
Young people & broadcasting

Commissioned from the British Youth Council
by the Calouste Gulbenkian Foundation and
carried out by Peter Mandelson



Young People & Broadcasting

A feasibility study for
a Young Adult Unit
proposed in the report
Broadcasting and Youth

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Foreword

by the Chairman of the Young Adult Study on Broadcasting and Youth

Early in 1979 the Calouste Gulbenkian Foundation published *Broadcasting and Youth*. This was the report of a study conducted under my chairmanship and sponsored jointly by the British Broadcasting Corporation, the Independent Broadcasting Authority, the Manpower Services Commission and the Foundation. The report was widely reviewed and its influence has been reflected in a number of measures and programmes since initiated by both broadcasting authorities. It has also been bought and discussed by many courses on communications and similar studies in universities, polytechnics and colleges of higher education. The report's principal value, however, has been to focus attention on the needs of an area of broadcasting which is inadequately supported but which possesses the potential of a service which could exert a significant social influence upon the young people it could reach.

Events since the report was published, not least the growing unemployment among young people and the rather slow response of broadcasting authorities to this problem, underline the value of the report's main recommendation, to establish a Young Adult Unit to provide a channel of influence and practical assistance between young people and the broadcasting authorities. It seems clear that if a unit of this nature could be brought into being it could help to realise many more of the recommendations in *Broadcasting and Youth*. It could become a resource for both broadcasters and young people.

The economic cuts introduced by the Conservative Government since 1979 unfortunately prevented the Manpower Services Commission assisting the development of a Young Adult Unit to the extent originally hoped when our report was published. Of course it would not be appropriate for the two broadcasting authorities themselves to take such an initiative alone. The report, after all, stressed that the Unit should be youth-orientated not broadcaster-orientated. With the blessing of the other three sponsors of the Young Adult Study, the Foundation therefore accepted the responsibility of acting alone to see how far the idea of a unit might be realised even in the present restrictive climate. Bearing in mind the need for a youth emphasis, it proposed a collaboration with the British Youth Council and invited the Council's then chairman, Peter Mandelson, to undertake a feasibility study. Having in mind also the need of such a study for links with broadcasting and relevant social organisations, the Foundation invited Sara Morrison to be Chairman of an Advisory Committee to guide the feasibility study. Mrs Morrison was a member of the Annan Committee on The Future of Broadcasting and is Chairman of the National Council for Voluntary Organisations. The Committee she assembled provided experience and links with other fields all of which have proved of great value to the result.

The result is set out in recommendations at the end of this report. Essentially it sees the concept of a Young Adult Unit being established at the National Extension College with regional experiments of complementary activities being established on Merseyside, in the North-East and possibly in London. The Foundation acted at once on the national recommendation by providing funds during the summer of 1980 to appoint an officer at the College to explore and develop ways of realising the Unit. It is taking similar action, where requested, to help realise the regional recommendations.

The Foundation is deeply grateful to Peter Mandelson, Sara Morrison and the members of the Advisory Committee for the time they gave, their expertise and the despatch with which they fulfilled their terms of reference.

Peter Brinson *December 1980*

Members of the Advisory Committee to the Feasibility Study

Sara Morrison *Chairman* Chairman, National Council for Voluntary Organisations; formerly, member of the Committee on The Future of Broadcasting

Robin Hughes *Vice Chairman* Operations Director, Liverpool Council of Voluntary Organisations

Neil Barnes Senior Education Officer, Continuing Education, BBC

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Barry Cornish Special Programmes Division, Manpower Services Commission

Richard Freeman Executive Director, National Extension College

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Peter Rimmer Area Manager, Manpower Services Commission Liverpool (Inner) Area Office

Jean Sargeant Senior Education Officer, IBA

Edwin Sims *Observer* Staff Inspector, Department of Education and Science

Peter Brinson *In attendance* Director, UK and Commonwealth Branch of the Calouste Gulbenkian Foundation

Tom Shebbeare *In attendance* Formerly, General Secretary, British Youth Council

Terms of Reference of the Feasibility Study for a Young Adult Unit

Accepting the recommendation of a Young Adult Unit in *Broadcasting and Youth*, the feasibility study will consider:

- a) the Unit's functions and purpose, based in the first instance on a study of possible activity in Merseyside, the North-East and London;
- b) the Unit's launching of the operation at local and national level, including funding;
- c) appropriate recommendations.

Introduction

by Peter Mandelson

I was invited by the Calouste Gulbenkian Foundation as Chairman of the British Youth Council to undertake a feasibility study of the Young Adult Unit proposed in the report *Broadcasting and Youth*. This is the report of the feasibility study.

My study has been focused on Merseyside, the North-East and London, and on a national level has taken into account various proposals then under discussion. These included a system of broadcasting telephone referral, a Centre for Social Concern Broadcasting and the ideas of the Manpower Services Commission for extending their broadcasting policies. Throughout the study I have been aware of the changes being experienced by the broadcasting organisations (including the BBC, the independent commercial sectors and the new Fourth Channel) and also of the effects of new Government policies on many statutory services and voluntary agencies. It has been a time of flux for all concerned and the following report should be seen against that background.

The report is in three parts with a summary of recommendations on page 30. Part One outlines the original proposal of the Young Adult Unit and describes the national-level developments which set the context for the Unit's creation. Part Two describes local activities and follow-up to *Broadcasting and Youth* in Merseyside, the North-East and London which are relevant to the Young Adult Unit. Part Three states my conclusions about the launching of the Young Adult Unit, and other recommendations. The implementation of all these recommendations now becomes the responsibility of the wide range of statutory and voluntary organisations, and broadcasting and newspaper personnel, referred to in the report. An Advisory Committee met three times to assist the study. A list of those consulted during the study is at the end of the report. I should mention and thank especially, though, Jean Sargeant, Robin Hughes, Barry Cornish and Sara Morrison, as well as Norma Cohen at the British Youth Council, and the Calouste Gulbenkian Foundation in London which provided so many of the services and contacts required by my work.

Part 1

The Young Adult Unit and other developments: what has happened since *Broadcasting and Youth**

1.1 In the first part of this report a snapshot picture is offered of the proposed Young Adult Unit in the context of other related developments nationally and regionally in Britain. Among these developments is the response of broadcasting organisations to the recommendations of *Broadcasting and Youth*. These are described. At the end of this first part, principal conclusions are drawn about the Young Adult Unit's place in the general context.

1.2 The original proposal for a Young Adult Unit envisaged a direct, operational role for a team of people who would make contacts between broadcasting organisations and external agencies for specific broadcasting projects, and who would locate the necessary resources to construct these projects. The aim of this activity was to facilitate the production of more and better programmes for young adults through linkages between broadcast programmes and follow-up activities provided by agencies, such as the Manpower Services Commission, the careers service and youth service, which have an interest in using the broadcast media to communicate with and offer services to young people. The range of broadcast 'accompaniments' organised by the Unit would include printed materials and magazines, telephone referral services linked to statutory agencies, follow-up by radio stations from television programmes and the recruitment of volunteers to assist in counselling and related activities.

The particular expertise offered by the Unit would include knowledge of existing broadcasting projects and skill in adapting these to different local conditions; making introductions between the range of organisations which might contribute to a broadcasting project; production of relevant materials; familiarity with broadcasting needs and practices, knowledge of youth organisations and means of involving young people in the design and presentation of programmes; and access to resources for broadcasting accompaniments.

In summary, the proposed Unit would offer ideas, expertise, introductions and resources in those areas where broadcasters have least experience and ability in following up their programmes, and where non-broadcasting organisations feel least confident and equipped to use the opportunities created by broadcast media. For clarification, the Unit was not envisaged as a pressure group merely lobbying broadcasters to make more and better programmes for young adults, nor as a forum for discussion and information about broadcasting and youth. Its planned role was to be practical and operational.

1.3 Discussion of the Young Adult Unit has taken place alongside a number of developments in the broadcasting field which have made the context for these discussions somewhat complex. The first set of developments concern the desire of broadcasters in the BBC and ITV to construct a national and well-tries network of telephone referral which could be cost-effective and adapted for use in a whole range of programmes, not just those concerning young adults. Thus, while *Broadcasting and Youth* was keen to see effective telephone referral being used in more programmes for young adults, the parallel discussions were attempting to design a much more elaborate and comprehensive system for all types of social concern broadcasts, covering all broadcasting organisations. If brought to fruition by the BBC, the IBA and the social action agencies discussing the referral system, the new network could have been linked to the Young Adult Unit and use of the network for young adult broadcasters could have been facilitated by the Unit. Definite and agreed proposals

**Broadcasting and Youth* Commissioned by the BBC, IBA, Gulbenkian Foundation and Manpower Services Commission. Published by Calouste Gulbenkian Foundation, London, 1979. (See inside back cover)

have not been reached, however, on the subject of telephone referral, although some arrangements by the BBC and ITV (together or separately) are likely to be made. It would hardly make sense to promote telephone referral services for young adult programmes alone when these could be served by other systems already under consideration.

The BBC, Franchises and the Fourth Channel

1.4 The lack of agreement on a national system of telephone referral reflects the radical changes which are currently foreshadowed in both the broadcasting and the social action organisations. In the case of the former, the BBC is experiencing major cuts in its expenditure and retrenchment in many of the initiatives it has taken or planned to extend the coverage and content of its programmes. Consequently it is not realistic to consider a major advance in broadcasting accompaniments and collaborative projects which would require BBC finance. In the independent commercial sector, the issuing of new franchises and the Fourth Channel are consuming enormous amounts of time and energy which herald great scope for new types of programmes and broadcasting extensions, but which need to take shape before new arrangements are agreed upon. It should be borne in mind, however, that the IBA is proposing to the television companies that a fieldforce of community education officers be recruited and this will greatly assist companies in making more and better programmes, as well as leading inevitably to better links between the companies and those audiences and agencies associated with their educational programmes. Furthermore, the plans for the Fourth Channel include the possibility of 'associate sponsors' to support non-broadcasting accompaniments (including print materials, series in magazines and articles and educational competitions) and, furthermore, the establishment of a 'Trust' for ITV's broadcasting extensions. This would take the form of a small, central organisation with disposable funds which would initiate, arrange, negotiate and organise (but not itself supply) broadcasting extensions. As proposed, the Trust has a complementary (albeit much larger) role to the Young Adult Unit and, indeed, the Unit could play a formative role for the Trust, if both were to be established, particularly at regional and local levels. The Trust might also commission the Unit to organise broadcasting extensions for young adult programmes.

The Centre for Social Concern Broadcasting

1.5 Amongst the social action agencies which have shown interest in broadcasting, the last two years has been devoted principally to establishing a new Centre for Social Concern Broadcasting. The aim of this Centre would be to provide a forum in which broadcasters and social action agencies at national and local levels could meet to discuss problems and to consider together the implications of new ideas and experiences in this field of broadcasting. The three main functions of the Centre would be information-sharing, research and training, and for these purposes the Volunteer Centre has agreed that its Media Project should be transferred complete with staff, publications copyright, subscription lists and so on to the new Centre. In principle it has now been agreed that the Centre is to be set-up with financial contributions from the BBC, the IBA and the Voluntary Services Unit of the Home Office which currently finances the Volunteer Centre Media Project. However, it is likely that, initially, the new Centre will be a more limited venture than originally envisaged.

Discussions about the proposed Centre and the proposed Young Adult Unit have become confused at times because of their overlapping constituent bases and their similar aims, to extend and collaborate with broadcast programmes. However, the two sets of proposals are distinguishable by their respective forum and operational roles, and by their respective remits in the broad, social policy field in the case of the Centre, and the more specific young adult, educational and statutory interests in the case of the Young Adult Unit. These spheres of interest may overlap but, currently, they are oriented towards different activities and sources of funding. A similar judgement can be made about other worthwhile initiatives in the broadcasting field which are concerned to promote community use of the media. An example of such training activity is the Community Services Volunteers' Media Advisory Unit which is chiefly interested in the involvement of voluntary organisations in local radio. The Unit is compiling a directory of training opportunities in media use and, although not

designed exclusively for young people, these activities are likely to increase the attention of local radio to voluntary youth organisations amongst others. Thus, although the orientation is different from that of the Young Adult Unit, the beneficial effects of CSV's work are likely to be experienced by the Unit, especially at local level.

1.6 Thus, the Young Adult Unit has emerged against a backcloth of broader developments concerning a national system of telephone referral, a Centre for Social Concern Broadcasting, a Trust for ITV broadcasting extensions, the recruitment of community education officers in the commercial sector to match the BBC's equivalent staff, and severe financial retrenchment in the BBC and the re-issue of commercial franchises. These last developments could, in themselves, bring about the most important changes in policy and structure in educational broadcasting experienced for many years. In the midst of these dynamic times, the expansion of the Manpower Services Commission and its broadcasting interests, together with the National Extension College, completes the current picture.

The Manpower Services Commission

1.7 The role of the MSC warrants a special note in considering the Young Adult Unit. The MSC was instrumental in the proposal for a Unit in *Broadcasting and Youth*, and the Commission has been closely involved in the parallel discussions about a national telephone referral system and the Centre for Social Concern Broadcasting. The reasons for this involvement are that *Broadcasting and Youth* placed a heavy obligation on the MSC to support broadcasts, with printed materials and telephone referral, which assist the operation of the Youth Opportunities Programme. This obligation has been accepted by the MSC in view of its policy objectives to use broadcasting as a channel of communication to young people, to exploit broadcasting in distance learning techniques and to maximise the availability of broadcasting material to wider audiences in the form of films, recordings, cassettes etc.

1.8 Thus, the MSC has a keen interest in broadcasting and, from the outset, it has argued consistently for a Young Adult Unit which contains up-to-date information and the capacity to supply this information, and its accumulated expertise, to broadcasters on request. There is an additional reason why the MSC has been central to the development of the Young Adult Unit, apart from the clarity of its broadcasting policy objectives. This is because the greatest area of growth in resources and interest in young adult provision in Britain is the MSC's Youth Opportunities Programme. Naturally, broadcasters who wish to respond to young people's needs think, first, of youth unemployment and the YOP and the MSC has capitalised on this very rightly. This reflects the arguments of *Broadcasting and Youth* which were deeply concerned with less advantaged young people, and broadcasters have found this area the most tangible to deal with and the easiest to argue for within their broadcasting organisations.

This surge of activity has brought some problems for the MSC. The first is the growing burden of demands on it from around the country for financial and material support for many broadcast programmes—the MSC has limited funds and limited capacity to evaluate every request it receives. Second, the proliferation of broadcast initiatives has led to publications being duplicated, rather than use being made in all cases of existing services and materials. To a certain extent this results from a lack of organisation within the MSC and the difficulty MSC has in creating uniform policy and application throughout its regions. And last, there has been pressure on the MSC to exceed its statutory funding powers which are defined under the 1973 Employment and Training Act and do not extend to the wider personal and social needs of young people.

1.9 The MSC has used the National Extension College in Cambridge in the development of materials and activities for the Youth Opportunities Programme, with referral and distance learning aims. The MSC-funded Basic Skills Unit at NEC, and the Just the Job scheme in the South-West and Capital Jobmate in London are principal examples of MSC/NEC collaboration. This teamwork has had a number of beneficial features: the ability to focus resources and activity on individual broadcasting initiatives at local level; specialised production of materials which are relevant to the learning objectives of the YOP; and the opportunity to re-use and re-cycle ideas and materials in successive broadcasting initiatives.

It is accepted by all parties that the foundations laid by this MSC-sponsored activity in the last eighteen months provide a more secure basis for the Young Adult Unit than the parallel activities in the social action broadcasting field. It has been natural, therefore, in undertaking the feasibility study of the Young Adult Unit, to examine the potential for building on existing YOP-related broadcasting initiatives (even though these tend to be restricted to interest in youth unemployment) rather than to look elsewhere either in the youth service or social action fields. This approach has been reinforced by the creation of a Media Services Unit at the National Extension College with the aim of developing broadcast projects around the country.

These developments, and their bearing on the Young Adult Unit, should be considered alongside the attitudes amongst broadcasters to *Broadcasting and Youth* which have emerged during the last year.

The broadcasters' response to Broadcasting and Youth

2.1 It has always been recognised that the Young Adult Unit needs to be relevant and attractive to broadcasters if it is to be successful. It has always been assumed that the Unit would be located outside any particular broadcasting organisation and would need to offer its services to BBC and independent commercial networks alike, television and radio.

In order to establish the role of the Unit, therefore, and to complete the overall picture for the Unit's operation, it is important to evaluate the response of broadcasters to *Broadcasting and Youth*. This report directed its conclusions at the full range of programme-makers and recommended a variety of programme responses to the employment, educational, social and leisure needs of young adults.

Television

2.2 In television the report recommended that the BBC, IBA and the ITV companies should, if necessary, alter their present organisational structures to ensure that arrangements exist which encourage a coherent response to the needs of the 14-21 age group. It recommended more 'general output' popular and informative programmes for young adults as well as more educational broadcasting, particularly in the area of basic education and social and life skills. Scheduling would need to be reconsidered to accommodate the needs of the Youth Opportunities Programme and Unified Vocational Preparation. The report further recommended that ITV should take greater advantage of its federal strength to develop a pattern of local coverage in those areas of programming (eg unemployment) where local need is critical.

The BBC's national and English regions were urged to allow for more programmes for young people. Lastly, the report recommended to television broadcasters that all programmes—education or general, networked or local—should, where possible and when appropriate, be developed in co-operation with external voluntary and statutory agencies, to provide programme follow-up and support activities.

2.3 The impression gained is that, although the report's conclusions are very widely known amongst television broadcasters, television structures have not changed and insufficient scheduling flexibility has been introduced to allow for more and better young adult programming. In the BBC, expenditure cuts have not helped this, for example in the Children's Department where the priority is a lower age group and no expansion for older 'children' is likely because of shortage of funds. However, a number of initiatives have now been taken. In the BBC, the Continuing Education Department established a Young Adult Project from which *Roadshow* has been the main product. In many respects, *Roadshow* was a *Broadcasting and Youth* prototype and the BBC has learned considerably from the experience and self-criticism arising from this programme. In Northern Ireland a similar Young Adult package has been attempted and in Scotland the BBC has been collaborating with the MSC and others to develop programmes linked to the Youth Opportunities Programme. In the English regions the scope for initiative is very limited: there is little movement or

potential in new young adult programming in two of the regions included in this study, the North-West and the North-East. Where television production decisions really matter in the BBC—in London—attitudes and structure have not changed markedly, except on the fringes in Continuing Education and the Community Programmes Unit where the re-vamping of *Roadshow* and the continuation of the Community Programmes Unit programme, *Something Else*, are notable victories. In both these departments there are production staff and liaison/field personnel whose present role is to gain the involvement in their programmes of those outside broadcasting and to arrange for extensions to programmes to be made where desired. They are responsible for those BBC attitudes towards non-broadcasting organisations which are healthy but they are only concerned with a small fraction of the BBC's broadcasting output.

2.4 In the independent sector, the IBA has consistently advocated the programme needs of young adults to the regional production companies. The response to this exhortation in the three regions under examination has been patchy. In the North-West Granada TV is continuing its various educational series and a magazine-format, Saturday morning programme, *Mersey Pirate*, has been re-introduced. In the North-East, Tyne Tees TV is producing another series of the magazine/information programme, *Check It Out*, collaborating with local youth-related statutory and voluntary agencies to provide back-up. In London, Thames TV has transmitted a new magazine/access programme called *White Light* and London Weekend Television is broadcasting a successor to the *London Weekend Show* in the Minority Programmes Unit called *20th Century Box*. Thus, within ITV, a number of welcome initiatives are being taken, and, in taking all the local ITV offerings together, this response has been greater than the BBC.

But the commitment from the Network (rather than certain companies) to a major drive for young adult programming is still lacking and there is still some resistance to what are called (meaninglessly) 'worthy' programmes for young people, as opposed to purely light entertainment programmes. In particular there is a lack of interest in collaborative efforts to provide back-up activities and materials, shown for example, in the case of *White Light*. To a more limited extent, the same judgement could be applied to BBC television.

2.5 In summary, the progress in television is disappointing. The reasons for this, in my judgement, are:

first, a marked absence of knowledge and ideas for programmes which television broadcasters think might appeal to young adults arising from a lack of identification by broadcasters of this target audience;

second, a resistance amongst 'general' programme producers to outside links and follow-up;

third, shortcomings in structures which do not generate programme ideas in this field, except in the specialist departments of education and community programmes which are relatively amenable to arrangements for back-up and access;

fourth, scarce transmission time and financial resources within the BBC National and English regions for greater diversity of programming;

fifth, the logistical and financial obstacles to organising local follow-up activities linked to national BBC programmes even though the need for local links is accepted by the BBC;

sixth, the inability of the IBA to tie policy to production and the lack of regional pressure on the companies to extend and improve provision; and

seventh, a lack of contact and liaison between broadcasters and young people.

Radio

2.6 In radio, *Broadcasting and Youth* recommended that Radio 1's present development to provide more programmes giving information and advice should be backed up by the creation of a substantial support service. In local radio, it was recommended that the BBC

on the one hand and the IBA and ILR Companies on the other, should investigate separately some mechanism for channelling detailed background information about employment and unemployment, training schemes, the Youth Opportunities Programme and so on, from which might be provided a common service for each of their systems. Lastly, it was recommended that local radio stations should develop further close contacts with youth agencies of all kinds as a useful preliminary to future collaboration over a wider range of topics than at present.

As, at present, more young adults are listeners than viewers, these recommendations are particularly important. However, there has been no movement towards a 'common service' of information and links for each of the BBC and independent local radio systems.

2.7 BBC's Radio 1 has been hampered by financial considerations (with the consequent demise of the proposed *Beebline*) but despite this, a package of programmes designed to help school-leavers has been introduced this year. Based primarily on daily bulletins in the morning Dave Lee Travis show, the package also includes relevant phone-ins and programmes on Radio 4. There is a telephone referral service organised by the MSC and a free publication to accompany the service, which is of two months duration. Apart from this package, Radio 1 is continuing as a music-based network and resistant to education-based programmes, despite *Newsround* and other speech programmes broadcast for young people in the evenings.

2.8 The irony of BBC Local Radio is that stations frequently have education producers and others who are keen to mount programmes for young people, and have done so successfully, but whose local audience profile exists mainly in the 35 years+ range. There is no reason to suggest that this should change in the foreseeable future. In local radio, therefore, the primary thrust for the Young Adult Unit is likely to be in the independent, commercial sector, but where opportunities exist in BBC local radio, these opportunities should be seized. Such cases, for example, are Radio Merseyside and Radio Newcastle where there is a good record of local collaboration with outside agencies, particularly in the sphere of job-seeking advice and assistance. Radio London also has a consistent record in educational broadcasting. This is not an exhaustive list and although mounting financial pressures on the BBC Local Radio system are likely to limit the scope for specialist programming and extensions to this, the system could play an important role in multi-media initiatives in the young adult field. These might be focused on local campaigns linked to young people's needs, as well as providing opportunities for training and access for young people in communication. This has important implications for local activities related to a Young Adult Unit.

2.9 Because independent local radio (ILR) has a more youthful audience, the pressures on ILR to respond to *Broadcasting and Youth's* recommendations have been greater. As in all local radio, ILR can develop approaches and links which are most sensitive to local conditions and agencies. Yet, ILR stations have not been uniformly responsive to educational needs, and they do not necessarily have staff who are able to design suitable programmes. Features and community programmes producers have been added to the staff of many ILR stations, and speech-based programmes have been produced for a young audience as a result. However, ILR programme controllers do, perhaps, have a greater tendency than those in the BBC to exclude programmes for which, they believe, there will not be a mass audience of young adults. Informative, 'preachy' programmes are often supposed to fall within this category, but these attitudes are probably changing for the better as a result of trial programmes set up since *Broadcasting and Youth* and increasing contacts with youth agencies. The IBA repeatedly makes suggestions and offers of good practice to the ILR network and is attempting to catalogue good programmes for distribution in the network.

2.10 Examples of innovative programming are found in the three regions of this study. In Liverpool *Radio City* has had success with its Sunday evening, general programme *Connections* which has a youth-bias and which sprang from the initiative of the Caribbean community in Liverpool, and, over a year ago, the station promoted a Job-Hunter kit for the young unemployed. In the North-East Metro Radio is currently collaborating with the Careers Service and the MSC to mount a series of programmes to assist school-leavers, with back-up printed materials. In London Capital Radio has mounted a collaborative exercise with the National Extension College called *Capital Jobmate* which is financed by the MSC.

Capital Radio has produced more specialised programmes for young people than any other ILR station, and it has the personnel and financial resources to do so efficiently.

An indication of maturity in the ILR network is the growing number of requests to the IBA for the use of secondary rental money for special projects and programmes of quality. These funds are available to non-profit making stations (from a central pool) as well as the larger, profitable stations. Although only a limited proportion of secondary rental applications are made for educational and young adult programmes, the potential for this use exists which the IBA can encourage, in addition to non-secondary rental young adult programming.

2.11 In summary, progress in local radio (rather than network radio) has been more substantial since *Broadcasting and Youth* than in television, and particularly in the ILR network. There have been a variety of developments in programming and the attitudes of programme-makers to collaborating with external agencies seem more positive. ILR station styles tend naturally to appeal to young people and there is, consequently, a shorter jump from general output programmes to more specialised extensions to programmes which can be assured of reasonably large audiences.

Yet, the experience of these extensions are still raising important questions relating to the funding and organisation of the extensions, the respective expectations and styles of working of the broadcasters and non-broadcasters, and the difficulty of synchronising broadcasts and follow-up activities. Many lessons are being learned, but not shared. There are growing demands for advice, printed materials and extra funding which the MSC, centrally, is having difficulty in providing. These conditions suggest a role for the Young Adult Unit, but to be relevant, the Unit would need to be capable of turning to any of the local radio areas at a given time to provide a service, and this calls for a very mobile and flexible Unit.

Conclusions

3.1 In considering the national context for the Young Adult Unit described in this part of the report, the essential conclusions which can be drawn from the whole picture are:

- a) The response of broadcasting organisations to *Broadcasting and Youth* has been positive, on balance, and there is a general desire to increase the number of programmes for young adults. However, broadcasters lack knowledge, ideas and outside contacts to raise the quality of these programmes.
- b) Despite the uncertain state of broadcasting overall, potential consensus and funding exists for some form of Young Adult Unit to assist in the development of these programmes and also for local broadcasting projects to be launched; the Unit must have a practical and operational role to be effective and relevant.
- c) The growth of interest in broadcasting for young adults has related principally, but not exclusively, to unemployment issues and the Young Adult Unit needs to be associated with this growth whilst also being active on wider youth needs and interests.

3.2 Although the structures of broadcasting organisations tend to militate against the design and production of general output programmes for young adults, there are many individual producers who are eager to make more such programmes. The broadcasting organisations are not amenable to outside pressure and lobbying, but individual producers do appear keen to accept advice and assistance in making their programmes without sacrificing editorial control. Some of these producers are interested in co-operating with outside agencies to organise programme accompaniments (referral, printed materials etc).

In the case of independent commercial producers, in television and radio, the impact of any Unit needs to be experienced regionally and locally. Therefore the Unit needs to operate locally, even if it is based centrally. In the case of BBC television and radio, the Unit needs to focus on the main point of network production (in London) but needs to

be capable of assisting the organisation of nationwide follow-up of programmes. Thus the basis of the Unit's relevance to producers is its comprehensive knowledge of broadcasting and youth activities and issues, its technical expertise in the mounting of broadcasting accompaniments, its ability to evaluate and re-cycle ideas locally, and its access to funding sources for broadcasting accompaniments. In this, mobility and flexibility are key.

3.3 The greatest scope for the Unit is in the informal educational and community programmes sphere of broadcasting because of the existing positive attitudes of these producers towards the Unit's role and, despite the important potential of general output programming for the Unit's development, this is the sphere in which it should concentrate its activities initially.

These requirements demand certain characteristics of the personnel involved, by whom the Unit's appearance and operation will be judged. The chief characteristics would seem to be knowledge of broadcasting practices and needs; familiarity with young people's attitudes and behaviour; and obvious experience in this field of broadcasting activity. These characteristics would seem to rule out most individuals and organisations active in the youth service, yet demand an input from youth workers and young people somewhere in the operation. Furthermore, these characteristics are not present in any existing or proposed organisation in the social concern broadcasting field.

Next stages

3.4 The chief outstanding question emerging from this sketch of the national context is the acceptance of an 'outside' Unit by local broadcasting and non-broadcasting organisations, and the impact that a single Unit could make on the whole broadcasting scene. This has been a difficult question to answer in the feasibility study because, to a large extent, it depends on the actual existence of the Unit before judging the effects. Nevertheless, a look at local activities and interests in the field of broadcasting and youth assists this hypothetical judgement. Consequently the feasibility study has looked at Merseyside, the North-East and London as sample areas where the Young Adult Unit could have some impact.

The findings of these local studies are described in the next part of the report. They are symptomatic of the attitudes and structures which are relevant to the Young Adult Unit.

Part 2

Activities and follow-up to Broadcasting and Youth

Merseyside

4.1 The selection of Merseyside as a study of local activity arose from a conference organised by the Community Communications Group in Liverpool in June, 1979. This conference was entitled *Young People's Participation in Broadcasting* and was planned as a follow-up to *Broadcasting and Youth* in Merseyside and Humberside.

The underlying theme of the Liverpool conference, reflected in the conclusions reached, was that local communities needed to organise in order to exercise influence over the local mass media and to gain access to it. This was especially important for young people whose voice was rarely heard in broadcasting and whose powerlessness in the community seemed to reflect the disadvantage they experience in other ways, notably in employment. Thus, the conference was actively considering broadcast programmes made by young people and in which they and their opinions feature, as well as programmes about young people and those aimed at them as members of the general audience.

4.2 This has been the frame for the study of Young Adult Unit activity in Merseyside. In this section of the report, I will present, with no commentary, the views about the media expressed to me by young people, youth workers, community arts workers and statutory agencies in Merseyside; and the views about 'community access' and influence expressed to me by those in local broadcasting organisations. In this way, I hope to communicate a 'flavour' of the sort of local attitudes and experiences which will bear on the development of the Young Adult Unit.

Non-broadcasters

Young people

4.3 'We want to tell people for ourselves how bored we are, there is nothing to do.' 'We want to say what we want more of, like improvements to the area and discos.' 'TV is saying what Liverpool 8 is like but we want to give our side of the picture. It is not just slums or violence; well it is a bit of a slum, but there are nice people who live in it and some people are satisfied. These people should be interviewed too.'

'If we're in programmes we want to say what goes in, they shouldn't have the last say. It's our chance to say things and it's spoiled if they leave something you say out.'

'Radio is just records, you turn it on to have in the background. TV is different, you have to watch that. It's for relaxation, don't want serious stuff like in schools. We want to be amused, not bored.' 'Radio City is like the Daily Mirror. We like phone-ins. We could have things about work on the radio but everyone would scramble for any job that's offered. They are usually bad jobs anyway.'

'We've done photographs and video, and that's good.' 'Newspapers are all about London and Prince Charles. We want more in the papers for us, but not too heavy.' (Rathbone Project, Liverpool 8)

Youth Workers

4.4 'The BBC asked for programme ideas from the kids but the ideas were the same as what's already done. Views of young people are needed over a longer period, rather than a one-off questionnaire, with their interest stimulated in a sort of project.'

'There is interest amongst youth workers in a regular radio slot for kids to broadcast. TV is much more complicated than radio. We would need to push the kids to get involved, we need a starting point, a number of issues. But youth workers haven't got the time to keep up a regular programme; we would depend on someone from the local radio assisting a network of youth workers. Radio Bristol used someone full-time paid by the Youth Service to work on weekly programmes although it never got to the stage of being controlled by the kids. It could easily break down if there is not enough material. We should involve schools and YOP projects, too.' (Neil Pirie, Rathbone Project)

4.5 'Young people should be involved in local media, they should be consulted and interviewed. But it's no use just dumping a group in a studio, it has to build up and learning over a longer period.' 'Kids really like expressing views and making tapes, they really open up to outsiders quite remarkably. Trouble is sometimes, for example a programme about vandalism, the kids do not make the obvious points, the discussion is superficial and there is little probing.'

'There should be a TV soap opera about youth workers and young people's experience out of school. This would be a way of enabling society to understand the worst-off kids, for example a programme could be based on a law centre.'

'The Liverpool Echo could do a series of weekly articles on a range of youth work activities and interviews with kids. But this does run the risk of tokenism, kids have so little access and status generally.' (Bill Cox, Jude Wilde, Detached Youth Work Project)

4.6 'Three years ago, the club got involved in a BBC feature about our trip to Jamaica. Our views and expectations were replaced by the producer's criteria and demands. Who owns the programme? Programme researchers come to the club for stories and to test programme ideas. But we have no control over what they put into the programmes.'

'In broadcast interviews, kids have pre-conceptions of what interviewers want to hear, they play into stereotypes. We don't want to act as a media recruitment agency.' 'Very concerned about media portrayal of young blacks, very negative exposure. The Radio City *Connections* programme is good.'

'Interested in media activities, but we've got enough on our plate already with basic club activities. If kids have got interest and talent, then they should go along to specialist activities and equipped centres.' (Ewen Gillespie, Wally Brown, Princes Park Methodist Club)

Community Arts Workers

4.7 'Broadcasting is not different from other forms of culture—like football, unless it's widely practised you don't get new recruits to skills or an appreciative audience ... Health at star level depends on activity at grassroots level; young people's input to mass broadcasting goes hand in hand with creative media activities at a general, foundation level ... The distinctive character of Merseyside won't emerge unless more Merseyside people have opportunity to broadcast, and many are natural stars.' (Bill Harpe, *The Blackie*)

4.8 'Doom moved in 14 people for 5 months—mobile cultural task force—recording studio, film unit, costume making, screen printing, games. Activity was geared to themes—lots of themes because there were about 100 kids involved. Rastafarians, truants—not usually clubbable, but they enjoyed all the Doom experiences.'

'We don't think that mass broadcast of Doom (tape) recordings is important, and radio would not use the programmes anyway. Stimulus to imagination and communication is important. But quality of product, whether broadcast or not, has to be best possible.' (Kevin MacBride, Radio Doom)

4.9 'Two sets of resources needed for young people's involvement in media activities—technology and advice. Equipment is located in the adult education sector, as well as Radio Doom and Open Eye, and this should be made available to the youth service. Production expertise is a difficult gap to fill but there are experienced people who are volunteers and

who may be ex-media people. We need training courses for animateurs—a new cadre, separate from existing media and social welfare agencies.’

‘There are different problems in print. There is a long experience of print use in community groups, but worker writers’ movement and minority press is very adult-dominated.’ (Ed Murphy, Merseyside Arts Association)

4.10 ‘A young adult media unit in Merseyside should not merely be an adult pressure group, it should stem from young people’s experience of the media. It should establish a voice for the young in the media. The orientation should be towards the product and not just a therapeutic exercise. The media organisations will not be very interested in these activities and only good quality products will overcome this scepticism.’ (Colin Wilkinson—Open Eye/Merseyside Visual Communications Unit)

4.11 ‘We challenged Radio City to give 3 hours of studio time to do a mock programme and a new producer took on the programme. City demanded a lot of us for a weekly programme and people who didn’t turn up on time were dropped in favour of more keen, reliable people ... City are not interested in worthy, community access programmes but we now have developed a relationship with the whole station and we get priority over resources.’ (Derek Murray, formerly Caribbean Centre, presenter of *Connections*)

The Manpower Services Commission

5.1 ‘It would be quite feasible to train young people in media techniques of all kinds; to utilise the facility and equipment for the benefit of young people in the community who wish to experiment and have access to media techniques; and to develop ways and ideas of presenting information to young people through the media, e.g., model programmes, new looks at old ideas etc.’ (Peter Rimmer, Liverpool Area Manager, Manpower Services Commission)

The Broadcasters

5.2 ‘We can hand over studio space, time and professional advice, but not editorial control. *Mersey Pirate* can involve dozens of young people doing all sorts of things in the programme, but I am wary of ‘worthy’ programmes for teenagers ... TV must never promise too much to participants.’ (Steve Morrison, Granada TV)

5.3 ‘Limited budgets and transmission time prevent programmes for young adults, except for occasional background features. We would look to a local unit as an intermediary but broadcasters become resistant if bombarded with too much material.’ (Tom German, BBC North West)

5.4 ‘We are open to ideas and not against community programmes. But this must fit into the station’s style of programmes and be assured of a big audience ... We do not want to preach to young people and we don’t want social work on the air.’ (David Maker, Radio City)

5.5 ‘We would welcome advice on what young people need and want to read but I would question the representativeness of the people giving the advice. We are open to ideas for features, but remember we have to *sell* our papers to our readers ... Access by young people is more difficult, there is a lot of pressure on space ... We try to reflect what young people think and want already.’ (Vincent Kelly, News Editor, Liverpool Post and Echo)

Conclusions

5.6 The perception of the Young Adult Unit in Merseyside is that of a unit or team which develops skills and opportunities in media use by young people. This contrasts with the orientation of *Broadcasting and Youth*’s proposals which were concerned with the professional organisation of contacts amongst agencies of follow-up to broadcast programmes. The two approaches are not contradictory but their distinctive orientation should be acknowledged.

The activity would not have neutral objectives: its aims would be to repair the imbalance experienced by young people in securing a mass media outlet for their views. It would attempt to project a complete picture of young people to the community. It would be biased towards the young people but the media should have an important stake in the activity.

The *local* focus of the activity would enable young people and media to identify immediate interest and benefit: local radio and Granada TV are immediate, London is not, and ideas, contacts, follow-up and participation can only take place locally.

5.7 The Merseyside discussions have led to a proposal being made which, necessarily, has to be local, experimental and jointly managed by a range of agencies. This is described further in the concluding section of the report.

The North-East

My reason for visiting the North-East was due to the long history of collaboration between such agencies as the Careers Service and Tyne and Wear New Job Horizons, and BBC Radio Newcastle, Metro Radio, Radio Tees and Tyne Tees TV. Some unique relationships have been formed, with excellent results. The North-East experience is a good example of how not to attempt to forge local developments by establishing a national organisation in London. However, you are left with the question, 'if there is so much to boast about in the North-East, how can this experience be re-cycled around the country?'

BBC and Independent Local Radio

6.1 Both the Media Sub-Committee of the Careers Service (drawn from a number of local education authorities) and New Job Horizons (formed in 1975 as a voluntary, intermediary agency for MSC special programmes) have co-operated for over three years with local radio on youth unemployment programmes and inserts. These programmes have given information about job opportunities, sources of advice and help and have given encouragement in methods of looking for employment. BBC Radio Newcastle originated this and once organised a two-day course in local radio production for those collaborating with the station. Local radio has benefited from ideas and having professional expertise introduced to its scripts, and the normal service provided by the agencies has been extended by the broadcasts. Telephone referral and back-up printed materials have been used widely, but the recurrent problem has been funds for these extensions. A good example of such materials is the booklet *Crazy Pages* which was produced by the Careers Service in conjunction with a Radio Tees series.

Opportunities have been created for young people to participate in these and other local radio programmes, including young people from Youth Opportunities Programme schemes in which sound tape, video and other activities have been created. The initial contacts related to youth unemployment have had a multiplier effect on a range of programmes for young people and taped packs of programmes have been produced and used in other youth settings.

6.2 Designing programmes has not been easy for the local radio stations: how to combine fast, music styles with Careers Service inserts without alienating listeners, and how to vary speech-based programmes to make them opinionated and interesting as well as providing straight information. Also, although producers have introduced young people to the programmes, they do not want to sacrifice professional-sounding presentation.

Producers are posed with all sorts of problems in programmes which involve collaboration with outside agencies, reliance on others to meet deadlines, follow-up activities to be synchronised and volatile groups of young people to get involved. The relationships formed appear to be a mix of mutual recognition of respective problems and stretching to the limit each other's forbearance. With this said, there is clearly a good foundation of experience and goodwill existing between local radio and outside agencies in the North-East, and there

is no obvious reason why this should not be mirrored amongst broadcasters and outside agencies in other parts of the country.

Tyne Tees TV

6.3 At Tyne Tees children's programmes include programmes for young adults and the Children's Department has built up an interest in this older age group. The Department looks to outside agencies for ideas and help, even though the first approach rarely comes from outside; these agencies have, in cases, become integral parts of the design and production of programmes.

The Careers Service has contributed to Tyne Tees programmes for three years. Examples of these are a series of Saturday morning broadcasts dealing with employment and vacancy details. A series of 13-minute programmes entitled *Generation Scene* aimed at 16-19 year olds are broadcast on alternate Monday afternoons. The programmes were designed to provide a forum for information giving and discussion about problems encountered by those entering work. Lastly, there is *Check It Out*, a magazine programme broadcast on Sunday morning and repeated the following Tuesday evening, covering a wide range of topics interesting to young people. In all these programmes, the Careers Service have contributed to scripts or appeared in the programmes and successful attempts have been made to investigate particular youth-related issues, rather than having general features about 'unemployment' or 'The Careers Service'.

6.4 The view of Tyne Tees' head of children's programmes is that the basic quality and presentation of programmes always comes before attendant gimmicks and referral, and that it is helpful to the programme-makers to have regular contact with young people during the course of series. Bringing together on a regular basis all the contacts that producers need to make their programmes, a network of communication created across the region could assist producers to link up with a range of youth activities and ideas, and a range of other media, including newspaper, and non-media organisations which could help to develop and fine-tune programmes. Such a network assumes a commitment to continuing broadcasting for young adults, making the investment of time and effort worthwhile for all concerned.

This view is echoed by a Metro Radio producer. The range of social concern agencies bombarding Metro Radio with requests and demands is very great. On the young adult scene alone, the station would need to employ a superior team of liaison and research staff to keep track of all the relevant information and links effectively. In the absence of such staff, an informal system of communication and mutual assistance would be very helpful.

6.5 Programmes which involve close collaboration are very time consuming and although there is resistance from broadcasters and non-broadcasters alike to the introduction of an intermediary layer of bureaucracy between the two sides, there is recognition that a marginal addition of personnel, research, footwork, writing and co-ordination would be valuable to develop programmes and organise contributions and follow-up to them.

6.6 For the Young Adult Unit this experience in the North-East clearly points to the need for additional resources to be applied locally, fitting into the pattern of activity already established and controlled by those within the region, rather than outside. However, there is also need for experience gained in other parts of the country to be shared amongst those active in the North-East and elsewhere, as ideas can run dry.

London

My reason for extending this study in a limited way to London is the range of activity in London. This makes the area a fertile breeding ground but also one which is impossible to describe and sum up in a few paragraphs. I shall point to just a few elements in the picture.

A basic feature of London is its sprawling geographical area, with a diverse set of social needs and community organisations. This makes it difficult for the media to provide a 'local' service to London. Similarly, most organisations do not identify with London-based media as a local source of communication and do not have high expectations of access to the media. In radio, LBC (London Broadcasting Co Ltd) can be identified as a *local* radio station because of the London news and features it broadcasts, and Capital Radio is most widely listened to, especially by young people who feel that the station is in tune with what they want to hear. Radio London's broadcasting is good quality, but the station is not as 'popular' as the independent commercial stations. In television, Thames and London Weekend programmes draw a lot of material from issues and activities in London, but do not have a predominant local or regional identity. It should be recognised, however, that for the young adult age group, London Weekend was one of the first stations to develop a consistent stand of programming specifically for young people with their *London Weekend Show*.

Nevertheless, London tends to be identified with the nation through its media, and is even, for some people, synonymous with the nation. This makes specific programming for young people in London, and access and follow-up activities, difficult to conceive on a London basis. However, in the picture as a whole, London does have three important advantages: a resourceful and progressive education authority; an extensive range of youth and community arts projects; and a medium in Capital Radio which is very popular and attractive to young people.

7.1 The Inner London Education Authority provides a unique service to schools and colleges in its learning materials and media resources. These include a television production centre, a sound recording studio and facilities for editing and producing audio-visual cassettes. Without implying that these are under-used at present, their potential use in out of school/college settings is great, not only for educational purposes but also for communications purposes. Currently, the ILEA's considerable facilities are used by those following communications courses and arts curricula, and by those wishing to make recordings as teaching aids. Audio-visual tapes are not made for wider audiences in most cases, although this is not ruled out. Such production would entail considerable self-discipline and planning which the participants do not usually want. However, the knowledge acquired in production technique and interviewing and presentation skills is substantial.

7.2 The ILEA Centres at Highbury and Kennington have been used, on occasions, by youth groups during evenings, although when arrangements have been made and groups have failed to turn up this has been costly and inconvenient. If there were more staff and equipment for evening and weekend activity, interest amongst youth clubs and groups would probably grow considerably. It has been suggested that the media activities initiated might suffer from lack of clear objectives and planning and a lack of structure and equipment amongst youth groups which might be needed to sustain interest amongst the young people involved.

7.3 Youth and community arts projects in all parts of London have developed creative media activities in which young people have been involved. The Inter Action Trust is probably the best known, along with the Albany Centre in Deptford. The 'video wave' has swept through London during the last ten years and somewhat foundered due to the costs of production and distribution.

7.4 The Islington Bus Company and the Oxford House Settlement are just two examples of many community organisations with an interest in young adult media activities. The Islington Bus Company, London (so named because of its original main resource—a converted double-decker bus) recently opened a sound-recording studio at its London base to be used by young people and youth workers. This follows a successful exercise two years ago when the project took young people into Radio London's studios to learn about and make a series of programmes. The Company's small studio is already over-subscribed by local youth groups who want to make tapes for their own entertainment or for other outlets, for example in educational colleges and hospitals which have broadcasting systems. There are many possibilities to extend the project and to link it with other creative activities at the Company's base, but there are not the staff to carry out developmental work at

present, despite the Company's good contacts with Islington Borough, the ILEA and Capital Radio.

7.5 At Oxford House, in Bethnal Green, London, an embryonic Community Communications Project has been established. This links the Settlement's community-based activities with a newspaper and arts workshop, and other projects based at Oxford House including the People's News Service and the Student Community Action Resources Project. Oxford House is an important focus for youth work in the area and the development of communications skills and consciousness of the media are desired aims in this work. It has been suggested that one way of doing this work would be to establish an action-research project at Oxford House, which, through direct contact with groups of young people, would aim to familiarise young people with broadcasting patterns and particular programmes and to build up over time an audience reaction to broadcasting. Thus, in a fairly systematic way, over a period of two to three years, the project would provide programme-makers with judgements about the style, content and direction of programmes and it would provide a commentary on young people's relationships with the broadcasting media formed during the project, as both recipients of and participants in the media.

Both the Bus Company and Oxford House sets of ideas spring from the concerns of *Broadcasting and Youth* which were to secure reflection in broadcasting of the particular needs and aspirations of young adults, especially those who are disadvantaged. The approach is similar to thinking on Merseyside amongst those wishing to relate *Broadcasting and Youth* to broader and long-term arguments. However, both sets of initiatives face a 'London' difficulty which is to identify particular growth-points and deliver appropriate resources through a vast bureaucratic net.

7.6 Capital Radio's record of supporting young adult-based projects is good, especially when these permit Capital's image to be promoted. The station's interest in education is now wide, for example in its programmes linked to school examination curricula, and in its co-operation with the ILEA on *Operation Drake*.

The station's collaboration with the National Extension College in *Capital Jobmate* (financed by the MSC) is again designed to meet the needs of young people. The project has highlighted not only the enormous potential of media-based exercises to assist the young unemployed (in this case through a telephone referral system, the use of adult volunteers and a Job Kit), but also the uncertainty which can arise from dependence on broadcasters whose primary purpose is to broadcast, rather than to provide a service to the young unemployed.

7.7 Although the station's 'off-air' young adult projects have been substantial, Capital Radio has been accused of having a cavalier attitude towards non-broadcasting organisations and of being 'anti-access'. This may have been true on occasions, or the feeling may be a product of the excessive expectations of the station amongst London's myriad pressure groups, community organisations and statutory agencies. The problem is great for Capital of providing coverage of such a large geographical area and enabling local communities in London to gain access to the station. A project mounted to create direct links between the station and some of the young audience, on a structured access model rather than just 'phone-ins' and exercises like *Operation Drake*, would have enormous potential. The station argues that it is still learning about access but it is wary of long-term projects rather than one-off events. In the case of young adults, however, it is clear that access and dialogue cannot be achieved adequately by set-piece events and that, perhaps, the station needs to look at collaboration with youth organisations and agencies to create a flexible but well-established framework for further contacts with its audience.

7.8 In view of London's many resources, and the obvious social need for young people to gain more from and contribute more to the media, it would be unfortunate if the activities associated with the Young Adult Unit were undeveloped in London simply because London is too big or too complicated in which to organise. The resources and initiatives described above (and there are others which could also be included in the picture) may not fit into a single design or single project for the Young Adult Unit in London. As a preliminary

stage, however, it would be useful for a number of relevant parties to talk to each other about how young people's interests can be reflected better in the media, how the media can involve young people directly in programmes, how young people can develop communications skills through media use and how statutory and voluntary youth agencies can be assisted through greater collaboration with the media.

Amongst the recommendations in the next, concluding part of this report, is a suggestion to the Inner London Education Authority for it to take a lead to realise this potential.

Part 3

The Young Adult Unit: what sort of Young Adult Unit is feasible?

8.1 The sketch of the national context for the Young Adult Unit in Part One of this report drew positive conclusions for the establishment of the Unit, and Part Two has described a wide range of local activities and interests within which a Young Adult Unit might operate. It was concluded in Part One that potential consensus and funding exists for some form of Young Adult Unit to assist in the development of additional programmes and also for local broadcasting projects to be launched. The Unit should have a practical and operational role to be effective.

8.2 The character of the Unit as a practical and operational team (rather than a research or lobbying body) is most important, especially when establishing itself. Thus, the launching of the Unit will require:

- a) selecting a *limited* number of young adult broadcasting projects around the country to which it can provide direct assistance while encouraging local organisations to become active on young adult initiatives in their own areas;
- b) undertaking tasks and looking after production detail which the broadcasters require and which they believe they are unable to do themselves, thus matching the Unit's services to defined broadcasters' needs; and
- c) acting as a broker between broadcasting organisations and external agencies, such as the MSC.

On this basis, the detailed outline of the Unit needs to state

- the precise remit of the Unit;
- the location and management of the Unit;
- the funding of the Unit.

The Remit

8.3 a) The Unit's remit needs to extend to all mass media organisations, including broadcasting and print media, and external agencies wishing to link up with the media, but its interest in youth affairs should be carefully restricted to the role of young adults as viewers, listeners, readers or participants in mass media. There is, arguably, already a proliferation of bodies concerned with 'youth' in Britain and an additional one would need to have such a defined remit concerned only with the media;

b) the Unit should identify and co-ordinate the role of differing agencies in providing accompaniments and follow-up to programmes. Where materials need to be developed, the Unit should advise on the appropriate body to do this;

c) the Unit should work effectively with statutory agencies and established organisations making provision for young people and integrate their activities at the earliest stages in specific project planning;

d) the Unit should have a general informational role, disseminating information about good practice and encouraging the interest of broadcasting and non-broadcasting organisations in more and better media output for young adults;

e) the Unit should, where possible, secure the involvement of young people in the planning and production of programmes;

f) the Unit should promote the multiple use of materials and broadcasts post-transmission through the production and distribution of audio-visual cassettes and packs.

Location and management

8.4 There are a number of factors influencing the location and management of the Unit. The first is that the Unit needs to be established within an organisation which is directly concerned with media activity, but not in a broadcasting organisation. This narrows the field but is important because the Unit needs to draw on existing expertise and reputation, rather than build from nothing. Secondly, it would be desirable for the Unit to have suitable connections with the Manpower Services Commission as, in reality, MSC funds to pursue its broadcasting policies for the Youth Opportunities Programme could play a significant part in launching the Unit.

The third factor is that although youth service or youth-based organisations have an important contribution to make to the Unit, neither the British Youth Council nor the National Youth Bureau, as obvious candidates to sponsor the Unit, have the broadcasting expertise or the management structure to act as a base for the Unit.

8.5 In reality, there are no alternatives to the National Extension College as the home of the Young Adult Unit in view of the considerable work with broadcasters already being undertaken by the College. The creation of a Media Services Unit at the NEC provides the foundation on which the Young Adult Unit can be established. Furthermore, the NEC possesses a sound record and wide reputation in the field of media use for distance learning techniques and referral which would assist the launching of the Unit considerably.

The reservations felt about such an arrangement are that the NEC's primary role has been in the production of materials rather than fieldwork operation and that it has no direct relationship in its work with young adults. These reservations require further consideration but it would be hoped that the experience of the NEC's Just the Job team previously operating in the South-West would overcome the first reservation and that the NEC can collaborate closely with youth-based organisations so as to secure the widest youth perspective for the operation of the Unit. The NEC might seriously consider what additional sponsorship it might invite from youth-based organisations such as the British Youth Council for seminars, conferences and publications to assist its work and ensure a broad base for the Unit.

Funding

8.6 The possible involvement of the MSC and how this might affect the scope of the Unit is important in view of the restrictions placed on MSC funding by the terms of the 1973 Employment and Training Act: it would be undesirable for the proposed Unit to exclude work on wider young adult interests because these fall outside the terms of the 1973 Act. It is necessary, therefore, for the Unit to attract funding in addition to any available from the MSC. A consortium of funding organisations might comprise the MSC, the Department of Education and Science, broadcasting organisations and trusts and foundations. In addition, the Unit should establish contracts for its services on a commercial basis. The NEC would need to discuss widely the diversified funding of the Unit and an advantage of this might also be wider institutional support for the Unit's work which could be reflected in its management.

Other Recommendations

The Youth Service

9.1 The two wings of the youth service—statutory and voluntary—should be linked more to media activities, both through professional back-up to programmes and through creative media activity. An underlying assumption of this report is that the local, statutory youth service will collaborate with the careers service and other agencies in organising referral and back-up activities for broadcast programmes aimed at helping young people and, also, that voluntary youth organisations and groups will extend their activities for young people to greater creativity and participation in the media.

The Young Adult Unit, therefore, needs to take notice of the role of the youth service and it needs to use those networks in carrying out its work. Similarly, youth service organisations can benefit considerably from the expertise and stimulus of the Young Adult Unit.

9.2 In assisting such developments, the National Youth Bureau and the British Youth Council have important roles to play. The Bureau is an information and resource agency for those working with young people and it therefore has an information network and access to agencies which it should be using to make youth workers more aware of the opportunities presented by the media and to encourage collaborative links.

The BYC is principally concerned to promote the political and social education, and community involvement, of young people, in which purpose the mass media have central importance. The BYC's local youth councils project and political education programme work directly with young people and youth workers and this activity should be linked to the media, especially locally. It is important to encourage and train young people to use local radio and a good start has been made by a number of local youth councils.

9.3 Although it is not appropriate for either the Bureau or the BYC to appoint specialist media officers at this stage, it can be recommended that a proper review of the role of the media within all their current activities should be made. This would be preferable to creating a separate media function with staff who would tend to be isolated and unsupported in either organisation.

Secondly, these organisations might consider the possibility of convening regular meetings between broadcasters, newspaper editors and those directly involved in youth activity so as to secure greater understanding of and focus on young people and their needs within the media. Lastly, a close relationship between these organisations and the Young Adult Unit, as well as the proposed Centre for Social Concern Broadcasting, should be secured.

Newspapers and magazines

9.4 Newspapers need strongly to be taken into account in the development of the Unit. Although young people ('pre-marrieds') are not seen as primary targets for local newspapers, there is scope for encouraging newspapers to expand their interest in young people's affairs and to collaborate with agencies assisting young people. This has been tried successfully by Just the Job in the South-West, and although newspapers tend to be even more conscious of the marginal cost and revenue implications than other media, it is possible for a combination of altruism and commercial benefit to create effective collaboration between newspapers and agencies working for young people.

Influence on newspapers needs to take place locally as there are no national mechanisms for orchestrating policy. The Newspaper Society could, however, advise on the promotion of a series of features for young people which could be made available to local newspapers,

and the Guild of Newspaper Editors could provide opportunities for meetings and discussions to consider the issues involved in young people's coverage and external linkages. These possibilities need to be explored further, and relationships built up over time.

9.5 The greater involvement of mass-circulation young people's magazines in approaching young people is important to secure. Although magazines, such as those in the IPC chain, are mainly characterised by their attention to girls' make-up, popular music and sport, the serious concern for the personal counselling needs of young people is also a significant strand in the material produced. The magazines need to be very conscious of their particular target readership because they have to sell to survive, and the readership could be alienated if too much serious, worthy and 'institutional' material is included.

The impression created is that magazine editors walk a tight rope in allocating space between entertainment and information/education. Like other journalists and broadcasters, they are sensitive to 'outsiders' trampling around on their territory telling them what is good for their readership. However, there is potential to be exploited in widening the contacts of magazine editors at the creative level and facilitating collaborative projects at production level. In approaching magazines the Unit will need to demonstrate knowledge of the editorial rules in magazine production and also a clear knowledge of young people's attitudes and behaviour if they are to appear credible. Only in this way will magazine editors be impressed by the arguments concerning their readership and the potential for effective collaboration.

Minority/community press

9.6 The scope for involvement by and attention to young adults in the minority/community press would seem great. However, the 'alternative' press appears dominated by an ageing, activist generation, who require a lot of motivation to produce their papers and who frequently lack the extra time and energy to give special coverage to young people's affairs and to extend an educational function in their activity to young people. The exception to this is amongst student unions which are uniquely placed to support an 'alternative' press.

9.7 Some community newspapers do have pages or supplements especially for young people (for example, *Hackney Kids' Page*) but such newspapers with a borough or town-wide coverage (rather than neighbourhood base) and those with an explicitly left-wing political orientation would tend to militate against widespread involvement. Nevertheless, it is clear from a number of examples—for instance, at the Islington Bus Company—that newspapers and broadsheets produced by young people provide them with a great sense of achievement and communication.

It is not easy to form specific recommendations for advance in this area of activity, suffice it to say that individual youth clubs and projects need to consider the benefits of producing a newspaper (however limited) by the young members, or securing a young people's section of a wider community paper, and, where a local youth service produces a regular publication, written contributions to this should be secured from young people.

Regional initiatives

10.1 When established, the Young Adult Unit will build up its impact on the broadcasting scene over time. It will not have immediate national coverage and there will be considerable scope for a variety of initiatives and experiments to be mounted below national level. This study has revealed that *Broadcasting and Youth* has stimulated diverse responses locally and, at this stage, in addition to the Central Unit, a need for two local projects can be identified: one project which aims to extend the collaboration between local statutory and voluntary agencies and media organisations in order to use the media more effectively in assisting young adults; the second project aims to increase the familiarity of young people with media and communications skills, and to create access for them to the mass media. Although these projects have different aims they share a common interest in enhancing the

identification of the mass media with young people and breaking down barriers between young people and society.

Thus, two young adult media projects, in the North-East and on Merseyside, are recommended in addition to the establishment of the Young Adult Unit.

The North-East proposal

10.2 In Part Two, the long history of collaboration between the Careers Service, the MSC-funded Tyne and Wear New Job Horizons and local media was described. This existing practice and experience would provide a good framework for a local young adult media project to be mounted on a pilot basis.

10.3 It is envisaged that the local project in the North-East takes the form of additional personnel whose role would be to assist and extend the collaboration already taking place between broadcasting and non-broadcasting organisations so as to increase the ability of agencies to reach and help young people; to construct more effective means of referral from broadcasts; to secure the maximum use of printed materials and broadcast recordings in the region; and to organise the involvement of young people in local MSC schemes in the broadcasting activities taking place.

The work of the small team, who would need to work with the understanding of the Central Office for Information which already acts in this field, would consist of arranging regular meetings between the collaborating agencies, researching and writing scripts for career slots and back-up materials for programmes, organising telephone referral systems and assessing the effectiveness of these activities for the benefit of the Careers Service, the Manpower Services Commission (as well as other statutory agencies such as the Youth Service) and broadcasting networks within and outside the region. An aim would be to broaden out the young adult interest of the programmes beyond job search activity and extend this where possible to life and social skill training activity.

10.4 The management of the team would be undertaken by representatives of the Careers Service in the region, the Manpower Services Commission, interested voluntary organisations, and of broadcasting organisations. The primary responsibility, however, would rest with the non-broadcasting organisations to use and manage the project to benefit their work, in particular the Careers Service and MSC.

Funding would be drawn principally from the MSC, in view of the particular benefit to special programmes, but there would be advantages in obtaining further funding from the local education authorities and the broadcasting organisations so as to reflect the consortium approach to the management of the project. Also, in view of the lessons which could be drawn nationally from such a project, finance should be attracted from national sources.

The last point which should be made about this recommendation is that its success depends on the fullest co-operation, from the earliest planning stage, between the broadcasting, newspaper and non-broadcasting organisations, all of whom should feel they have a stake in the project. The team would need to act as facilitators, and be fully integrated with the existing network of provision.

Merseyside

10.5 The study in Part Two above concluded that the perception of the Young Adult Unit amongst those interested in Merseyside is that of a unit or team which develops skills and opportunities in media use by young people. This is distinguishable from the professional organisation by relevant agencies of follow-up to broadcast programmes.

10.6 This approach in Merseyside has resulted in a project proposal which this report recommends should be supported. It is proposed to establish for a pilot period of two

years a team of four or five people to work amongst existing youth groups and agencies in developing skills and opportunities in media use. The work of the team would include:

involving young people in creative media activity, mainly in sound recording, but also in visual and written form; teaching media techniques; producing tapes etc for broadcast when desired; establishing regular communication with local media interests who want contributions to programmes and series for broadcast; and to act as a focus and point of reference for those (in broadcasting and statutory agencies) seeking to develop the use of media by and for young people.

10.7 The team would work from a base which has studio and editing facilities and which would provide an accessible meeting-ground but which would not be a 'media youth club' or 'centre of excellence' merely for those who attend it or who are admitted to it: the emphasis of the team would be on outreach, using a combination of portable and centralised equipment.

It has been suggested that the team would be managed by a consortium of voluntary organisation, local education authority and MSC interests and, essentially, local media interests. This would reflect the funding of the project which, it is envisaged, would originate from grant-making trusts, local authority (education service), central government (DES experimental grant), MSC, broadcasting organisations and, possibly, the EEC. Money would be required for staff, equipment, premises and transport, although possibilities exist for defraying costs through shared premises and equipment, including microphones, sound recorders, mixers and related software equipment from local resources which already exist.

The likely main focus of this project would be local radio production. In order to overcome the inevitable suspicion of broadcasters who worry about outsiders producing broadcast material for professional and legal reasons, it would be important to keep local broadcasters in contact with the project from the outset.

10.8 This field of activity has very important educational implications. These are argued in the Schools Councils project 'Communication and Social Skills through pupil use of Audio-visual Media'. The Council for Educational Technology is also very active in developing ideas and extending practice in the case of audio-visual technology for learning purposes.

The Youth Opportunities Programme has most recently and importantly recognised the value of media-related activities in social skills training. For example, within the MSC Special Programmes on Merseyside, and especially YOP in Liverpool, there is already considerable involvement in media and arts activities both as training modules and outlets for expression. These include:

Community news sheets Hexagon, Knowsley Community Enterprise Agency (KCEA), Merseyside Youth Opportunities (MYO), Valley Line YOP, Victoria Settlement.

Dance and drama KCEA, Merseyside Youth Association (MYA).

Photography KCEA, MYA, MYO, Old Swan Technical College, Valley Line YOP, Victoria Settlement.

Reprographic arts (incl. Printing) KCEA, MYA, MYO, National Elfrida Rathbone, Neston Youth Project, Victoria Settlement.

Video and audio-visual KCEA, Old Swan Technical College, Victoria Settlement.

MSC officials in Liverpool comment that media modules have proved popular—challenging and interesting to most—and of considerable value in the development of social skills and industrial/commercial technique amongst young people; they have led to jobs, directly and indirectly. Media activities have also provided valuable links between YOP, young people and the community and it would be a natural extension of such involvement to develop closer links with the established media outlets locally.

It is proposed that the Merseyside project should be integrated with this current activity based on YOP and linked to the range of youth work and community arts activities.

London

10.9 Without making specific recommendations concerning London, the unique resources and opportunities existing in the capital for young adult media activity should not be ignored. The Inner London Education Authority could develop the use by informal youth groups of the extensive media learning resources available. For Capital Radio there is considerable scope available to extend its educational broadcasting and also (and perhaps more importantly) to experiment further in different forms of structured access for young people. This might involve mobile studios and training facilities which can travel between schools and youth groups, as well as group work in the central studio for a variety of programmes.

10.10 It might be appropriate, at the initial stages, for an informal conference to be held where representatives of the ILEA (from its learning resources, youth service and community education branches), the MSC, community organisations like the Albany, the Islington Bus Company, the Oxford House Settlement and the Inter-Action Trust, and the wide range of broadcasting organisations can discuss the range of possibilities open in London.

A variety of activities, on the Merseyside and North-East models, as well as the ideas for action-research suggested by the Oxford House Settlement, could be considered in London. Perhaps the ILEA and the Gulbenkian Foundation could provide a lead in enabling further discussion to take place.

Summary of Recommendations

- a) The Young Adult Unit should be established within the National Extension College (using the personnel and expertise already contained in the College) to construct extensions to programmes consisting of materials, telephone referral, multi-media contacts and follow-up by non-broadcast agencies.
- b) The funding of the Unit should be drawn from the MSC and additional sources of finance, including commercial arrangements, to ensure that the Unit is not restricted in scope; youth-based organisations should contribute to the work of the Unit.
- c) A pilot project should be established in the North-East to extend the use of broadcast and other media by the Careers Service, the MSC and other relevant statutory and voluntary agencies.
- d) A pilot project should be established on Merseyside to develop the use of different forms of media in social and life skill training in YOP schemes and youth groups, and to increase the access of young people to mass media.
- e) Consultations should be held in London amongst relevant agencies to increase the use of existing media learning resources and mass media outlets by young people in voluntary groups and clubs.
- f) Youth clubs and projects should experiment more in the production of newspapers and broadsheets, and community and youth service publications should secure written contributions from young people in the locality.
- g) Greater use should be made of Youth and Community Service networks in assorted media activity; the British Youth Council and the National Youth Bureau should give a lead in extending information about work with the media by young people and professional personnel.
- h) Opportunities should be created at national level for regular meetings between broadcasters and those working with young people, with the involvement of the Young Adult Unit and the Centre for Social Concern Broadcasting, so as to stimulate further ideas and activity to follow-up all aspects of *Broadcasting and Youth*.

Individuals consulted by Peter Mandelson

Colin Ball, Editor *MSC Actions*
Neil Barnes, BBC Education Officer
Jane Battye, Local Radio Workshop, London
Alex Bennett, Community Relations Council, Liverpool
Rheena Bhavani, BBC Education Officer
John Birt, London Weekend Television
Peter Black, Capital Radio
Mike Bolland, BBC Community Programmes Unit
Jerry Booth, Hull College of Higher Education
Ian Bruce, Eileen Ware, Mike Hodgkinson, Volunteer Centre Media Project
Michael Butterfield, National Association of Youth Clubs
John Cain, BBC Educational Broadcasting
Neville Cheetham, National Youth Bureau
David Clarke, Oxford House Settlement, Bethnal Green, London
John Cordrey, Littlewoods Organisation, Liverpool
Bill Cox & Jude Wild, Detached Youth Work Project, Liverpool
Paul Curno, Gulbenkian Foundation
John Denham, Local Youth Councils Development Project
Kevin Donovan, Council for Educational Technology
Chris Elphick, Community Education and Training Unit
Bronwen Fair, Home Office (Broadcasting Division)
Geoff Fletcher, Liverpool Education Authority
Richard Freeman, National Extension College
Tom German, BBC Manchester
Ewen Gillespie & Wally Brown, Princes Park Methodist Club, Liverpool
Brian Groombridge, University of London Extra-Mural Department
David Hargreaves, BBC Children's Programmes
Paul Harman, Everyman Youth Theatre, Liverpool
Bill Harpe, St. George's Project (The Blackie), Liverpool
G. Hartridge, Newspaper Society
Harold Haywood, Royal Jubilee Trusts
Geoffrey Holland, Manpower Services Commission
Michael Howard and colleagues, Northern Careers Service
David Hunt, MBE, MP (Wirral)
Fred Hunter, London College of Printing
Islington Bus Company, London
Vincent Kelly, Liverpool Post and Echo
Allan Kingsbury, Burton Manor College, Wirral
Patricia Lamburn, IPC Magazines
Charles Landrey, Minority Press Group
Brian Lister, Radio Metro, Newcastle
David Maker, Radio City, Liverpool
Angie Mason, IBA
Tony Matthews, BBC Roadshow
Andy Mayer, Producer, London Weekend Television
Kevin McBride, Radio Doom, Southport
Hugh Morris, ILEA Learning Materials Service
Steve Morrison and colleagues, Granada Television
Chris Mottishead, ILEA Learning Resources Centre
Ed Murphy, Merseyside Arts Association
Derek Murray, Caribbean Centre/Radio City *Connections*, Liverpool
Tim O'Mara, Capital Radio
Simon Partridge, Broadcasting Rights and Information Project
Neil Pirie, Rathbone Project, Liverpool
Andy Porter, West London Media Project

David Pratley, Greater London Arts Association
Group of six young people, Rathbone Project, Liverpool
Barry Reaves, Just the Job, Devon
Peter Rimmer, MSC Liverpool
Sue Robertson, British Youth Council
Linden Rowley, New Job Horizons, Newcastle
Leslie Ryder, Learning Resources, ILEA
Bob Salkeld, BBC Northern Education Officer
John Saunders, BBC Local Radio Division
Jo Simpson, Community Service Volunteers
Ian Taylor, Capital Jobmate
Kim Taylor, IBA
Vincent Thompson, Mary Hope, Council for Educational Technology
John Whitney, Capital Radio
Colin Wilkinson, Merseyside Visual Communications Unit
Andrea Wonfer, Tyne Tees TV
Keith Yeomans, Radio London

Broadcasting and Youth

Commissioned by the
British Broadcasting Corporation
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Independent Broadcasting Authority
Manpower Services Commission

Broadcasting and Youth looks at what broadcasting is doing and, more importantly, might do in the future to meet the needs of young adults, particularly the less advantaged. It maintains that young adults have needs which are quite distinct from the rest of the adult population and that these needs are not being adequately met by broadcasters at the moment. It calls not only for new areas of educational programming, related to the government special programmes, but also for more popular programming for young adults, at both local and national level.

It is argued that traditional programming will only be effective in meeting young people's needs if broadcasters work in close co-operation with other agencies and attempt, more frequently than is the case at the moment, to link their programmes to systematic follow-up or support activity. *Broadcasting and Youth* argues that the development of such collaborative ventures might in the future require the establishment of a Young Adult Unit, to bring together all those who are concerned to help young people in association with the media.

'Britain's broadcasting organisations were yesterday urged to make special provision in their programming policies for the 14-21 age group. The study was set up as a result of growing concern about the plight of the post-school generation on industrialised societies no longer able to offer them work.

The report is clear that new ways are needed. Young people must be involved in making and presenting the programmes as part of an entertaining package rather than as 'education'. Among broadcasting needs identified are more popular and informative television programmes at times when young adults can see them.' *Peter Fiddick, The Guardian 15.2.79.*

Copies of *Broadcasting and Youth* are available from the Calouste Gulbenkian Foundation, 98 Portland Place, London W1N 4ET Tel: 01-636 5313.

Price £1.70 (plus 40p per copy for postage and packing).