

The Basic Plan of Youth Work, NUPS, Youth Services, City of Helsinki

The City of Helsinki, Youth Services December 2020, modified in November 2022 and February 2024.



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The Youth Services of City of Helsinki

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The Youth Services of City of Helsinki is one of the biggest youth work operators in Finland. It has approximately 350 employees and an extensive office network. The City of Helsinki's Youth Department (currently the Youth Services) carried out a process of assessing its strategic direction, and this work was completed in 2016. As a result, the Department underwent reorganisation. The next significant change took place in 2017 when Helsinki implemented extensive changes to its entire organisation. Now, the Youth Services is part of the Culture and Leisure Sector, which consists of five service areas: library, culture, sports, youth and administration.

At the start of 2019, the Youth Services initiated a process that resulted in the creation of The Basic Plan of Youth Work, hereafter referred to as NUPS. During the NUPS process, the employees shared their thoughts on youth work and formed a mutual understanding of the main policies governing the youth work conducted by the Youth Services.

The original idea for a youth work curriculum comes from the UK, where youth work is described as a curriculum (Curriculum of youth work). After discussions of varying meanings of the term "curriculum" in the Finnish context, the name of this plan was formulated in Helsinki as The Basic Plan of Youth Work. In Finland, NUPS processes have been carried out since the 2010s in several cities, the first of which was Kokkola.

The current social changes, such as the social and health care service reform, as well as changes in the operating environments, provided an impetus for this work. The number of young people in Helsinki is rising, and the phenomena occurring amongst them are changing. The aim of NUPS is to clarify the content of youth work, which will make it easier to verbalise the work and demonstrate its effectiveness.

The implementation of The Basic Plan of Youth Work

Helsinki's NUPS was created through action research, in which dialogue between employees, as well as between study and practice, was key. On the one hand, the action research method allowed a large number of employees to take part in gathering the material, and on the other hand, it provided an opportunity to ask questions and ensured that different views could be heard – even ones that might have otherwise gone unnoticed. The action research was carried out together with the Finnish Youth Research Network; researcher Eila Kauppinen collected material extensively and played a major role in the process.

The existing structures of the The Youth Services, such as the annual staff seminars, were utilised to complete the NUPS process. The Youth Services' management was in charge of the NUPS process, with support from a working group formed through an open, internal application process. The working group members included Youth Work Managers Minna Sirviö and Jukka Mattila; Youth Worker Heidi Saukkonen; Media Designer Päivi Lautaniemi; Planning Officers Merja Hovi



and Sini Perho; Project Coordinator Jenni Passoja; Development Specialist Pirjo Mattila from the Culture and Leisure Sector's development unit; and researcher Eila Kauppinen. The working group was tasked with ensuring staff participation in the process, collecting and producing materials, organising joint events and being in charge of the process of the NUPS description's completion.

Furthermore, a steering group was formed for the process, and its members included Director of Youth Affairs Mikko Vatka; and Area Managers Heidi Hållman, Tiina Hörkkö and Katri Kairimo. In addition to the management, the members included Researchers Eila Kauppinen and Tomi Kiilakoski from the Finnish Youth Research Network, Head of the Development Unit Reetta Sariola from the Culture and Leisure Sector's development unit, and Director of Youth Affairs Ronnie Djupsund from Kokkola, who served until the end of 2019.

The aim was to find suitable ways for every Youth Services employee to participate in the NUPS work. The employees were able to keep a diary of their work and take part in private interviews, group discussions and workshops. Additionally, NUPS was discussed during the Youth Services' shared events, such as the annual seminars and meetings. Young people's views were mapped by asking them for stories on how youth work had affected their lives. Furthermore, the Youth Council was involved in discussions about NUPS, which was being prepared, and partners were consulted during two events organised in 2020.

The acronym NUPS was first used at a staff seminar in autumn 2018 when Tomi Kiilakoski described its basic concept and experiences from similar processes carried out elsewhere. Helsinki Youth Services' NUPS process was launched at the start of 2019. The principles guiding our work and the forms of work were determined in the spring and our mission in autumn 2020. The final NUPS description, which also includes more detailed method descriptions and purposes, was completed at the end of 2020. This description was presented to the Board of Culture and Leisure in February 2021.

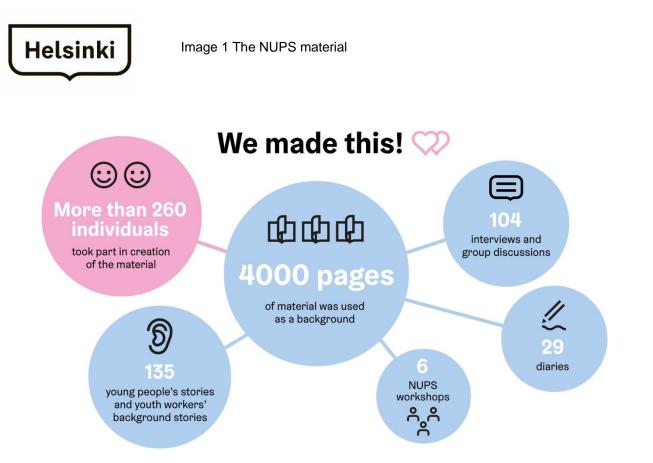


Image 1. Sara Honkanen/City of Helsinki, 2020 The illustration visualises the Youth Work Curriculum (NUPS) based on the number of people that took part in its creation (more than 260 individuals), the extent of the material used (nearly 4,000 pages), as well as the number of interviews and group discussions (104), diaries (29), young people's stories and youth workers' background stories (135) and NUPS workshops (6).

Image 2. The NUPS process

The NUPS process

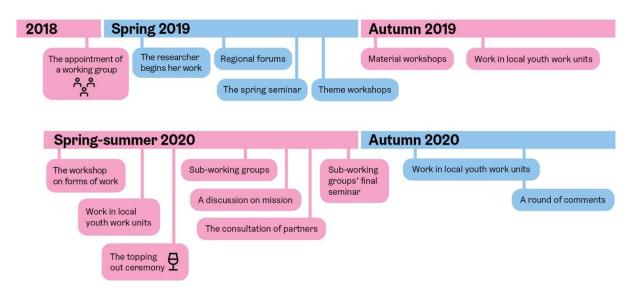


Image 2. The illustration visualises the NUPS timeline. The process began in autumn 2018 with the appointment of a working group. In 2019, the researcher began her work, and regional forums, a spring seminar, theme and material workshops, and work in local youth work units took place. In 2020, the process included a workshop on forms of work, work carried out in local youth work units, a topping out ceremony, sub-working groups' operations and final seminar, a discussion on mission, consultation of partners and a round of comments.



NUPS terminology

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NUPS uses the terms of form of work, method and tool. There are a total of four forms of work, and each one consists of 3–4 methods. The forms of work and methods were specified as part of the NUPS process. The tools selected depend on the situation, and they are continuously being developed further. The same tool can be used with different methods. The tools are close to the employees and young people, and they illustrate concrete youth work.

Table 1. A table of NUPS terminology.

Term	Question	Description	Example
FORM OF WORK	What type of youth work is carried out?	 Describes the core of a youth work activity. Includes several methods. Is carried out together. Is the responsibility of several employees. 	Enhancing the agency of a young person
METHOD	How is youth work carried out?	 Is a way of implementing a form of work and involves several tools. 	Supporting the independence of a young person
TOOL	Through what means is work with young people carried out?	 Promotes the implementation of a method and involves practical work. Depends on time, place and target group. May be used with various methods. 	Personal discussions, Guidance on using summer job voucher, Guidance to CV workshops, Offering summer jobs, etc.

Table 1. A table of NUPS terminology. The table illustrates the questions, description and examples pertaining to NUPS terminology (form of work, method, tool). The questions are: what type of youth work is carried out, how is it carried out and through what means.

The starting positions of The Basic Plan of Youth Work

Youth as a stage of life

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Youth is a time of development of skills and abilities. It is important to provide all young people in Helsinki with equal opportunities for growth and comprehensive personal development.

In youth work, youth is viewed as both a certain age range and stage of life, as well as a societal theme. During youth, people develop physically, mentally and socially. The main developmental milestones during youth are:

- detachment from parents and building the relationship with parents as a young adult
- formation of a personal and social identity
- seeking help from peers.

During youth, we form our identities and world views, and make choices about studies and careers. Changes and rites of passage may be happy, confusing or difficult occasions for young people.

During youth, we try to find our place in various aspects of life, and in communities and society. Friends and peers become more important, and we often form friendships that will last throughout our lives. Simultaneously, we begin to distance ourselves from our parents.

During youth, we learn to shoulder responsibilities and make choices – we develop, experiment, make mistakes and learn. These choices will have an impact on our future, health and well-being. Youth work offers presence and support for young people.

Helsinki offers a range of activities for young people

The Helsinki region is growing, and the number of young residents is on the rise. Diversity is a normal part of life for the city's young people. It is manifested in the numerous languages and cultures present in the city. This diversity enables young people to build their lives according to their own preferences.

Helsinki and the whole region offer a variety of activities and venues for young people. Individual neighbourhoods provide various opportunities for young people to try out and experience new things. Helsinki's functional public transport facilitates smooth travel from place to place, and young people are able to take advantage of a variety of things that the city has to offer.

The area where a young person lives will have an effect on their identity, and therefore youth work is carried out in an area-specific way, based on the needs of individual adolescents and neighbourhoods. Urban development and the neighbourhoods' special characteristics determine the content and focal points of youth work.



The Youth Services works with young people in various ways at various locations, such as youth centres, schools, libraries and other public places, as well as natural and digital environments.

In addition to the Youth Services, youth work in Helsinki is conducted by a vast range of other operators, e.g. the City's sectors, associations, parishes and commercial enterprises. The Youth Services supports and promotes the activities of youth groups and organisations. Cooperation with other operators is important to the Services.

The content of The Basic Plan of Youth Work

The mission of the Youth Services

In youth work, youth is considered to have inherent value. We work with young people wherever we are needed.

We boost young people's faith in themselves and the future. By working together with young people, we are creating a more sustainable, more functional and safer Helsinki.

We are also having an impact on young people's living conditions. Furthermore, we improve their operating opportunities, help them to be better heard in society, and promote their place in the city.

The vision of the Youth Services

The entire city is a fun place for young people. Fun means having friends and things to do, and being important to others. Young people in Helsinki are able to view the world through other people's eyes.

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The principles guiding our work

As part of the NUPS process, we determined eight principles that steer all our work.

Image 3. The principles guiding our work

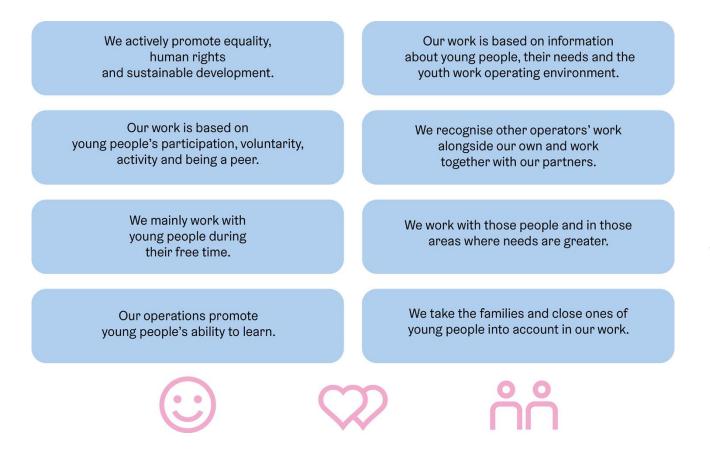


Image 3. The principles that guide the Youth Services' work. The image illustrates eight principles, which are: We actively promote equality, human rights and sustainable development. Our work is based on young people's participation, voluntarity, activity and being a peer. We mainly work with young people during their free time. Our operations promote young people's ability to learn. Our work is based on information about young people, their needs and the youth work operating environment. We recognise other operators' work alongside our own and work together with our partners. We work with those people and in those areas where needs are greater and take the families and close ones of young people into account in our work.



The forms of work and methods

Youth work is divided into and described through four forms of work. The work is carried out using the methods of forms of work.





Image 4: The Youth Services' four forms of work. The image uses four jigsaw puzzle pieces to illustrate how the Youth Services' forms of work connect to one another. These four work forms are: enhancing the agency of a young person; working with communities and youth groups; encouraging youth participation and voluntary action; lobbying for youth and improving living conditions of young people.



Enhancing the agency of a young person

Young person forms his/her identity through interaction with other people and the surrounding environment. We promote young one's well-being and trust in his/her abilities to gain a good life.

The aim is:

Helsinki

- Enhance opportunities for young individuals coming from diverse backgrounds and prevent social exclusion, polarization, and segregation
- Support the growth of young individuals and their connection to the local community
- Support the young person in constructing his/her own identity
- Promote the agency, participation, and conditions for engagement of the young person in society
- Support the independency of the young person and his/her belonging to community, and fostering the learning of relevant knowledge and skills
- Enhance trust between generations
- To promote the young person's positive attitude towards his/her peers and reliable adults and increase trust in the service system and society.

What do we do?

- We encourage young person to recognise his/her own strengths and we identify young people's needs.
- We offer our presence, but also give young person time and space to grow and be him/herself.
- We encourage young person to try out new things, learn from his/her mistakes and experience successes.
- We support young person in various situations and encourage him/her to make his/her own, carefully considered choices.
- We guide young person to other operators' services, if necessary.
- We co-operate with other professionals.





Method	The method's purposes	Examples of tools
GUIDANCE AND SUPPORT FOR YOUNG PERSON THROUGH UNIVERSAL YOUTH WORK	 Identifies the wishes and needs of the young person, and assists him/her in finding solutions to various challenges Guides and advises and if necessary, guides the young person to other services in various life situations Intervenes in concrete acute situations Strengthens the young person's abilities and enables the practice of various skills (e.g. emotional and social skills, life skills, outdoor activities) Supports the development of everyday coping skills for the young person Strengthens the formation of a positive self-image for the young person Engages the young person in ethical discussion Guides the young person in promoting his/her own wellbeing and health 	 For example: Common Approach-model in identifying risks and resources Personal discussions Intervention in acute situations Guidance towards
INTENTIONALLY TARGETED YOUTH WORK BASED ON CONCERNS/RISKS (TARGETED YOUTH WORK)	 Directs youth work intentionally towards addressing the needs/concerns/risks of vulnerable young people Equalizes the opportunities for young people coming from different backgrounds and promotes their well-being Recognizes the life situations, backgrounds, or challenges of the young person and takes into account his/her needs holistically, which requires multi-agency collaboration and planning Intervenes problematic behaviour and implements goal-oriented support processes Collaborates with guardians and other stakeholders, and guides to necessary support services Builds support and networks to ensure the support for the young person in the future as well (e.g. a permanent hobby, studying and working opportunities) 	 For example: Individual support process Structured support process Guidance to other services Collaboration with guardians and stakeholders Utilisation of selected methods (e.g. Aggression Replacement Training)
SUPPORTING THE INDEPENDENCE OF A YOUNG PERSON	 Strengthens skills supporting the young person's independence Strengthens self-confidence and trust in one's own future Supports the young person's schooling and studies and assists in finding study opportunities Strengthens the young person's worklife skills and requirements for entering the workforce Provides the young person with experiences in the working life Guides the young person in everyday life such as managing finances and housing Supports the young person in matters related to relationships Assists the young person in building his/her worldview and engages him/her in ethical discussions Guides the young person to other services when needed 	 Thematic evenings: introduction to professions, joint application process Guidance to other services Guidance to small groups

Table 2. A table of the methods involved in the form of work connected to enhancing young people's agency. The table lists three methods, which are: Guidance and support for young person through universal youth work, intentionally targeted youth work based on concerns/risks (targeted youth work), Supporting the independence of a young person. In addition to the methods, the table describes the four methods' purposes, i.e. the needs they respond to, and gives examples of the tools that the responses can be carried out with.

Working with communities and youth groups

Young person grows and develops through interaction and encounters with others. At that age, friends, peers and communities are important. Young people need space and time to spend with others and do things together. Communities provide support with daily routines, planning for the future and during rites of passage. We understand the significance of youth cultures to young people's shared activities and their communities, and recognise the value of these in the world.

The aim is

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- to provide young people with opportunities for building and joining communities that they are interested in
- to ensure that a young person feels that s/he belongs to groups and communities that are important to him/her
- facilitate opportunities for a young person to improve his/her abilities to live a good life
- enhance young people's relationships with other young people, their surroundings, the global world and nature.

What do we do?

- We recognise ways in which young people come together and are aware of different types of communities.
- We provide facilities and opportunities for young people to meet, to hang around with their peers, to do and experience.
- We build communities with young people and facilitate opportunities for activities they want to.
- We work with other communities that have an effect on young people's growth.
- We work with young people and communities, and our work involves various phenomena present in young people's lives.
- We promote young people's environmental citizenship and awareness of the fact that their own thoughts and actions matter.
- We guide young people to find local and global communities and encourage them to join these communities and we also establish communities when needed.





Table 3. Working with communities and youth groups – the methods of the form of work, the methods' purposes and tool examples.

Method	The method's purposes	Examples of tools
FACILITATING YOUNG PEOPLE'S MEMBERSHIP OF GROUPS AND COMMUNITIES		 For example: Open activities at youth centres Group activities Events Building team spirit Study trips and exchange programmes abroad Peer group activities Offering facilities and equipments for young people
HOBBIES AND SELF- EXPRESSION	 Enables young people to have meaningful, low- threshold hobbies. Allows young people to experience success and enjoyment during leisure time. Provides young people with opportunities to learn various skills. Improves young peoples' social interaction, sense of belonging to a community and ability to work together with others. 	 For example: Hobby groups, such as sports groups, varying groups of cultural youth work, groups of environmental education Introductory sessions to different hobbies Operation of exhibitions
IDENTITY ENHANCEMENT	 Enhances young people's identity and self-knowledge as a member of a group If necessary, can steer towards activities and services that help with identity formation. Encourages young people to take part in youth cultural environments. 	 For example: Groups targeted to specific young people Thematic evenings Workshops for creating lyrics Steering young people to a certain peer group
WORK WITH PHENOMENA EMERGING FROM YOUNG PEOPLE	 Recognises the diverse range of phenomena present in young people's lives, as well as their meanings and effects. Works with current phenomena and discusses them with young people. If necessary, helps young people distance themselves from challenging or unsafe groups. 	 For example: Detached work Groups, e.g. targeted small groups Events Thematic evenings and weeks, e.g. anti-racism, climate change Motorcycle meet-ups

Table 3. A table of the methods involved in the form of work connected to working with communities and youth groups. The table lists the methods, which are: facilitating young people's membership of groups and communities; hobbies and self-expression; identity enhancement; work with phenomena connected to young people. In addition to the methods, the table describes the three methods' purposes, i.e. the needs they respond to, and gives examples of the tools that the responses can be carried out with.

Encouraging youth participation and voluntary action

Young people take part in constructing their own lives and living environment, and they make the world a better place. Young people, together with others, have an influence on things that matter to them, including in their own daily existence, various aspects of life and at different levels of society. Through youth work, young people can find positions and ways of participating that suit them. In the Youth Services, young people can take part in the decision-making that affects them.

The aim is

Helsinki

- to encourage young people to influence in matters important to them
- to facilitate voluntary action, activism and active citizenship
- to improve young people's trust in their abilities to influence and help them find suitable roles, means and environments to participate
- to ensure that young people have the knowledge and means to influence decision-making, dialogue and culture at various levels of society
- to boost young people's skills in promoting democracy within the surrounding communities
- to enhance young people's relationships with other young people, their surroundings, society, the global world and nature.

What do we do?

- We plan, implement and develop young people's leisure activities together with them.
- We help young people have an influence in all the services intended for them.
- We encourage young people to bring up and have an influence on matters important to them.
- We share information for young people about the opportunities, rights and obligations that they have and also about the large number of opportunities for participation.
- We encourage young people to use their influence within their own communities, and to enhance their skills and roles as members of their communities and society.
- We help young people find and establish ways of communicating with the authorities and other operators working with young people.
- We promote young people's voluntary action and support associations working with young people.
- We help young people understand the effects that their actions have on other people and the environment.





Table 4. Encouraging youth participation and voluntary action – the methods of forms of work, the methods' purposes and tool examples.

Method	The method's purposes	Examples of tools
PROMOTING YOUNG PEOPLE'S PARTICIPATION	 Ensures that young people are able to take part in planning and carrying out activities. Enhances young people's experiences on participation. Improves young people's faith in their ability to influence their own life and the surrounding society. Encourages young people to use their influence together with people of varying ages. 	 For example: Community-based decision-making, e.g. youth centre's joint meetings Co-creation projects Young people's initiatives Participatory budgeting
DEMOCRACY EDUCATION AND YOUNG PEOPLE'S PARTICIPATION	 Helps young people be aware of their rights and opportunities in society. Helps young people learn skills to participate in the society. Improves young people's ability to show empathy and guides them towards responsible participation. Provides young people with channels and opportunities for having their opinions and perspectives acknowledged. 	 For example: Activity groups for influencing certain themes Supporting the young people to become a candidate for the Youth Council Community-based decision-making, e.g. "youth centre's board" Establishing dialogues Participatory budgeting Political fêtes Young people's initiatives Influencing in the media Influencing in the social media
YOUNG PEOPLE'S VOLUNTARY ACTION AND ACTIVISM	 Supports young people to act out together and have an influence on things that matter to them. Helps young people find interesting avenues to have an influence and practise hobbies, such as communities, activity groups and activities. Helps young people transform their own ideas into reality. Recognises and promotes various forms and methods of activism amongst young people. 	 For example: Sharing information and councelling young people Subsidies for youth groups Offering facilities and equipments Establishing dialogues between e.g. youth groups and authorities Young peoples' initiatives Influencing in the media Influencing in the social media

Table 4. A table of the methods involved in the form of work connected to encouraging youth participation and voluntary action. The table lists the methods, which are: promoting young people's participation; democracy education and young people's participation and young people's voluntary action and activism. In addition to the methods, the table describes the three methods' purposes, i.e. the needs they respond to, and gives examples of the tools that the responses can be carried out with.

Lobbying for youth and improving living conditions of young people

Youth is an important phase of life, and the purpose of youth work is to defend it. Young people's living conditions affect their agency and equality. The youth work carried out in Helsinki is effective, promotes well-being and takes young people's side.

The aim is

Helsinki

- to ensure that young people's living conditions and environment meet their needs
- to ensure that youth and matters pertaining to young people are accounted for in decisionmaking and services
- to provide up-to-date and goal-oriented youth work in Helsinki and to make its effectiveness and significance visible
- to develop the social structures of the municipality and society, in order to improve young people's participation.
- to ensure that the resources are sufficient and appropriately distributed, in order to guarantee that youth work remains effective
- to enhance young people's relationship with the service system, social structures and society.

What do we do?

- We actively follow and recognise the needs and phenomena connected to young people and their lives and bring them into our internal discussions within the Youth Services.
- We utilise the knowledge and experiences of our personnel and young people, as well as youth research and other sorts of data.
- We develop the youth work carried out in the Youth Services, its methods, ools and ways of evaluation, and improve our competence.
- We operate actively within the official structures, ensuring that elements linked to adolescence and young people's lives are accounted for in decision-making.
- We systematically enhance young people's well-being and build sustainable living conditions in co-operation with other actors.
- We take active part in local, national and international networks.
- We help to build dialogues between generations.
- We actively communicate about the Youth Services' activities and current themes connected to young people's lives and well-being.
- We ensure the resources of Youth Services and appropriate allocation of them.





Table 5. Lobbying for youth and improving living conditions of young people – the methods of forms of work, the methods' purposes and tool examples.

Method	The method's purposes	Examples of tools
KNOWLEDGE-BASED DEVELOPMENT OF YOUTH WORK AND ENSURING ITS EFFECTIVENESS	 Collects and utilises youth research and data concerning the city. Collects, utilises and shares the knowledge and experiences of young people, staff members, partners and networks. Further develops youth work and its tools to match young people's needs and the phenomena affecting their lives. Sets goals for the development and monitors how well they are met. Regularly evaluates the effectiveness of the youth work carried out by the Youth Services. Actively communicates about the youth work carried out in Helsinki. 	 For example: analysis of local context evaluation and monitoring tools projects the Youth Services' personnel's internal forums: e.g. discussions and/or trainings internal communications external communications, e.g. websites, social media, press releases
BUILDING AND UTILISING PARTNERSHIPS	 Enhances existing partnerships and actively looks for new partners. Actively participates in national and international networks, promoting matters pertaining to young people and youth work. Enhances city-wide and regional networks. 	For example: projects co-creation international co-creation work seminars and workshops
PROMOTING YOUNG PEOPLE'S AFFAIRS AND LIVING ENVIRONMENT	 Has an impact, both on its own and together with relevant stakeholders, on young people's living conditions and environment. Ensures that youth and matters pertaining to young people are accounted for in decision-making and services. Takes part in developing the social structures linked to young people's influencing and participation. 	For example: • strategy preparations • lobbying • declarations • media visibility • public statements • safety walk-arounds
ENSURING AND ALLOCATING RESOURCES, AND PROVIDING SUBSIDIES	 Ensures appropriate allocation of resources (money, staff and facilities). Ensures the staff's competence. Provides subsidies to organisations and youth groups. Implements youth work in accordance with "the service strategy" and acquires youth work services when they are needed. 	 For example: preparing a municipal budget applying for project funding Indicators for positive discrimination trainings discussions on goals of work between the manager and the staff member subsidies service acquisition

Table 5. A table of the methods involved in the form of work connected to lobbying for youth and improving living conditions of young people. The table lists the methods, which are: knowledge-based development of youth work and ensuring its effectiveness; building and utilising partnerships; promoting young people's affairs and living environment; ensuring and allocating resources and providing subsidies. In addition to the methods, the table describes the four methods' purposes, i.e. the needs they respond to, and gives examples of the tools that the responses can be carried out with.

The Basic Plan of Youth Work as part of our work

Helsinki

NUPS steers the planning, assessment and development of the youth work carried out by the Youth Services In practice, this means that it serves as a foundation for the annual score card and operational planning, among other things. Furthermore, it steers the way in which our cooperation efforts and partnerships are formed. NUPS has an effect on the role descriptions of the personnel, management and development structures, as well as the assessment of our operations.

Our work is based on NUPS. Our work is guided by specific principles, and the forms of work serve as the basis for our youth work. NUPS provides the direction, policies and boundaries for the type of youth work we do and how we do it. NUPS also serves as the basis for the development of youth work content and tools, employee training, and the improvement and planning of other skills.

We would like to thank all those who took part in creating NUPS – our employees for their active participation, as well as the Finnish Youth Research Network and our other partners for their invaluable cooperation.



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