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المنظمة العالمية للحركة الكشفية

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Circular N° 33/2009

To: International Commissioners

November 2009

Governance Review Task Force - consultation papers

Dear friends and colleagues,

I am pleased to send you herewith three consultation papers prepared by the Governance Review Task Force. These are:

- Paper 2: Representation and Communications
- Paper 3: Operations
- Paper 4: World and Regional Scout Committees

Please read these papers carefully. All National Scout Organizations are requested to send comments on the ideas and proposals contained in the papers to the Governance Review Task Force by 31 January 2010, so that final recommendations can be prepared for consideration by the World Scout Committee in March 2010.

Best regards.

Yours sincerely,

Luc Panissod
Secretary General WOSM

GOVERNANCE REVIEW TASK FORCE
DISCUSSION PAPER 2

REPRESENTATION AND COMMUNICATIONS

November 2009

The Governance Review Task Force has produced the following discussion papers in order to inform its work:

- 1. *WOSM Membership*** – sent to World Scout Committee members and Youth Advisers. Subsequently, proposals were made to the World Committee in September 2009
- 2. *Representation and Communications*** – distributed to NSOs November 2009
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- 4. *World and Regional Committees*** - distributed to NSOs November 2009

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GOVERNANCE REVIEW TASK FORCE

DISCUSSION PAPER NUMBER 2

REPRESENTATION AND COMMUNICATION

1. Youth Involvement - introduction

1.1 The World Scout Youth Forum was introduced as an interim measure at the Thessaloniki Conference in 2002. Because of this the Forum is not mentioned in the WOSM Constitution. The GRTF is naturally aware of the fact that subsequent Conferences have not decided to change the current status of the Forum but nonetheless believes that there is a strong commitment at all levels to strengthen youth involvement within the World Scout Committee. We should strive towards the election of young members of the World Scout Committee, as requested by the Conference.

1.2 In the meantime, however, it has been suggested that we should strengthen the role of Youth Advisers, as this is already a widely accepted concept. Youth Advisers undoubtedly have an established base of legitimacy within the World Scout Youth Forum. The GRTF has it in mind that the concept of Youth Advisers – and their detailed role at World level – should be confirmed at the same time as a strengthening and formalisation of the World Scout Youth Forum.

1.3 Successive Conferences have called on NSOs to appoint young delegates and there is plenty of evidence of progress. The GRTF presents some ideas (not at all novel) aimed at hastening the process, which it seems to us has almost universal support.

1.4 In order to encourage a lower average age for elected, voting members of the World Scout Committee, the GRTF has considered a number of options, which are offered for comment.

1.5 Paragraphs 2, 3 and 4 of this discussion paper contain ideas on which the comments of National Scout Organizations are requested, so that final recommendations can be formulated for the World Scout Committee at their meeting in March 2010.

2. Youth Advisers and the World Scout Youth Forum

- Youth Advisers elected by the World Scout Youth Forum could be ex-officio non-voting members of the World Scout Committee. Their role could be to be consultants to the World Scout Committee and to assist in the shaping of policy
- Should the number of Youth Advisers change? Currently there are six. The question is how the team of Youth Advisers can be most effective. More Advisers would mean that the work could be shared more by people who already will have great demands on their time and energy. However, this would increase the cost, which under current circumstances is already a challenge. As a matter of principle, the GRTF suggests that the full cost of the involvement of Youth Advisers should be a charge on the WOSM budget
- We suggest that WOSM should continue to arrange the World Scout Youth Forum in the future, preferably immediately before the World Scout Conference as done today. The Forum should be included in the WOSM governance structure, in the Constitution, as a consultation and policy-shaping body
- The World Scout Youth Forum is presently defined as an “educational tool”. However, should this educational aspect be removed as most of the participants are no longer within the scope of the Youth Programme? Moreover, there is definitely a demand for a debating and policy shaping platform for young people, whereas the need for another educational event is not as significant; the World Scout Moot is organized every four years, for example. Finally, the detail of addressing the participants of an educational event as “delegates” at present creates unnecessary confusion. The definition of the Forum could be:

“The World Scout Youth Forum is a platform where young members of the Movement can contribute to the decision-making process and have

their voices and needs articulated. The Forum elects Youth Advisers to the World Scout Committee, under arrangements approved by the World Scout Committee”

- In order to strengthen the role of the World Scout Youth Forum, the status of its Recommendations may need to be improved. Currently, Recommendations are submitted for consideration by the World Scout Committee. But keeping the World Scout Youth Forum and the World Scout Conference formally completely separate as they are today creates from a governance point of view the very parallel structure that so many oppose. It is accepted that this separation can be circumvented currently by the World Scout Committee and/or NSOs taking up the issues raised and presenting them to the Conference. Our point is only that the link is not clear enough. It has been suggested to us that the Recommendations of the Forum should be submitted for consideration by the World Scout Conference so that, if passed by the Conference, they would become Resolutions of the Conference. This would need to be included in the Rules of Procedure for the Conference
- It was also put to us that it would be helpful for the definition of “youth” to be reconsidered in the context of youth involvement in the governance of WOSM, for example by not mixing this definition with that of Rover Scouts, that is people within the Youth Programme. Overall any proposed definition should not be based on educational programmes or leadership training, since these vary greatly in NSOs. Is a maximum age of 30 appropriate?

3. Younger Delegates at the World Scout Conference

3.1 Ways of encouraging more young delegates could include such affirmative action as:

- Lower fees for younger delegates, with correspondingly higher fees for older delegates
- A quota for delegates under the age of 30, with at least one of the delegates being under the age of 26 (this could have the effect, apparent in a number of delegations, of attendance by Forum delegates at the Conference also, despite the problem of availability of time to attend both events)

4. Young members of the World Scout Committee

- It has been put to us that each NSO could be permitted to nominate up to two candidates, one being below and one being above the age of 30 (this could be done without increasing the number of places on the Committee overall)
- Two rounds of election could then be organized, aiming to have at least four candidates under the age of 30

5. The World Scout Conference - introduction

5.1 The Conference is the supreme body of World Scouting. Its status and legitimacy must be protected. We believe that NSOs are expecting significant change in the way in which NSOs vote – in particular, electronic voting is desired by many. This can be seen from the Resolutions passed in Korea. This need not affect the current allowance of six votes per delegation. A system for electronic voting is clearly available (the WAGGGS Conference already uses such systems).

5.2 The current allocation of six votes per NSO has not been seriously challenged and is seen by many as equitable and effective – where a single vote would not, for example in Federations, where the vote can be split; or where a delegation wish to show a graded response to the topic on which the vote is being taken. Resolution 6/08 of the Korea Conference is relevant here.

5.3 It has been said that our Conferences offer too many distractions from the proper consideration of proposed Resolutions and the elections. There should be time allocated for proper discussion and debate on critical issues.

5.4 Paragraphs 6, 7 and 8 of this discussion paper contain ideas on which the comments of National Scout Organizations are requested, so that final recommendations can be formulated for the World Scout Committee at their meeting in March 2010.

6. Voting Systems for the World Scout Conference

6.1 The GRTF suggests that voting for candidates to the World Scout Committee should be done, using an electronic system, for one vacancy at a time until the total number of vacancies has been filled. This allows the Conference to consider and shape the final composition of the World Scout Committee as each member is voted in.

6.2 If the suggestion that there could be two nominations per NSO (see paragraph 4) finds favour, the procedure would need to accommodate that approach.

7. Voting rights at the World Scout Conference

7.1 Should the current allocation of six votes per delegation be changed?

7.2 Discussion Paper 1, and the subsequent decision of the World Scout Committee on accredited status for Scout organizations who do not qualify as NSOs, raised the issue of voting rights for accredited bodies. We take the view that there should be no change in the current system where only NSOs have voting rights at the Conference.

8. The format of the World Scout Conference

8.1 Many people seem to value the select committee process and the Regional meetings at the World Conference; this helps to give proper considerations for Resolutions and other discussions before they reach the plenary hall. These need not be attended by all delegates, but by smaller groups (such as the select committee as practised in Korea).

8.2 In addition or alternatively, more intensive discussions could take place at Regional gatherings taking place during the Conference.

8.3 This also presumes that Resolutions should be proposed early in the Conference.

9. Communications - introduction

9.1 The Task Force has seen that there have been improvements in communications, with NSOs particularly, and applauds this. All means of communication should be used, and used systematically.

9.2 The GRTF does not see that governance arrangements need be changed to improve communications. What is needed is a concerted effort to identify all the audiences for communication and to make sure that appropriate methods are used to listen to and inform those audiences. The GRTF suggests that the current formal arrangements are appropriate, but seeks comments on this from NSOs.

Governance Review Task Force November 2009

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GOVERNANCE REVIEW TASK FORCE DISCUSSION PAPER 3

OPERATIONS

November 2009

The Governance Review Task Force has produced the following discussion papers in order to inform its work:

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GOVERNANCE REVIEW TASK FORCE

DISCUSSION PAPER NUMBER 3

OPERATIONS

1. Introduction

1.1 It is clear from the debate at World Scout Conferences that National Scout Organizations value services which are delivered close to them. Regional events and support are always high on the list of priorities. Governance at all levels should assist this, especially in the case of how we operate. This discussion paper looks at some issues raised with us and we invite NSOs to comment so that we can formulate our recommendations to the World Scout Committee. These recommendations may involve proposed amendments to the Constitution or other action where Constitutional change is not required.

1.2 During our work, it has become clear that there is a need to raise the profile of World Scout Bureau Inc (the legal entity that holds property and make contracts for World Scouting) and this is raised here in the operational context and in Discussion Paper 4 – World and Regional Committees from the constitutional point of view.

2. Delegation of authority by the World Scout Committee

It is important that the Secretary General and his staff should have all necessary authority to do their work and – in addition to the standard duties - this will involve delegation of the Committee's authority, often involving significant freedom of action. We feel that the World Scout Committee should record and review periodically such delegations of authority. The list of delegations should be available in the file of policies and procedures (see below).

3. Potential NSOs

3.1 When a Scout organization is seeking to be recognised as an NSO, we think their status in WOSM should be clearer. The services available to potential NSOs and any standing invitations to participate in activities of WOSM should be included in a formal statement by the World Scout Committee, which should be reviewed from time to time and published (in the file of policies and procedures).

3.2 The statement would, for example, involve details of the extent to which potential NSOs may take part in such things as World Scout Youth Events. This would help organisers of those events to know how they can involve such organizations.

3.3 We do not have it in mind to create a formal category of "potential NSO" but only to make clear in advance what any group seeking membership of WOSM can expect by way of involvement and support.

4. WSC involvement in work between meetings

4.1 The role of the Steering Committee has been raised with us. The Steering Committee comprises the Chairman, the two Vice-Chairmen and the Secretary General and currently has no executive power - it is responsible for the planning of the agenda of the next meeting of the World Scout Committee. Some have argued for the creation of an

executive committee to work between meetings of the World Scout Committee. We feel however that good communications mean that any urgent matters can be raised with all Committee members between meetings. The possibility of the calling of additional meetings is mentioned in Discussion Paper 4 – World and Regional Committees.

5. Standing Orders and Procedures for the World Scout Committee

5.1 The proceedings of the Committee should be governed by standing orders or rules of procedure. Some of the existing by-laws could be included here. Issues to be dealt with are procedures at Committee meetings, non-Constitutional references to WSB Inc and so on. These Standing Orders and Procedures should be approved by each World Scout Committee at the beginning of the Triennium.

5.2 The responsibility of the Secretary General to arrange for procedural advice to be provided during meetings of the Committee should be formally noted in the Constitution as one of his functions (see Discussion Paper 4 – World and Regional Committees).

5.3 As part of its work, the World Scout Committee develops policies and procedures. These are sometimes difficult to locate once the initial approvals have been made; there should be a special file for these documents to be available easily – not just for the Committee but for National Scout Organizations and others.

6. Internal controls and business risk

6.1 In common with all corporate bodies, WOSM needs to assess the risks facing its operations and to put appropriate control methods in place. This is a legal requirement in many jurisdictions but it is good practice anyway. The functions of the World Scout Committee in the Constitution should reflect this (see Discussion Paper 4 – World and Regional Committees).

7. Consultative Bodies

7.1 There are a number of bodies with consultative status agreed by the World Scout Committee; we have no view on this arrangement except to say that where such a body acts in such a way as to detract from the policies of WOSM or against its unity the Committee should not hesitate to use its power to remove the consultative status.

8. Induction/Training of Committee members

8.1 Training is at the moment provided for new World Scout Committee members and this is to be encouraged and extended further with a view to making clear the responsibilities of the Committee member in:

- Mission and purpose
- Appointing and working with the Secretary General
- Financial oversight
- Resources
- Legal integrity and accountability
- Organizational planning

- Assessing the performance of the Committee
- Scouting's profile
- Strengthening WOSM's programme and services

9. Self Review by World Scout Committee Members

9.1 As part of the overall responsibility of Committee members to evaluate their work there should be a requirement (in the Standing Orders and Procedures) for individuals to carry out a self-evaluation and for the Committee to do the same on a collective basis at appropriate intervals.

9.2 A summary of the self review and details of attendance by Committee members at events etc should be published before each World Scout Conference.

10. Role of the Chairman

10.1 As we see it, there is something of a gap in the description of the role of the Chairman of the World Scout Committee. In the Report of the Evaluation Group (2003), there was a proposal to adopt the description "President" in the English language and to extend the role from the existing one where the only obligation appears to be to chair formal meetings of the Committee/Conference. We think that this idea is still worthy of consideration.

10.2 The role of the President could be widened to make it clear that she/he – and not only the Secretary General - is part of the wider representational functions of WOSM, both internally and to the wider world.

11. Location of staff

11.1 Whilst it is not our role to make recommendations on staff management it seems to us that location of staff in the Regions, as well as centrally, will continue to be necessary – not necessarily in one location for each Region as it is often helpful to use flexible ways of working (home based executives, for example, although we accept that the loss of team involvement and so on is an argument against this approach).

Governance Review Task Force November 2009

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GOVERNANCE REVIEW TASK FORCE
DISCUSSION PAPER 4

WORLD AND REGIONAL SCOUT COMMITTEES

November 2009

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GOVERNANCE REVIEW TASK FORCE

DISCUSSION PAPER NUMBER 4

WORLD AND REGIONAL COMMITTEES

1. Introduction

1.1 The interplay between the World and Regional levels of World Scouting has generated plenty of heat. The GRTF takes the view that we need to generate some light also.

1.2 In Discussion Paper 3 – Operations, we emphasised the need for regionalisation of staff and we also affirm our view that services to NSOs should be locally delivered wherever possible where this is the most responsive way of supporting the Movement at national level. In paragraph 2 we offer some observations on the Regions and seek comments from NSOs.

1.3 However, it is clear in our view that there is a potential for conflict when there are two elected bodies who can each claim legitimacy and (despite all the words in the Constitutions, both World and Regional) expend valuable time arguing over priorities, when the goal is the unity of World Scouting and the provision of services to NSOs.

1.4 For this reason, we offer for comment a significant proposal for change: governance of WOSM, at all levels would be through the World Scout Conference and the World Scout Committee, with Regional Committees elected in the Regions but operating in direct relationship with the World Scout Committee, with the Chair of the Regional Committee being a full, voting member of the World Scout Committee. Paragraph 3 looks at this - we await the comments of NSOs.

1.5 Other proposals connected with the World Scout Committee also appear in paragraph 3.

1.6 It almost goes without saying that good relationships between WOSM and the World Scout Foundation are essential. We look at this in paragraph 4. The views of NSOs on this critical issue will be invaluable.

1.7 Finally, we deal in this paper with some detailed points on the functions of the World Scout Committee and WSB Inc, on which comments are invited.

2. Regions

2.1 Comments and suggestions have been made from time to time:

- Under the current distribution of countries to the existing Regions, some countries wonder whether they might be better served if they were in a different Region. It is difficult to see how this could be accommodated and probably the only workable way is for the Regions to be decided on by the World Scout Committee, as at present
- The number of countries per Region differs widely one to another. Does this matter?

- Language can be a difficult factor, creating negative impact on meetings/cooperation in and between the Regions
- Additional financial burdens would be placed on the WOSM budget if additional Regions were to be created or were there to be other significant changes

2.2 There are many differences between the various current Regional Constitutions. For example:

- Financial regulation
- Associate membership
- Number of elected members and term of office
- Before the Chairmen of Regional Committees became members of the World Scout Committee their attendance at World Committee meetings was not consistently referred to in Regional Constitutions

2.3 There should be consistency in governance provisions between Regions. Generally:

- Proper reports and financial statements should be provided to the World Scout Committee and their Treasurer.
- Rules of procedures should be in place for all Regional gatherings and conferences

2.4 Could not all these provisions be in one publication for WOSM as a whole (this would be the case if the suggestion made in 3 below were to be adopted)?

3. The World Scout Committee

3.1 A Strong Regional/World Partnership

3.1.1 A possible way of providing for an effective view at the World Scout Committee of issues based on a wide range of experiences of its members could be:

- In addition to the existing committees of the World Scout Committee, committees for the Regions (known as, for example, The Africa Committee) are created, reporting direct to the World Scout Committee
- The membership of such Committees are elected at an appropriate Regional event or conference in the year preceding the World Scout Conference, to take office at the World Conference (the intervening period should be as short as possible but will help those elected to prepare). Those elected would serve for three years, with the opportunity to be re-elected once but as a matter of principle should serve a same term of office as members of the World Scout Committee.
- The Chairman of the Committee, elected from amongst those elected at the Regional event or conference, serves as a voting member of the

World Scout Committee for the ensuing Triennium, in addition to the twelve elected by the World Scout Conference

- Procedures for the operation of the Regional Committees appear in the WOSM Constitution

3.1.2 It would be possible for meetings of the Regional Committees to take place in the same place and at the same time as the World Scout Committee (as well as on other occasions in the Regions) and we suggest that this should happen at least once in each Triennium.

3.1.3 We suggest that this amendment to our current approach would maintain and, indeed, extend our ability to reflect the experience of World Scouting across countries and cultures whilst at the same time maximising unity. We are mindful of Resolution 6/08 of the Conference in Korea, relating to election systems, and this is relevant here. It is also part of the context for the ideas expressed in Discussion Paper 2 – Representation and Communications.

3.1.4 Regional Conferences have in one case recently called for the decision to institute three-year terms for the World Scout Committee to be reconsidered. The task force has not considered this in detail and would welcome comments from NSOs.

3.1.5 We have no proposal to change the situation where staff of the Bureau report formally to the Secretary General. This is not to say that Bureau staff should not have good links with Regional Committees, especially through Regional Directors, who would continue to provide staff support to Regional Committees in the same way as WSB Directors in the Central Office support existing subcommittees and task forces of the World Scout Committee. The existing system for the Secretary General to appoint Regional Directors with the agreement of the Regional Committee has caused concern in the past but we noted the two most recent such appointments, where the process has been carried out very effectively. This is as much a matter of style as anything else but the word “agreement” could be replaced by “consultation”.

3.1.6 The above would require considerable constitutional change and so it is important to have the views of as many NSOs as possible on the issues.

3.2 Regional Conferences

3.2.1 We can see there being three opportunities in each Triennium for NSOs from a Region to meet:

- A Conference in the year before the World Scout Conference, where the elections of the Regional Committee (and then Chairman) take place
- A Regional meeting (or, as in Korea, two) during the World Scout Conference, during which the elected Committee and Chairman start their term
- A conference/gathering in the year following the World Conference (on the lines of existing Summits/Symposiums etc)

3.2.2 These events would be key communication methods: to listen to NSOs and to explain WOSM policies and activities. It will be important to deal with the status of these

Regional events: certainly the Conference at which the elections take place will need to be fully referred to in the Constitution, with its powers and responsibilities (for example on budgets) clear. The other events can, perhaps, be left as more informal.

3.3 Chairman/President

3.3.1 As mentioned in Discussion Paper 3 - Operations, should the functions of the Chairman of the World Scout Committee be more extensive, including a representational role for World Scouting as well as chairing meetings? This, combined with a possible change of name to President, could result in a powerful partnership with the Secretary General.

3.4 Number of Members

3.4.1 Should the World Scout Committee continue to have twelve members elected at World Scout Conferences, especially if there are changes to Regional membership of the Committee (see above) so that the number does not become too large for effective working?

3.5 Constitutional Amendments

3.5.1 The following could be added to Article XV:

- The Chairman of the World Scout Committee or a Vice Chairman shall chair World Scout Committee meetings
- In case of emergency, and in the absence of the Chairman's invitation, three members of the World Scout Committee may call for an extraordinary meeting providing a detailed agenda and explanation for the calling of such a meeting

3.6 Youth Advisers

3.6.1 The status of Youth Advisers could be clarified in the Constitution (see Discussion Paper 2 – Representation and Communications).

4. Maintaining Good Links with the World Scout Foundation

4.1 As identified in the Foundation's Deed (which governs the activities of the Foundation) in Article 2: "the objects for which the Foundation is established are to develop the World Scout Movement by supplying to it inter alia the financial means necessary for its actions". Article 8 of the Deed states: "The Board of the Foundation is alone authorized to determine the use of the funds allocated to the Foundation in accordance with the provisions of this Deed". The Foundation's published Corporate Governance Policy states "The board should set the Foundation's values and standards, which should be consistent with the ethos of Scouting, and ensure that its obligations to its donors and to scouting are understood and met. All directors must take decisions objectively in the interests of the Foundation alone".

4.2 Given this background to the purpose of the Foundation, should there be a specific link in the Constitution between WOSM and the Foundation – although of course these two bodies are totally independent of each other - as the objects for which the Foundation is established are to help develop the World Scout Movement?

5. Functions of the World Scout Committee

5.1.1 The following are some possible additions to Article XIII – Functions – of the WOSM Constitution:

- To coordinate links with all WOSM organs
- To secure compliance with the Constitution and By-Laws of WOSM by all organs
- To ensure that risks facing WOSM of whatever nature are assessed and appropriate control measures put in place (see Discussion Paper 3 - Operations)
- To call for an extraordinary meeting of the World Scout Conference in accordance with Article XI where required to deal with an emergency
- To consider plans and strategies for the World Organization of the Scout Movement and make appropriate proposals to the World Scout Conference
- To approve the purchase/lease of any real estate for use or occupation by the World Organization of the Scout Movement and ensure that the title is registered in the name of WSB Inc
- To follow-up on the execution and evaluation of the programmes/activities of the World Scout Bureau
- To receive yearly audited reports from each Region
- To liaise with World and Regional Scout Foundations and receive their plans and strategies at least yearly
- To approve the creation and supervise the management of all legal bodies created on behalf of the World Organization of the Scout Movement at all levels

5.1.2 The Supervision of the organization of international and regional Scout events (Article XVIII, paragraph 6 of the Constitution) could be removed from the functions of the World Scout Bureau and included in the functions of the World Scout Committee (Article XIII). This seems to reflect the correct balance.

5.1.3 An appendix could be added to the Constitution (or, perhaps better, in the file of policies etc referred to in Discussion Paper 3 – Operations) detailing the principal operational issues that the World Scout Committee should be dealing with.

5.1.4 The responsibility of the Secretary General to arrange for procedural advice to be provided during meetings of the Committee should be formally noted in the Constitution as one of his functions (see Discussion Paper 3 – Operations).

5.1.5 The following two functions listed in Article XIII could be added to the functions of the World Scout Bureau as they represent more its role:

- Article XIII, paragraph 2: To promote the Scout Movement throughout the world by means of visits, correspondence, training courses and other appropriate action.
- Article XIII, paragraph 3: To advise and assist Member Organizations in carrying out the purpose, principles and method of Scouting.

6. WSB Inc (see Discussion Paper 3 - Operations)

6.1 The Association named World Scout Bureau Inc was created under Swiss law to give legal identity to the Constitutional bodies of WOSM and to enable their actions to have legal validity where required. We suggest:

- There should be appropriate references to WSB Inc in the Constitution
- WSB Inc's name could be changed to WOSM Inc or something similar, in order to avoid confusion with the World Scout Bureau itself rather than the wider World Organization

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