



**YOUTH PROGRAMME:
A GUIDE TO PROGRAMME
DEVELOPMENT
OVERVIEW**



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GLOSSARY

The following words and phrases are used in specific ways and with specific meanings in this document and others in the same series. The definitions are explained simply below; in most cases, they are elaborated upon in the text of the booklets.

Activities

In the simplest terms, what Scouts *do*. However, from an educational perspective, activities can be defined as “a flow of experiences, based on actions and relationships, which offer the young person the opportunity to acquire knowledge, skills and attitudes envisaged by a given objective”.

Age section

Also referred to as: programme section. A subdivision of the total youth membership of a National Scout Association according to approximate age ranges. The resulting groupings are usually referred to by names such as “Cub Scouts”, “Scouts”, “Venture Scouts” etc., and each one has a particular programme emphasis, including educational objectives, application of the Scout method, and progressive scheme.

Applying the Scout method

The application of the various elements of the Scout method, as defined in the Constitution of the World Organization of the Scout Movement, to the particular socio-cultural environment of a National Scout Association and the age ranges of the young people it serves.

Educational objectives

Written statements which describe the Movement’s purpose, provide the direction towards achieving it, and constitute a basis on which progress can be evaluated. Educational objectives usually take two forms:

- Final educational objectives, which describe the final achievements in each of the personal development areas which youth members

might be expected to have accomplished upon leaving the Movement (i.e. at the end of the senior age section).

- Section educational objectives, which describe the achievements, in each of the personal development areas, which youth members might be expected to have accomplished upon completing an age section; they are an intermediary step towards the achievement of the final objectives.

Educational proposal

A written statement which describes what Scouting commits to offer to young people in a particular society. The word “proposal” is used to emphasise that, in accordance with the voluntary nature of the Scout Movement, what Scouting offers is being proposed to young people in society, not imposed upon them.

Final educational objectives

See: Educational objectives.

Personal development areas

The different aspects of the human personality which evolve and develop during a young person’s growth as a person. The five personal development areas usually considered by Scouting as representing the different dimensions of a person are physical, intellectual, emotional, social and spiritual.

Personal educational objectives

Section educational objectives, as accepted by a youth member of that section, based on his or her specific characteristics, needs and aspirations, following dialogue with an adult leader. The youth member thus makes a personal commitment to work towards achieving these objectives within a particular time frame.

Programme section

See: Age section.

Progressive scheme

A tool to support the element of the Scout method related to “personal progression and evaluation”, designed to motivate young people to progress step-by-step towards the achievement of their personal educational objectives and to evaluate and reward that progress.

Scout method

Scouting’s unique approach to the education of young people. The Scout method is defined in the Constitution of the World Organization of the Scout Movement. See full text in Appendix 1.

Section educational objectives

See: Educational objectives.

Stages of development

Distinct periods of life during which the behaviours and needs of a young person in a particular socio-cultural environment are clearly characteristic and can be considered as relatively stable. During the process of personal growth, a series of successive stages of development can be identified. These stages can be described in terms of an age range, although age is only an approximate criterion.

Youth Programme

The Youth Programme is, in its most basic form, “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)”. (World Programme Policy, 1990)

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INTRODUCTION

This publication is the first in a series designed to help National Scout Associations ensure that their Youth Programme is always relevant, challenging and attractive to young people, responding to their needs and expectations in the context of the society in which they live, while remaining faithful to the fundamentals of Scouting.

This goal can be attained in a variety of ways:

- In most cases, a National Scout Association will achieve it through a continuous process of *adapting and updating* aspects of its existing Youth Programme as and when required.
- From time to time however – say, every 5-10 years – an association will need to conduct a full, systematic *review and revision* of its entire Youth Programme.
- And, occasionally – for example, when a new National Scout Association is getting off the ground in one of the countries around the world where the Movement has not previously existed or has been dormant for a number of years and is now being revitalised – a brand-new Youth Programme will be *designed* “from scratch”.

As the title of this series of publications indicates, these three alternative approaches can be described collectively as the process of *programme development*. In this introductory booklet, we describe the essential steps that need to be followed in the process of developing a Youth Programme, irrespective of which of the above situations applies. Other publications in the series will describe each of the steps in more depth and suggest practical ways in which National Scout Associations can carry them out.

The booklets are written principally for those people who are responsible for the development of the Youth Programme in National Scout Associations. In most associations there is a National Programme Commissioner who works with a programme committee or team at national level; together these people carry primary responsibility for making sure a good quality Youth Programme, which will help achieve the educational purpose of the association, is made available to young people and adult leaders at unit level.

When an existing programme is being reviewed or a new one developed, however, other members of the association should be invited to join in the process. These should be people who are, or will be, involved in the

delivery or implementation of the programme: adult leaders with various backgrounds and experiences, either at intermediate levels within the association (section commissioners, area or district commissioners, field commissioners, leader trainers, etc.) or at local level (group scout leaders, section/unit leaders, etc.). Younger adult leaders in particular should be invited.

Youth members too – particularly, but not exclusively, from the older age-ranges of the association – should be part of the process. Remember that Scouting is a Movement *of* young people, not simply a Movement *for* young people, and this reality should be reflected in any exercise in programme development. Scouting's founder, Lord Baden-Powell, had a famous – and favourite – expression, “Ask the boy”, by which he meant that all decisions about Scouting should take into consideration the views and ideas of youth members. Thus, the involvement of young people in evaluating an existing programme, making suggestions for improvements or testing new ideas is an important part of programme development.

Together with the national programme committee or team, all those directly involved in the process of programme development

form what may be called a “programme development group”. They may also be assisted by outside resource persons or experts.

We hope that this publication – and the others in the series – will prove to be helpful references and guides for all activities related to programme development within your National Scout Association.

WHAT IS THE YOUTH PROGRAMME?

Before beginning to work on any of the steps in the process of developing the Youth Programme, it is important that you remind yourself of what we mean by “Youth Programme”.

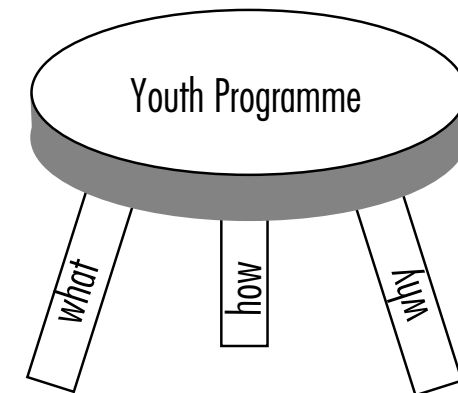
The Youth Programme is, in its most basic form, “the **totality** of *what* young people do in Scouting (the activities), *how* it is done (the Scout method) and the reason *why* it is done (the purpose)”.¹

- *Totality:*

The Youth Programme is the complete *living experience* proposed to a young person within the local Scout group over a period of time that enables him or her to progress towards the achievement of Scouting’s educational objectives. It covers the complete span of that young person’s experience in Scouting, starting the moment he or she joins the Movement and ending when he or she leaves.

The Youth Programme is a “whole” in which each of its component parts (the “what”, the “how” and the “why”) is essential. If any of these parts is missing or not given the right emphasis, the balance of the Youth Programme is disturbed – and it becomes ineffective.

Imagine, if you like, a three-legged stool. If all three legs of the stool are of the same length and set at the same angle, the stool is stable and useful. But if any of the legs is out of balance with the others, the stool cannot be used; it no longer serves its purpose.



- *What:*

The Youth Programme encompasses everything that young people *do* in Scouting. This includes the activities in which they take part, whether these are organised in a formal sense or take place spontaneously. It also includes routine things that form part of the day-to-day life of a Scout patrol or unit, such as cooking and washing-up during a camping trip, or preparing for and tidying up after a troop meeting. Each of these activities, of whatever nature, must be seen as an

opportunity to contribute to the achievement of Scouting's educational objectives. As such, they must also be made as attractive and challenging as possible to young people, and not just presented as a chore that needs to be carried out.

- *How:*

The Youth Programme is also characterised by the way in which the activities, formal and informal, "special" or routine, are organised and carried out. The Scout method – a system of self-education, comprising such elements as the promise and law, learning by doing, experience of living in a small group, adult/youth relationships, personal progression and evaluation, life in nature and a symbolic framework – is therefore a fundamental element of the Youth Programme. The Scout method is the way in which Scouting's educational purpose is achieved.

- *Why:*

The Youth Programme must also reflect the principles of Scouting – duty to God, duty to others and duty to self – and be designed to achieve its purpose – the personal development of the whole person, physically, intellectually, emotionally, socially and spiritually. What Scouts do, and the way in

which they do it – the first two legs of the stool – are of no real value unless the third leg – the educational purpose of the Movement – is also firmly in place, in the right relationship to the first two.

¹ *World Programme Policy*, World Scout Bureau, 1990.

PROGRAMME DEVELOPMENT... PROGRAMME DELIVERY... AND PROGRAMME IMPLEMENTATION

PROGRAMME DEVELOPMENT: A NATIONAL RESPONSIBILITY

The definition of Youth Programme given in the previous chapter of this document constitutes the basic “skeleton” of the Youth Programme that has to be developed by every National Scout Association. But you will certainly need to add more “meat” to that skeleton before your Youth Programme can be said to be complete.

The definition of Youth Programme, which was adopted by the World Scout Conference in 1990, reflects the “fundamentals” of Scouting, which have also been defined and agreed by the World Conference; consequently, they apply to all National Scout Associations that are members of the World Organization of the Scout Movement (WOSM). These fundamentals include the purpose, principles and method of the Scout Movement and are published in the first chapter of the Constitution of WOSM.²

One of the most important responsibilities of your National Scout Association is to apply these fundamentals to your own national situation, taking into account both the needs and aspirations of the young people of various age ranges living in the socio-cultural context

of your country at the present time and, as far as possible, trends for the future.

This booklet, and the others in the same series, propose an eight-step process to help you develop your Youth Programme accordingly. As mentioned earlier, this process needs to be followed whether you are adapting and updating aspects of an existing Youth Programme, carrying out a full, systematic revision of the entire Youth Programme, or designing a new one.

Once this process has been completed at national level, you will have the basic structure of your Youth Programme. But, since each individual Scout *lives a unique Scouting experience* in his or her own local unit (Cub six and pack, Scout patrol and troop, etc.), it is at this local unit level that the Youth Programme really “happens”. The Youth Programme then – as it is developed by a National Scout Association – does no more than provide the local unit with a structure, or a framework, for this experience, for it is the relationship and interaction between the members of the unit, and between the members and their adult leaders, that breathes the *life* into the Youth Programme.

PROGRAMME DELIVERY: A NATIONAL AND PROVINCIAL RESPONSIBILITY

It is also the responsibility of your National Scout Association, particularly through its sub-national organisational structures such as those in the provinces or regions of your country, to make sure local Scout leaders (and, to a certain extent, youth members) know and understand the Youth Programme framework and how to use it. This means providing them with the necessary explanations and information through handbooks, training courses and other support materials – and especially a network

of local support people. This is what we call “programme delivery”.

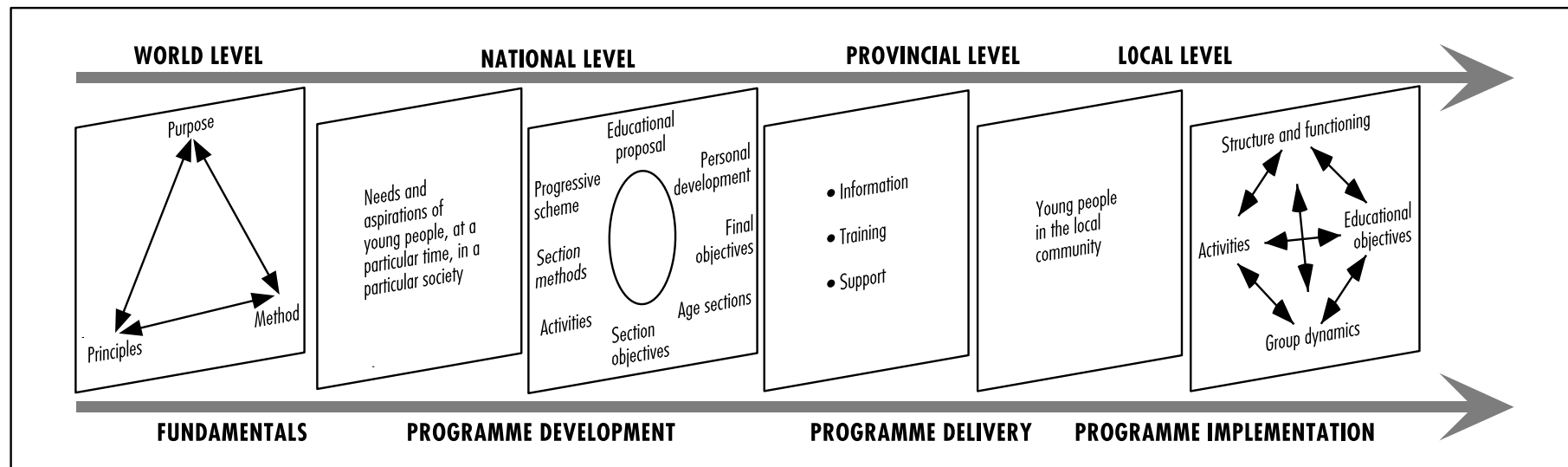
PROGRAMME IMPLEMENTATION: A LOCAL RESPONSIBILITY

And finally it is the responsibility of these local Scout leaders to use the Youth Programme framework provided by their National Scout Association in partnership with the youth members in the local unit. Taking into account their personal needs and aspirations, the adult leader must ensure that the Youth Programme becomes a high quality living experience for

each Scout. This is the most important phase of all: “programme implementation”.

This progression from programme development to programme implementation can be illustrated as shown below.

If you review your Youth Programme framework regularly and carefully, making whatever changes are necessary, and ensure it is then delivered to local leaders and they are able to implement it effectively, this will mean that your Youth Programme is always of high quality; and it will remain relevant,



attractive and challenging to the young people in each local community.

But, remember: societies – and especially their young people – are constantly evolving and changing, so programme development can never be said to be completely finished – it is an ongoing responsibility!

² See Appendix 1, *Fundamentals of Scouting: Definition, Purpose, Principles and Method*

HOW TO DEVELOP A YOUTH PROGRAMME FRAMEWORK

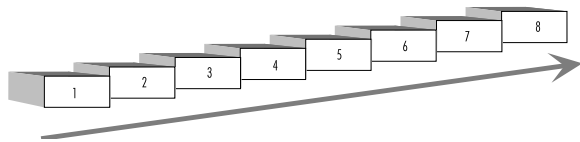
Whether you are designing a brand-new Youth Programme, or conducting an in-depth review and revision of an existing one, or just making small adaptations, you will need to follow to some degree or another the following eight steps.

- Define the **educational proposal** of your National Scout Association, by describing what Scouting has to offer young people in your society, taking into account the purpose, principles and method of the Scout Movement and the needs and aspirations of the young people in your country.
 - Take into account the different **personal development areas** identified by Scouting for the development of all dimensions of the human personality: physical, intellectual, emotional, social and spiritual.
 - Set the **final educational objectives** that your association believes could be achieved by a young person in each of the personal development areas upon leaving the Movement at the end of the senior age section.
 - Decide on the **age sections** for which your association will offer the Youth Programme, paying particular attention to the different **stages of development** of young people that will be reflected in the membership of each age section.
- Establish, for each age section, the **section educational objectives** in each personal development area.
 - Collect and describe **activities** that may be especially suited to helping achieve these objectives.
 - Describe how to **apply the Scout method** to the particular socio-cultural environment of your country and to the specific characteristics and needs of each age section.
 - Develop a **progressive scheme** which will enable the youth members and adult leaders in your association to understand their section educational objectives, and motivate and recognise youth members' progress towards achieving them.

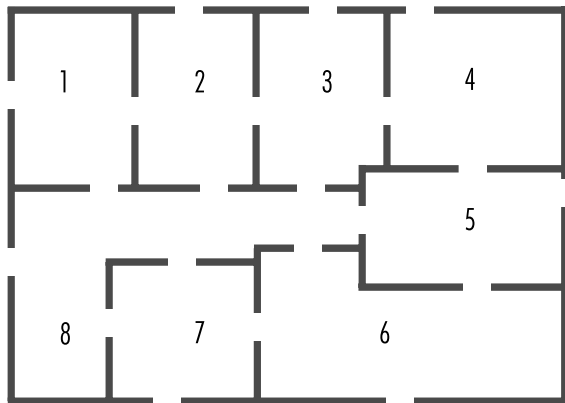
Developing a good framework for a Youth Programme requires that all of these steps be carried out. There are obviously lots of links between the various steps, and so if you do something in connection with one step, it may have an effect on some other part of the

process. Even if we usually approach programme development in a logical, step-by-step way, it will be clear that the relationship between the steps is not always so simple.

Not like climbing stairs one step at a time...



but more like exploring a house, entering through any one of the external doors and passing from one room to another at will...



This implies that it is possible to enter the process of developing a Youth Programme framework at any step. Your choice will

probably depend on whether you intend to carry out a complete review of your Youth Programme or whether you want to concentrate at least initially on one particular element of your existing Youth Programme that needs to be adapted.

If you want to undertake a complete review of your Youth Programme – or design one for the first time – the educational proposal would seem a good place to begin. If you are more concerned about a specific aspect of your programme, such as, for example, the section educational objectives for the Scout section, then by all means begin there.

But remember, if you choose the latter approach, be aware that any changes you make as a result of one step of the process will undoubtedly have implications for other parts of the Youth Programme!

The subsequent booklets in this series will deal in-depth with all of the steps in the programme development process mentioned above. They will provide you with practical suggestions and ideas on how each one can be carried out so that you will end up with a good quality Youth Programme for your association.

EDUCATIONAL PROPOSAL

INTRODUCTION

As an educational Movement, Scouting complements other influences on the lives of young people: the family, the school and other educational institutions, religious communities, peer groups, the media, etc. However, Scouting has its own specific character defined by its stated educational purpose and by the unique method it uses to achieve that purpose.

The purpose, principles and method of Scouting are defined at world level in the Constitution of the World Organization of the Scout Movement; but these need to be expressed and applied by each National Scout Association in the context of the particular conditions of its own country. This is achieved through the development of a written “educational proposal”.

WHAT IS THE EDUCATIONAL PROPOSAL? WHY IS IT IMPORTANT?

An educational proposal is a written statement which describes what Scouting commits to offer to young people in a particular society. The word “proposal” is used to emphasise that, in keeping with the voluntary nature of the Scout Movement, what Scouting offers is being

proposed to young people in society, not imposed upon them.

The proposal must include two things: a defined and precise “content”, and a sense of direction and meaning. A proposal is not like an empty container, into which anyone can put what he or she likes according to his or her personal convictions or desires. Scouting’s proposal is one of education, which means that the elements described in the proposal will deal with the integral development of young people.

Each person may decide, taking into consideration both the content that is offered and the sense of significance and direction that is described, whether or not to adhere to the proposal: in other words, the proposal can be either accepted or rejected. However, once the proposal has been accepted by a person, a commitment to it – in its entirety – has been made: there is no question of adhering to some parts and not to others.

The educational proposal is the formulation of Scouting’s purpose, principles and method, as adapted to the needs of young people within a particular country’s socio-cultural context. The educational proposal of a National Scout Association is, therefore, a declaration which

affirms what the association, in conformance with the purpose, principles and method of World Scouting, commits to provide in response to the particular educational needs of the young people in the country concerned.

As such, it is a restatement, in national and corporate terms, of what Scouting offers to young people in the community. It results from a process of reflection within the association on the needs of young people in a particular society and how the association sees the application of the fundamentals of the Movement to that environment.

The educational proposal of your National Scout Association should, therefore, include:

- a general presentation of the purpose, principles and method of the Scout Movement and therefore of the association
- a reflection of the educational needs of young people, in the context of trends in national and international society today and in the foreseeable future
- a declaration of the way in which the association sees Scouting responding to these educational needs of young

people: what it aspires to achieve and how it proposes to do that.

The purpose of the educational proposal of a National Scout Association is to:

- present, to the community at large, a contemporary picture of the Scout Movement and what it offers to their young people
- present to young people an invitation to join an attractive, relevant Scout Movement
- develop at all levels within the association a common vision of its *raison d'être*
- help adult leaders, particularly at local level, to understand clearly their purpose in working with young people, to make a commitment to that purpose, and to convey the essence of the educational proposal to the young people in the unit
- define the basis on which the association's Youth Programme, in particular its final educational objectives, is developed.

The educational proposal of a National Scout Association is, therefore, addressed to:

- the general public, including parents, in the communities in which the Scout association operates
- young people who are potential members
- leaders within the association at every level from national to local.

Consequently, you should formulate the educational proposal in a positive and enthusiastic style that is simple and understandable by all. Try to keep it as short as possible.

EXTRACT FROM THE CHARTER OF SCOUTS DE FRANCE

The development of man

We want the development of all of man and of all men.

Man in the full truth of his existence.

Man and woman.

Man of all humanity and man in his singular identity and culture.

Man the individual and the community.

Man in his body and man in his mind.

Man in today's daily world and man in his history.

This development and growth of the humanity of man founds art, science and techniques.

Man gives meaning to all growth and all life.

We want to participate in this task of our time.

Education

We act for development through education.

We act so that the education of man

reveals the depth of his humanity and is not confined to learning or leisure.

We act with families, who are the first place of education.

Each individual is responsible for his development.

Each individual develops in interdependence.

Each individual is responsible for the human growth of his community.

We act with young people for our mutual freedom.

We act so that they are agents of development in their lives.

The Scout commitment

We choose to be leaders in the Scouts de France, involved in a movement.

We choose the team to act in a local community.

We choose, as free people, to justify the promises of young people.

In full knowledge of its aims, principles and method, we choose the Scout Movement:

- a world brotherhood of volunteers;
- a meeting of the spiritual beliefs of man;
- an education for cooperation and peace.

PERSONAL DEVELOPMENT AREAS

INTRODUCTION

Scouting strives to contribute to the full development of young people in all dimensions of their human personality. To be able to achieve this goal presupposes that there is a clear understanding of the different “areas of personal development” of the human being. It is on the basis of such personal development areas that a Youth Programme, which will contribute to the balanced and integrated development of the whole personality of the young person, can be put together.

WHAT ARE PERSONAL DEVELOPMENT AREAS? WHY ARE THEY IMPORTANT?

Personal development areas are the different aspects of the human personality which evolve and develop during a young person’s growth as a person.

The five development areas usually considered by Scouting as representing the different dimensions of a person are physical, intellectual, emotional, social and spiritual.³

These five dimensions can be defined as follows:

- Physical: taking responsibility for the growth and functioning of one’s body

- Intellectual: developing the capacity to think, to innovate and to use information in an original and relevant way
- Emotional: recognising one’s own feelings and learning to express them in a manner that will reach and maintain an inner state of freedom, equilibrium and maturity
- Social: develop a sense of interdependence with others and the capacity to cooperate as well as to lead
- Spiritual: discover the Spiritual Reality that gives a sense to life and reflect that in one’s daily life; acquire a better knowledge and understanding of the spiritual heritage of one’s community, while respecting the spiritual choices of others.

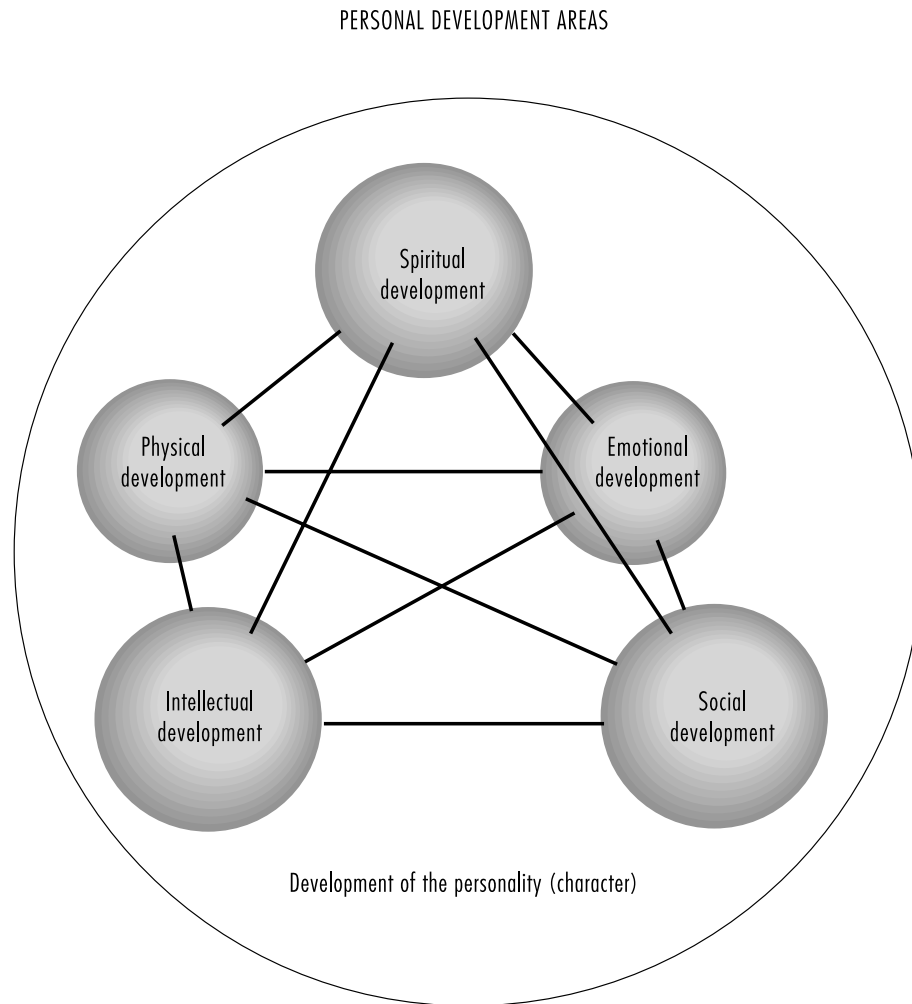
All five development areas are closely interrelated, complementary and form a whole. They all, therefore, need to be taken into account in order to ensure the full development of a person’s potential.

The ideal that Scouting proposes is a happy and balanced person, a person who is both autonomous and caring. It is precisely this dual capacity (autonomy and solidarity) which

Baden-Powell so often referred to as “character”. A person of character is someone on whom one can count to make the most responsible use (in terms of self and others), in a given situation, of all his or her resources in each of the personal development areas.

All dimensions of the personality of a young person evolve concurrently and interactively, but distinguishing between the different personal development areas provides a means of tackling the personal development of young people in all its aspects, in a balanced way, without giving undue emphasis to or ignoring any one dimension. The various areas being interdependent, it is important not to emphasise the distinction between them too much, in case they become completely artificial; rather, they should be treated in an integrated way.

Scouting encourages young people to take responsibility for the development of their potential in each personal development area. Structuring the Youth Programme on the basis of these personal development areas ensures that the integral development of the whole person is at the heart of the educational process of Scouting. In the implementation of the Youth Programme, all five development dimensions need to be given equal attention: any temptation



to give greater emphasis, or lesser emphasis, to any one area must be avoided.

Personal development areas are quite different from “activity areas” which have often been used in the past as a basis for developing the Youth Programme. Personal development areas are based on an analysis of the structure of the human personality, while activity areas (such as “Scouting skills” or “citizenship” or “community development”) only describe ways of developing that personality. The definition of different personal development areas allows your association later on to develop the educational objectives of its Youth Programme.

Your task, as a member of the team in charge of programme development at national level, at this stage of the process, is to study carefully the different personal development areas in order to reach a common understanding of each of them and of their inter-relationship. You will need to do this before going on to the next step.

³ These five personal development areas include the four quoted in the Constitution of the World Organization of the Scout Movement with the addition of “emotional” to take into account more recent advances in the field of social sciences related to personal development.

FINAL EDUCATIONAL OBJECTIVES

INTRODUCTION

Objectives, in any context, provide a target to aim for, a sense of direction, and, eventually, a basis for evaluation. Scouting's educational objectives do the same; they describe the Movement's purpose, provide the direction towards achieving it, and constitute a basis on which progress can be evaluated.

The purpose of Scouting is to help young people develop their full potential as individuals, physically, intellectually, emotionally, socially and spiritually, and thus become responsible members of society. The purpose of Scouting is *not* to train young people to conform to any preset model of an "ideal" citizen: Scouting recognises and accepts that each young person is unique, with different needs, aspirations, capacities, interests and potentials.

As a result, young people who join the Scout Movement are offered the opportunity – not in any "formal" way but purposefully nonetheless – with the advice and guidance of adult leaders, to set their own objectives for their personal development and to decide on their own course of action, within the broad frame of reference provided by the Movement's educational objectives. It is from this "dialogue" between the propositions for personal

development offered by the Movement and the personal choice of each individual that Scouting's unique educational process derives.

Each National Scout Association, therefore, needs its own statement of educational objectives for its Youth Programme. These educational objectives usually take two forms: final educational objectives and section educational objectives.

We will deal now with the first of these: final educational objectives. Section educational objectives will be described later.

WHAT ARE FINAL EDUCATIONAL OBJECTIVES? WHY ARE THEY IMPORTANT?

Final educational objectives are statements which describe the final achievements in each of the personal development areas which youth members might be expected to have accomplished upon leaving the Movement (i.e. at the end of the senior age section).

The final educational objectives describe your association's proposition for young people who choose to join the Movement and who go on to complete the programme of the senior age section of the association. They are "final" in terms of what Scouting sets out to offer, but not for the person: personal development is

never completed – it is a process that extends over one’s entire life. But Scouting’s contribution to this development is limited to a specific period of time. The final objectives, therefore, indicate a direction proposed by the association for the personal development of a young person; they represent a marker, or milestone, at a particular moment, the end of the Scout “trail”.

You, along with other members of the programme development group, will need to formulate one or more specific final educational objectives for each of the personal development areas mentioned in the previous step. Although final educational objectives are often expressed in rather broad terms, the ones you set will cover, in a balanced way, knowledge, skills and attitudes. The final objectives will also be expressed in a positive way, to be motivating, and will be written in simple and understandable terms.

Final educational objectives are necessary for your National Scout Association to be able to propose coherent section educational objectives.

Here are some examples of final educational objectives.

- Use one’s body to the best of its abilities (one of several final educational objectives in the area of Physical development)
- Demonstrate the capacity to collect facts, analyse them and solve problems in creative ways (one of several final objectives on the area of Intellectual development)
- Recognize, integrate and manage one’s emotions in one’s daily life (one of several final educational objectives in the area of Emotional development)
- Demonstrate the capacity to communicate with others from different backgrounds and cultures (one of several final educational objectives in the area of Social development)
- Recognize the existence of a Spiritual Reality that gives meaning and direction to life, and reflect that in one’s daily life (one of several final educational objectives in the area of Spiritual development)

AGE SECTIONS AND STAGES OF DEVELOPMENT

INTRODUCTION

Each National Scout Association must decide, on the basis of its educational proposal and other considerations, the minimum and maximum ages of the young people to whom it will propose its Youth Programme. Each association must also decide what age sections it will establish, as sub-divisions of that overall age range, as a means of facilitating the development, delivery and implementation of its Youth Programme.

One particular factor to consider in making these decisions is the analysis of the stages of development of young people in your society. To be able to achieve Scouting's purpose of contributing to the development of the full potentials of young people presupposes that the needs and aspirations of young people, and in particular how they grow and develop, are well understood. It is on this basis that a Youth Programme that is truly adapted to their potentials at any particular age can be developed.

The establishment of age sections and the identification of the stages of development of young people directly influence the setting of section educational objectives for each of these age sections, the application of the Scout

method to the age section concerned, the conception and selection of appropriate activities and the design and implementation of a progressive scheme suited to each age section.

WHAT ARE AGE SECTIONS AND STAGES OF DEVELOPMENT? WHY ARE THEY IMPORTANT?

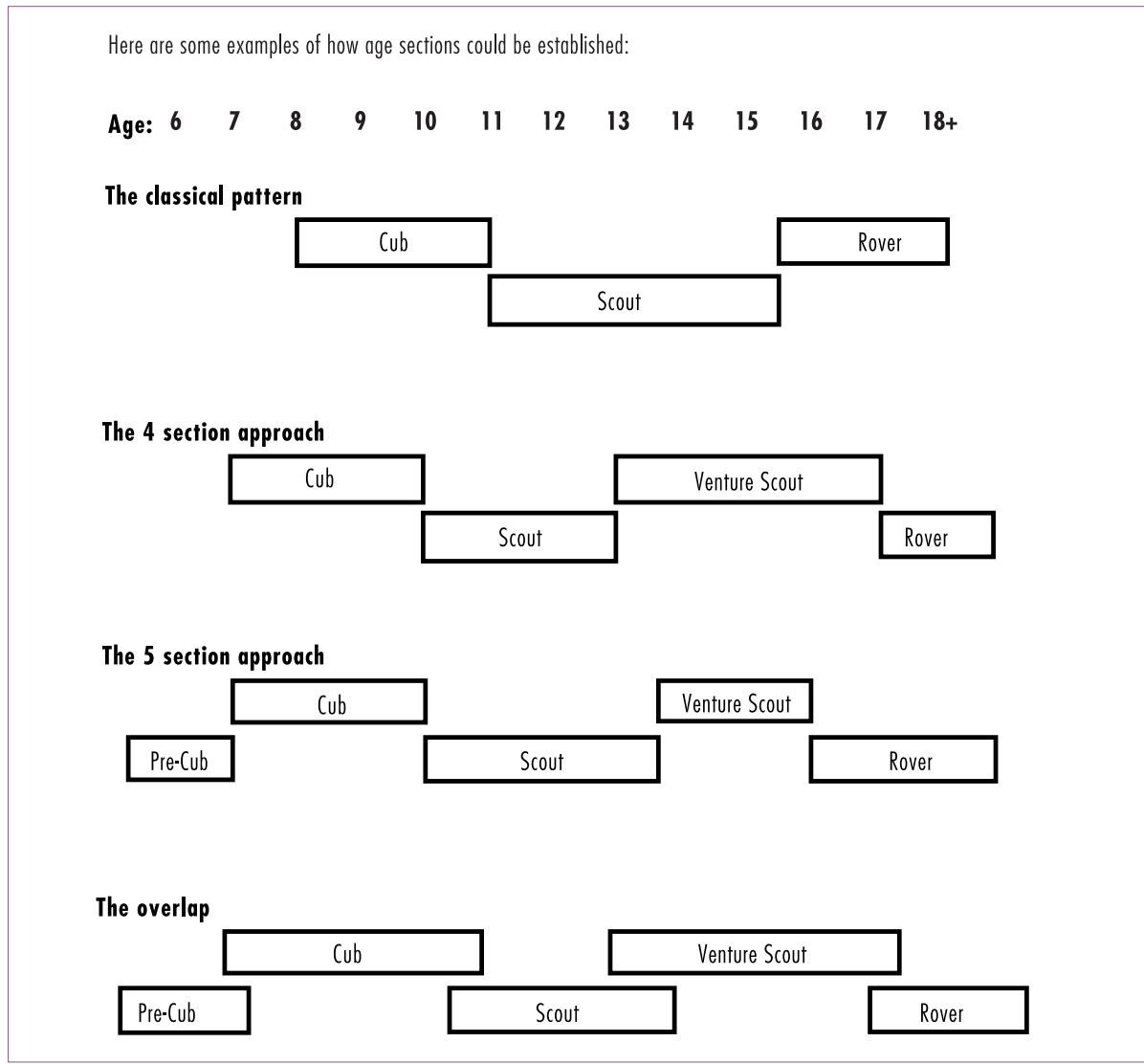
Age sections are subdivisions of the total youth membership of a National Scout Association according to approximate age ranges. The resulting groupings are usually referred to by names such as "Cubs", "Scouts", "Venture Scouts" etc., and each one has a particular programme emphasis, including educational objectives, application of the Scout method, and progressive scheme.

The overall age range of young people which a National Scout Association chooses to serve, and the age sections it establishes, will be based on a number of factors including:

- the association's underlying philosophy, and resulting policy, on the provision of educational opportunities for young people in the society in which it operates, as described in its educational proposal; this includes consideration of such things as the generally accepted age of

“adulthood” past which youth provision might no longer seem appropriate, the needs of – and demands made by – the community, provision made by similar or competing youth organisations, and the advantages and disadvantages of catering for younger children as well as adolescents⁴

- the human, material and financial resources available to the association to properly support the development, delivery and implementation of the Youth Programme in a particular number of age sections, especially considering the need for trained leaders, programme resource materials and other support specially designed for each one
- complementarity with other factors in society, such as the major points of transition of young people within school systems or other “rites of passage”
- characteristics of “peer groups” (natural or spontaneous groupings of young people of similar age, sharing similar interests) within society. Taking into account the normal tendency of young people to mix with others of their own age who have common interests, Scout



associations usually set up relatively homogeneous age sections; this helps to ensure that the programme that is offered to each section is interesting for all the members. However, the educational experience that Scouting provides is also based on the interaction between younger members and older members in a unit. In defining the age sections for your association, therefore, you will need to strike a balance between the need for homogeneity and the complementarity that comes from interaction between members of slightly different ages.

While a young person is a member of any particular age section, he or she will grow and mature. During the process of personal growth (when, for example, the ability to walk and to coordinate, and to reason and make judgements, develops and increases) a series of successive stages of development can be identified. A stage of development can be defined as a period of life during which the behaviours and needs of a young person are clearly characteristic and can be considered as relatively stable. Although each individual is of course unique, the main characteristics of the stages of personal development of young people can be described in general terms that

apply to everyone. These stages can be described in terms of an age range, although age is only an approximate criterion. Thus, the stages of development of young people are intrinsically linked to any consideration of age sections.

The analysis of the personal development of young people and the definition of their stages of development is a task that is best carried out by experts in human sciences. Your task, as a member of the programme development group, is at this stage mainly to gather information from such experts. Their analysis will need to cover each of the personal development areas that have been established as the basis for the Youth Programme of your association. For each stage of development, the particular characteristics of young people in each area of their personal development will need to be described.

For example, the experts may say that there are six stages of development in young people during the time when they can be members of the Scout Movement⁵:

- mid-childhood: ages 7 - 9
- late childhood: ages 9 - 11
- pre-puberty: ages 11 - 13

- puberty: ages 13 - 15
- adolescence: ages 15 - 17
- youth: ages 17 - 20

In this case, they should describe the particular characteristics of young people during each of these stages of development, from the point of view of their physical, intellectual, emotional, social and spiritual development.

Depending on the age span covered by each stage of development, and the age ranges of the sections, there may be more than one stage of development represented within each age section – and, indeed, one stage of development may overlap two age sections. The definition of stages of development, and seeing how they fit within the age sections, will help you to set the section educational objectives, and therefore make sure that the Youth Programme for each age section is suited to the general characteristics of the young people you want to serve.

⁴ It may also include consideration of the need to propose the Youth Programme to female as well as male members.

⁵ Each of these stages of development may be further divided into sub-stages, to distinguish, for example, between the characteristics of a 7 year-old and a 9 year-old, although both of them might be described as being in “mid-childhood”.

Here is a concrete example, taken from *The Green Island*, a draft publication of the European Scout Region.

A young person in late childhood (ages 9-11) may be characterised as...

- in terms of physical development: acquiring physical equilibrium, becoming at ease in a well-proportioned body over which he or she has increasing control; physical growth continues, puberty begins around age 10-11 in a girl, age 11-12 in a boy
- in terms of intellectual development: beginning to think logically and concretely, developing the ability to classify objects into categories, to sort them by increasing or decreasing order, and acquiring a notion of numbers
- in terms of emotional development: living through a “latency period” which lasts until puberty; energy is diverted towards such things as the thirst for knowledge, cultural interests, etc.; identification with his or her parents, appropriating certain ideals or attitudes from them

- in terms of social development: developing ability to see things from the other person’s point of view, and ability to agree on new “rules of the game” by mutual consent; experiencing the “golden age” of social adaptation – at ease in his or her family as well as at school
- in terms of spiritual development: accepting, not yet questioning; still finds difficulty in coping with abstract ideas such as God, who is seen as a real, parent-like figure.

Generally, there is a coherence between the characteristics of each personal development area (physical, intellectual, emotional, social and spiritual). For example, the “latency period” in emotional development also applies to the other personal development areas, although it may be less pronounced. Late childhood is a period of stability, when there is a high dependency on the family.

(Note: While this example reflects universal characteristics of a young person in late childhood, there may be considerable variations in detail between one culture and another.)

SECTION EDUCATIONAL OBJECTIVES

INTRODUCTION

As noted earlier, in the chapter on final educational objectives, each National Scout Association needs to have its own statement of educational objectives for its Youth Programme. These educational objectives usually take two forms: final educational objectives and section educational objectives.

We will deal here with section educational objectives.

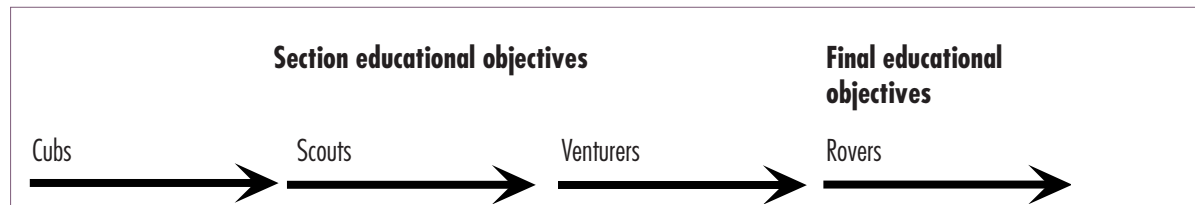
WHAT ARE SECTION EDUCATIONAL OBJECTIVES? WHY ARE THEY IMPORTANT?

Section educational objectives are statements which describe the achievements, in each of the personal development areas, which youth members might be expected to have accomplished upon completing an age section; they are an intermediary step towards the achievement of the final objectives. It is on the basis of the section educational objectives

which are proposed to them that each youth member will determine his or her personal objectives⁶.

Section educational objectives describe, in quite detailed terms, the aim of the Youth Programme that has been developed for a particular age section, such as Cubs Scouts, Scouts, or Venture Scouts. (Section educational objectives for the senior age section, for example Rovers, are usually considered to be the same as the final educational objectives for the Youth Programme as a whole.)

For each final educational objective, therefore, you will need to define a sequence of section educational objectives, each representing progress towards achieving the final educational objective. If you define them well, the section educational objectives will guide – in general terms – the smooth progression of youth members through the Youth Programme offered in each age section, towards the achievement of the final educational objectives.



Since section educational objectives must suit the characteristics of young people within a particular age range, they will need to reflect the stages of development of the young people within the age section. This will help you ensure that the section educational objectives will be challenging but also achievable for the young people concerned – a key motivational factor!

Remember that Scouting considers all aspects of the human personality – physical, intellectual, emotional, social, spiritual – and encourages young people to take responsibility for the development of their potential in each of these. As a result you will need to define the section educational objectives – just like the final educational objectives to which they are linked – for each personal development

area that has been determined as a basis for your Youth Programme. This ensures that the section educational objectives cover in a balanced way the growth and development of the whole human personality.

You also need to make sure that the section educational objectives cover, in an equally integrated and balanced manner, the

Here are some examples of section educational objectives.

These relate to the examples of final educational objectives given on page 20. (Note: only one example is given for each age section; however, since final educational objectives are often expressed in rather broad terms, it would be quite normal to have more than one section educational objective related to each final educational objective.)

Physical development

Final educational objective: *Use one's body to the best of its abilities*

Section educational objective for Scouts: *Develop and implement over a period of time a personal fitness programme*

Section educational objective for Cubs: *Demonstrate a sense of balance and the ability to coordinate movement*

Intellectual development

Final educational objective: *Demonstrate the capacity to collect facts, analyse them and solve problems in creative ways*

Section educational objective for Scouts: *Show the ability to find the best solution to problems from among various alternatives*

Section educational objective for Cubs: *Show curiosity and inquisitiveness*

Emotional development

Final educational objective: *Recognize, integrate and manage one's emotions in one's daily life*

Section educational objective for Scouts: *Analyse one's emotions and explore ways of expressing them in relation to others*

Section educational objective for Cubs: *Discover and express one's emotions*

Social development

Final educational objective: *Demonstrate the capacity to communicate with others from different backgrounds and cultures*

Section educational objective for Scouts: *Demonstrate the ability to form a personal opinion and express it, while respecting the opinions of others*

Section educational objective for Cubs: *Show that one can express oneself and listen to others*

Spiritual development

Final educational objective: *Recognize the existence of a Spiritual Reality that gives meaning and direction to life, and reflect that in one's daily life*

Section educational objective for Scouts: *Develop ability to see beyond the immediate, the physical and to reflect upon that ability and one's position within creation*

Section educational objective for Cubs: *Explore one's world and the wonders of nature and life*

acquisition of knowledge, skills and attitudes related to each of these dimensions.

Finally, section educational objectives also provide a basis for the design of activities and are one of the essential pre-requisites for the application of the Scout method to the age section concerned. A key part of your task therefore is to write them in a simple and attractive way, and make sure that they are communicated to local unit leaders and youth members to help them relate everything they do in their units to the educational objectives of their section.

⁶ You may choose to have two (or even more) series of educational objectives for each age section, based on the stages of development represented in the age section. However, if the section educational objectives are well formulated, the process of agreeing on personal objectives with each youth member should provide the necessary flexibility to work within a single set of section educational objectives.

ACTIVITIES

INTRODUCTION

Activities play an important role in Scouting, offering opportunities to develop knowledge, skills and attitudes. Moreover, through the enjoyment that young people derive from activities, and the opportunities for challenge that they see in them, they are the driving force of the entire Scouting experience for youth members. Activities are one of the key reasons why young people join Scouting and stay within the Movement.

However, since Scouting's educational method is often characterised by the expression "learning by doing" – even if that is only one element of the method – there is a tendency to think that as long as Scouts are taking part in activities they will learn something from the experience. But this is an oversimplification, as we shall see below.

WHAT ARE ACTIVITIES? WHY ARE THEY IMPORTANT?

In the simplest terms, activities are what Scouts *do*. However, from an educational perspective, activities can be defined as "a flow of experiences, based on actions and relationships, which offer the young person

the opportunity to acquire knowledge, skills and attitudes envisaged by a given objective".

Thus there are some conditions to be met before activities will contribute to the achievement of Scouting's purpose:

- First, just as "learning by doing" is only one of the elements of the Scout method, so are "progressive and stimulating programmes of varied activities...". And these two elements must be considered as part of the complete "system" of *all* the elements of the method, which are in dynamic interaction with each other. Activities will only have their complete educational impact on youth members if they are carried out in relation with the other elements of the Scout method.
- Reinforcing this, recent research⁷ has shown that the Scouting experience from which a young person learns is a function of four inter-related factors, of which – once again – activities are only one. The research demonstrates that, for learning to take place, there must be constant interaction between activities, educational objectives, group dynamics (how the people in the group act, react, interact, the roles played etc. and the

effects that all this has on the group) and the structure and functioning of the group – which are of course influenced by the leader’s perception of his or her role, the leadership style, etc.

The range of Scout activities is unlimited. It is not the nature of the activity itself that makes it a “Scout” activity, but the objective to which it is related and the way in which it is planned and carried out, including youth participation in the decision-making.

There are two types of activities in Scouting:

- those that serve to maintain the life of the group itself (preparing a meal together, holding a patrol or group council, organising a ceremony...), and
- other, more formally organised activities undertaken by the group (hikes, expeditions, community development projects, community service...).

Both types of activities contribute to the achievement of educational objectives and both must be taken into account equally when activities are being considered.

Activities should be:

- attractive – that is to say, awake the interest of the young person and his or her desire to participate in the activity
- challenging – something that will enable the young person to expand beyond his or present capacities
- relevant – something that gives the young person the sensation of having learned something useful or derived some other benefit from the experience

It is the *experience* that an activity generates that leads to personal growth and development. This experience will be all the more enriching to the extent that the young person takes an active part in all stages of the activity: choosing it, preparing for it, carrying it out and – perhaps most important – evaluating what he or she has learned from it.

In this respect, several kinds of activity can be identified on the basis of the degree of participation that they permit and their complexity:

- directed activity: the adult leader chooses, prepares and organises the activity. This would normally be a short-

term activity, directed towards a specific, limited objective. It may get the group interested and involved, provided the activity is one which they find stimulating.

- participative activity: the young people participate in one or several stages of the activity, for example in choosing it, organising it or evaluating it. In general, this is usually a longer activity and leads to a richer experience.
- a project: this time the young people are involved at all stages, from the original choice through to the evaluation. Generally a project combines several different kinds of activities organised around a common theme or related to a specific objective, and is of a relatively long duration.

The selection of one kind of activity over the others will be largely determined by the maturity of the group of young people concerned (based on their age and experience) and the expertise of the adult leader.

You, and the other members of the programme development group, have a three-part task related to activities. The first is to collect existing ideas for activities and provide

descriptions of these – either brief or detailed – to help local unit leaders, especially the ones who do not have enough experience to find or design them for themselves; the second is to design new activities that may contribute to the achievement of educational objectives; and the third is to develop methods to help local leaders design additional and better activities for themselves.

⁷ *The Educational Impact of Scouting: Three Case Studies on Adolescence*, WOSM's Research & Development Committee, World Scout Bureau, 1995.

Most National Scout Associations publish handbooks containing activity ideas for use in the various age sections of the association. If your association does not publish materials like that, check in bookstores to see what activity ideas are offered for young people generally. Remember that it is not the activity itself which is most important – Scouts can do just about anything – but the constant interaction between activities, educational objectives, relationships within the peer group, and relationships between the young person and the adult leader.



The Interamerican Scout Region has published a wide range of Activity Handouts which describe activity ideas for Junior (7-11 years of age), Intermediate (11-15 years of age) and Senior (15-21 years of age) sections. These handouts contain not only descriptions of the activity, but also the objectives of the activity itself, sample section educational objectives that the activity could contribute towards achieving, and notes on how to make the most of the activity and how to evaluate it.

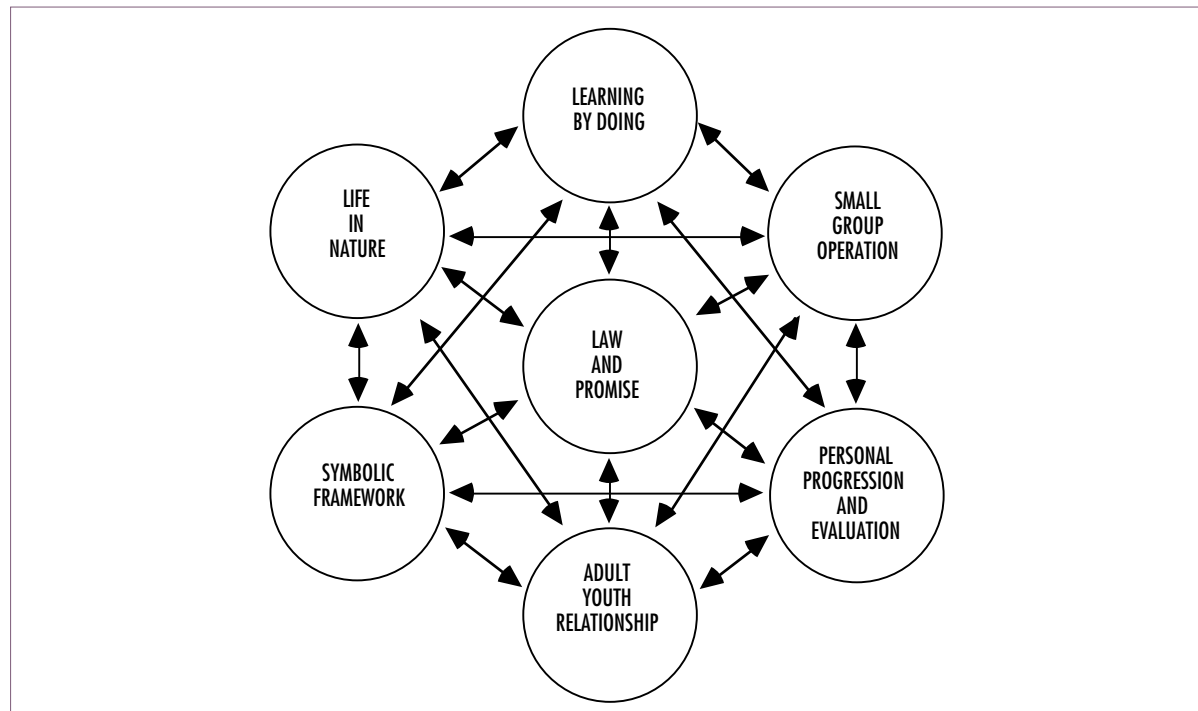
APPLYING THE SCOUT METHOD TO EACH AGE SECTION

INTRODUCTION

The Scout method is defined in the Constitution of the World Organization of the Scout Movement. The full text appears in Appendix 1.

The wording of the method reflects the unique nature of Scouting. It is the Scout method that makes the Scout Movement different from any other educational or youth organisation.

The key concept is captured in the opening words of the definition: “a system of progressive self-education”. The fact that it is a system implies that it has to be conceived as an interdependent group of elements forming a unified and integrated whole. We can only speak of the Scout method when all these elements are combined within an integrated educational system. This system is based upon the idea of progressive self-education.



But these are rather dry, constitutional words. What do they mean in practice, when applied to each age section within the context of the Youth Programme?

WHAT DO WE MEAN BY “APPLYING THE SCOUT METHOD TO EACH AGE SECTION”? WHY IS IT IMPORTANT?

The definition of the Scout method, as quoted in Appendix 1, is a description that applies to the Scout Movement as a whole, worldwide, and thus is a general statement that needs to be applied more specifically to the particular age range and socio-cultural environment of the young people concerned.

To take a simple example: the Scout method includes a promise and law. But what promise and what law should be used by your National Scout Association? What should they say? And should you have the same promise and the same law for *all* the youth members in your association, from the youngest to the oldest, or do they need a different formulation according to their age and maturity?

Similarly, how should “learning by doing”, or “membership of small groups, under adult guidance...” or “progressive and stimulating programmes of varied activities based on the

interests of the participants...” be interpreted as far as the different age sections in your association are concerned?

And is it likely that another National Scout Association half way around the world, in a country with quite a different culture, values and socio-economic circumstance, would make the same decisions as your association when considering these questions?

These questions surely indicate that, while every National Scout Association must use the Scout method, the specific way in which they do so will vary from one age section to another and from one National Scout Association to another. The wording of the promise and law will vary from one age section to another and from one National Scout Association to another. (Remember, however, that in accordance with the Constitution of WOSM, all formulations of the promise and law must reflect the principles of duty to God, duty to others and duty to self, and be approved by the World Organization.) The way in which learning by doing is applied, the way in which small groups operate, the way in which progressive programmes of activities work, will all also vary from age section to age section and from association to association.

And these are only the surface words, drawn from the Constitutional definition of the Scout method. If you scratch the surface, and consider other things that also form part of the Scout method, even if not explicitly cited in the WOSM Constitution – such as the symbolic framework, including the names of the age sections (Cub Scouts, Scouts, Venturers, Rovers...), the recognition symbols that appear on uniforms and badges (leaping wolf, pathfinder...), songs and stories (The Jungle Book, Swiss Family Robinson...), ceremonies (the Grand Howl...), etc. – these too need to be adapted to suit the age, language, culture and imagination of the young people concerned.

Your programme development group will need to consider all these questions, for each age section, and propose specific ways in which the Scout method should be applied in each of these sections in your association.

PROGRESSIVE SCHEME

INTRODUCTION

The last step involved in the development of a Youth Programme is the design, for each age section, of a progressive scheme, which serves to motivate youth members and to guide – and recognise – their progress towards the achievement of their personal objectives, based on those of the age section. The progressive scheme is also a tool for adult leaders at unit level to help them advise and encourage each young person in their unit.

The progressive scheme takes into account the stages of development of youth members and is therefore specific to each age section; it is based on the section educational objectives and fully reflects the way in which the Scout method is applied to each age section.

WHAT IS THE PROGRESSIVE SCHEME? WHY IS IT IMPORTANT?

The progressive scheme is designed to help young people to establish their personal objectives and to motivate them to make progress towards achieving these objectives. (It is important to note that the progressive scheme is based on the achievement of objectives, not on passing tests.)

The educational experience offered by Scouting to young people is not something that will happen automatically, just by itself; rather it is the result of a young person's personal engagement and commitment to grow and develop. The progressive scheme explains how each young person can set his or her own personal objectives based on the section educational objectives proposed by the association.

Scouting's educational process is one of self-education. Youth members are each offered the possibility to make choices and decisions for themselves, based on their own personal needs, aspirations, expectations and perceptions. They are each invited to make a personal and voluntary commitment to their National Scout Association's educational proposal and to define their own personal educational objectives. The progressive scheme is the approach used to help youth members to do so.

The progressive scheme defines the way in which the personal progress of each young person is evaluated. This evaluation has to be based on the achievement of personal educational objectives observable in daily life, and not on passing tests or simply carrying out activities.

The progressive scheme provides a way of recognising publicly the progress made by each young person. Traditionally, this has been done by presenting badges – but other ways of doing so can be developed. This recognition will have the effect of motivating the young people to progress further. This motivation by recognition must not, however, become an end in itself, or there will be a danger of falling into a chase after badges.

The progressive scheme comprises three main elements:

- It begins with the promise...

The promise is the expression of a young person's personal commitment to the code of conduct encapsulated in the Scout law, and to what Scouting offers to him or her, as it is described in the educational proposal of your association. As such, making the promise is the “starting point” of the progressive scheme.

This first commitment made by the youth member is the basic contract on which the educational relationship between the young person and his or her association – represented in most respects by his or her peers (fellow members) and the adult leader – is formed. It is also the foundation on which the youth member can develop his or her personal

educational objectives. This commitment, in the form of the promise, is made within the first few months of becoming a member of a unit, once the young person has understood and accepted what the Movement is offering to him or her and the commitment that is required.

- It includes various steps marking progress...

Each youth member's progress in achieving his or her personal educational objectives in any age section is marked by a series of steps, often represented by progress badges. The number of steps will depend on the time spent in the age section concerned; there should not normally be more than one step for each year. The system of steps applies to all youth members, and progress through the various steps is marked by a badge or some other form of recognition.

- It provides for special interests...

The progressive scheme also includes provision for the pursuit of special interests particular to each individual youth member, often represented by proficiency badges. These pursuits will be related to the achievement of the personal educational objectives but in specific, more specialised areas of activity; as

such, they are optional. They permit each young person to grow and develop in areas that relate to his or her specific interests and are relevant to the context of the society in which your association operates.

The progressive scheme must meet the following criteria:

- Be simple and clearly related to recognisable “milestones” marking personal progress.
- Be attractive to young people.
- Serve to motivate young people to make progress in their personal development.
- Be easy for young people to understand and use with the help of the unit leader.
- Be integrated with the symbolic framework, and build on young people's desire to identify with that.
- Be adapted to the age of the young people in the age section concerned. The older the young people are, the more flexible the progressive scheme will be, allowing a greater degree of personal choice.

The progressive scheme will need to be presented clearly to both adult leaders and youth members. Special handbooks or other information, should be designed for youth members in each age section. These should introduce the Scout Movement and the age section concerned, describe the application of the Scout method to that section (patrol system, symbolism, etc.), present the progressive scheme (personal development areas, section educational objectives, explanation of how personal educational objectives are determined through dialogue with the adult leader, how they are attained through activities and life in the unit, how progress is evaluated and recognised) and describe the proficiency badges. Similar tools to help adult leaders fulfil their role will also need to be developed.



CONCLUSION

In this booklet, we have provided an overview of the essential steps that need to be followed in the process of developing the Youth Programme of a National Scout Association.

Other publications in the series will describe each of the steps in more depth and suggest practical ways in which the programme development group in a National Scout Association can carry it out.

The World Scout Bureau will be happy to receive feedback on this document, as well as ideas that may be included in future editions of this series.

Appendix 1

FUNDAMENTALS OF SCOUTING: DEFINITION, PURPOSE, PRINCIPLES AND METHOD

DEFINITION

The Scout Movement 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 and stated below.

PURPOSE

The purpose of the Scout Movement is 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.

PRINCIPLES

The Scout Movement is based on the following principles:

- *Duty to God*

Adherence to spiritual principles, loyalty to the religion that expresses them and acceptance of the duties resulting therefrom.

- *Duty to others*

- Loyalty to one's country in harmony with the promotion of local, national and international peace, understanding and cooperation.
- Participation in the development of society with recognition and respect for the dignity of one's fellow-man and for the integrity of the natural world.

- *Duty to self*

Responsibility for the development of oneself.

ADHERENCE TO A PROMISE AND LAW

All members of the Scout Movement are required to adhere to a Scout Promise and Law reflecting, in language appropriate to the culture and civilization of each National Scout Organization and approved by the World Organization, the principles of Duty to God, Duty to others and Duty to self, and inspired by the Promise and Law conceived by the Founder of the Scout Movement in the following terms:

THE SCOUT PROMISE

On my honour I promise that I will do my best –

To do my duty to God and the King (or to God and my Country);

To help other people at all times;

To obey the Scout Law.

THE SCOUT LAW

1. A Scout's honour is to be trusted.
2. A Scout is loyal.
3. A Scout's duty is to be useful and to help others.
4. A Scout is a friend to all and a brother to every other Scout.
5. A Scout is courteous.
6. A Scout is a friend to animals.
7. A Scout obeys orders of his parents, Patrol Leader or Scoutmaster without question.
8. A Scout smiles and whistles under all difficulties.
9. A Scout is thrifty.
10. A Scout is clean in thought, word and deed.

METHOD

The Scout Method is a system of progressive self-education through:

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

Constitution of the World Organization of the Scout Movement, Chapter 1