DETACHED AND OUTREACH YOUTH WORK

METHOD and RESOURCE HANDBOOK

FOR YOUTH WORK PRACTITIONERS IN WALES

Handbook Overview

This handbook introduces, explains, or expands on existing knowledge with regard to detached and outreach youth work. In seeking to meet the outcomes for young people focussed upon in 'Youth Work in Wales: Principles and Purposes' document which is about to replace the Curriculum Statement for Youth Work in Wales (June 2012) and the National Youth Service Strategy for Wales, it offers ideas and information to work with young people who do not use traditional youth work settings but meet on the street, in parks, on the beach or find other social space of their own.

Good youth work practice expects practitioners to adapt any model or methods to best meet the needs of young people so the ideas and opinions expressed in the handbook are not a prescriptive way of delivering detached and outreach Youth Work but suggested approaches. While the content comes from experienced practitioners in voluntary and maintained youth services it is the responsibility of any detached and outreach youth project to ensure that all legal obligations are fulfilled and organisational policies and procedures are followed. Examples are provided but, as law and policy are subject to change, all planning, preparation and delivery must include research into the current situation.

This document is part of a library of Good Practice Methodology Handbooks for Youth Work in Wales. You are encouraged to delve into the other handbooks to find a plethora of practical resources and good practice theory to enhance youth work practice and deliver the best possible outcomes for young people in Wales.

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1. INTRODUCTION

The Detached & Outreach Youth Work Handbook has been developed to motivate, inform and share good practice and to provide a checklist on considerations to be put in place in order to carry out this setting for youth work in Wales.

It has been designed as a practical tool guide and to signpost to good practice and specific resources. It draws on the experience of a selection of youth work organisations, both statutory and voluntary, from different areas of Wales. It guides youth work organisations in thinking about how to plan, deliver and evaluate their interventions with young people away from buildings or organised activities.

'Young people, Youth work, Youth Service', the National Youth Service Strategy for Wales (2007) states that Youth Work must take place in a range of settings. 'Youth Work in Wales: Principles and Purposes', the document which replaces the Youth Work Curriculum Statement in 2012, names some of those settings, the second of which is 'street-based, outreach and mobile work'. Mobile Youth Work is described in another handbook; this one will focus on street based and outreach, referred to here as detached and outreach.

There is no difference between the principles and purposes of detached and outreach and other forms of youth work. Importantly, the new document has an additional pillar to 'educative, expressive, participative and empowering' which were in the Curriculum Statement, that of being 'inclusive'. While youth work has always been inclusive and was seen to be integral to the other four pillars, being explicit as a pillar in its own right brings the importance of detached and outreach work to the fore. Young people who are on the streets, often not involved in education, employment, training or organised social activities, can easily be missed out or even left out.

This handbook will focus on ways in which young people who are missed or left out can be included while ensuring that the work is based primarily on a voluntary engagement between them and youth workers, a relationship to which 'Youth Work in Wales: Principles and Purposes' gives a high priority.

2. DETACHED AND OUTREACH WORK

Detached Youth Work

Detached youth work operates without the use of a building or activity and takes place where young people "are at" both geographically and developmentally. It delivers informal and social education and addresses whatever needs are presented to or perceived by the youth worker. As Detached Youth Workers have no physical building or specific activity over which they have power or control, the relationship between young person and youth worker is entirely voluntary and constantly up for negotiation.

Outreach Youth Work

Outreach youth work also takes place on young people's own territory and supports and compliments new and existing centre/project based youth work. Primarily used to inform young people of services that exist in their locality and to encourage them to use such services, outreach can also seek to identify, through consultation with young people, any gaps that exist in services aimed at meeting their needs.

Their Similarity and Difference

The fundamental similarity of each is that they start with young people where they meet, whether that is on the street, in a park, on the beach or anywhere else. However, while the purpose of detached work is to find out the needs of young people as they experience them and attempt to deal with whatever they present, outreach is seen as an extension of building or activity based work. Youth workers who are either personally involved in those buildings/activities or supporting others who are, go onto the streets with the purpose of usually encouraging young people to make use of existing provision by attending their organisation or activity.

Other terms used

There are various other terms used to describe youth work which engages with young people who are away from provided buildings or activities.

- 'Street-based youth work' is commonly used as an umbrella term to describe both 'Detached' and 'Outreach' Youth Work. This is sometimes unhelpful as it does not give the youth worker the clarity of purpose that using these two words in the correct way offers. This can lead to confusion either for themselves or the young people with whom they work.

- Mobile Youth Work refers to a youth work provision which is delivered from a Mobile youth centre such as a bus or caravan. However in nearly all respects it follows the methodology of centre-based youth work since it relies, after some going out to talk to young people, on those same young people coming in to the provision. This is described in detail in the Mobile Youth Work handbook.

Term		Location	Aims	Methodology
Street-based Youth Work	**Detached Youth Work**	Takes place in a non-centre based setting, which may include: parks, beach, bus-stops, pubs, cafes, shopping centres, streets or any other places where young people choose to informally gather.	To provide young people with access to informal learning, opportunities, information and resources 'on their own turf'. To stimulate, challenge & empower young people	**Reconnaissance** Identify areas where young people are **Engagement** Engage with young people & Identify young people's own values, issues, needs, ambitions, etc. **Delivery** Design and implement appropriate interventions with the young people **Evaluation** Evaluate the work at point of contact
	Outreach Youth Work	Takes place in a non-centre based setting which may include all of the above locations, as well as occasionally reaching out to young people within buildings such as schools, faith-based centres, sports centres or community centres.	To provide young people with initial access to informal learning, opportunities and resources 'on their own turf'. To inform young people about existing or proposed services and to encourage them to access these To stimulate, challenge & empower young people	**Reconnaissance** Identify areas where young people are **Engagement** Engage with young people and invite to building or activity from which youth work or other opportunities are delivered. **Delivery** Carried out from where the activity takes place or a youth service building **Evaluation** Carried out at the building or where the activity takes place

An Extended View of the Purpose of Detached Youth Work

For youth workers who are involved in Detached Youth Work, more information is available from the Federation for Detached Youth Work at

http://www.detachedyouthwork.info/

The Federation states that Detached Youth Work should aim to:

- Be an agent of social change and social action rather than social control
- Respect the voluntary nature of the relationship between the worker and young person
- Through negotiation and dialogue, challenge young people's attitudes and behaviour where they impact negatively on themselves and others
- Support meaningful participation of young people in political decision making processes and ensure their voices are heard
- Model such participatory values in all its interactions with young people
- Support the progressive personal development of all young people towards self advocacy through learning.

while it does not aim to:

- 'Sell' existing centre-based provision or other services to young people not accessing these services (seen as outreach work) although if young people want to gain access to services, detached youth workers have a role to facilitate this.
- 'Get young people off the streets'. It is easy to see detached youth work as a solution to a problem and a method for reducing the offending rates of young people by curbing or controlling their behaviour. These outcomes may occur as a result of detached youth work interventions, however the Federation sees detached youth workers first and foremost as informal educators. Detached workers can contribute to other agenda, but it is because they are not tasked with crime or anti-social behaviour reduction or reintegration of young people into the mainstream that they can build relationships that have the potential to have that effect.

It is useful to visit the Federation's website as it has a lot of information about detached youth work and descriptions of detached work being undertaken. While it does recognise some value in outreach work, it can be somewhat evangelical about detached work and compare the two as if they are in competition rather than being two separate methods of youth work, each of which has its own value to young people.

3. PREPARATION

In order to prepare for detached and outreach work, there are a number of key questions, in logical sequence, for which answers should be prepared:

1. What is the evidence of need for the work?

2. What is its relevancy to young people, the area, the community?
   - Demographic profile
   - Economic profile
   - Gaps in services
   - Social issues in the locality which have impacted on young people

3. Who is the target group - age gender, ethnicity?

4. Aim and objectives - what is the purpose of the work and how will it reach this aim?

5. Outcomes - What difference will it make for young people?

6. The organisation – is the delivering organisation appropriate for this work? Does the work fit its aims? Do other organisations recognise it as being appropriate?

7. Does the organisation have the necessary skills to deal with the issues the project may bring out? Is the help of other organisations or training needed (e.g. addressing or dealing with violence either by or between young people, sexual health, drug education)?

8. What Health and Safety issues are needed?
   - Risk Assessments
   - Health and Safety Checklist
   - Who will be the contacts for workers who know where they are and when they are there

9. What other information is needed? Will other organisations (e.g. Police, Youth Offending Service, Social Services, Schools, Health Service) share their information to help?

10. What resources will be needed (e.g. transport, mobile phones, identification, leaflets)?

11. Budget – How much money, including how many hours of staff time does the project have access to? Who controls this?

12. How will the team meet to plan its work (when and where)? Is time allocated for this in the budget? Who will plan these meetings?

13. How long will the work take? Does it have to complete in this timescale? Does the budget run out then or is there other work which requires the same staff?

14. Monitoring – how will the project be recorded and by whom? Are there pre-designed targets from stakeholders or funders that the project must meet?

15. Evaluation – How will the team know what it has achieved, whether it did what it set out to do and who will do the final report. Who will the report go to? Are there requirements by stakeholders, such as funders or local Council, as to how it is written and when it has to be completed?

Issues about which it will be important for the team to be constantly aware and prepared include:

1	**Self-awareness**	Thinking about personal appearance, voice and behaviour when meeting young people. It is important to be true to who you are and not in any way false.
2	**Openness & Proof of Identity**	You need to be able to state clearly who you are and what you are doing In a way which is understandable by young people. You need to be able to prove this with a photo ID badge with your organisational logo and a phone number on which people can verify it.
3	**Flexibility & Empathy**	Be prepared for a range of responses ranging from quiet suspicion to open hostility. How would you feel as a teenager if approached by your adult self? As far as possible think of ways of pre-empting these responses and how to deal with them effectively – this may or not include a small bribe or ice-breaker!
4	**Props & Freebies**	(E.g. drinks, leaflets, games) These may help smooth the initial approach and make meeting more positive but be careful it is not expected every time. Props and freebies should not be used to gain power over young people as this would go against the ethos of the work.
5	**Ask, Listen & Learn**	Asking the right questions may or may not require preparation. Question preparation should not go too far though as the young people's responses should be actively listened to. Recordings of the engagement and the responses should be kept.
6	**Boundaries**	It is crucial to have discussed beforehand the boundaries of the engagement process – in other words: - who not to work with (e.g. if too young/ too old) - what situations are not acceptable (e.g. verbal/ physical abuse; criminal activity; child protection) - the steps to be taken if boundaries are pushed

4. PROCESS

As with all types of youth work, there are various models of how detached and outreach youth work should be structured. Detached and outreach work are usually, though not always, time-limited and this time-limited nature can lead to them being described as an intervention rather than an ongoing relationship.

Essentially the process is flexible with the level of involvement and time allowed for each stage varying according to the situation. It may not be strictly sequential as workers may have to revisit stages.

The communication skills workers need in detached and outreach youth work are the same as in any good face to face work which involves working with immediate pressures and reconciling the views of various interest groups and partners. These include listening, negotiating, encouraging participation, facilitating action, decision making, mediating and advocacy.

Parts of the process can be joined up so that there are 4 to 7 stages. However, the easiest way to see them is through the following 8:-

The Stages

1. **Background Research**

   - Local Information - The area, recent history, previous youth work
   - Trends and statistics - Youth population (age, gender, race), crime and education figures

2. **Knowing the Locality – People and Facilities**

   - People and agencies - Councillors, community groups, schools, police – what do they do, what are their views?
   - Facilities and services - Leisure, Youth, Health, Education, Voluntary – what exists, what are young people allowed to use, or not?

3. **Observation**

   - Where are local facilities, parks, waste ground, shops, meeting places? What types of housing types are there and how are they laid out?

4. **Planning for Safety**

   - Safety Assessment – both for staff and young people. Is there evidence of drug selling, inter-estate disturbances or 'turf wars'?

5. Initial Contact with Young People

- What information can young people give about the area, would they welcome intervention? This is an opportunity to ask questions and listen.
- Give information to them about the project, who will be there, when they will be there and what they might be able to offer. This is an opportunity to ensure that the young people are well and correctly informed.

6. Intervention – Building Relationships

- Getting to know individuals and groups, what are their views and interests, what are their concerns?
- For Detached work, this is a time to learn about young people and what they want, offer emotional support and, with their guidance, develop a programme of intervention. This may include events or visits, offering education such as drug or sexual health, or creating opportunities for learning skills such as music, arts or sports. Some individuals may require very specific support including being referred and accompanied to other agencies.
- For Outreach work, this is the time to give information about what is on offer, when it is on offer and how it can be accessed.
- Record contacts.
- Recording work done, action taken.

7. Regular Evaluation

- Changing things from lessons learned.
- Measuring and reporting learning outcomes.
- Recording changes in young people and changes in other people's perceptions of young people in the locality

8. Finishing the project

- How will this 'finishing' (see Exit Strategy) be managed to ensure young people still feel they have youth workers to contact?
- What have been the changes for young people?
- How have they benefitted?
- Has the community changed in how it sees young people, how it sees itself?
- What recommendations are there for future work with young people in the area?
- To whom will the final report be made (see people and agencies in Stage 2)?
- Are there recommendations for how future detached and outreach youth work is delivered?

Monitoring and Evaluation

All youth work should be monitored and evaluated. Particular mention should be made of it here with regard to Detached and Outreach work because the work goes largely unseen and is sometimes viewed with some suspicion by communities, Councils and other agencies. This is partly down to understanding of what the work entails and what are its purposes and partly because the engagement with the young people appears, on the surface, to be just about 'making friends' with them. Evaluation involves the collation of all the monitoring information which has been recorded and collected during the work and using it to make an informed judgement about its effectiveness in achieving the stated purposes and the overall value or impact of the work. To this end:-

Monitoring is about continually collecting information over a period or periods of time which is relevant to the aims and objectives. For instance, if the work aims to target groups of post 16 young men, the kind of information gathered will include age, ethnicity, disability, attendance rates, involvement in education, employment or training, involvement with legal processes etc.

Evaluation is about making an informed judgement based on collected information about the work's value and outcomes measured against aims and objectives. It involves asking "Have we done what we set out to do and have we met our project aims?"

Issues for monitoring and evaluating detached and outreach work include:

- Data Collection. Providing evidence about numbers of young people a project works with, who those young people are, (ages, gender etc.), and the outcomes achieved through working with them may sometimes prove difficult, particularly if there are issues of trust and confidence. Strategies are needed to develop relationships based on trust and co-operation so that explanations can be given to young people as to why information is needed and what it will be used for.

- Where and When to record Completing effective monitoring and evaluation procedures requires adequate time and input from staff and often young people, preferably at the end of a face to face session, to allow everyone to contribute fully. Finding an appropriate place to discuss evaluation of a particular session can be problematic, especially if the weather is bad. By locating an appropriate space which can be used for monitoring and evaluation when getting to know the locality can overcome this. Starting and finishing at a base can help.

- Reviewing and Revising. Monitoring and evaluation focus on measuring what happened against what was intended such that they also enable aims and objectives to be reviewed and revised. In detached work this may be more necessary than other types of youth work since staff work with groups which may change or are affected by weather conditions, etc. Workers need to be flexible in such circumstances and be prepared to review and revise objectives when necessary and inform managers and stakeholders who need to know.

Example Monitoring Forms (The following two examples can be cut and pasted, as required against targets and organisational and stakeholder reporting requirements to make one that is appropriate for most detached or outreach projects)

Detached Reporting Form

Diversionary Workers: ……………………………………………………………

Area Worked: ……………………………………………………………………

Today's Date: ……………………………

Day: Mon   Tues   Wed   Thurs   Fri   Sat   Sun

Approx. how many individuals did you make contact with?.....................

Approx. how many groups did you make contact with?...........................

TYPE OF CONTACT:

SEX: Number Male   Number Female
ETHNICITY (describe):
AGE RANGE (estimated):   11 – 13   14 – 16   16 – 18   19 – 25
DISABILITIES: Yes   No   Not Known
Please state disability if know…………………………………………………………

ENQUIRY DESCRIPTION:
WG AIMS / Entitlements. (please tick)

	A wide and varied range of opportunities to participate in volunteering and active citizenship.
	Advice on health, housing benefits and other issues provided in accessible and welcoming settings
	Basic skills which open doors to a full life and promote social inclusion.
	Education, training and work experience tailored to their needs
	High quality, responsive and accessible services and facilities.
	Independent, specialist careers advice – where and when they need it and in appropriate formats – with clear ground rules on confidentiality.
	Personal support and advice – where and when they need it and in appropriate formats – with clear ground rules on confidentiality.
	Recreational and social opportunities in a safe and accessible environment

	Sporting, artistic, musical and outdoor experiences to develop talents broaden horizons and promote rounded perspectives including both national and international contexts.
	The right to be consulted, to participate in decision-making and the right to be heard, on all matters which concern them or have impacted on their lives.

Curriculum Statement for Wales.

	Educative
	Empowering
	Expressive
	Participative
	Inclusive

Key Skills

	Application of Number
	Communication
	Improving own Learning
	Information and Communication Technology
	Problem Solving
	Working with Others

Evaluation of session: ………………………………………………………….
………………………………………………………………………………………….
………………………………………………………………………………………….
………………………………………………………………………………………….
………………………………………………………………………………………….

Accidents/Incidents: (Please fill in an accident form available from manager   ASAP)
………………………………………………………………………………………..
………………………………………………………………………………………..

Any other comments: …………………………………………………………
………………………………………………………………………………………..
………………………………………………………………………………………..

Planning of next session: …………………………………………………
………………………………………………………………………………………..
………………………………………………………………………………………..
………………………………………………………………………………………..

Signed: …………………………………………………………..

Signed: …………………………………………………………..

Session Monitoring Form

Date:

Workers:

Arrival Time: Departure Time:

Weather Conditions:

Electoral Wards Name:

Location:

Location in Ward	Time Start	Time Finish	No. YP's	Age Range

Number of young people signposted to services:
Number of young people given local information:
Number of young people engaged in diversionary activities:

Climate of the session:

Resources/activities offered (what the young people did):

Observations:

Curriculum Areas Covered:

Education	□	Leisure	□
Housing	□	Money	□
Employment and Training	□	Health	□
Law and Rights	□	Environment/World	□
UK and Wales	□	Family and Relationships	□

Problems, concerns and actions to be taken (drugs, alcohol, adult involvement):

DO YOU NEED TO COMPLETE AN INCIDENT OR ACCIDENT FORM?
Yes   □   No   □

Any issues for the co-ordinator?

Exit Strategy

As with monitoring and evaluation, having an exit strategy for detached and outreach work can be even more important than for other forms of youth work. Sometimes work is time limited, for instance due to funding, or there are other priorities that a detached team is expected to address. The team cannot stay in this area any longer.

An exit strategy includes making sure that young people are aware, sometimes very soon after commencement, that the work will finish at a specific time. This should be clear and understood by all staff and, at the very least, needs to be in place well before the work comes to an end.

Young people should be made aware of the reasons for the end of the work. They should be told that they will be involved in evaluating it. This will also help them with the notion of closure or, in group work stages, the mourning of a group.

The exit strategy should ensure that young people have information about other associated relevant provision in their area. Communities and relevant service providers should also be informed that the work is coming to an end. There should be a range of agencies that young people have learned about during the project which can give them help in the future and their names, addresses and what they do should be regularly reinforced over the last few weeks. The group may be encouraged to save their phone numbers on mobile phones. It may be possible to make visits to them and make contact with relevant staff so that the young people can expect to see a friendly face when they go there on their own.

5   HEALTH AND SAFETY

Youth work which is delivered away from a base must be flexible, varied and needs led by the young people it contacts. Guidelines for workers must consider this and that it is delivered in small teams, often in the evenings in an uncontrolled environment.

Detached and outreach workers should meet to plan regularly basis and the frequency of meetings should also be flexible. They are essential to the effective working of the team and ensuring the health and safety of the workers and young people involved in the project. Health and safety should be routinely discussed and good practice shared to encourage improved working practices.

Briefings prior to leaving for a session which address issues left over from the previous session and any new ones and a debrief on return from should be routine. Space and time should be available at the end of a session for workers to discuss the work, both in terms of what has been achieved and their feelings about what they have done.

Managing Risk - Risk Assessments

A Risk Assessment is a careful examination of what could cause harm to people in order to ensure sufficient precautions are being taken to minimise risk of it happening.

A risk assessment is made up of five simple steps:
- Identify the hazards (and the risks associated with them).
- Decide who is at risk and in what way.
- Investigate the precautions currently in place and identify what else could / should be done to reduce the risk.
- List the risks which need further precautions or are subject to specific restrictions.
- Record all this and brief those at risk on the contents of the risk assessment.

This process of informing people is vital and important in a legal context where a risk has been deemed to have been accepted by those involved in the work.

Hazards and Risks

In considering safety it is important to differentiate between hazards and risks.
- A hazard is a situation or set of circumstances, whether in the form of human activity or health hazard, that could cause harm to people.
- A risk is the probability that someone will be harmed by a hazard.

Routes to be walked or areas of work used by detached or outreach workers should be risk assessed and reviewed on a regular basis. This should take place during 1-4 of the process (Chapter 4) and should be:

- Pre mapped. Workers should normally follow established routes and ensure they are familiar with the routes before starting street based youth work.

- Risk assessed during both evenings and daytimes on the days and times the routes will be followed by workers.

The risk assessments for each area should be available to all staff at any time and changes should be made as necessary. Flexibility will be necessary at times as young people will not always be on the same street. If there are significant changes there should be a person at the end of a phone to whom these changes can be conveyed.

When a hazard or problem is experienced whilst on the route, a review of it should take place and, if necessary, alterations made to address the newly identified risk.

Issues for street based route risk assessments

Equipment

Do all staff have the right personal protective equipment (first aid kit, suitable footwear)?
Does everyone have their mobile phone?
Is anything extra needed for the particular area?
Is all equipment in working order?

Walking routes

Have all routes been risked assessed?
Do staff know escape routes in that particular area?
Does the line manager have a copy of the route?

Lighting

Is there adequate street lighting?
Do all members of the team have torches that work efficiently?

Weather conditions

Are there any weather warnings for that area?
Are the roads or foot paths icy?
Will wet or windy weather increase the risks in the area?

Public nuisance

Is there an issue for residents due to noise from the young people?

Toilets

Where are the nearest public toilet facilities are they within walking distance?
Is there access to a leisure centre or shop?

Public disorder (Anti-Social Behaviour)

Is this a "hotspot" area?
Are there any current issues and would extra be needed?
Where is the nearest Police Station?
Are the Police aware of the detached team in the area?

Risk Assessment Forms

Two risk assessment forms follow. Each offers a method for risk rating.

The first estimates the risk rating on a low / medium / high scale which is based very much on the worker knowledge of the area and the associated risks. It states the measures that are in place to control the risk and any further action that may be taken to control it.

The second estimates the risk in terms of the likelihood of it happening and the potential severity of the outcome if it did, each based on a score of 1-10. The two scores are added together and multiplied by 5 to give a percentage rating. Locally it will be decided what an reasonable risk rating may be before an activity can be decided to be too risky or there are insufficient controls that can be put in place to deal with it. The control measures are again included followed by an assessment of whether the risk has been adequately controlled.

Another way of dealing with this second is to rate the risks as low / medium / high on likelihood and severity. Low gets 1 point, medium gets 2 and high gets 3. Severity is then multiplied by likelihood resulting in possible answers of 1,3,4,6 and 9. While measures should be taken to minimise all risks, 1 and 3 would be generally seen as trivial, 4 as being of concern, and 6 as needing strong control measures. A 9 would raise questions as to whether, without the most stringent control measures, the work should go ahead.

It is a matter of choice as to which of these forms any detached or outreach chooses to use. It is of particular importance that the control measures are put in place and recognised by the staff of the project and checked on a regular basis.

Example Risk Assessment

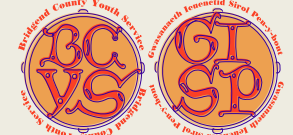# Risk Assessment Form
DETACHED PROJECT

Establishment:	Date:
Carried Out By:	Review Date:

1. Hazard	2. Risk Rating (H/M/L)	3. Who might be harmed?	4. Existing control measures	5. Further action to control the risk (additional/proposed)
DISCARDED NEEDLES	L	WORKERS AND YOUNG PEOPLE	REFER TO YOUTH SERVICE / ORGANISATIONAL DRUGS POLICY AND HEALTH & SAFETY TRAINNING	
ASSAULT	M	WORKERS	WORK IN TWO'S FOLLOW YOUTH SERVICE DETACHED WORKING GUIDELINES. FIRST AID TRAINING.	RAPE ALARMS MOBILE PHONES OR MONEY SUPPORT
VERBAL ABUSE	H	WORKERS	ADOPT A NON-CONFRONTIAL ATTITUDE BEHAVIOUR MANAGEMENT TRAINING	CONFLICT MANAGEMENT TRAINNING
MISTAKEN IDENTITY	M	WORKERS	WEAR ID BADGES WEAR YOUTH SERVICE UNIFORM	

1. Hazard	2. Risk Rating (H/M/L)	3. Who might be harmed?	4. Existing control measures	5. Further action to control the risk (additional/proposed)
TRIPS AND FALLS	M	WORKERS	APPROPRIATE FOOTWEAR BE AWARE OF UNDERFOOT CONDITIONS.	TORCHES PROVIDED
OTHER				

Additional Comments Regarding Specific Equipment/Location:

1.

2.

3.

General Risk Assessment Form

DATE **ASSESSED BY:** **LOCATION:**

TASK/PREMISES: Detached youth work **REVIEW DATE:**

Activity / plant / materials, etc.	Hazard	Persons in Danger	Likelihood 1-10	Severity 1-10	Rate %	Measures/Comment	Result*
STANDARD	Slips, trips & falls		5	4	45%	Adequate Personal protective equipment provided and to be used at all times including uniform and torch. Route has been checked.	**A**
STANDARD	Mobile phone not working		1	8	45%	Ensure signal and battery at all times. Signal checked throughout route.	**A**
STANDARD	Escape routes		1	5	30%	Adequate escape routes checked and monitored by team. Any area without escape route should not be entered by team.	**A**
STANDARD	Public concern		3	4	35%	Senior worker to monitor. Support through on call service. Public enquiries/concerns to be forwarded to coordinator during office hours.	**A**
STANDARD	Lighting		8	3	55%	Torched provided and to be carried at all times. Workers to monitor batteries and change when necessary. Clothing provided including high visibility. No lone working.	**A**

*Result Key: T = Trivial Risk A = Adequately controlled N = Not adequately controlled U = Unable to decide, further information required

General Risk Assessment Form

DATE   **ASSESSED BY:**   **LOCATION:**

TASK/PREMISES: Detached youth work   **REVIEW DATE:**

Activity / plant / materials, etc.	Hazard	Persons in Danger	Likelihood 1-10	Severity 1-10	Rate %	Measures/Comment	Result*
STANDARD	Weather		7	2	45%	Follow bad weather policy. All weather jackets provided.	A
STANDARD	Traffic		1	8	45%	High visibility, reflective logo on jackets. Torches provided. No vehicles allowed on park but team to be aware of traffic when crossing road to access park.	A
STANDARD	Swimming pool.		2	5	35%	Pool empty during spring months and enclosed with very low fence. Workers are highly unlikely to need to access this area but if the need did arise to exercise caution and be aware of risks of slips, trips and falls.	A
STANDARD	Underpasses		2	9	55%	Team to be aware of 2 entrance/exits for tunnel leading to park. Other open accesses to park available. Team also to be aware of other underpasses where young people gather, team to constantly risk assess and use their right to withdraw if necessary. Team to inform team leader of any concerns and use personal protective equipment.	A
STANDARD	Alley Ways		2	9	55%	Team to be aware of numerous alley ways linking houses in area, to risk assess and utilise right to withdraw if necessary. Team to highlight concerns to team leader and use personal protective equipment.	A

*Result Key: **T = Trivial Risk**   **A = Adequately controlled**   **N = Not adequately controlled**   **U = Unable to decide, further information required**

The Detached Youth Work Environment

The nature of street based work means that workers will find themselves looking to approach young people they do not know in uncontrolled environments. Engagement with these groups and individuals must be done as safely as possible,

It is the worker's responsibility to make a full risk assessment of the situation they find themselves in and make an agreement to engage or not.

Cardiff Council Schools & Lifelong Learning Youth Service Street Based (Detached) Youth Team Operating Policy 2009 suggests the following risk assessment questions should be considered before approaching young people –

- Are members of the group known to the team?
- What is the size/age/composition of the group?
- What's going on with the group (drinking alcohol, etc.)?
- What are the environmental factors (lighting, how public is the space etc.)?
- What are the initial feelings around the mood of the group (are they loud and boisterous or introverted and guarded etc.)?
- Are members of the team happy to engage?
- Are there appropriate 'escape routes' should there be an issue?
- Are there any legal implications confronting the team?
- What is the nature and/or reason for the engagement – what does the team expect to get out of the contact?
- Does the team have 'attractive' equipment visible which may endanger team safety?

Once the decision has been made to engage, workers should continue assessing the situation and consider changes to the circumstances of the contact. Depending on the risk assessment and the circumstances, workers may choose to return later in the shift to attempt engagement again. They should reassess situation as circumstances may have changed since the first engagement.

Workers should not undertake unnecessary risks. Workers will be aware of their own limitations and should be prepared to withdraw/adapt. If at any time workers feel unsafe or threatened they shall withdraw from the situation and leave the area. Workers should record their withdrawal on nightly monitoring and inform their line manager.

Staff health & safety

Lone working

Lone working is not normal practice for street based youth workers and should be discouraged. Detached and outreach workers should operate in a minimum team of 2. If aiming to engage with both males and females, good practice favours a male/female team.

Outreach work in schools and other venues when others are present may be different. Lone working should be through prearranged appointments or drop ins, taking place in recognised youth facilities such as youth clubs or youth projects or places accessed by members of the public such as cafes. Workers should avoid to meeting a young person in his or her own home unless it is a pre-arranged appointment with the knowledge and presence of the young person's family members.

Uniform and Personal Protective Equipment

Workers should be provided with personal protective equipment aimed at protecting them from the bad weather and other potential effects of their working activity such as a lot of walking or walking on rough terrain.

Detached youth workers should wear the protective clothing supplied and ensure all clothing worn is appropriate and does not endanger personal safety. For example, only flat closed toe shoes should be worn whilst undertaking detached work.

Although not essential, uniforms can help identify workers and reduce the possibilities of violent behaviour on the streets. Uniform immediately highlights the worker and can give reassurance to young people and communities about her/his authenticity.

However, wearing a uniform may be off putting to some young people on the street and may reduce opportunity for contact so this is a matter requiring careful consideration.

Identification

Workers should always carry an identification card which bears a photograph that is able to identify the organisation that they represent.

Equipment and resources

In addition to any resources the worker wants to have to hand such as leaflets, a street based worker should also have items to aid their personal safety. The following list is not exhaustive or definitive: -

- A fully charged mobile phone or radio having ensured a reception is available in the area

- A torch (but try to stay in well lit areas where possible)
- An emergency first aid kit
- A personal alarm
- Details of emergency numbers
- Monitoring sheets
- Accident/incident recording sheets
- ID card

Working with conflict

All youth workers should have undertaken behaviour management training as part of their initial training. This is particularly so for staff who work way from a base since the young people they meet may know nothing about them, may be suspicious or may even be engaged in unlawful activity. Some detached youth work teams have been asked to work in an area because it is known for high crime among a group of young people who may then see them as a replacement for the police.

In some cases, the response to behaviour may be different from that in a youth centre where that centre's rules have to be adhered to. Detached workers are meeting the young people in places where there are no such rules. Nevertheless, all human beings deserve respect and this may be something the workers want to discuss with the young people as part of their work. The following issues should be considered as part of the behaviour management training.

- Being realistic when working with hard to reach or at-risk groups whose life-style may revolve around high levels of peer-pressure, aggression and/or ritualised drug use
- Recognising that such groups are likely to not comply with agreements made in the first instance. They may be tempted to challenge any responsible 'authority' from youth workers, especially the first time in their care on trips and visits
- Ensuring that the issue of 'authority' is taken into account when risk-assessing work where the young people are taken out of their environment
- Conflict is not something to be avoided at all cost. It as an ongoing part of many people's lives and something that young people need real situations in which to learn how to deal with it.
- Wherever possible, mounting conflict should be sensed and time as a team should be made available to discuss and agree how best to respond.
- Welcome the opportunity to demonstrate how conflict can be worked though without recourse to violence and aggression.
- If periods of conflict are handled well at the time – and reflected upon soon after – it should be recognised that they can serve to advance relationships, learning and awareness.
- Remain aware of your own and others health and safety, especially where unforeseen conflict occurs. Wherever possible, withdraw from situations if you feel at risk. Knowing that it is time to withdraw is a strength which may leave the team better placed to return than if the situation had escalated.

Health & safety of young people

All youth workers must at all times be aware of their responsibilities in terms of the young people they are working with. For detached workers these responsibilities may on occasion be different from those of others. For instance a youth worker in a centre has to ensure the safety of the building where the work is taking place and can take direct measures to ensure that young people are not putting themselves at risk. On the streets the detached worker does not have the same kind of authority and may not always be able to prevent young people putting themselves in risky situations.

Child protection/ Safeguarding

Anyone working with young people should be following the All Wales Child Protection Procedures and it is essential for street based youth workers to undertake child protection training. In some specific issues, street based youth workers may face arising from the environment in which they work.

The community should be made aware of what detached work is and in particular young people should know how they can identify detached workers.

The presence of very young unsupervised children on the street, particularly late at night, can be a cause for concern and should be brought to the attention of a senior worker. It is also possible that workers will witness prostitution. Where this involves young people, child protection action should be taken.

Most detached and outreach work is undertaken out of office hours in the evening and at the weekend. The organisation's policy and procedures must be known by all staff who should have access to out of hours contact numbers.

Legal Issues

Detached workers must not condone risky or illegal behaviour by young people, even if they are unable to prevent it. This may require workers explaining and negotiating with young people about when they can and can't work with them. This will include, for example, not being present when illegal activities are taking place.

At all times youth workers must operate within the law. This may mean, on occasions, being obliged to contact the police if they have knowledge of a serious crime such as a serious assault. At other times they may be required to answer truthfully if questioned by the police about a less serious offence, e.g. a smashed window.

In either instance, youth workers will not lie on behalf of young people and young people must be made aware of this.

The information below on specific legal issues is intended for guidance only and does not have any legal status. It is regularly changed, for example the use of Anti-Social

Behaviour Orders (ASBOs) is currently under review and may be removed completely or changed for some alternative measure. A detached work team, as a whole, should keep up to date with legal reviews and it is advisable for one person to be responsible for looking out for changes. If in any doubt about how to respond to a criminal incident, a worker should seek the advice of the line manager.

Alcohol

Detached youth workers are likely to encounter young people consuming alcohol in a public place. If they are under 18, they will be committing an offence and certain areas have restrictions on people over 18. A detached worker should not accept or participate in the consumption of alcohol as this may be construed as aiding and abetting. Workers should also be aware that the influence of alcohol often leads to young people committing other offences. The presence of a detached worker may help to prevent the commission of a crime. If activity of a criminal nature occurs, the workers should disassociate themselves from the activity and decide whether or not to report the incident. A worker may, at some future date, be called as a witness. Selling to or purchasing alcohol for those under 18 is an offence.

Theft

The intention to deprive someone permanently of his or her property is an offence. 'Property' may range from a bag of crisps to articles of significant value. A person caught shop-lifting even a low value item is likely to be prosecuted. A worker must weigh up knowledge of the young person, the relationship and the seriousness of the offence. If the theft is of high value and they are known to be persistent offenders, young people may be better helped by reporting them so that they can receive intervention from the youth justice system. Where there is a confidentiality understanding with a young person who starts to confide about an offence, s/he should immediately be told that continuation may result in the incident having to be reported.

Drugs

Cannabis is a class B drug, and possession or supplying it is an offence. For a first offence of possession, a young people may receive a warning, but persistent offending is likely to result in a criminal prosecution. Supplying any controlled drug is a serious crime.

Anti-Social Behaviour

An Anti-Social Behaviour Order (ASBO) is usually made after persistent offending of a particular kind with the intention of preventing further offences. The breach of an Anti-Social Behaviour Order is a serious offence (as is the breaching of any court order). A minor or unintentional breach is likely to result in a low level of punishment. However, the commission of further offences of a criminal nature themselves will be treated seriously.

There is no legal requirement upon any member of the public to report the breach of an ASBO. However, some people who may have been the victim of persistent offending or who feel that they have a common duty to do so may report the breach to the police.

Disorderly Behaviour

The use of threatening or abusive language and being drunk and disorderly are offences. They are more serious if racially or religiously aggravated.

Assault

Common assault resulting in minimal injury with no lasting marks or bruising is of low level seriousness. Assault resulting in actual bodily harm (ABH) is very serious.

6. GOOD PRACTICE

Training

In the interests of continued safety and good practise, workers should be committed to undertaking training.

'The Theory and Practice of Detached Youth Work' OCN Level 3 is a specific training course that offers a good grounding to involvement in this setting for youth work.

The following is a list of basic areas of learning for street based youth workers, some of which is additional to a scheme of initial, generic youth work training:-

- Personal Safety
- Dealing with conflict
- Confidentiality
- Risk Assessment
- Anti-discriminatory practice
- Cultural Diversity
- Child protection
- First Aid
- Health and Safety
- Drug and Alcohol Awareness
- Issue Based Training including homelessness, mental health and sexual health
- Working with hard-to-reach groups (e.g. BME, Disengaged Young Males, those not in employment, education or training etc)
- Policy and Guidelines of the employing agency for detached, outreach and mobile youth work

Supervision and Support

Time and opportunities are built into workers' contracts for reflection and self-development and this is possibly more so for detached and outreach workers where the outcomes of their work may not be immediately visible and confidence can easily dissipate. Detached youth workers work in highly challenging environments and situations can change rapidly. Workers may feel under stress arising from having to deal with difficult situations or frustration at being unable to have an impact in certain circumstances. The autonomous nature of the work, often out of sight of managers, may necessitate more frequent meetings between worker and supervisor. Time should be available during regularly scheduled supervision sessions for workers to discuss their experiences with their manager and to seek advice.

Youth Work often places staff under particular stress. In street based work this may arise from having to deal with particularly difficult situations or frustration at being unable to have an impact in certain circumstances.

Workers should make use of what is available to them in terms of support from colleagues and supervision from their line manager. Space should be available if necessary at the end of a session for workers to discuss their feelings and frustrations. If a situation continues to be stressful despite the best efforts of the worker their colleagues and the manager and a worker's health is being affected, the option of the worker being withdrawn from a particular piece of work should be explored.

Street based youth workers may also benefit from discussion with other practitioners. This is available through conferences, external training and regional meetings which are available specifically for this kind of work to develop practice and share experience.

The Federation for Detached Youth Work holds an annual conference to consider the place of this from of work in youth work practice and new developments.

Things to remember

While not being additional to good youth work practice, there are some issues which are particularly relevant to Detached and Outreach work.

Don't ...
- Carry too much money around
- Raise young people's expectations by making promises you cannot keep
- Plan to work at times and in venues where risks to your well-being are significantly increased, for example, pubs after 10 pm
- Bother young people. If they show no interest at first, try again at another time or day
- Intervene when the police are working with young people, unless absolutely necessary. If you have concerns, record the event and officer collar numbers and act as an objective witness
- Be seen to collude with young people if their actions or attitudes are clearly harmful or negative towards others
- Lend young people money or give lifts in your car or purchase goods or swap goods with young people
- Give out your home address, telephone number or personal details
- Blur the edges between working with young people and your own social life
- Go into young peoples' homes without first preparing for this with your line manager
- Overstate your role which is not to be a trouble-shooter but someone on hand to offer skilled, informal education
- Keep concerns about young people to yourself. Within the boundaries of confidentiality previously described, share them with an appropriate agency or line manager to work on a way forward
- Allow young people to become dependent upon you. Empower them to move on.

Do…

- Give information about what is available from other agencies. Young people should be aware of their choices
- Prepare and plan the aims and objectives of your project and sessions before you go out on the street.
- Ensure there is time for briefing at the beginning and debriefing and recording at the end of each session
- Record the exact times of work of the sessions on the street
- Be aware of the environment, road and lane layout of the area
- Make your project known to other agencies in the area that contact young people (e.g. Social Services, Police, Drug and Counselling agencies)
- Carry an official identity badge. When you contact young people the first time, explain who you are, who you work for and why you are there
- Ensure you have details of emergency contacts
- Work in pairs (minimum) and keep in sight whenever possible.
- Carry an alarm, coins or mobile phone.

Session Checklist

Before going out:

- Ensure workers all necessary risk assessments have been undertaken
- Ensure workers have essential items in case of emergency e.g. ID card and mobile phone
- Confirm the session plan
  - Aims of the session
  - Planned actions
  - Individual responsibility

- Have the necessary resources available for the session e.g. information leaflets, small games such as juggling balls or playing cards,   Information on C-Card and sexual health outlets.
- Ensure specific items for a particular session including session plans and review sheets and other quality assurance forms are to hand
- Ensure workers have items they will need in preparation for future sessions such as information for young people (meeting times, costs etc.), Consent forms, information for parents/carers.

During the session.

- See section 5 on Health & Safety and Legal Issues.
- Be sure the session is meeting the requirements of the project's overall aims?

At the end of the session, check that:

- All necessary recordings and evaluation procedures been completed.
- All members of staff have had a chance to discuss their views and feelings about the session.
- Necessary financial records have been completed and receipts collected.
- Everyone knows the plans for the next session/s including what will happen and who is responsible for what.
- Preparation needed prior to the session is known by all.
- Any necessary emergency procedures have been carried out.

An Agreement or Charter for Street Based Youth Work

Cardiff's Youth Service has produced a charter for street based youth work which other organisations may wish to use. It states the entitlements young people can expect from detached and outreach youth work and also what support the workers can expect. It recognises the specific areas of difficulty that street based workers experience and therefore what needs to be put in place for them to be able to work successfully and be recognised for having done so.

Young people, who choose to engage, are entitled to workers:

- ✓ who are appropriately trained, committed and accessible where/when they need them and who will be able to respond to a range of issues affecting them.

- ✓ who will promote their entitlement to 'have a voice' and be genuinely involved in decision making and democratic participation within all levels of the engagement.

- ✓ who can provide accurate and up to date information and guidance on the issues that are affecting young people's lives and signpost them to relevant agencies for specialist support. Workers can also advocate on behalf of young people, where requested, and sustain personal support throughout.

- ✓ who can maintain confidentiality within the parameters of the youth service code of conduct, law and child protection protocols and procedures. The limits of these will always be communicated to young people in a sensitive manner and consider the personal situation, identity and territorial aspects of the relationship.

- ✓ who deliver programmes of informal and non-formal educational (in the broadest sense) experiences to meet the identified and negotiated needs of young people.

- ✓ who will work in partnership with agencies to access resources and provide a range of opportunities to enhance young people's skills and knowledge and their build capacity and confidence. Through this process they will protect the integrity of the work and raise the professional contribution of the team.

- who will regularly profile the communities in which they work to identify and understand needs, avoid duplication of and/or gaps in services, and inform about changing trends and issues to improve engagement strategies.

- who value young people and their contribution regardless of their social class, gender, race, sexual orientation, ability, disability, political and/or religious beliefs. They will challenge anti-discriminatory attitudes and behaviours appropriately through a process of offering alternatives so as to broaden young people's perceptions.

- who are radical in their approaches in challenging risk taking behaviours in young people who already may find themselves socially excluded and disengaged with other services/appropriate role models. This process of 'considered risk' will empower young people to make informed choices and workers will support them in the choices that they make (whilst maintaining youth work professional and ethical parameters).

From the organisation, Street Based (Detached) workers are entitled to:

- the encouragement to be inspirational, passionate, professional and enjoy their work with young people and communities.

- appropriate supervision and support mechanisms which are meaningful, reflective and provide an opportunity to share practice and 'off load' issues. This includes access to the council's counselling service.

- exposure to their peers to share practice and direct the work of the team.

- access to resources to provide the service to meet identified needs. This includes a range of information and advice literature and services (c-card scheme, etc.)

- genuine concern and preparation for their duty of care within health and safety. This includes access to an on-call emergency duty manager at all times of delivery, allocation of personal safety equipment and operating within a no lone working policy.

- access to a range of professional training and continuous professional development opportunities including ensuring opportunities for promotion and career progression shall be available, where possible.

- a commitment to protecting the integrity and identity of street based (detached) youth work to funding bodies, partners, elected members and the wider community within we work. Management will avoid being prescriptive with expected outputs for the work (e.g. crime reduction targets, etc.) and recognise that the nature of the work can isolate workers from traditional institutional structures.

✓ acknowledgement that the work may require them to take 'considered risks' and this is accounted for in risk assessment and policy documents.

✓ their work being evaluated through the impact on the process of their intervention as opposed to quantitative standards and/or performance indicators. Intrinsic to this is involvement of young people in agreeing the outcomes of the engagement.

✓ a commitment from managers to dedicate the required amount of time to sustain engagement with young people in their communities until one or both parties decide it appropriate to exit the relationship.

Cardiff Council Schools & Lifelong learning Youth Service Street Based (Detached) Youth Team Operating Policy 2009

Project Examples

Pulse, Vale of Glamorgan Youth Service

Pulse is the Vale of Glamorgan Youth Service's detached youth work team. The Pulse Team carries out detached youth work throughout the Vale of Glamorgan supported by and working in partnership with Safer Vale Community Safety Partnership and local voluntary and community organisations. Pulse operates without a centre, working with young people in their communities. They work on the street, in parks, in bus shelters, wherever young people are. The basis of Pulse's work is a non-judgemental approach to establish contact and build relationships. This involves constant negotiation by Pulse workers to develop positive, supportive and trusting relationships with a clear understanding of confidentiality. Pulse also aims to provide opportunities for young people and information on a range of issue based topics and to meet young people's needs in a flexible manner without a building based setting. Started in 2006 with Big Lottery Funding, the team is now a core part of delivery in the Vale and has recently started working with a new mobile provision as part of a street based team.

Bridgend County Borough Youth Service Detached Youth Work Team

The detached youth work team was set up in 1999 and has since expanded.
With 14 members of part time staff, the project covers Sarn, Cornelly, Wildmill, Cefn Glas, Caerau, Pencoed and Bridgend Rec parking lot. These areas have been identified as being the most in need of provision. The project is aimed at young people between the ages of 11 to 25 who are either classed as disaffected or socially excluded. Many of these young people are suffering from third generation unemployment, leading them to feel disillusioned with society and disadvantaged by the nature of their own low self-esteem, resulting in lack of motivation and low expectations of themselves. They are young people who do not access mainstream youth provision.

A recent, successful project for the team has been their arson project.   Forty four young people were identified to take part in a weekend project, most handpicked by Detached Youth Workers who identified young people deemed as being at risk of anti-social behaviour regarding arson. The aim was to build relationships between the Fire Department and young people from Brackla, Cornelly, Sarn and Caerau, and raise awareness of the effects of arson. By promoting young people's awareness of environmental issues and providing opportunities for outdoor activities, bush craft and team building, in-depth discussions took place around the consequences of arson.

Organisation: Ethnic Youth Support Team
Sector: Voluntary Sector
Project: Outreach Work, Street-Based-,
School-Based- and Community Outreach
Youth Work
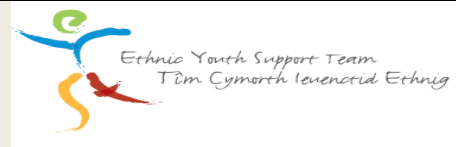
Ethnic Youth Support Team is a voluntary organisation based in Swansea which supports ethnic minority young people aged 11-25. It was set up in 2005 to fill a gap in provision by providing a range of services to its client group in a holistic and culturally sensitive way. EYST's key services include mentoring, advice & support and a youth drop in centre, along with a range of projects which together aim to improve the education, employment, health and community safety of ethnic minority young people. EYST was recognised in 2009 for its contribution to the community when it was awarded Best Community Safety Project and Overall Best Project in the Swansea Lord Mayor's Community Regeneration Awards.

Street based Outreach Work

Outreach Work & Street based youth work are key components of EYST's work. The 'Outreach Project', which is a Home Office-funded initiative, aimed to reduce knife crime by engaging with young ethnic minority males on the streets. Through this project two workers undertake weekly street-based work within areas identified as anti-social behaviour or crime hot-spot areas. The primary aim of this work is to engage with, inform and empower young people in order to deter them from crime or anti-social behaviour. A secondary aim is to inform them about and encourage them to attend EYST's main youth centre and activities.

School-based Outreach Work

EYST also undertake another form of outreach work which is not street-based but engages with young people in schools and colleges. To do this, EYST youth workers deliver weekly lunch-time drop in sessions within local schools & colleges. The primary aim of this is to support young ethnic minorities to achieve educationally by addressing wider issues which may impact on their schooling. A secondary aim, as with the street-based outreach work, is to inform them about and encourage them to attend EYST's main youth centre and activities.

Community Outreach Work

EYST workers also engage with and support young people in other community settings such as other youth groups, religious groups and their own homes. This is done on a needs basis rather than regular sessions as with the Street-based and Schools-based outreach. Although different in some respects, this can be considered outreach work as it goes out beyond the confines of the EYST Youth Centre and consideration has to be given to its working practices.

7. USEFUL INFORMATION

Contacts

National Federation of Detached Work
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YMCA Wales Community College

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Telephone: 02920 755444
Email: info@ymca-wales.ac.uk
http://www.ymca-wales.ac.uk/

Youth Work Strategy Branch
Department for Children, Education, Lifelong Learning and Skills (DCELLS)
Welsh Assembly Government
Sarn Mynach
Llandudno Junction
LL31 9RZ

Documents

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Books

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Reaching Socially Excluded Young People – a national Study of Street Based Youth
Work D Crimmens et al (National Youth Agency 2004)