

EXTRAORDINARY GENERAL MEETING
14 SEPTEMBER 2024

VERSION 1 MEMBERSHIP FEE PROPOSAL

24 May 2024



WORLD ASSOCIATION
OF GIRL GUIDES
AND GIRL SCOUTS

VERSION 1

MEMBERSHIP FEE PROPOSAL

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1. Introduction

At the 38th WAGGGS World Conference in 2023, [Motion 12](#) was approved by Member Organisations (MOs). This Motion addressed the sustainability of WAGGGS which included a commitment for WAGGGS to “review the current membership fee model, taking account of WAGGGS’s offer moving forward and the need to ensure financial and operational sustainability”.

An Extraordinary General Meeting (EGM) has been arranged to focus on Outcome 3 of the Global Strategy 2024-29, ‘A Sustainable WAGGGS’, and discuss and vote on a new membership fee model. The [EGM](#) will take place on Saturday 14 September 2024.

Significant consultation has taken place over the last two years (conducted by the Membership Fee Working Group in 2022 and, subsequently, by the Membership Fee Review Project Steering Group (MFRPSG) in 2024), to review WAGGGS’s current method of calculating membership fees¹. This included research into comparator organisations, financial modelling of different scenarios, and extensive input from MOs and a wider expert group (including past WAGGGS Treasurers, for example). This document is being reviewed by relevant WAGGGS Committees and shared with MOs for a final round of feedback ahead of the World Board developing and finalising the Proposed Motion/s and associated documents for the EGM.

The main body of this document is split into three sections:

- Section 1 – a summary and compilation of feedback and our responses / proposed actions as a result.
- Section 2 – outlines three potential calculation methodologies.
- Section 3 – a series of additional adjustments or procedures that will be incorporated whichever new fee methodology is adopted.

The paper concludes by explaining the process for Proposed Motion/s and Proposed Amendment/s for the EGM and next steps.

2. Background

Membership fees are an important source of funds to support the core delivery of the Movement’s secretariat, ensuring that WAGGGS is a well-functioning global organisation. These fees are not a direct payment for specific membership services. To deliver the WAGGGS Strategy 2024-2029, approved at the 38th World Conference, income from membership fees must be kept at a similar level in any new model.

¹ The current fee model was adopted in Hong Kong at the 35th World Conference in 2014 and implemented in the 2015-17 triennium.

For the current triennium (2024-26), membership fees represent 19% of total budgeted income² and 32% of budgeted unrestricted income³. Income from membership fees supports approximately 65% of two core expenditure areas, 'Governance and MO Engagement' and 'Executive and Corporate Services'. This includes activity such as membership and regional support, finance, human resources and governance activities⁴.

3. Section 1: Membership Fee Review Consultation Feedback

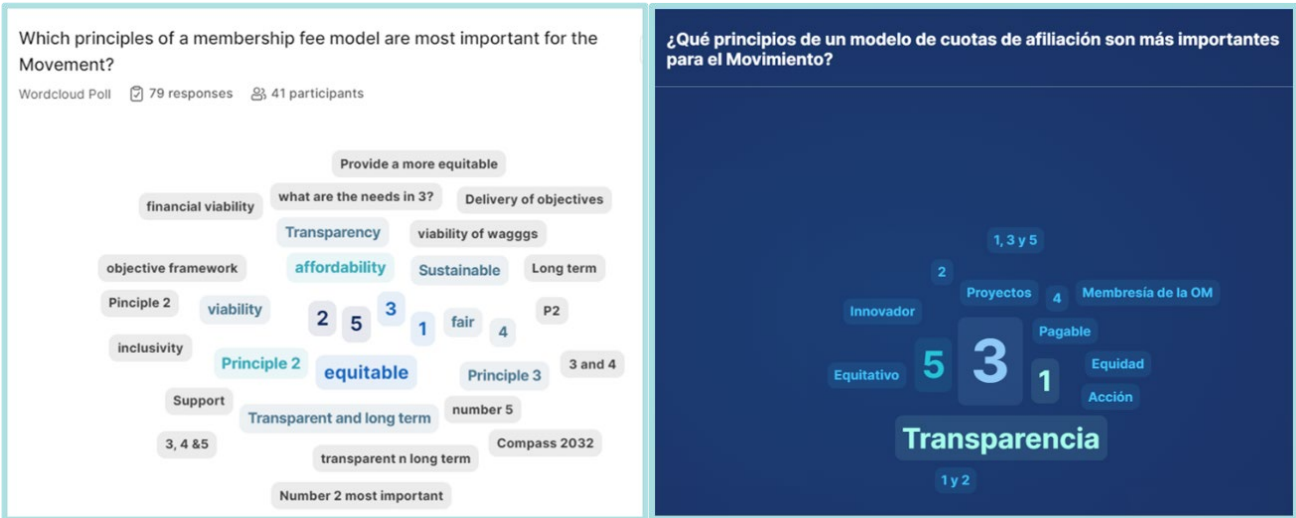
The World Board sincerely thanks all individuals, MOs and partners who shared valuable and constructive contributions throughout this consultation.

94 MOs (61% of our total membership) attended the language-based consultations in March and April 2024 and 56 MOs (37% of our total membership) responded to our online survey in April 2024. In addition to this, a significant number of individual meetings and email exchanges have taken place with a wide range of MOs across all Regions.

Your input is vital because the fee model must be sustainable for MOs to ensure that it can deliver sustainability for WAGGGS and the wider Movement.

3.1 Membership Fee Principles

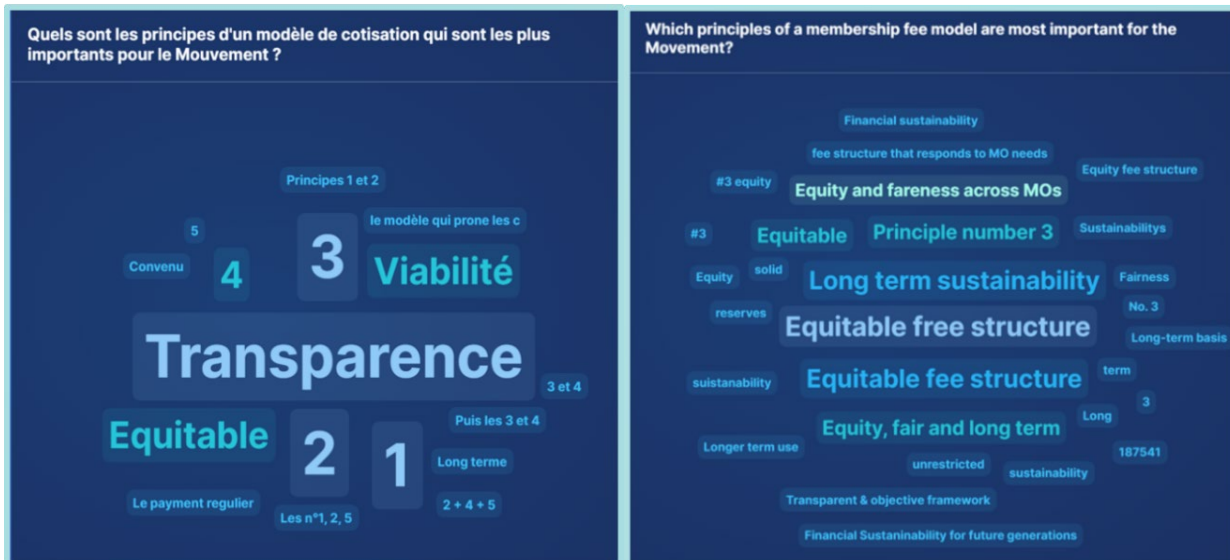
The five principles proposed in the consultation pack were supported with recommendations to simplify them to ease comprehension. The word clouds from some of the language-based sessions are shown below for information (note that there is no Arabic image as this session did not use this tool):



² Income can be unrestricted or restricted. Unrestricted income can be used for any purpose that supports WAGGGS's Mission and Vision, directly or indirectly. Restricted income can only be used for a stated purpose (e.g. income from Dove can only be used for the Free Being Me programme).

³ [WAGGGS Global Strategy 2024-2029](#)

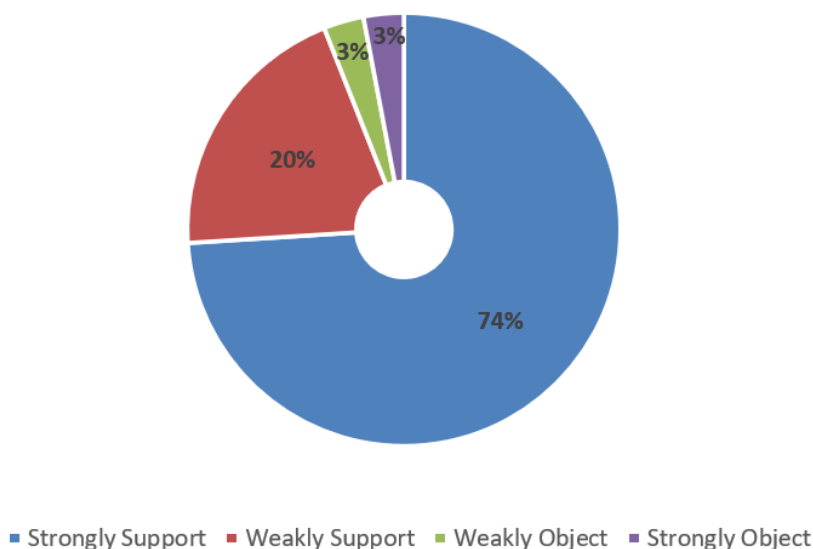
⁴ In line with the budget presented to Member Organisations, the budget for 2025 and 2026 will be cost neutral. It is important to note that this is calculated on the current Membership Fee income and policy. The Extraordinary General Meeting (EGM) in September will consider a new Membership Fee policy. Should a policy be approved which sees WAGGGS receive less annually than is currently planned, WAGGGS will need to review its strategy again.



The pie chart below demonstrates that 94% of MOs who responded to the survey supported the principles.

Chart 1: MO Support for Membership Fee Principles

Percentage of MOs Supporting the Proposed Principles



Based on this, these are the simplified principles that the World Board intend to adopt:

The membership fee model must:

1. Support the delivery of WAGGGS’s strategy.
2. Use an equitable, transparent and objective methodology.
3. Deliver a sustainable model to support a strong and thriving Movement⁵ now, and in the future.

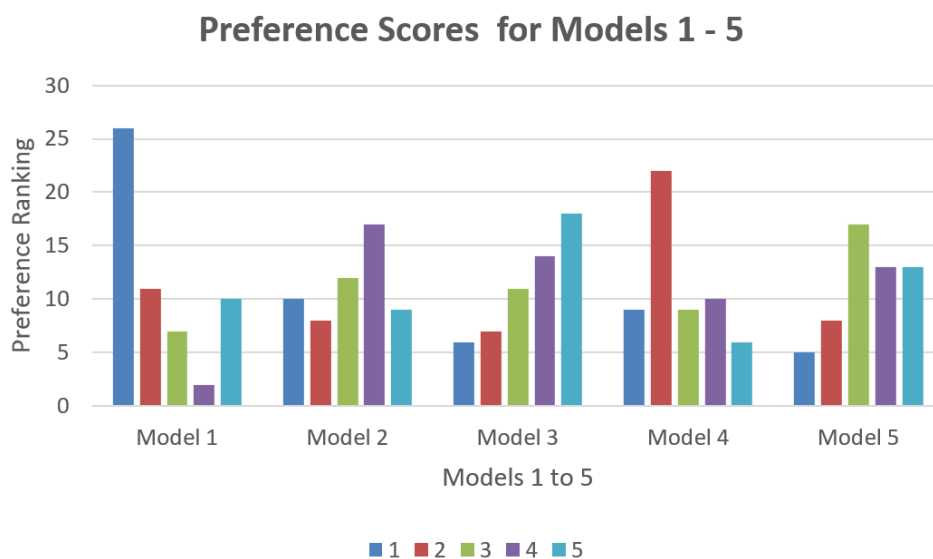
⁵ The ‘Movement’ refers to WAGGGS, MOs and their members.

3.2 Membership Fee Models

Five models were explored in the [Membership Fee Review Project Consultation Pack](#) which considered various aspects of potential methodologies. MOs were also invited to propose novel approaches not outlined in the Consultation Pack, but there were no significantly different ideas put forward that could offer a sustainable funding model. For example, “Asking MOs what they would find reasonable to pay to WAGGGS” might be desirable at an individual MO level but would provide unpredictable income to WAGGGS.

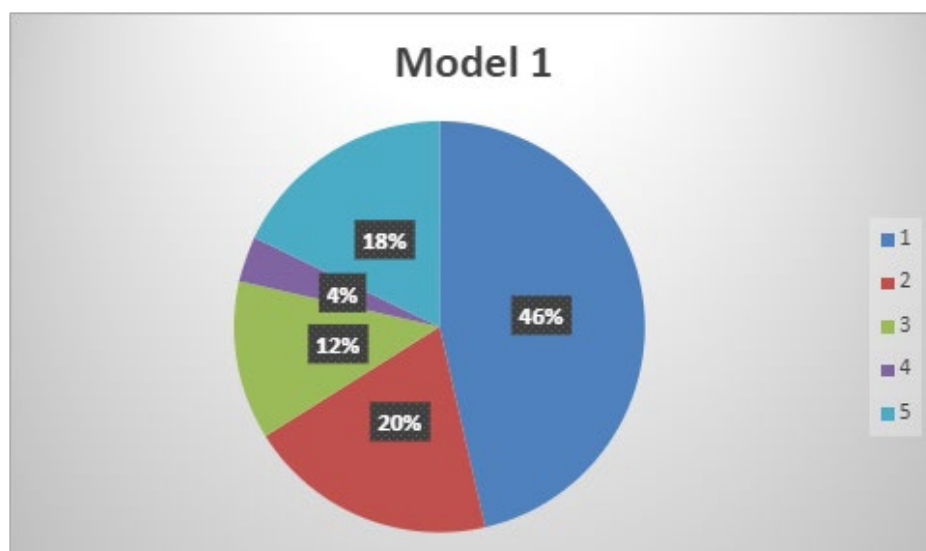
Survey respondents were asked to rank each model in order of preference, with ‘1’ being the most preferred and ‘5’ being the least desired and the results are shown overleaf.

Chart 2: Preference Scores for Models 1 to 5



As you can see, Model 1 (based on the existing methodology) received the highest level of support (as shown in Chart 3, 66% of MOs ranked this model in their top two preferred models). This quantitative data is supported by qualitative feedback gathered from the wider consultations in 2022 and 2024 which suggests that it remains important for any fee methodology to reflect in some way the size of an MO and its relative global wealth.

Chart 3: Strongest Support for Model 1 (where highest ranking = 1 and lowest ranked = 5)



The concept of a ‘solidarity’ contribution was liked in Model 2. However, there were concerns that this could be perceived as voluntary which might not then deliver a sustainable level of membership fees. Therefore, it is recommended that the principle of voluntary solidarity contributions to MOs and WAGGGS be applied to any future model.

Model 3 had the highest proportion of lowest rankings (32% of responders ranked this last). Whilst a significant number of MOs reported that their organisation’s financial position was weaker than is reflected by their country’s wealth measure, we also heard that many MOs did not think that Model 3 could be effectively delivered (*“Model 3 is least preferable, because of the work for WAGGGS and different ways of calculating restricted / unrestricted income”*). Therefore, it is recommended that the new membership fee policy include flexibility to respond to MO-specific financial challenges, but that Model 3 is not taken forward.

Model 4 had the greatest second rankings which resulted in a total of 55% of respondents rating it in their top two choices and therefore this has been developed into Option C in this document. To build Option C, a fee based on census bands must be created for less economically developed MOs and so Model 5 has been adapted and built as Option B to fulfil this.

Therefore, there are three options proposed within Section 2 for further review and analysis – these are most closely aligned to Models 1, 4 and 5 from the consultation pack. However, a significant number of adjustments, proposed during the consultation, have also now been applied, so we will refer to these as Options A, B and C in this document.

In summary, there is no ‘perfect’ membership fee calculation, but the new model should remain largely based upon MO’s size and relative wealth.

3.3 Consultation Feedback Summary

The table below summarises the key information from the consultation and sets out the proposed action to be taken by WAGGGS in response. Proposals noted in the table below are then incorporated into the options shared in Sections 2 and 3.

Feedback Received	Proposed Solutions
That not everyone was aware of the work on WAGGGS’s offer that took place in the last quarter of 2023 nor felt that this was as comprehensive as it could have been.	Addressing this topic at the beginning of the EGM to address the wider essence of Motion 12 and progress towards ‘A Sustainable WAGGGS’.
Some frustration that the total income from membership fees is not planned to change.	<p>WAGGGS’s Global Strategy 2024-2029 can only be achieved with the necessary resources to deliver it.</p> <p>The membership fee accounts for 19% of total income which the World Board do not consider unreasonable for a membership body.</p> <p>This fee income was reflected in the budget for the 2024-2026 triennium which was approved at World Conference as part of the WAGGGS Strategy (Motion 4).</p>
Reflections about whether it was important that all MOs pay a membership fee.	Even though some Full Members currently pay as little as GBP 170 per annum, generally it was felt that it is an important principle that each MO made an equitable contribution to feel like an equal partner within the Movement (<i>“There should be a minimum fee for all Members ...”</i>).

	Therefore, it is proposed that each MO continues to make a membership fee contribution.
GNI-per capita (Atlas method) is a reasonable tool to measure country wealth, but there can be some exceptions.	Retaining GNI-per capita (Atlas method) as it is a transparent and objective global framework provided by the World Bank. In each country, a wide range of factors including economic growth, inflation, exchange rates, and population growth can all influence the GNI-per capita (Atlas method). A new fee model will build in the ability for review at an MO level, where this necessary. For example, during periods of conflict or where there is an absence of national data.
There is no feasible, transparent, or objective way to calculate MO wealth. During the consultation, we heard that “...it will be complicated if everyone uses different accounting principles and therefore difficult for WAGGGS to administer”.	Not taking forward a model based on MO wealth (as in Model 3 within the Consultation Pack) as it is too difficult to assess and administer.
Country wealth does not always reflect the wealth of the MO. During the consultation, we heard: “Always take into consideration the fact that the World Bank data is outdated and remain willing to provide discounts according to more recent information about the country”.	As above, given the significant challenges of calculating and collecting information about MO wealth, it is not possible to include this within the fee methodology. However, the new model will build in the ability for review at an MO level, where this necessary.
Existing wealth bands are created by WAGGGS and are therefore not driven by external, objective data. For example, a quote from the consultation: “...strongly supports a system that is based on something outside of WAGGGS, to make it more objective and transparent, and more practical for WAGGGS as well”.	We can utilise World Bank income groups as a basis for new WAGGGS wealth bands that can automatically adjust between triennia, in line with any World Bank changes. The World Bank assigns the world’s economies to four income groups —low, lower-middle, upper-middle, and high income ⁶ . The classifications are updated every year on July 1 and are based on the GNI-pc (Atlas method) of the previous year.
Reduce financial penalties for membership growth and development in MOs.	Extending the cap on fees for MOs with large membership which currently only applies to MOs in Bands B – D. Introducing a free first full year of membership as a ‘welcome to WAGGGS’ for new MOs. Reducing the discount for Associate Members after their first triennium, recognising their progression to full membership.

⁶The most recent published World Bank categories (1 July, 2022) are Low income <1,085; Lower-middle income 1,086-4,255; Upper-middle income 4,256-13,205; and High income >13,205 (all figures are in USD).

	<p>Continuing to offer transitional relief but also adding a cap to limit the membership fee increase for any specific MO between triennia to 100%⁷.</p> <p>Transitional arrangements would apply to MOs that have declining fees in the same way, but without the 100% cap to ensure that the fees are reduced fully by the end of the triennium.</p>
<p>Recognise and encourage MO financial contributions that support the Movement and contribute to a principle of 'solidarity'.</p> <p>We heard that it is often "...better to have MOs supporting MOs directly, possibly within their own region".</p>	<p>Introduce a clear and simple process to enable voluntary 'Solidarity Contributions' to enable MO-to-MO support and the delivery of WAGGGS's Strategy (like the 'Solidarity Contribution' in Model 2).</p> <p>Explore recognition opportunities for most significant contributors.</p>
<p>A small minority of MOs were in favour of adopting a tiered approach, with different methodologies applied for different groups of MOs.</p>	<p>Option C in this document includes a differentiated model for calculating fees, based on the size of the MO and wealth of the country.</p> <p>In Option C, MOs in World Bank wealth bands A and B have their fee set by membership bands and MOs in wealth bands C and D would have their fees set on actual census numbers.</p>
<p>Reduce the range of MO contributions to make the model more equitable.</p> <p>We heard: "There should be a maximum / minimum GBP that should be paid per Guide / Scout".</p>	<p>Introducing a new maximum / minimum cap on the rate-per-member of GBP 1.00 and GBP 0.01⁸.</p> <p>Currently, no single MO can pay more than 55% of total membership fee income. Reducing the cap to 50%⁹ is being explored.</p>
<p>Ensure the model is sustainable in the short, mid and long term.</p> <p>Sustainability pros and cons to the census-specific and census-banded models were noted by MOs during the consultation. For example, in favour of census bands: "This would give WAGGGS greater certainty over income allowing for some fluctuations in numbers but still retaining the same bands"; and the opposing view: "The membership fee model focusing on actual membership numbers facilitates budget planning, is stable (increases or decreases are</p>	<p>Introducing a standard approach to inflation across all fee calculations. This will automatically be applied each triennium based on the previous three years of the UK's¹⁰ Consumer Price Inflation (CPI) rate¹¹.</p> <p>Focusing capacity building support on MOs that are experiencing significant growth and continuing to support MOs to retain membership.</p>

⁷ For example, an MO whose fee was £10,000 in 2023 and whose new fee is calculated as £30,000, would be capped at paying £20,000 (100% more than the original £10,000) by 2026. The MO would pay the £10,000 increase across the three years of the triennium by paying one-third of the increase in each year (i.e. £13,333 in 2024, £16,666 in 2025 and £20,000 in 2026). The new fee for the following triennium, once set, could also have transitional relief, as applicable.

⁸ The MFRPSG have invited MOs that would be most affected by this new minimum cap to a meeting in June to discuss this proposal.

⁹ This does not lead to an immediate change in income in this triennium, as no MO currently pays at this level.

¹⁰ The UK's inflation rate target is 2% per year and has been consistently below global CPI measures over the last two decades.

¹¹ The Consumer Price Index (CPI) is a measure of the average change overtime in the prices paid by urban consumers for a market basket of consumer goods and services.

<p><i>not abrupt). It is also easier to understand ... it avoids situations where the organisation is just above a threshold and moves into a higher band with a small number of members”.</i></p>	<p>Continuing to use the most recent census data reported to WAGGGS to set the fees for the next triennium.</p>
<p>Currency fluctuation is a significant challenge for many MOs. Some MOs would prefer to pay their fees in their national currency.</p>	<p>It is not sustainable nor equitable for WAGGGS to bear all currency risk across 153 MO membership fee payments.</p> <p>MOs can request to pay in advance for any of their remaining fees within the triennium to reduce risks relating to currency changes (and minimise bank charges).</p> <p>The Membership Fee Support Fund can aid countries facing significant currency collapse.</p>
<p>Ensure adherence to membership fee payment.</p> <p>We heard: <i>“There should be a measure in place to ensure MOs pay the Membership Fees on time and those genuinely in need get support”.</i></p>	<p>Invoices raised in good time – always by the end of the preceding calendar year (i.e. with 2 months’ notice before payment is due).</p> <p>MOs will continue to know the level of their fee contribution at the preceding World Conference.</p> <p>Introducing a new membership fee payment deadline of World Thinking Day (22 February) to ensure clarity.</p> <p>Significant fee payments can be completed in instalments.</p> <p>Reports on membership fee income received and outstanding are circulated to all MOs in WAGGGS’s Quarterly Summary Financial Reports.</p>
<p>Challenges of international bank transfers.</p>	<p>Most MOs pay their fees via bank transfer.</p> <p>However, for some MOs, this method presents challenges. The MARS team has been supporting MOs facing these difficulties. Where bank transfers are problematic, the Membership and Regional Support team can provide guidance on alternative payment options.</p>
<p>For European MOs, the combination of membership fee and European Contribution can make their total payment to WAGGGS unaffordable.</p>	<p>The European Contribution model for 2026 onwards will be reviewed at the Europe Regional Conference in 2025.</p> <p>Flexibility potentially permitted in 2025 and 2026 to make any necessary adjustments in the interim.</p>
<p>Any fee methodology must also work for Federations.</p>	<p>Arranging a meeting with all Federations to share good practice in sub-dividing fees. Generally, this is done on a per capita basis by Component Association.</p>
<p>Several MOs wanted to apply a ‘worldly mindset’ to this piece of work and hear the view of others when forming their own opinion.</p>	<p>MO contact lists are available on Campfire for any MO that wishes to speak to a specific MO, or group of MOs, directly.</p>

	<p>Regional EGM Discussion Forums will take place in June 2024 to prepare for the EGM and discuss the fee proposals.</p> <p>In addition, a Global EGM Discussion Forum will be offered on Saturday 31 August for MOs to have a final chance to debate these topics together.</p>
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4. Section 2: Draft Fee Methodologies

Based on the consultation feedback, the Membership Fee Review Project Steering Group, supported by the Audit, Finance and Risk Committee and World Board, have developed three draft fee methodologies. These three options are set out below and can also be viewed in [this data table](#) (resulting fees from each option are shown by MO). Please do remember to utilise your ‘worldly mindset’ and consider the options not just from your own MO’s perspective, but from what is in the best interests of the wider Movement.

4.1 Option A

Rate-per-member (RPM) (GBP 0.52 in 2024) x Census figure x Wealth band discount

- RPM is adjusted each triennium for inflation¹².
- Census figures are adjusted each triennium based on the most recent year’s data (for example, the census collected in 2026 would form the basis of the calculation for the 2027-2029 triennium).
- Eight wealth bands are formed using World Bank GNI-pc (Atlas method) boundaries and adjusted on a triennial basis.

Table 1: Proposed new WAGGGS Wealth Bands

WAGGGS Wealth Band Code	Percentage of fees paid	WAGGGS Wealth Bands	USD	Notes
1	0%	Very Low Income	568 or below	World Bank Low Income-- lowest 50%
2	10%	Low Income	569-1,135	World Bank Low Income-- upper 50%
3	20%	Lower Middle	1,136-4,465	As per World Bank
4	30%	Lower Upper Middle	4,466-6,923	World Bank Upper Middle-- lowest 50%
5	40%	Higher Upper Middle	6,924-13,845	World Bank Upper Middle-- upper 50%
6	50%	High Income A	13,846-27,690	2 x World Bank High Income
7	75%	High Income B	27,691-55,382	2 x to 4 x World Bank High Income
8	100%	High Income C	55,383 or above	> 4 x World Bank High Income

¹² Based on the UK inflation rate average for the previous 3 years. It is proposed to use the UK Consumer Prices Index (CPI) rate as this trends consistently lower than global indices and is where the majority of WAGGGS’s costs are incurred.

4.2 Option B

Each MO is allocated to a membership fee payment band based on a census band (not using specific census figures) and country wealth banding.

This is perhaps the simplest of all the models, responding to feedback from the consultation “*The model should be simple to calculate. Nothing too complicated*”.

- Census banding is adjusted each triennium based on the most recent year’s data. The number of census bands has been increased, in response to consultation feedback.
- Wealth bands are set using World Bank boundaries (with the addition of Band D+ which includes MOs with GNIs above USD 27, 693) and adjusted on a triennial basis.

Table 2: Proposed Census and Wealth Bands in Option B

	Census	Band A GBP	Band B GBP	Band C GBP	Band D (\$13, 846- 27, 692)	Band D + GBP (MOs with GNIs more than double the minimum of Band D, which is \$27, 693)
1	1000 or fewer	£200	£500	£1,000	£1,250	£1,500
2	1,001-5,000	£300	£1,000	£2,000	£2,500	£3,000
3	5,001-10,000	£400	£1,500	£3,000	£4,000	£5,000
4	10,001-20,000	£500	£2,000	£4,000	£6,000	£10,000
5	20,001-30,000	£600	£2,500	£5,000	£8,000	£15,000
6	30,001-50,000	£700	£3,000	£6,000	£12,000	£20,000
7	50,001-100,000	£800	£3,500	£8,000	£16,000	£25,000
8	100,001-250,000	£900	£4,000	£10,000	£20,000	£50,000
9	250,001-500,000	£1,000	£4,500	£15,000	£30,000	£130,000
10	500,001-1,000,000	£1,500	£5,000	£20,000	£50,000	£150,000
+	PER 100,000 EXTRA, ABOVE 1M	£1,000	£4,500	£15,000	£30,000	£130,000

4.2 Option C

Option A or B are applied, depending on the size of the MO and wealth band of the country.

Option A is applied to MOs in World Bank wealth bands C and D.

Option B is applied to MOs in World Bank wealth bands A and B.

5. Section 3: Additional Adjustments

The following additional adjustments are proposed to deliver against each of the three principles:

PRINCIPLE 1 Support the delivery of WAGGGS's strategy.	PRINCIPLE 2 Use an equitable, transparent and objective methodology.	PRINCIPLE 3 Deliver a sustainable model to support a strong and thriving Movement¹³ now, and in the future.
New MOs have a 100% discount in their first full year of membership.	All MOs pay a rate per member between GBP 1.00 and GBP 0.01.	No single MO pays more than 50% of the total membership fee income received by WAGGGS each year.
MOs have their fee contributions capped over a certain threshold of membership (e.g. in Option A, MOs in wealth bands 2 and 3 do not pay for members in excess of 250,000 and in Option B, MOs in wealth band A do not pay for more than 500,000 members).	The minimum contribution from a Full Member is GBP 170 per annum and GBP 85 per annum for Associate Members.	Membership fee model includes a mechanism for MOs to raise specific exceptional concerns with flexibility for fee adjustment, so that any individual issues can be addressed promptly. This could apply to currency, GNI level, payment schedule etc.
	Transitional arrangements applied where an MO has faced an increase or decrease of fees between triennia of more than 33%. In these cases, fees increase or decrease by a third each year of the triennium. Any increase is capped at 100% total between triennia. Decreases are not capped between triennia.	Introduce a clear and simple process to enable voluntary 'Solidarity Contributions' to enable MO-to-MO support and the delivery of WAGGGS's Strategy.
	Associate Members receive 50% reduction on their reported census data when calculating their fee for the first triennium of their membership, this reduces to 25% in future triennia, until full membership is achieved.	
	Consequences of non-payment are clear and effectively administered and reported transparently.	

¹³ The 'Movement' refers to WAGGGS, MOs and their members.

6. Looking towards the EGM

The World Board will propose the final membership fee calculation model(s) by **20 June 2024** ready to be voted on at the EGM on 14 September 2024.

Member Organisations will be invited to submit Proposed Amendments on the wording of the Proposed Motion(s). These Proposed Amendments must be submitted by **5 July 2024**.

To support your decision-making, WAGGGS is convening five Regional EGM Discussion Forums in June and a Global EGM Discussion Forum on 31 August 2024. All these key dates are shown in the diagram below:



The World Board is responsible for developing, approving, and reviewing WAGGGS's policies. As such, the World Board will update its Membership Policy, including the Membership Fee Model, incorporating changes from any approved Motion/s. The World Board will complete this by December 2024.

7. Next Steps

- Read, review, and discuss this document within your MO and with each other.
- Feedback is particularly encouraged on these matters:

Section 1 - Could the World Board improve any of the proposed actions to address the consultation feedback?

Section 2 - Do you have any significant concerns with Options A, B or C?

Section 3 - Are there any adjustments that should be altered?

- Send feedback to membershipfeereview@waggggs.org by **Friday 7 June**. We are more than happy to arrange individual virtual meetings with the Steering Group - please email us so we can arrange a meeting with you before 7 June. Interpretation can be offered.
- Participate in your Regional EGM Discussion Forum taking place in June 2024. Please click on the links below to register your attendance:

[Africa Region Briefing Session](#) @12:00 UTC on 29 June (English and French)

[Arab Region Briefing Session](#) @14:00 UTC on 24 June (Arabic and French)

[Asia Pacific Region Briefing Session](#) @6:00 UTC on 30 June (English language)

[Europe Region Briefing Session](#) @17:30 UTC on 11 June (English and French)

[Western Hemisphere Region Briefing Session](#) @15:00 UTC on 29 June (English and Spanish)

- Ensure your Member Organisation registers to attend the EGM [here](#).

8. Conclusion

It is clear from the consultation that there are inherent challenges in identifying a sustainable fee methodology that WAGGGS and its 153 Member Organisations all find acceptable. Continuing to work together to resolve these challenges will secure the best possible solution for the Movement.

As one survey respondent reflected: *“WAGGGS is a necessity, and we are committed to supporting a positive outcome for WAGGGS. We recognise the value of a central organisation as our value is in being a world-wide organisation. We are stronger together”.*

Let us continue to work together to be sustainable and stronger.

9. Glossary

Equitable: fair, reasonable and impartial.

Objective: not influenced by personal feelings or opinions in considering and representing facts.

Sustainable: able to be maintained at a certain rate or level.

Transparent: clear and easy to understand or recognise.



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