



## High Attrition of Scouts from Nachung<sup>i</sup> Scouts to Nazhoen<sup>ii</sup> Scouts

**Tashi Wangchuk\* and Karma Tenzin**

*Bhutan Scouts Association, Department of Youth and Sport, Ministry of Education, Bhutan*

**\*Corresponding Author:** Tashi Wangchuk, Bhutan Scouts Association, Department of Youth and Sport, Ministry of Education, Bhutan.

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### Abstract

The purpose of this study is to assess Scouting program in Bhutan, identify key issues effecting Scouting program in Bhutan and recommend a workable strategies to Bhutan Scouts Association (BSA)<sup>1</sup>. Scouting for Bhutan is not simply a youth engagement of program but a vision of our great monarchs. The Scouting program in Bhutan was initially started in response to His Majesty the fourth King Jigme Singye Wangchuck's concern for youths in the face of an 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 a Youth Leadership Program and others that helped to revitalize Scouting in Bhutan.

The findings of this study are analysis of the responses and views of different stakeholder gathered and inferred through key informant interview, focused group discussion, survey and publications. As much a situational analysis is carried out within the frame of strategic priorities of World Organization of Scout Movement (WOSM)<sup>2</sup>, proposed recommendations are aimed at fulfilling the Vision and Mission of BSA.

On the flipside to the constant increase of Scout membership as indicated in annual membership statistics across all categories of Scouting, it was discovered that considerable number of Scouts drop out of the program attributed to several causes such lack of recognition and reward; monotonous programs; time constraint; 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 Scout.

In view of the above stated fact, this study proposes to address the attrition of Scouts by delivering a quality program, enhancing the competency of leaders and strengthening the good governance practice to membership growth of 100,000 Scouts by 2023.

**Keywords:** Scouts Attrition in Bhutan

<sup>i</sup>Nachung refers to Cub Scouts of Class IV to VI.

<sup>ii</sup>Nazhoens are Scouts of Class VII-XII.

<sup>1</sup>Bhutan Scout Association (BSA) is a National Scout Organization of Bhutan functioning as Scouts and Cultural Education Division under Department of Youth and Sports of Ministry of Education. (Advisory note: BSA also stands for Boy Scouts of America but in this paper BSA singularly referred to Bhutan Scouts Association.

<sup>2</sup>World Organization of Scout Movement (WOSM) is an apex body of the Scouting movement in the world. WOSM is supported by Regional Bureaus (European Region, Arab Region, Africa Region, Asia-Pacific Region, Inter-American Region and Eurasian Region) that oversees the implementation of Scouting programs at national level by National Scouts Organizations (NSO). Today, there are more than 40 million Scouts in over 200 countries excluding some 500 million people who had been in Scouting. It has its headquarters in Malaysia.

## Introduction

The population of young people (age, 10 - 24) constitutes 56% of the total population of Bhutan [1]. Young people in Bhutan like in any other countries are considered an important national asset. The fact that they are an important ingredient in the happiness-driven development dynamics of our country can't be better justified than in the golden lines of Bhutan's visionary 4<sup>th</sup> King of Bhutan His Majesty Jigme Singye Wangchuck: "The future of Bhutan lies in the hands of our younger generation". It is further valued when His Majesty the King Jigme Khesar Namgyel Wangchuck, the Patron of Bhutan Scouts Association (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".

The youth being the main human capital of the nation, Bhutan government considers it its 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 our youths today [2]. Toward this end, the Royal Government of Bhutan not only provides free education but has initiated 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 Powell<sup>3</sup>. 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, as responsible citizens and as 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 [3-7].

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

Scouting in Bhutan formally started in 1996, in response to His Majesty the fourth King's concern on several issues on education and emphasis on 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, 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 and Bhutan Scouts Association (BSA) became the full-fledged member of the World Organization of Scouts Movement on 26<sup>th</sup> July 1999 during the 35<sup>th</sup> World Scout Conference at Durban in South Africa [8-10].

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

Currently His Majesty the King of Bhutan is Patron of the Scouting program in Bhutan and therefore it receives the highest support from the government. Further, Scouting is identified by the Ministry of Education to enhance values education and the well being of our youth [11]. Towards that end, the ministry mandates all schools to have Scouting program.

Nonetheless, a nationwide monitoring of the Scouting program conducted in 2018 by BSA surfaced several factors affecting the Scouting as shown in the figure below.

These are matters of concern for the Scouts and Culture Education Division (SCED) or Bhutan Scout Association (in Scouting reference) under the Department of Youth and Supports (DYS) of the Ministry of Education as an implementing agency of the program.

<sup>3</sup>Robert Stephenson Smyth Baden-Powell (1857- 1941) was the man who founded Scout movement in 1907. He was a soldier, national hero, educator and prolific writer. Scouting was based on his book 'Scouting for Boys'.

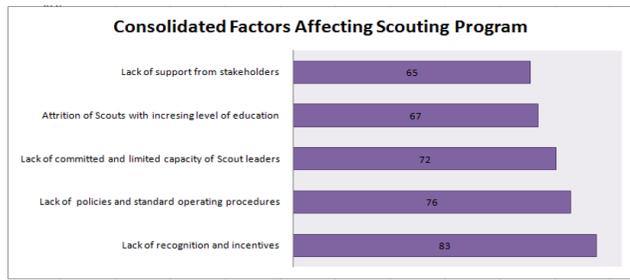


Figure 1: Consolidated survey result: Factors affecting the Scouting program.

Therefore, this study attempts to investigate the challenges of BSA by assessing the strengths, weaknesses, opportunities and threats of the Scouting program in Bhutan. It will set a benchmark to reflect the achievements and gaps of Scouting program in Bhutan and be useful to BSA and its stakeholders to review the program and further strengthen it.

**Materials and Methods**

For the purpose of this study, the information was gathered from primary and secondary sources. The primary data were obtained through administering survey questionnaire to Scouts, Scout Leaders, Commissioners (Dzongkhag Education Officers<sup>4</sup> and Principals), Non-Scouts, and Parents. A key informant interview was also conducted with above stakeholders and Program Focal of National Scouts Organization (NSO) of India, Nepal and Philippines. Focus group discussion with Scouts and BSA officials helped to identify the key organizational shortfalls and authenticate the factors affecting the Scouting program.

The secondary data were gathered from publications on Scouting by WOSM and APR office, NSOs and others. It also includes the findings from the monitoring and mobile Scouting program, Bhutan Education Blueprint 2014 - 2024, Annual Education Statistics 2018, websites, and numerous studies done on Scouting. The study used homogeneous sampling and the data collected was

analyzed using descriptive analysis such as percentage, graphs, charts and frequency tables with the help of excel.

**Results and Discussion**

**Scouting and development of young people**

Scouting program has helped to develop the capacity of our young people to distinguish right from wrong, good from evil, and to lead lives that are guided by moral and ethical choices across the world for more than a century now. It is very critical that the programs components are inline and adapted to fulfill their aspirations. This is even more important at a time when numbers of equally exciting programs are increasing. On these fronts numerous studies are done to study the impact of Scouting on young people or their attitude towards Scouting and measures adopted to sustain the program.

Studies on Scouting and their impact on young people has authenticated that Scouting contributes to the holistic development of young people to become productive citizens. A research done by Korea Scouts Association established that “young people, who has been Scout for longtime show higher level of change in capabilities and optimism than those young people who are not; and more the time that a young people spends in Scouting or in its activities, greater the opportunity for learning about their ability to adapt and improve their interpersonal relationships and organizational ability and eventually overcome individualism among teenagers”.



Figure 2: 14 Impact Outcomes and Scouts score.

<sup>4</sup>Dzongkhag in Dzongkha (National language) name for district; Dzongkhag Education Officer= District Education Officer.

A similar study conducted by WOSM with Scouts of Singapore, Kenya and the United Kingdom also revealed that Scouting has a positive impact on personal development of young people and was recorded that Scouts outperformed their non-Scout peers in nearly every category measured. The Scouts and non-Scouts were tested in 14 impact outcomes across all three countries. This experience indicates that the Scouting program helps to impart skills that are not taught in the school.

The skill that Scouts obtain from Scouting programs not only add value to their lives but as acknowledged by President Rodrigo Roa Duterte of Philippines who is also the Chief Scout of Boy Scouts of Philippines; with its educational, relevant and meaningful programs and activities that cater to the youth of all ages, Scouting has now become one of the most active vehicles for social transformation. Being the best avenue for the acquisition and development of life skills, competencies and values, it helps the young people carry out their responsibilities in the community of promoting peace and safety, nurturing the environment, and responding to emergency situations, among others.

Scouting was never about a single individual and singular motive. As highlighted by the General Secretary of WOSM during 41<sup>st</sup> World Scout Jamboree in Baku, Azerbaijan, Scouting “discuss the mega-trends around us, such as educational trends, the Sustainable Development Goals (SDG), the movement of Refugee, the changing landscape in communication, and the rise and fall of negatives, make resolutions, set directions and act”.

It is an aspiration of Bhutan Scouts Association that schools scale up Scouting as whole school approach program. This is because Scouting program not only enhance positive development of youth through mentoring and engaging in opportunities for individual growth and community connectedness [12] but also supplements academic learning [13] as the social and emotional development induced by active participation in Scouting program augment academic success and ability to adapt challenges.

Strengthening Scouting program will also curtail the growing unemployment issues as life skills they learn as Scouts has the potential to make up for the gap in our education system which as reported by [14] does not necessarily prepare youth for employment but rather emphasize too much on academic merits as a result many young employees either quit job early or have difficulty in adjusting with the work environment.

There are many programs engaging young people of Bhutan such as Youth Volunteers in Action (Y-VIA), a network of young

people empowered and involved in community service under the Bhutan Youth Development Fund (YDF) and Tarayana Club; a social platform for young volunteers under Tarayana Foundation to promote spirit of volunteerism through social services in the communities. These programs engage our youths so much meaningfully yet when it comes to development of their individuality Scouting surpasses them. This is because, anchored on the philosophy of Scout Method ‘learning by doing’, Scouting provides young people an experiential learning experience that encourages them to teach themselves rather than being taught or instructed. The Scouting program provides youths the first-hand experience and it is indeed a practical approach of pursuing knowledge, skills and attitude. It allows everyone in the patrol or crew to actively engage with the process and take ownership, with the assistance of their peers and adult volunteers. Guided by Scout Promise and Law Scouting helps the youth develop values and acquire competencies to become responsible citizens, capable leaders and agents of change in the communities (BSP, 2017).

The study on ‘impact of Scouting on youth identity and self extreme’ by [13] and ‘attitude of youth towards Scouting’ by [12] revealed that Scouting program has the potential to nurture our youths to be skillful, competent, caring and productive citizens who can make contribute to materializing the concept of Gross national Happiness in Bhutan. On the other hand, while they don’t deny lack of support from the government, school, adults in Scouting and parents, they have underscored that appropriate interventions from stakeholders can create greater impact and enhance the attitude of young people towards Scouting. They have also validated that the Scouting program in Bhutan require standardization both in terms of planning and implementation; and success of Scouting program is proportionate to capacity and motivation of the adult leaders.

### Scouting in Asia: Nepal, India and Philippines

As envisioned by World Organization of Scout Movement (WOSM), Scouting today is the world’s largest youth movement with more than 50 million Scouts in over 200 countries. It all began with 20 boys attending the experimental camp in 1907 at Brown Sea Island, near Poole in Dorset, England organized by Lord Baden-Powell, the Founder of the Scouting movement.

The Scouting programs at a country level are developed and supported by National Scouts Organizations (NSOs) of respective countries. The NSOs are members of WOSM which is divided into six Regions; Africa, Arab, Asia-Pacific, Eurasia, Europe and Interamerica. These Regions are supported by Regional Offices, which are part of the World Scout Bureau.

For the purpose of my study, I have looked at Scouting program in Nepal, India and Philippines on the basis that Bharat Scouts and Guides, India is a sister NSO to BSA; Boy Scout of Philippines is one of the successful NSO in Asia-Pacific; and Nepal Scouts share similar geographical challenges as BSA.

The study revealed that ‘Scouting Program’ is indeed a leading educational youth movement in the country, enabling young people to be active citizens creating positive change in their communities and the world, based on shared values.

Irrespective of the differences in development status or geographical differences of the countries, the Scout Movement is considered more than a simple sum of youth movements. It is valued as a driving force that creates dreams and aspirations within our youth, nurturing the bodies and mind that will lead the world of tomorrow. As asserted by Ms. Kim Hee-Jung, Minister of Gender Equality and Family in her chief guest address during 25<sup>th</sup> Asia-Pacific Regional Scout Conference, 3 - 8 November 2015 at Gwangju, Korea; ‘if what our youth’s dream is our future, the Scout movement fosters the brightest of dreams among the youth’.

The Scouting program in India, Nepal and Philippines are very successful and success of the program is credited to existence of: a program which is engaging, up to date and relevant; competent and motivated Scout leaders (Adults in Scouting); engaging communication and strong program branding; good governance and enabling environment; partnership for growth; better measurement and strategy; and set targets and outreach programs.

**Problem analysis of Scouting Bhutan**

Over the years, scouting program in Bhutan has undergone a tremendous change. From what is started as few annual youth camps as early as 1980s until its formal inception in 1996 and through. It is further revitalized lately under the command of Royal Patron. Every year number of the Bhutan Scouts and Scout leaders participates in the international Scouting camps, jamborees, workshops and trainings and similarly many international Scouts come to Bhutan for exchange programs. While the importance of such activities in nurturing the talents of young people is further consolidated by the mandates of APR and WOSM and requirement of respective NSOs, risk of being exposed to negative influences are imminent.

The membership of Scouts in Bhutan has constantly increased over the years. Further, with introduction of Chey Scouting for classes pre-primary to III and formalization of Community Based

Scouting in 2018, the membership of BSA has increased almost by double. Against the 2023 membership target set at 43000, the annual membership statistics of 2019 recorded total membership of 59673 as shown below.

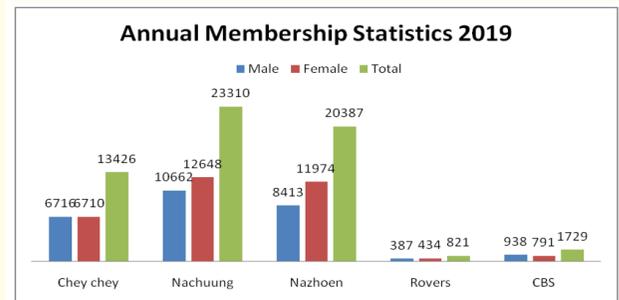


Figure 3

On the other hand, internal analysis of Scouting in Bhutan has revealed that many Scouts drop out of the Scouting program for numerous reason as represented in the chart below.

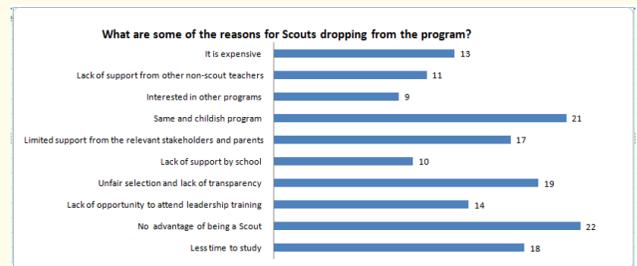


Figure 4

On further examination through both the mobile Scouting and monitoring reports of BSA, high attrition rate of Scouts and Scout leaders surfaced as major issue and that too against the constantly increasing overall membership of the Scouts and numerous initiatives being taken to strengthen the Scouting program in the country. If necessary, recruitment and retention plans are not put in place, this might in long run, not only effect the membership growth but deprive innocent youths of the much-required value lessons.

Focused group discussions involving 147 Scouts, Scout leaders, Principals and Parents pointed out following as reasons for low retention rate of Scouts as shown in the figure below.

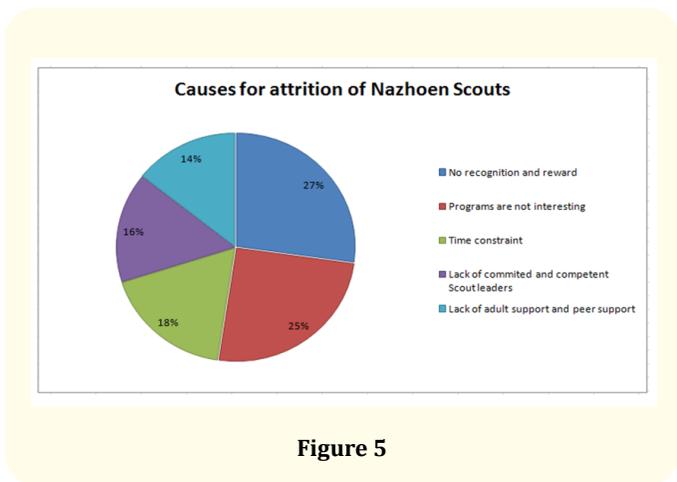


Figure 5

The attrition of Scout is noted to more significant during the transition phase from Nachung to Nazhoen Scouts. The following problem tree illustrates the cause and effect relationship of high attrition of Scouts from Nachung Scouts to Nazhoen Scouts.

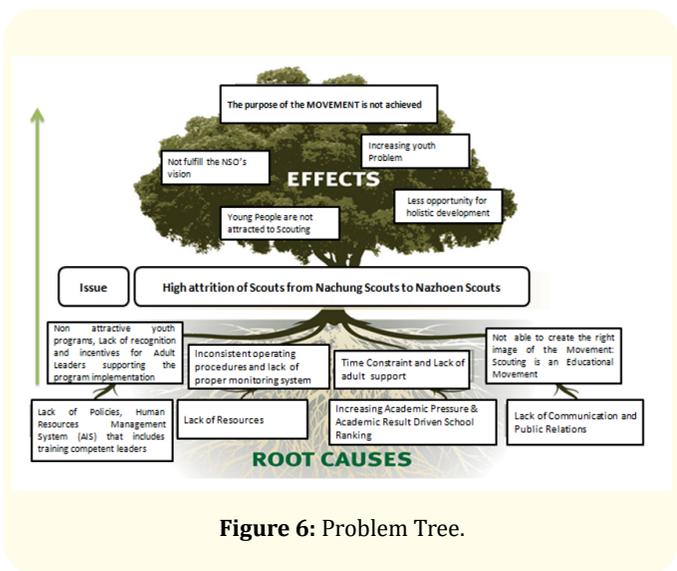


Figure 6: Problem Tree.

The survey, interview and focused group discussions conducted with different stakeholders of the Scouting program underscored that some of the significant causes of lowering retention rate are, program being not attractive to young people due to lack of policies, exciting programs and proper management of adults in Scouting; inconsistent practices without appropriate standard operating

procedures caused by lack of financial and human resources; time constraint as a result of increasing academic pressure influenced by academic result driven school ranking; and lack of awareness limited by proper communication and good public relation.

It is important to strategize recruitment process and make it systematic and encouraging for more young people join the Scouting program and make the programs more attractive. Otherwise, it will hinder the achievement the purpose of the movement. This is because lack of standard recruitment process and retention strategies will result to less membership and lesser reach out of the program to the young people deprive them of the holistic development opportunity. It is most likely that excess to a value-based supplement to the classroom learning exposed by non-formal education such as Scouting will minimize youth related problems.

The rate of return on getting the basis of the Scouting program in the form of retention plans and actions correct is immense to national building at large. This is because these are gateways to development of young people who possess the potential in driving positive economic growth and social development through their energy and leadership. Failure to invest in the young people's education, health, human rights, etc. can lead to socially disruptive implications [15-33].

### Recommendations

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 Mobile Scout Camp Report 2017 and Monitoring Report 2018 conducted by BSA and same is being authenticated by the survey administered to Dzongkhag/ School Scout Commissioners, Scouts, Scout leaders, non-Scouts students and teachers. Therefore, this study proposes following strategies improve retention of young people in Scouting program towards achievement of overall WOSM mission of 'educating young people to become self-fulfilled individuals who play a constructive role in society' and specifically the vision and mission of BSA.

Following are the growth strategies formulated considering the successful Scouting practices in India, Nepal and Philippines framed within the scope my MRR. These strategies are expected to address the high leakage or dropping of Scouts especially from Nachung to Nazhoen level.

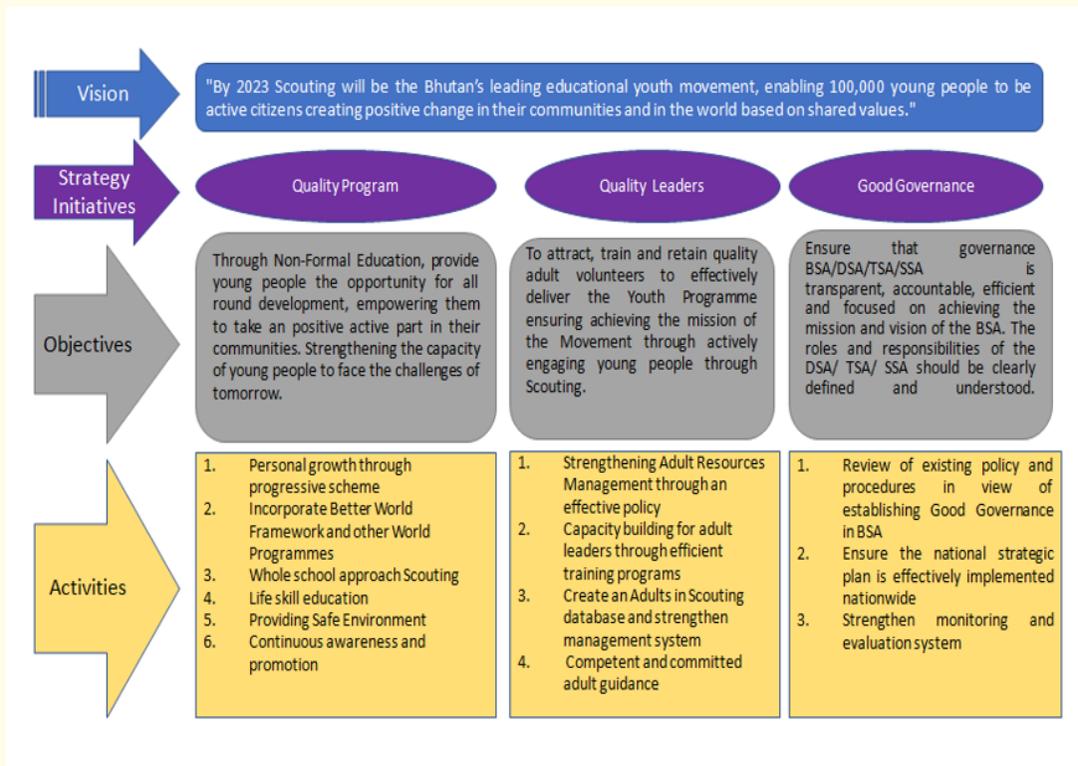


Figure 7

**Conclusion**

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

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

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

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## Conflict of Interest

I hereby declare there aren't any conflict with any individual or agency/organization in all respects.

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33. Kaula Lumpur. Global Support Center, World Scout Bureau. Conclusion should reflect and elucidate how the results correspond to the study presented and provide a concise explanation of the allegation of the findings.

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