for positive development</p>	<p>others</p> <p>MARKETING / DEPLOYMENT</p> <p>-Enhance public image by:</p> <ol style="list-style-type: none"> 1. Organizing camps 2. Involving parents in the program 3. Publications and media advocacy 4. Instituting reward systems 5. Strategizing employability and livelihood incentives 	<p>XII), 4. Rovers (Tertiary level) and 5. Community Scouts (Out of school youths and adults).</p> <p>-</p>
<p>FUNDING STREAMS</p> <p>List your sources of funding.</p> <p>CURRENT</p> <ul style="list-style-type: none"> -Royal Government of Bhutan -WOSM - Donation -APR -Fund raising 	<p>FUTURE</p> <ul style="list-style-type: none"> - RGoB/ WOSM/ APR -WOSM - APR 	<p>MISSION METRICS / ACHIEVEMENT</p> <ul style="list-style-type: none"> -Lessened attrition of Nazhoen Scouts -Lesser youth-related problems -Happy and peaceful society 		

1. Quality Program

The relevance of the program must be complemented by an effective implementation plan and process. It is important to renew the program at par with WOSM/ APR standards and ensure that they are attractive to young people. Impact evaluation of the program is essential to facilitate and enhance youth participation. Scouting seeks to contribute to the self-education of young people and the development of their physical, intellectual, emotional, social, and spiritual capacities on assumption that each person is born with a unique potential that can be constructively nurtured (WOSM, 1998).

In accordance with its fundamental principles which are "Duty to God", "Duty to others" and "Duty to self" the education process of the Movement assists the young people to achieve:

1. Physical development; *able to take responsibility for the growth, functioning, and health of one's body*
2. Intellectual development; *perceive patterns, connections, and relationships between phenomena, events, ideas etc., and solve problems*
3. Emotional development: *acknowledge, recognize and express feelings and emotions*
4. Social development; *take an active and constructive role in society and contribute towards a better life for all*
5. Spiritual development: *respect varying perspectives of religion and integrate spiritual values into one's daily life*

All the Scouting activities are purpose-driven and following are some key areas of development (see Table 4) for the holistic development of young people (Scouts Australia, 2011):

Table 4: Suggested Key Areas for Purposes of Scouting

Sl. No	Purpose	Key Areas
1	Physical Development	Identifying needs, Maintenance (Keeping fit and healthy), Effectiveness
2	Intellectual Development	Collecting information, Processing information, Problem-solving
3	Emotional Development	Self-discovery and awareness, Self-expression, Responsibility, and self-control
4	Social Development	Relationships and communications, Cooperation and leadership, Solidarity and service
5	Spiritual Development	Wisdom, Worship, Spiritual discovery

It is important to ensure that the activities are attractive because the prospect of taking part in exciting activities with friends is the main reason why young people join the Movement (Scouts Australia, 2011). A good program should be challenging, attractive, rewarding, and useful.

A cause for the low retention rate of Scouts that have come out very strongly from the survey response of existing Scouts, as well as non-Scouts and Scouts who have dropped out of the program, was that the program is monotonous and not interesting. This is against having a well-segmented Scouting program in place, available trained Scout leaders, and program frameworks to facilitate the implementation of the programs (*CheyChey Scouts; Nachung Scouts; Nazhoen Scouts, Rovers, and CBS*).

Further analysis of the root cause, pinned the shortfall of BSA not having an operational strategic plan, monitoring and evaluation plan, standard operating procedures (SOP), program and training policies, and human resources management systems (*Adults in Scouting*) which include training of competent leaders.

Upon analysis of the root causes, the following strategies are proposed to make the Scouting program more attractive to Scouts and gain the support of the stakeholders:

Enhance Personal Growth through Progressive Scheme

Scouting in general helps youth develop into well-rounded individuals better prepared for challenges in life. It helps young people discover their talents and understand their interests so well to be useful in making the right decisions.

The second phase of the study conducted from 2018 to 2019 to measure the impact of Scouting on the personal development of young people by WOSM with Scouts of France, Mexico, Netherlands and Saudi Arabia (Table 5) further validates the finding of a similar study carried out with Scouts of Singapore, Kenya and the United Kingdom in 2017. As underscored by Ahmad Alhendawi, the Secretary General of WOSM, the average scores of the study speak for themselves that Scouts are more likely than non-Scouts to have a higher level of personal development in the areas spanning from leadership to empathy, physical to spiritual (WSB, 2019).

5: The research result in France, Mexico, Netherlands & Saudi Arabia

Definition	Average Score
Able to make choices and to control personal and social life as an individual and as a member of society	Scouts scored 6% higher than non-Scouts
Able to show concern for others, able to act with them and for them, and able to put oneself in the other person's shoes (empathy)	Scouts scored 9% higher than non-Scouts
Able to take responsibility for one's actions, keep commitments, and complete undertakings	Scouts scored 6% higher than non-Scouts
Able to assert oneself in respect of values, a cause, or an ideal, and to act accordingly	Scouts scored 7% higher than non-Scouts
Able to respect other paradigms by virtue of their gender, ethnicity, religion, language, or culture	Scouts scored 8% higher than non-Scouts
Engaged in regular physical activity	Scouts scored 18% higher than non-Scouts
Learning from nature	Scouts scored 10% higher than non-Scouts
Having a positive attitude and perception of a meaningful life	Scouts scored 6% higher than non-Scouts
Engaged in contemplation and talking to families and friends about life and religion	Scouts scored 13% higher than non-Scouts
Feeling a part of a wider global community	Scouts scored 9% higher than non-Scouts

Source: WOSM

The significant difference in scores between Scouts and non-Scouts in both phases of the impact study by the World Scout Bureau (WSB, 2019) can be attributed to skills the young people acquire from Scouting such as leadership, time management, good governance, communication skills, and team management. These skills contribute to the personal growth and progression of the Scouts and hinge them to the program lowering the attrition of *Nazhoen* Scouts.

The Handbook for Leaders (BSA, 2002) has detailed specifications of different advancement and proficiency badges for different sections; (e.g., in *Nazhoen*, the *Maugalbu*, *Sharibu*, *Kuengao*, and *Toenpa*) to facilitate Scouts to acquire various skills and values for their positive personal growth and progression. However, it is not effectively implemented in the field and this has hampered the growth and progression of young people and thereby failed to retain them or gain the confidence of the stakeholders. Therefore, effectively implementing the advancement scheme would be a

significant reward and recognition for the young people to join the program and continue their membership.

During the survey done for this study, 27% of the respondents which is the highest reported that lack of recognition and reward lowers the retention of Scouts in the program. This is not unique to BSA, rather it is a detrimental factor with other NSOs as well, and much so because recognition is a basic human desire. Therefore, besides continuing with the existing reward and recognition schemes it is important to institute more timely and attractive incentives to retain the young people in the program.

While instituting new incentives may take time and incur a cost, a jump-start solution could be implementing the existing advancement schemes and proficiency badges. These programs specify what Scouts are expected to learn and understand at particular levels, what they will accomplish at different levels, and how and when they can advance to the next level. This strategy would not only excite and motivate the young people to continue Scouting but most importantly help convince parents, one of the most important stakeholders. The parents have to be convinced that Scouting is an education for life that nurtures their children to become good human beings and thus garner their support.

Promote Whole School Approach Scouting

The number of schools practicing the whole school approach, Scouting is increasing in Bhutan as encouraged by BSA. This is purely motivated by the evidential experience of the Scouting program contributing to the development of young people and inspiring the spirit of volunteerism in them. Further, this approach helps to reach out to every student in the school which otherwise is deprived either due to students not understanding the importance of the program or deterred by peer influence.

Under this approach, all students of a school become *CheyChey* Scout, *Nachung* Scout, or *Nazhoen* Scout depending on their class levels, and 100% retention of Scouts is assured. For effective implementation of the program, a committee of Scout leaders chaired by a senior Scout Leader preferably Leader Trainer (LT) or Assistant Leader Trainer (ALT), and if not, a senior Wood Badge holder may be formed. The committee will draw a plan of action and accordingly schedule the sessions with due consideration of the numbers of Scout leaders available and different levels of Scouts (Bronze Star, Silver Star, and Gold Star *CheyChey* Scout; *Karma, Dawa, and NimaNachung* Scouts; and *Maugalbu, Sharibu, Kuengoa, and ToenpaNazhoen* Scouts). The sessions could be conducted at a convenient time or it can be a troop session on a selected day.

2. Quality Leaders

A good number of respondent Scouts (65%) reported that they dropped out of the program because some Scout leaders were too strict while the others were less proactive; some school authorities and teachers felt that they were wasting time being engaged in the Scouting program, and their peers made fun of them or the public had

low regard for them. This indicates that the retention of Scouts in the program is correlated to the competency of Scout leaders to provide the right motivation and that BSA lacked the professionalism to address such issues. Toward this end, the following course of action could be adopted to attract and retain quality adult leaders to effectively deliver quality Youth Programs toward achieving the mission of the Movement.

Strengthening Adult Resource Management through an effective policy

The success of the Scouting program of any NSO depends on the support of adults and therefore it is important that adult resources are effectively managed. However, BSA does not have a Scouting Policy that guides acquisition, training and personal development, and management of the adult resources necessary for accomplishing the mission of the Movement (WOSM, 1993). Therefore, it is vital for BSA to have Adults in Scouting Policy to streamline adult resource management.

According to 'World Adult Resource Policy', adult resource management is a process of acquisition, training, personal development, and management of adult resources to cater to the association's overall management. The policy could be successfully implemented by forming a National Adult Resource Committee that will ensure the selection of the right candidates, provision of adequate training, timely and need-based upgradation of skills, and productive use of the adult resources.

The recent training analysis of BSA records a total of 1809 Scout leaders trained so far, 341 of them are either inactive or do not have a unit as expected. The situational analysis of the stated fact boils down to a lack of an effective adult resource management policy that would enhance the efficient use of resources. The absence of one such policy has led to any teachers being trained as Scout leaders, not based on their own interest in Scouting but because their Principals had nominated them as a financial incentive for or her good performance in the school

If strengthened, efficient adult resource management can help BSA recruit leaders with the right aptitude, retain them and promote membership growth of the Scouts. It is particularly important because effective management of adult leaders would play a vital role in realizing the vision of 2023 for BSA to achieve 100,000 memberships in the Scouting program. It is upscaling a total of 37,957 additional members from the current membership of 62,043 within the span of four years (2020-2023).

At 1:40 ratio of Scout leaders and Scouts, reactivating the existing inactive leaders alone can increase the membership of Scouts by 54,560 (341 inactive leaders x 40 Scouts x 4 years) which is still higher by 16,603 Scouts. Such efficient management of resources can cut down the considerable cost incurred in training some 500 final year graduates of Paro College of Education (PCoE) and Samtse College of Education (SCoE). However, it is not to be understood that the training of graduating student teachers is

not cost-effective. There is a return on investment in the form of filling up the avoidable shortage of adult leaders and supporting the cause of Scouting as one of the important stakeholders for the successful implementation of the program.

Capacity building for adult leaders through efficient training programs

Figure 3 below shows the important role of adult Scout leaders in successful a Scouting program. Therefore, the following strategies are proposed to enhance the capacity of the adults in Scouting.

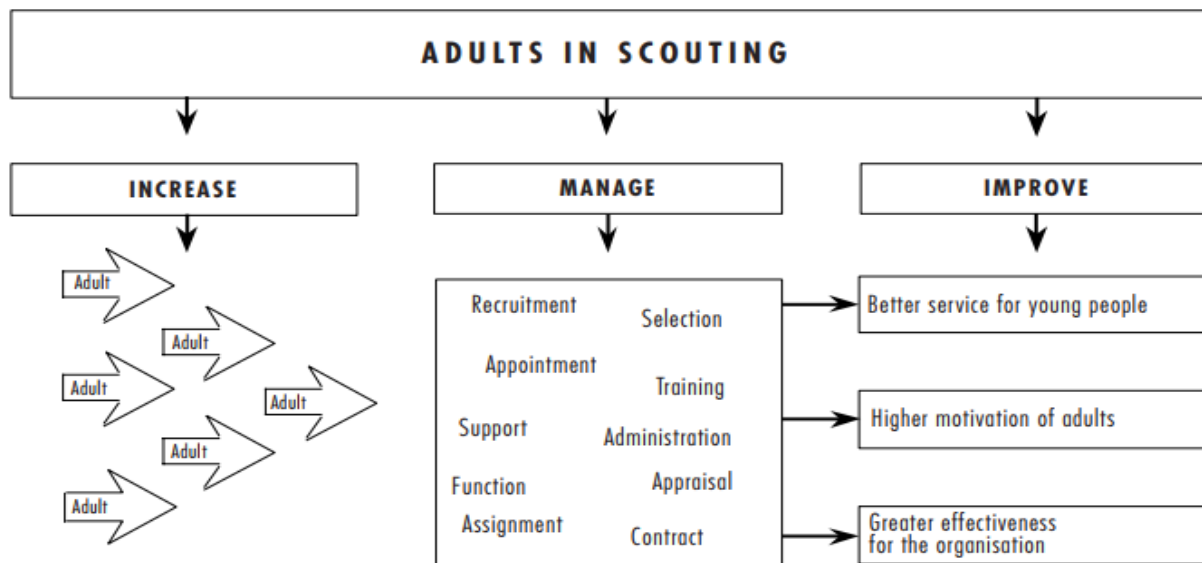


Figure 3: Role of Adult Scouts in Scouting

Refresher Course for Scout Leaders

As most of the Scout leaders are teachers, dealing with Scouts should not be an issue. However, a timely refresher course would help the Scout leaders understand the changing need and interests of Scouts better and update themselves with the latest information to provide better services. Such courses will further enhance their competency and a competent leader can deliver better. The refresher courses could be provided between different levels of training they are mandated to undergo to become BULT/ WB/ ALT or LT leaders as reflected in the scheme for the training of unit leaders as represented in Figure 4 below:

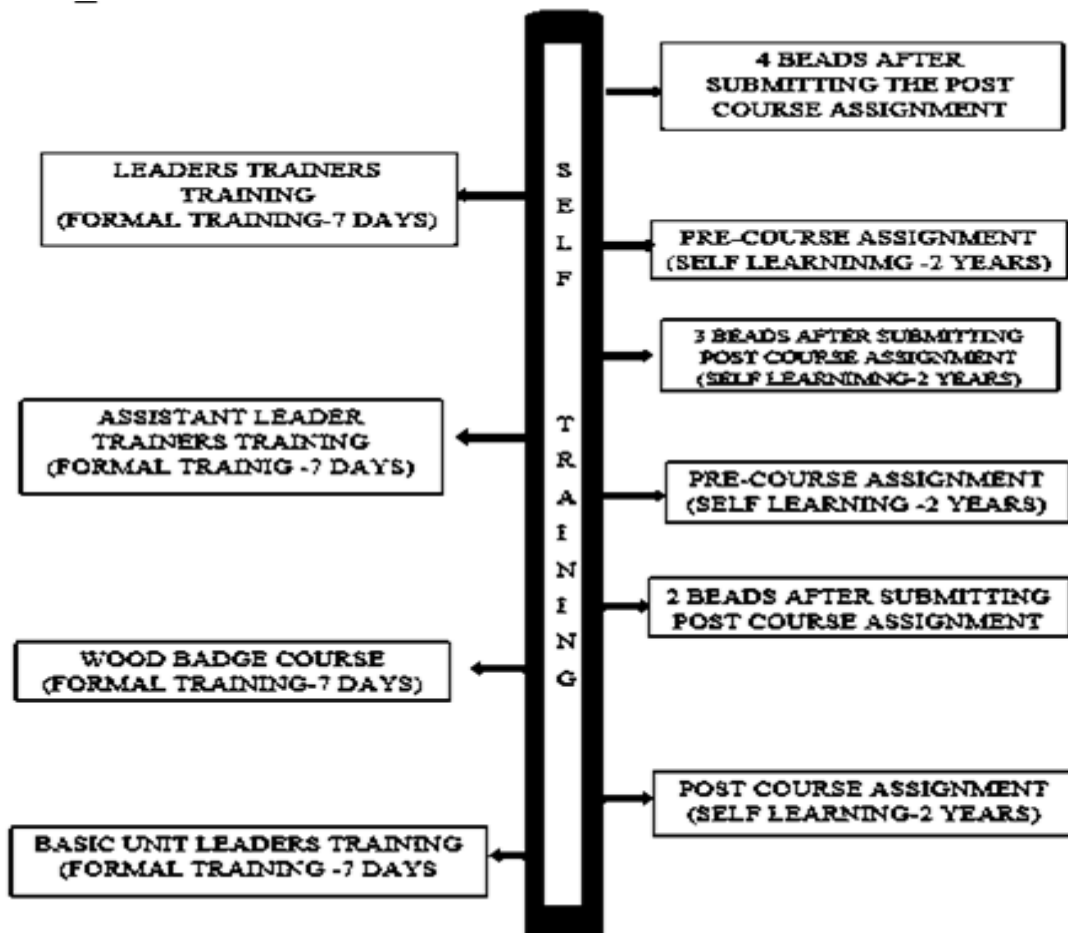


Figure 4: Scheme of Training for Unit Leaders

Specialization courses for Scout leaders

An opportunity for the Scout leaders to specialize in different areas of Scouting such as pioneering, hiking, camping, cooking, orienteering, knots and lashings, games and songs, life skills, and value education would be great. It would not only build up the human resource capacity within the association but would motivate the leaders. Motivated leaders in turn would inspire Scouts to be involved actively in the program.

To do this, first and foremost, BSA will pool in the Leader Trainer and Assistant Leader Trainers according to the number of activities identified to be specialized in to be trained as facilitators. The trained facilitators will then go to the regions and conduct training for the selected Scout leaders from respective DSAs/ TSAs in different categories. These trained leaders will form a core of expertise in their respective area of specialization and support DSAs/ TSAs through the conduct of training and orientations to the Scouts and Scout leaders.

Professional Development (PD)

Professional development for BSA officials would help enhance the performance of an association. It would provide a platform to review and renew the plans, programs, and

policies of the association with respect to changing needs of young people and expectations and demands from the field. It is also an opportunity to assess ongoing programs, discuss mitigation measures for improvement and evaluate the impacts of completed programs.

The goals and objectives of such PD programs could be set according to the following learning focus- knowledge learning- (technology, policies, organizational goals, etc.); Skill learning - (time management, planning, and programming skills, confrontation skills, etc.); and attitude learning-(group cohesiveness, optimism, respect, teamwork, etc.).

Capacity Building Programs

As the NSO, it is important to understand the good practices of other NSOs as well. Therefore, an exchange of ideas, techniques, and methods of the youth program, training schemes, human resource management, and other relevant practices amongst the NSOs are one form of capacity building. For the same purpose, initiating capacity-building exchange programs could be initiated by visiting or hosting other NSOs to learn and share the Scouting practices and cultures of respective NSOs. The experiences and exposure gained from such exchanges would enable NSOs to perform better, motivate Scout leaders, and serve youths better.

Good Governance

Against the mandate of the governance of BSA/DSA/TSA/SSA to be transparent, accountable, efficient, and focused on achieving the mission and vision of the BSA, the survey result revealed a 'lack of transparency in selection for training and program' as one significant factor affecting the Scouting program. This indicates that the governance mechanism of BSA needs to be improved and the following are two possible ways forward to improve the system.

Review of Policies and Standardization of Operating Procedures & Terms of reference

Internal analysis of the organization has revealed that BSA does not have updated documentation of policies such as youth program policy, training schemes, and adult leaders. The operational procedures are not uniform and there are no clear terms of reference for various appointments made by BSA.

Since these shortfalls bear a direct implication on the implementation of any program regardless of whether it is at NSO, DSA/ TSA, or SSA levels, it is important to review or draft the policies at par with the standards of WOSM/ APR to enable BSA to offer attractive and timely youth programs. Lack of uniformity in standards of Scouting practices and procedures also has created confusion amongst the Scouts affecting their interest in the program. Similarly, due to a lack of clear terms and references regarding their roles and responsibilities, it is difficult to hold them accountable for matters

related to BSA appointees like National Program Committees, DSA Secretaries, and Regional Training Coordinators.

This could be taken care of by the Program and Training section of BSA by forming a National Taskforce Committee to periodically review the Plans and Policies, SOPs, and ToRs of BSA to align with the bigger picture of WOSM and APR; and also keeping in mind the field realities. Any initiatives may be appraised and approved by the Taskforce Committee and consulted with relevant stakeholders. This would help streamline various practices and procedures and avoid misinterpretations and confusion.

The Task Force Committee may comprise the Chief Commissioner and International, Program and Training Commissioners of BSA, National Program Committees, and Regional Coordinators.

Strengthen the Monitoring and Evaluation System

The lack of or inconsistent monitoring and evaluation of the Scouting program due to financial constraints as well as human resource shortage has hindered the successful implementation of the programs. When BSA could not provide the much-required technical support to DSA/ TSA and SSA, they were not able to do much to prevent the Scouts from losing interest in the program and opting to join other programs.

Therefore, as monitoring and evaluation are essential components of a progressive program, it needs to be strengthened. To better address the inadequate resource issues, it may be decentralized to Regional Coordinators or DSA/ TSA for timely and wider coverage. The Regional Coordinators or DSA/ TSA will monitor the Scouting program under respective regions in accordance with monitoring and evaluation norms and the matrix provided by BSA. The reports of the same will then be submitted to BSA for verification and necessary interventions. The details of the monitoring and evaluation are provided in Table 6.

Table 6: Considerations for Monitoring and Evaluation

Monitoring	Evaluation
<ul style="list-style-type: none"> ✓ Do people assigned to the activity/tasks understand their roles and responsibilities? ✓ Which activity/task that should have been completed has not been done and why? ✓ Which activity/task is behind schedule and why? ✓ Are there activities and tasks that will be critical to the success of the plan? If so, list them. ✓ Are there any major unforeseen circumstances affecting the effective implementation of the plan? If so, identify them. 	<ul style="list-style-type: none"> ✓ WHEN to evaluate? <i>(Regularly, periodically, at the end of each phase)</i> ✓ WHAT to evaluate? <i>(Actions vs Outcome; Objectives vs Achievements; Achievements vs Vision)</i> ✓ HOW to evaluate? <i>(Surveys; visits & meetings, interviews, workshops)</i> ✓ WHO will evaluate? <i>(Evaluation Committee, Program Coordinators, Board, External Experts)</i>

Conclusion and Recommendations

The conclusions and recommendations herein are drawn from SWOT analysis of BSA; information gathered from primary and secondary sources through administering survey questionnaires to Scouts, Scout Leaders, Dzongkhag and School Commissioners, Non-Scouts, and Parents; focus group discussion with Scouts and BSA officials; key informant interview with senior Scout leaders of Bhutan, India, Nepal, and Philippines NSOs; review of publications on Scouting by WOSM, APR, and other NSOs; and correlating the findings of this study with those from the mobile Scouting and monitoring programs conducted by BSA in 2017 and 2018 respectively.

Scouting is the largest youth program in Bhutan and the membership is constantly growing. Indeed, the current growth rate is 27% which is 12% up against the required growth rate of 15% (BSA, 2020) to reach the set target. However, as revealed by the study there is huge leakage of Scouts, especially during the transition phase from *Nachung* Scout to *Nazhoen* Scouts.

While such leakages or dropping of Scouts are unavoidable owing to the ever-changing needs of today's young people compounded by an increasing number of competitively attractive programs, a collective stakeholder responsibility can help improve the retention of Scouts in the program. A timely initiative such as giving a bonus mark in their exams to Scouts and considering two absences as one for Scouts that used to be practiced in India and the Philippines respectively would safeguard the leakages resulting in low attrition of Scouts.

In proportion to the number of Scouts leaders trained by BSA, the Scout Leader - Scouts ratio stands at 1:32 when the acceptable ratio of WOSM/ APR is 1:40. However, in the field there are schools still without a trained leader and materials required for running the troop. Such existing gaps between planning and implementation affecting the quality of the program needs to be addressed at the earliest.

Similar to the Scouts dropping out of the program, trained Scout leaders do not step forward to run the troop or drop the program. Such incidences call for the need to attract, train and retain quality leaders to deliver the program and productively engage the young people.

Good governance of an organization would strengthen the communication between various stakeholders, bring about uniformity and enhance transparency and accountability in all Scouting practices and procedures at all levels.

In summary, the following are the recommendations to generally reduce leakage of Scouts at all levels and specifically to curtail the high attrition of Scouts from *Nachung* to *Nazhoen* level. These recommendations are based on the findings from the study and Scouting practices of India, Nepal, and the Philippines.

To strengthen the Scouting program in Bhutan by augmenting the existing program standards, the capacity of leaders, and the practice of good governance, BSA should:

1. Effectively implement the advancement and proficiency badge schemes to motivate the Scouts and enrich their learning experience.
2. Institute award schemes to recognize outstanding Scouts (e.g., King's Award or Scout of the Year at a national level and Best Scout Award at DSA/TSA/SSA levels).
3. Make the program more interesting by incorporating World Program as Better World Framework.
4. Institutionalize Whole School Approach Scouting in all the schools.
 1. Formulate national-level policies, SOPs, and TORs and orient the stakeholders.
 2. Conduct capacity-building programs for Scout leaders and BSA officials.
 3. Publish annual reports for information sharing and record of events.
 4. Review and Seek the government's endorsement of the constitution bylaws of BSA.
 5. Institute efficient monitoring of program implementations, evaluate the impact of the programs conducted, and provide feedback for future improvements.
 6. Formulate and implement strategic communication and marketing plans.

Reference

- Aslan, I., Cina, O., & Kumpikaite, V. (2012). Creating strategies from tows matrices for strategic sustainable development of Kipaş Group. *Journal of Business Economics and Management*, 13(1), 95-97.
- BSA. (2017). *Nazhoen handbook*. Bhutan Scouts Association.
- BSA. (2017). *Report on mobile Scouting program*. Bhutan Scouts Association.
- BSA. (2018). *The monitoring report*. Bhutan Scouts Association.
- Dhradhul, D. (2017, July 15). Bhutanese youth calling. *Kuensel*, the national newspaper.
- Dorji, L., & Kinga, S. (2005). *Youth in Bhutan: Education, employment, development*. The Centre for Bhutan Studies. GNH Center Bhutan. Retrieved from <http://www.gnhcentrebhutan.org/what-is-gnh/>
- Kim, D. E.G., & Valdeavilla, M. M. (2018). *Scouting improves young people's adaptability*. APR, Manila.
- MoE. (2018). *Annual Education Statistics*. Ministry of Education.
- MoE. (2014). *Bhutan Education Blueprint, 2014-2024*. Ministry of Education, Royal Government of Bhutan.
- MoE. (2018). *Study on dropout, repetition, and children who have never attended school in Bhutan*. Ministry of Education.
- MoE. (n.d.). *Vision-Mission*. Retrieved from <http://www.education.gov.bt/index.php/vision-mission/>
- Mulder, P. (2017, July 28). *Toolhero*. Retrieved from <https://www.toolshero.com/strategy/tows-matrix/>
- NSB. (2018). *Statistical Yearbook of Bhutan. NSB. Development within Youth Development & Leadership Programs*. Retrieved from <http://www.ncwd-youth.info/>:<http://www.ncwd-youth.info/wp-content/uploads/2018/03/InfoBrief-45-Providing-Quality-Career-Development.pdf>
- Wangchuk, D. (2018). *The attitude of youth towards Scouting: In context to Bhutan*. NIDA.
- Wangchuk, K. (2017). *Impact of Scouting on the identity and self-esteem of youth in Punakha District*. RIM.
- WOSM. (2017). *GSAT Standard V2*. Geneva: World Organization of Scouts Movement
- WOSM. (1998). *Scouting: An education system*. World Organization of Scouts Movement.

World Adult Resource Policy. Geneva: World Scouts Bureau WSB. (2019). Measuring Scouting's impact on the development of young people- Phase II. Global Support Center, World Scout Bureau.