

YOUTH PROGRAMME:

THE WORLD PROGRAMME POLICY







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World Scout Bureau
P.O. Box 241,
1211 Geneva 4, Switzerland
worldbureau@world.scout.org
http://www.scout.org

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EXTRACTS FROM THE DOCUMENT "TOWARDS A STRATEGY FOR SCOUTING"

At the 31st World Scout Conference in Melbourne, Australia in January 1988, a document called "Towards a Strategy for Scouting" was presented and adopted. That document described six major issues which are obstacles to the development of Scouting in many parts of the world. These issues include Mission and Youth Programme.

Mission

There is a potential danger of departing from the mission of Scouting, as described in the Constitution, namely:

- 1. An educational movement which uses recreational means to achieve its aims and not simply a recreational movement which tends to be how it is perceived...
- 2. A movement intended to prepare an individual to make a positive contribution to society, and therefore closely related to social realities and not divorced from them...
- 3. A movement for young people of all ages, which is particularly suited to the adolescent age-group and not primarily a children's movement.

These three essential and inter-related elements of the mission of Scouting risk being subordinated or lost, which would constitute a threat both to the role and image of Scouting. They are therefore of critical and general concern, and have important implications for practically all aspects of the work of national associations.

Youth Programme

Weakness in the area of Youth Programme, which is the means by which Scouting's purpose is achieved and is the key to attracting and retaining members, is perhaps the single most important issue facing Scouting.

- 1. There is a lack of understanding of what constitutes "Youth Programme" in Scouting. It is often mistaken for simply "activities", or the "progressive scheme", ignoring other elements such as education, method, structure and style. Moreover, leaders, in particular those who are new to Scouting, often do not understand that the programme is based on the principles of Scouting and is the means to achieving the purpose of Scouting.
- 2. There is a need to continuously develop and deliver an educational youth programme adapted to the needs of young people in the society in which they live, and based on the fundamentals and method of Scouting.

RESOLUTION N° 4/90 ADOPTED BY THE 32nd WORLD SCOUT CONFERENCE

The Conference

recognizing that Youth
Programme is the principal
means of achieving the purpose
of Scouting and is the key to
attracting and retaining
members

mindful that the document "Towards a Strategy for Scouting" identified weakness in the area of Youth Programme as perhaps the single most important issue facing Scouting

- adopts the statement contained in Conference document No. 6 as the World Programme Policy*
- strongly urges National Scout Organizations to take the necessary steps to reflect this policy in their own policies and procedures and to dedicate adequate resources to the development and delivery of their Youth Programme
- requests the World Committee to take all necessary steps to continue to provide support to national Scout associations in this field.

^{*} Text reproduced on pages 3 and 4 of the present document.

WORLD PROGRAMME POLICY

Adopted by the 32nd World Scout Conference, Paris, 1990

DEFINITION OF YOUTH PROGRAMME

Youth Programme is the totality of what young people do in Scouting (the activities), how it is done (the Scout method) and the reason why it is done (the purpose)

Totality: Youth Programme covers the complete span of a young person's experience in the Movement. It is a *progressive process* of education and personal development.

What: Youth Programme encompasses all *activities* in which young people in Scouting take part. They must be attractive and challenging to young people.

How: Youth Programme, fundamentally, uses the *Scout method* in carrying out its activities.

Why: Youth Programme is the means of achieving the *purpose* of Scouting, based on its fundamental principles.

PROCESS OF YOUTH PROGRAMME DEVELOPMENT

Programme development is the process of regularly reappraising and adjusting the Youth Programme of a national Scout association to suit the changing needs and aspirations of young people in their society and thus improve its quality.

Youth Programme development requires:

- reflection on the purpose, principles and method of Scouting;
- analysis of recent trends in the needs and interests of young people and the society in which they live;
- consideration of the aims, objectives and priorities of the national Scout association;
- evaluation of practical experience with the current Youth Programme.

The Youth Programme of an association should be evaluated regularly. A major review should be carried out at least every 5-10 years.

A Youth Programme resulting from this process of programme development will reflect the unity of Scouting through its purpose and method, which are fundamental; and the diversity and flexibility required to respond to the variety of social, geographical, economic and other situations.

DELIVERY OF YOUTH PROGRAMME

Youth Programme is implemented through a partnership between young people and adult leaders, taking into account the participants' interests, needs and abilities.

A high quality Youth Programme, which is attractive to young people and is perceived to be relevant to the social reality in which it is offered, will also attract adult leaders committed to supporting its implementation.

Those responsible for Youth Programme and Adult Leader Training in a national Scout association should, together:

- analyse the role of leaders,
- identify their training and personal development needs,
- evaluate the effectiveness of that personal development in terms of its impact on the implementation of the Youth Programme.

RESPONSIBILITY OF A NATIONAL SCOUT ASSOCIATION

The development and delivery of an effective Youth Programme which achieves the purpose of Scouting is the responsibility of each national Scout association. In each association there should be a National Programme Commissioner and an appropriate National Programme Committee (or equivalent titles) charged with this responsibility as their main task and backed by the necessary financial and human resources.

Adequate specifically designed support materials (handbooks, etc.) must be available to support the implementation of the Youth Programme.

The national Scout association should ensure that those responsible for Youth Programme and Adult Leader Training cooperate closely.

RESPONSIBILITY OF THE WORLD ORGANIZATION OF THE SCOUT MOVEMENT

The responsibility of the World Organization of the Scout Movement in relation to Youth Programme is twofold:

- To promote unity in the Scout Movement through the Youth Programme in national Scout associations which expresses the fundamentals of Scouting and maintains its specific character.
- To stimulate the ongoing development of the Youth Programme in national Scout

associations through the provision of information, through the creation of opportunities for exchange of experience and through improved communications between key volunteers and professionals engaged in programme development and delivery throughout the world.

INTRODUCTION

BACKGROUND

The World Programme Policy responds to the request contained in Resolution 3/88 of the 31st World Scout Conference, (Melbourne, 1988) which stated:

Programme Development

The Conference, recognizing the crucial importance of a relevant youth programme for the continued growth of Scouting thoughout the world

- urges national Scout organizations to strengthen their programme development functions and to take advantage of available materials on programme development,
- calls on the World Committee to establish guidelines for the programme development function in national Scout organizations and to continue efforts to help them develop and improve their youth programmes, to reflect the needs and aspirations of young people today, the needs of

society and the fundamentals of Scouting.

The World Programme Policy is also based on the World Organization of the Scout Movement's priorities outlined in the document "Towards a Strategy for Scouting". That document identified weakness in the area of Youth Programme, which is the principal means by which Scouting's purpose is achieved and is the key to attracting and retaining members, as perhaps the single most important issue facing Scouting; and made Youth Programme the first priority in WOSM's support to national Scout associations.

Taking these factors into consideration, the World Committee concluded, in 1989, that the development of a World Programme Policy, as a framework for the work of national Scout associations in this field, was indispensable.

This document has been prepared by the World Programme Committee and the Programme Service of the World Scout Bureau, to support the adoption and implementation of the World Programme Policy.

WHAT IS THE WORLD PROGRAMME POLICY?

The World Programme Policy is a statement which provides guidelines for the ongoing development of the Youth Programme in national Scout associations.

The World Programme Policy includes:

- a definition of Youth Programme;
- the process of Youth Programme development;
- the relationship between Youth Programme development and its delivery;
- the infrastructure necessary to support the development and delivery of the Youth Programme.

The World Programme Policy is based on the principle of voluntary acceptance by each national Scout association of the need for coordinated development of its Youth Programme as a continuous process of education of young people of various ages. Thus, the policy encourages a process of adaptation and change ("evolution") to be applied to Youth Programme, rather than occasional major change (sometimes characterized as "revolution") such as was experienced in some Scout associations in the 1960s.

The World Programme Policy aims to encourage each national Scout association to establish the necessary infrastructure and allocate the necessary resources to carry out effectively its responsibility for the development and delivery of its Youth Programme.

WHY A WORLD PROGRAMME POLICY?

Weakness in the area of Youth Programme is identified in the document "Towards a Strategy for Scouting" as one of the six major issues which hinder the growth and impact of Scouting.

There is a lack of understanding of what constitutes Youth Programme in Scouting and many leaders often do not understand that the programme is based on the fundamental principles of Scouting and is the means to achieving the purpose of Scouting.

There is a need in all countries to continuously develop and deliver an educational Youth Programme adapted to the needs of young people and the society in which they live, and based on the fundamentals and method of Scouting.

Moreover, there are indications in some countries of a departure from the mission of Scouting

- as an *educational* Movement which uses recreational methods to achieve its aims;
- as a Movement which is intended to prepare an individual to make a positive contribution to society and therefore closely related to social realities:
- as a Movement for *young people* of all ages which is
 particularly suited to the
 adolescent age range.

Notwithstanding these observations, many national Scout associations will find that their approach to Youth Programme is already consistent with the World Programme Policy; for these associations, the policy will be an affirmation of their position.

On the other hand, many associations will find in the World Programme Policy a new direction; for them, the policy will provide helpful guidance for the establishment of the necessary infrastructure and the allocation of appropriate resources to carry out their Youth Programme responsibilities.

EVOLUTION OF YOUTH PROGRAMME

The World Programme Policy is a natural step in the evolution of the Youth Programme in Scouting.

The concept of Youth Programme in Scouting, as we know it today, has evolved only in relatively recent years.

At the beginning, Scouting's programme was perceived as a fixed set of activities, designed by B-P himself and published in "Scouting for Boys", and therefore not considered to be subject to evolution or change. Scouting provided "training" for young people to become good citizens. (Some associations still refer to the "training sections" of Cubs, Scouts, etc.). Later, training for

adult leaders was introduced.
Structures were established in associations to support this dual "training" responsibility and "trainers" were appointed to look after both functions.

Since there was no identified need for development of the programme for young people, leader training was the area which received attention. B-P. perhaps unknowingly, contributed to this by establishing attractive recognition systems for those who took training and for trainers. The field of training also benefitted from developments in content and methods taking place outside Scouting, which were transferable for use in the Movement. Programme, however, in the Scouting sense, benefitted from none of these things and remained traditional and unchanged.

Over time, a development process evolved for leader training. Eventually, this process became accepted for younger age groups. This led to a change of emphasis, from Scouting as a

"set of activities" to Scouting as a "method", which could be applied to new activities and projects. Youth Programme thus became distinct from Adult Leader Training.

As Scouting's "programmes" began to evolve and needed to be updated, many associations changed their structures to deal with the new circumstances and programme development occurred in a more or less systematic way. However, many associations did not adapt; the traditional "training"-focused structures, positions and responsibilities remained and programme development did not take place.

Today, the position of National Training Commissioner (and also the training team) is a well-established feature of Scouting, having been encouraged over the years through World Training Policy statements, recognition systems, etc. Consequently, these appointments exist in virtually every national Scout association and the role and

responsibilities, certainly in terms of adult leader training, are easily defined and well accepted.

The same can not be said for *National Programme Commissioner*, a title not previously established in policy and a position not universally created in national Scout associations.

Responsibility for Youth Programme therefore is said to lie, in many associations, with the Chief Scout or Chief Commissioner (or someone with a similar title), or with a team of section commissioners. In some associations, it lies with the National Training Commissioner and/or the training team.

In any of these cases, it is unlikely that the responsibility for Youth Programme will receive the dedicated attention it deserves.

For example, a Chief Scout or Chief Commissioner, as the senior volunteer leader in an association, usually carries total overall responsibility for the affairs of the association and therefore can not be expected to devote much detailed attention to Youth Programme needs. Such leaders will usually have appointed a National Training Commissioner, to whom responsibility for adult leader training has been delegated. But most often they have not appointed a National Programme Commissioner, whose principal responsibility is the development of the Youth Programme.

In the case of a team of section commissioners (Commissioner for Cubs, Commissioner for Scouts, etc.) the question becomes one of overall leadership, responsibility and coordination. Who fulfills this function? The Chief Scout or Chief Commissioner? If that is the case, the same concerns described above apply.

Finally, where National Training Commissioners or training teams are also charged with Youth Programme responsibilities, the concern is one of conflicting priorities. It is unlikely that both functions can be adequately carried out by one person or even one group of people. Adult Leader Training and Youth Programme each require primary commitment from dedicated volunteer and professional leaders whose responsibilities are clearly defined and separate.

EXPLANATION

INTRODUCTION

The Youth Programme in Scouting is the total experience which Scouting offers to a young person. It is more than simply the activities that Scouts take part in.

Through the Youth Programme, Scouting provides its members with a process of personal development to help them to become better citizens - of their village or city, their country and the world. The Youth Programme comprises the *what, how* and *why* of Scouting; the activities themselves (camping, hiking, fish-farming or whatever), carried out in accordance with the Scout method, are simply the means of achieving the end: the purpose of Scouting.

A national Scout association which sets out to provide a high-quality Scouting experience for its members must consider four inter-related dimensions of Youth Programme. All four dimensions are essential; if any one or more of them is missing or deficient, the quality of Scouting offered to

Scouts through the Youth Programme will not meet the demanding standards young people seek and deserve.

These four elements of Youth Programme are:

- A programme for each age section comprising activities carried out according to the Scout method and designed to achieve the purpose of Scouting.
- Regular and systematic programme development to ensure these programmes remain upto-date and in tune with members' interests, while remaining faithful to the fundamental principles and method which are timeless and universal.
- An appropriate "delivery network" in the form of an adequate number of trained leaders to make sure the programmes of each age section are implemented as they were designed to be and

reach the young people who wish to be Scouts.

 A support infrastructure, staffed by qualified and active leaders, to carry out programme development and monitor the effectiveness of the programmes of each age section.

The World Programme Policy relates to these four dimensions of Youth Programme by including:

- A definition of Youth Programme showing the relationship of activities to the Scout method and to the educational purpose and fundamental principles of Scouting.
- The process of Youth Programme development and an emphasis on the importance of continuous review and development of an educational Youth Programme adapted to the needs of young people in the society in which they live.

- The relationship between Youth Programme development and its *delivery* to young people by adult leaders.
- The *infrastructure* necessary to support the development of the Youth Programme, including the responsibility of national Scout associations for Youth Programme and the roles of a National Programme Commissioner and National Programme Committee; and the responsibility for Youth Programme of the World Organization of the Scout Movement.

The basic principle of the World Programme Policy is the voluntary acceptance by each national Scout association of the need for coordinated development of its Youth Programme. The policy, therefore, encourages national Scout associations to apply an ongoing process of adaptation and change to Youth Programme, rather than undertake occasional major change such as occured in

some Scout associations in the 1960s.

The policy emphasizes both the unity and diversity of the Youth Programme of Scouting: unity of purpose and method of Scouting, and diversity in the form that Youth Programme takes to accommodate the variety of situations in which it is offered to young people.

WHAT IS YOUTH PROGRAMME? - A DEFINITION

Youth Programme is the totality of what young people do in Scouting (the activities), how it is done (the Scout method) and the reason why it is done (the purpose).

Totality: The Youth Programme in Scouting covers the complete span of a young person's experience in the Movement. It starts when the youngest member joins the Movement, typically somewhere between the ages of six and eight, and ends when the oldest member leaves, usually

between the ages of eighteen and twenty-five. It is a progressive process of education and personal development through largely recreational means.

What: The Youth Programme encompasses all activities that young people in Scouting take part in: camping and outdoors activities, community service and community development projects, earning standard and proficiency badges, games, ceremonies, patrol and troop meetings, etc. All of these must have one thing in common: they must be attractive and challenging to young people.

How: The Youth Programme in Scouting has one fundamental dimension which determines how it is carried out: the Scout method. As defined in the Constitution of the World Organization of the Scout Movement, the Scout method is:

a system of progressive selfeducation through:

- A promise and law.
- Learning by doing.
- Membership of small groups (for example the patrol), involving, under adult guidance, progressive discovery and acceptance of responsibility and training towards selfgovernment directed towards the development of character, and the acquisition of competence, self-reliance, dependability and the capacities both to cooperate and to lead.
- Progressive and stimulating programmes of varied activities based on the interests of the participants, including games, useful skills, and services to the community, taking place largely in an outdoor setting in contact with nature.

Why: The Youth Programme is based on the principles of Scouting - duty to God, duty to others and duty to self - and is the means to achieving the purpose of Scouting:

to contribute to the development of young people in achieving their full physical, intellectual, social and spiritual potentials as individuals, as responsible citizens and as members of their local, national and international communities.

THE PROCESS OF YOUTH PROGRAMME DEVELOPMENT

Programme development is the process of regularly reappraising and adjusting the Youth Programme of a national Scout association to suit the needs and aspirations of young people in their society and thus improve its quality.

Programme development is based on:

- reflection on the purpose, principles and method of Scouting; these constitute the foundation on which the Youth Programme is built.
- analysis of recent trends in the needs and interests of young

people and the society in which they live; in our rapidly changing world, the continued relevance of the Youth Programme depends on an appropriate response to this analysis.

- consideration of the aims, objectives and priorities of the national Scout association; this includes the formulation of appropriate educational objectives for the Youth Programme of each age section.
- evaluation of practical experience with the current Youth Programme; this should take into consideration feedback from participating members.

A Youth Programme resulting from this process of programme development will reflect the unity of Scouting through its purpose and method, which are fundamental; and the diversity and flexibility required to respond to the variety of situations and milieux (social, geographical, economic, etc.) in which it operates.

Among the critical indicators of quality in Youth Programme which may be considered in programme development are:

- an increase in membership penetration (ratio of members to available youth population);
- an increase in the numbers of members receiving certain advancement awards or ranks;
- an increase in participation in certain types of activities, for example camps, jamborees;
- the visibility and positive image of Scouting, both within the Movement and externally, and its perceived relevance and usefulness to society.

The Youth Programme of an association should be evaluated regularly, through formal and informal means, and adjustments made as required. A major review of the Youth Programme should be undertaken at least every 5-10 years; carried out according to the process described above, this would normally lead to more

substantial change in the content or design of the programme.

THE DELIVERY OF YOUTH PROGRAMME

The delivery (implementation) of the Youth Programme lies in the hands of adult leaders, working in partnership with youth members; they provide programmes of varied activities, based on the participants' interests, to young people in each age section.

A high quality Youth Programme, which is attractive to young people and is perceived to be relevant to the social reality in which it is offered, will also attract adult leaders committed to supporting its implementation.

The Youth Programme must be implemented in the manner in which it was designed (i.e. in keeping with the Scout method).

The National Programme Commissioner and the National Training Commissioner together should analyse the role of leaders, identify their training and personal development needs and evaluate the effectiveness of that

personal development in terms of its impact on the implementation of the Youth Programme.

Adequate specifically designed support materials (handbooks, etc.) must be available to support the implementation of the Youth Programme.

THE RESPONSIBILITY FOR YOUTH PROGRAMME OF A NATIONAL SCOUT ASSOCIATION

The development and delivery of an effective Youth Programme which achieves the purpose of Scouting is the responsibility of each national Scout association. In each association there should be a National Programme Commissioner supported by a National Programme Committee (or equivalent titles) charged with this responsibility. (See Annexes 1 and 2.)

Programme development is the main task of those responsible for Youth Programme in a national Scout association.

The production of handbooks and other materials to support the implementation and delivery of the programme is also a task of those responsible for Youth Programme.

Those responsible for Youth Programme should cooperate closely with the National Training Commissioner and the training team who are responsible for the training and development of adult leaders to ensure the right quality in the delivery of the Youth Programme.

THE RESPONSIBILITY FOR YOUTH PROGRAMME OF THE WORLD ORGANIZATION OF THE SCOUT MOVEMENT

The responsibility of the World Organization of the Scout Movement is to assist national Scout associations in the development of relevant Youth Programmes which are at the same time faithful to the fundamental principles and method of Scouting and adapted to meet the needs and aspirations of young people in their respective societies.

The World Organization carries out this responsibility through its volunteer and professional structures - the World Programme Commitee and the World Scout Bureau respectively. (See Annexes 3 and 4.)

REFERENCES AND RESOURCES

A wide range of publications are available from the World Scout Bureau to support those responsible for Youth Programme in national Scout associations.

These include:
"Elements for a Scout Programme"

Designed to help associations understand the rationale for the different approaches to programme development. The publication explains the broad outline of the educational basis on which Scout programmes are based.

"Fundamental Principles"

Describes the basic elements
upon which the unity of Scouting
rests: its purpose, principles and
method.

"How to Develop a Youth Programme" (Programme Package No. 1).

Describes a practical approach to developing the Youth Programme in national Scout associations.

The booklet describes a simple 10-step process that those re-

sponsible for programme development may follow.

"Session Plans for a Programme Development Seminar" (Programme Package No. 2). Contains sample session plans for use in a national seminar focusing on Youth Programme development. The training sessions are based on the same development process that is described in Programme Package No. 1.

"How to Integrate an Activity into the Youth Programme" (Programme Package No. 3). Designed to help national Scout associations make their Youth Programme more relevant and meaningful for their Scouts and for the communities in which they live.

"How to Strengthen Community Involvement in the Youth Programme" (Programme Package No. 4). Contains guidelines which may be used by a national Scout association to strengthen community involvement in its Youth Programme.

"Programme Exchange"
A monthly publication to share practical programme ideas among leaders of national Scout associations who are responsible for developing Youth Programmes.

"How to Improve Guiding and Scouting for the Adolescent Age Group"
For leaders responsible for developing programmes for the adolescent age section. Published by the European Region.

APPENDICES

APPENDIX I
The National Programme
Commissioner - a job description

QUALIFICATIONS

The suggested qualifications for appointment as National Programme Commissioner are as follows:

- Knowledge of how children and adolescents learn and of the needs and aspirations of young people.
- · Creativity skills.
- Skills necessary to motivate, coordinate and manage others.
- Ability to work in harmony with others and to influence decisions.
- Strong Scouting background, with experience and/or training in the field of Youth Programme development.

DUTIES

The duties of the National Programme Commissioner should include:

- Develop a National Programme Policy consistent with World Programme Policy.
- Planning and coordinating at national level all aspects of Youth Programme in the national association.
- Creating an awareness, among leaders at all levels of the association, of what the Youth Programme is and of its importance.
- Regularly evaluating and further developing the Youth Programme to meet the changing needs of young people in their society.
- Producing handbooks for youth members and adult leaders in all age sectors.
- Ensuring that the programme is delivered at a satisfactory quality level in each local unit of the association.
- Integrating specialized dimensions, such as environmental education, community involve-

- ment, Scouting with handicapped, into the Youth Programme.
- Leadership of the National Programme Committee and responsibility for the training and development of its members.
- Strengthening the unity in Scouting through Youth Programme by close cooperation with other National Programme Commissioners and with the World Scout Bureau.

RESPONSIBILITY AND ACCOUNTABILITY

The National Programme Commissioner should be responsible and accountable to the senior leadership of the association.

APPENDIX 2

The National Programme Committee - a profile of members

OUALIFICATIONS

A qualified, up-to-date and active National Programme Committee should be composed of members who collectively meet the following requirements:

- Strong Scouting background.
- Training and experience in the field of Youth Programme.
- Expertise in youth issues and concerns.
- Representative of all programme (age) sections.
- Representative of all geographical areas and different cultures of the country.
- Knowledge and/or experience of educational policy and youth service in the country.

DUTIES

The duties of the National Programme Committee should be to assist and support the National Programme Commissioner in carrying out his responsibilities for Youth Programme in the national Scout association.

RESPONSIBILITY AND ACCOUNTABILITY

Members of the National Programme Committee should be responsible and accountable to the National Programme Commissioner.

APPENDIX 3 The World Programme Committee terms of reference

RESPONSIBILITIES

The World Programme Committee has the following responsibilities:

- Prepare and recommend general policies in the Youth Programme field to the World Committee and the World Conference.
- Define and promote desirable standards in programme development and to encourage national Scout associations to adhere to and maintain these standards.
- Publish appropriate documentation on Youth Programme for use by national Scout associations.
- Promote, organize and support Youth Programme events (seminars, workshops, etc.)
 and activities.
- Provide leadership and support to regional Youth Programme bodies and to give direct assistance to national

Scout associations in programme development.

- Advise the World Committee on Youth Programme activities.
- Work in close cooperation with the World Training Committee, the Community Development Consultative Panel and other committees and task forces of the Educational Methods Group of the World Committee.

MFMBFRSHIP

The appointment of members of the World Programme Committee shall bear in mind the need to ensure the broadest geographical and cultural representation possible.

Other related bodies (e.g. the World Training Committee and any Regional Programme Committees) should also be represented in the World Programme Committee.

APPENDIX 4

The World Scout Bureau, Geneva and Regional Offices - its role vis-a-vis Youth Programme

PROGRAMME ROLE

- Provide services primarily directed to those responsible for the development of Youth Programme at national level.
- Publish relevant documentation in the field of Youth Programme.
- Provide direct assistance to national Scout associations on Youth Programme revision and updating.
- Carry out research related to Youth Programme.
- Initiate and promote seminars, workshops, roundtables, etc. to facilitate cross-fertilization of ideas, dissemination of new experiences and programme updating and evaluation.