



The future of Public Service

Broadcasting

A deliberative research report for Ofcom
prepared by Opinion Leader

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1. Executive summary

1.1 Introduction

Ofcom is the independent regulator for the television, radio and telecommunications industries. Ofcom has a duty to assess the designated public service broadcasters¹ (PSBs), taken together, in terms of their delivery of the public service purposes set out in the 2003 Communications Act and to make recommendations with a view to maintaining and strengthening the quality of public service broadcasting in the future.

As part of this duty, Ofcom is in the process of undertaking its second Public Service Broadcasting (PSB) Review which is due to complete in early 2009². The Review is divided into three phases. Phase 1 examined the extent to which the public service broadcasters are currently meeting public services purposes and assessed their likely ability to meet existing requirements in the future. It identified the challenges facing ITV³, Channel 4 and Five in delivering PSB, as well as the opportunities presented by new media. Ofcom made the case that the existing PSB system was not flexible enough to address the risks or opportunities identified and set out a range of options or models for delivering public service content in the future⁴.

This report forms part of Phase 2 of Ofcom's second PSB Review which sets out to refine policy options outlined in Phase 1 based on stakeholder feedback and further consumer research. Ofcom commissioned Opinion Leader to conduct a programme of deliberative workshops in May-June 2008 with the general public around the UK⁵ to assess their views on Ofcom's models for delivering public service content in the future, as well as opinions on how to fund PSB. For the sake of clarity the models presented in the deliberative research were simplified versions of those published in Ofcom's consultation document⁶. The options presented to participants were:

- Do nothing:
 - No additional funding is provided and ITV1, Channel 4 and Five's PSB obligations would reduce over time
- Model 1: Evolution
 - The BBC would remain the main provider of Public Service Broadcasting

¹ The designated Public Service Broadcasters are BBC One, BBC Two, BBC Three, BBC Four, CBBC, CBeebies, BBC Parliament, BBC 24, ITV1, Channel 4, S4C in Wales and Five.

² Ofcom carried out its first PSB Review in 2004.

³ Throughout this report, ITV1 is used to refer to ITV1 in England and ITV1 Wales, STV, UTV in each devolved nation. At the workshops in the devolved nations, the local channel name was used.

⁴ See *Ofcom's second public service broadcasting review: Phase One: The digital opportunity*

⁵ Workshops were carried out in Croydon, Beverley, Nottingham, Londonderry/Derry, Aberdeen and Swansea

⁶ See appendix 1 for details on the models presented in *Ofcom's second public service broadcasting review: Phase One: The digital opportunity* and how these differ to the models presented in this deliberative research

- ITV1, Channel 4 and Five would continue to have a role in providing PSB
- Model 2: BBC only
 - BBC would be the only UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision
 - ITV1, Channel 4 and Five would be purely commercial companies, i.e. they would not have to provide PSB programming
- Model 3: BBC and Channel 4
 - BBC and Channel 4 would be the only broadcasters with PSB obligations and Channel 4 may take on a bigger role to make up for gaps in PSB provision
 - ITV1 and Five would be purely commercial companies and would not have any PSB obligations
- Model 4: BBC plus competitive funding
 - BBC would remain the key provider of Public Service Broadcasting
 - PSB programming not provided by BBC would be delivered by a range of providers via competitive funding which they would need to bid for. ITV1, Channel 4 and Five could bid, but would not have any obligations to provide PSB programming

Participants were informed that each model involved the same amount of additional funding and would deliver the same volume of public service broadcasting⁷.

Each workshop opened with initial discussions exploring participants' views on PSB programming, moved on to discuss Ofcom's potential models for delivering PSB in the future and then participants were given the opportunity to create their own model. This was followed by an exploration of views of potential future funding mechanisms and finished with participants selecting their preferred model. In order to ensure participants were focused on the fact the research was considering options for delivering PSB in the future, each workshop was set in the context of the post-digital switchover media landscape of 2012. Participants were asked to consider the different options from a personal as well as a citizen perspective, considering the good of society as a whole.

⁷ These assumptions were set out for the purpose of deliberation in order to enable Opinion Leader to research participants' in principle responses to each of the models rather than asking participants to evaluate each of the models according to the volume of programming they would deliver or the amount they would cost to deliver. This does not reflect the reality of each of the models.

1.2 Overview of findings

Response to Ofcom's proposed models for PSB in the future

Participants believe there should be a new model for delivering PSB in the future. There is support for the principle of additional investment to do something to tackle the opportunities and challenges in providing PSB. 'Doing nothing', despite being the one cost neutral option, is not seen as a viable future option as this would mean a reduction in PSB programming overall as well as a reduction in the choice and appeal of PSB programming.

Views of Ofcom's models varied across the board, with differences in preference between groups at individual workshops as well as differences between workshops. Participants' differing attitudes toward ITV1 and Channel 4 are the key reason for variation in England compared to the devolved nations. In Aberdeen, Londonderry/Derry and Swansea attitudes towards the national forms of ITV1 (STV, UTV and ITV1 Wales) drive participants' responses to the models. Guaranteeing continuation in their current forms as providers of nations news programming and other nations programming acts a default decision criteria for most participants. These channels have a symbolic value beyond their PSB provision, and are seen to represent national identity in ways which other TV channels do not.

Participants in England value ITV1's UK wide and regional news programming, and its wide range of UK made programmes. However, there is less emotional attachment to ITV1 and a sense amongst some participants that the overall quality of the channel has declined in recent years. There is willingness amongst participants in England to consider models which change ITV1's PSB obligations and a sense that other channels could take on ITV1's PSB obligations if required.

In the devolved nations 'Model 1: Evolution' is preferred as it guarantees the future of STV, UTV and ITV1 Wales in their current forms. This is prioritised above all other considerations given the symbolic value of these channels in each nation.

In England 'Model 3: BBC plus Channel 4' is preferred as it provides a strong alternative voice to the BBC and creates possibilities for Channel 4 to expand its new media offer, making the model flexible to future changes in audience viewing habits and the market generally. It also appeals as it is seen to be more flexible to future audience or market changes than Models 1 and 2, but less risky than Model 4.

'Model 2: BBC only' is rejected by almost all participants for its lack of competition, which leads to concerns that there would not be enough choice in PSB programming and that its appeal would narrow. It is also rejected as it is not seen to provide good value for the additional investment, and is not seen to be flexible enough to changes in audience viewing habits and the market generally.

Some participants feel strongly that 'Model 4: BBC plus competitive funding' provides the most appropriate, flexible, future-focussed solution which is suited to the changing media market and audience habits. However, for most participants Model 4 by itself is a step too far. It is considered too risky, too different to the current PSB system and there are too many unknowns including questions about who would provide PSB and where it would be provided.

Alternative models and final selection

Some participants call for an alternative offering, by combining competitive funding with guaranteed roles for existing providers in addition to the BBC to create a stable, yet flexible, new model. Whilst the detail of these suggested alternatives differed slightly between workshops, the ideas raised can be mainly categorised into two hybrid models: Model 1 + competitive funding; and Model 3 + competitive funding.

All participants want to see a new model for delivering PSB in the future introduced, although none of Ofcom's suggested models completely match what people want to see from a new system for delivering PSB in the future. Despite this, at the end of the workshops the majority of participants vote for one of the existing models to be introduced, believing it provides value for the additional investment. Considering all of the options, Models 3 and 1 emerge as the overall preferences.

Out of 144 votes across all the workshops:

- Model 3 received 48 votes
- Model 1 received 45 votes
- Model 4 received 27 votes
- Hybrid models created by participants received 22 votes
- Model 2 received 2 votes
- Do nothing received no votes

When votes for a hybrid models are added on to the other models they contain parts of, Model 1's combined votes rises to 58 and Model 3 to 54 votes. Our research therefore indicates that Models 1 or 3 could become more attractive to a wider audience, by making them more flexible and fit for future purpose by adding an element of competitive funding.

Views of the funding options

After consideration of all the models, participants were presented with a range of possible ways of funding the required increased investment to provide PSB on channels other than the BBC:

- Direct funding from central or local government via taxes, or national lottery funding
- Three options related to the licence fee:

- Taking the 'excess' licence fee⁸ and either redistributing to other channels or using for BBC programming
- Redistributing some of the existing licence fee to cover costs of PSB on channels other than the BBC
- Increasing the existing licence fee to cover the costs of PSB on channels other than BBC
- A charge on industry organisations such as broadcasters, equipment sellers, internet companies or internet providers
- Increasing the amount of advertising that the commercial PSB channels are allowed to show
- Using gifted spectrum which was explained to participants in terms of discounted airspace or the right to broadcast at a discounted or free rate in exchange for PSB obligations.

Participants do not believe that any one of these funding options is a complete and fair solution. They therefore support the idea of using two or more options jointly to fund PSB moving forwards. Whilst most participants are not actively keen to pay to fund PSB in the future in addition to the current licence fee, they accept the need for additional investment. They are also realistic, believing that a change to the way PSB is funded will ultimately cost the public something, whatever funding mechanism is used. Many accept this as fair given they believe that a new model of PSB delivery will benefit the public.

The option to use the licence fee (potentially through an increase) receives support because participants like the idea of a funding mechanism which involves the public paying directly to fund PSB moving forwards, rather than indirectly, as they believe this ensures there is a direct and transparent link between the amount consumers pay and the amount being spent on PSB programming. There is also support for the options to levy a charge against industry as this is seen as an appropriate long-term solution, and for using discounted airspace while it is a viable solution.

⁸ Participants were informed that an 'excess licence fee' of 50p per month per household was added to the licence fee in order to help older and disabled people prepare for digital switchover by helping fund equipment. After 2012 when digital switchover is complete this fee could be stopped or redirected for other uses.

2. Introduction

2.1 Background to the research

Ofcom is in the process of undertaking its second Public Service Broadcasting (PSB) Review which is due to complete in early 2009⁹. The objectives for this review are:

- To evaluate how effectively the public purposes of public service broadcasting are being met by the public service broadcasters, particularly in light of changes in the way audiovisual content is consumed and delivered¹⁰;
- To assess the case for continued intervention in the delivery of audiovisual content to secure public service purposes;
- To consider whether and how the emergence of new ways of delivering content to consumers and citizens might require change in the regulatory framework for public service broadcasting; and
- To assess future options for funding, delivering and distributing public service broadcasting, in the context of the uncertainty established in the first PSB Review about the sustainability of traditional funding models.

Terms of reference for use in this second stage of the PSB Review are available at: http://www.ofcom.org.uk/tv/psb_review/psb_2review/summary/

This second PSB Review consists of three stages.

- Phase 1 examined the extent to which the public service broadcasters are currently meeting public services purposes, the issues facing them in future and assessed their likely ability to meet existing requirements in the future. Phase 1 identified opportunities to meet public purposes using innovative, interactive services and the need to continue to invest to ensure that public service content achieves reach and impact. Phase 1 also identified risks to continued plural provision of public service content in a range of programming types. Ofcom therefore argued that the existing model for delivering public service content is insufficiently flexible to adapt to these new opportunities and risks and so included a range of models for delivering public service content in the future. Ofcom published a consultation document of its analysis in April 2008¹¹.
- Phase 2 is to refine policy options outlined in Phase 1 based on stakeholder feedback and further consumer research. It aims to set out more detailed options for PSB delivery in the future and invite responses from stakeholders. This report is part of Phase 2.

⁹ Ofcom carried out its first PSB Review in 2004.

¹⁰ Participants were presented with detailed information about how and why things are changing. See Appendices 5 and 6 for details.

¹¹ See Ofcom's *Second Public Service Broadcasting Review: The Digital Opportunity*

- In Phase 3 (Autumn 08 to Spring 09) Ofcom will publish a final statement in early 2009 which will include a summary of consultation responses o Phase II and report any new findings.

Opinion Leader was commissioned by Ofcom as part of Phase 2 of the second PSB Review to undertake deliberative research to assess the general public's views on the different options for delivering public service content in the future, as well as views on how to fund PSB. This report details the findings from this research.

2.2 Aims and objectives

The objectives of the deliberative research were:

- To build on Ofcom's audience research from Phase I in order to maximise the time spent deliberating Ofcom's options for the delivery of PSB in the future
- To assess consumer views on a range of possible options or models for delivering public service content in the future, post digital switch-over, (i.e. from 2012 onwards), ensuring that participants consider each model in detail and from a range of angles;
- To enable participants to take into account the rapidly changing media environment and the challenges facing the current commercial PSB channels and consider the future when assessing the future models;
- To include a critical and informed evaluation of the pros and cons of each option for delivering PSB from a consumer and citizen perspective to understand how effective each is in meeting audiences needs;
- To allow the general public the opportunity to design their own preferred means for delivering PSB in the future;
- To assess the public's attitudes towards different funding mechanism for PSB in the future;
- To ensure that the research gathers evidence from both a consumer and citizen perspective.

Ofcom has developed four models for the provision of PSB in the future which were published in its Phase I Consultation Document. For the sake of clarity in the research Models 1, 3 and 4 were altered slightly compared to the published models.¹² Participants were presented with the following options for consideration:

- Do nothing:
 - No additional funding is provided and ITV1, Channel 4 and Five's obligations reduce over time
- Model 1: Evolution

- The BBC would remain the main provider of Public Service Broadcasting
 - ITV1, Channel 4 and Five would continue to have a role in providing PSB
- Model 2: BBC only
 - BBC would be the only UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision
 - ITV1, Channel 4 and Five would be purely commercial companies, i.e. they would not have to provide PSB programming
- Model 3: BBC and Channel 4
 - BBC and Channel 4 would be the only broadcasters with PSB obligations and Channel 4 may take on bigger role to make up for gaps in PSB provision
 - ITV1 and Five would be purely commercial companies and would not have any PSB obligations
- Model 4: BBC plus competitive funding
 - BBC would remain the key provider of Public Service Broadcasting
 - PSB programming not provided by BBC would be delivered by a range of providers via competitive funding which they would need to bid for. ITV1, Channel 4 and Five could bid, but would not have any obligations to provide PSB programming

2.3 Our approach

Given the complexity of the issues and in order to ensure that future PSB options were fully considered, a deliberative approach was deemed most suitable. Deliberative research provides participants with a wide range of evidence in different formats and gives space and time for in-depth informed discussion, consideration of pros and cons and trade-offs and a move toward considering options from a ‘citizen’ perspective thinking about UK society as a whole, as well as a consumer or personal perspective. It allows participants to discuss their personal experiences and attitudes and go on to develop ideas, opinions and work collectively to prioritise options and generate new ideas.

It should be noted that deliberative workshops are a qualitative methodology which does not provide robust quantitative data that allows the accurate measurement of consumer responses across the general public in the UK. Therefore, it is not possible to detail the precise proportions of responses on all discussion points, but an indication is given wherever possible of whether the findings represent a majority or a minority view from the workshops.

¹² See appendix 1 for full details of Ofcom’s published models and the modifications made for the research.

We conducted the following workshops to meet the project objectives:

- A pilot was conducted in London on 9th May in order to fine tune the design of the workshops
- 5 x one-day deliberative workshops with a minimum of 24 participants in Croydon, Aberdeen, Beverley, Londonderry/Derry and Swansea
- 1 x one-day deliberative workshop with 18 participants in Nottingham who were recruited to be 'technologically-savy'

These workshops were conducted between 22nd May and 5th June 2008.

At each workshop participants sat at tables of 8 people. Each table had a facilitator (a member of Opinion Leader staff) and discussions were audio recorded and summarised on flipcharts.

2.3.1 Sample breakdown

Recruitment criteria included a spread of ages from 16 to 65+, genders, ethnic backgrounds and socio-economic groups. The sample split was as follows:

Location	Number of participants	Participants with new media access (e.g. BBC iplayer, Sky Plus etc)	Regular internet users (use internet at least once a week)
Croydon	26	10	20
Nottingham	18	18	18
Aberdeen	24	9	18
Beverley	24	8	18
Londonderry/Derry	26	12	18
Swansea	26	9	19
Total	144		

Because of the importance of obtaining the views of people from a future perspective of post digital switch-over in 2012, all participants were recruited to have had digital TV for longer than six months, covering a spread over freeview, cable and satellite viewers. (This does not reflect the current national distribution of digital television take-up of 87¹³ per cent.) Participants also included a spread of internet, personal video recorder and online catch-up service users. Up to eight participants in each workshop were not regular internet users. We aimed for each workshop to be ethnically representative of its area.

¹³ Source: Ofcom Communications Market report 2008

Workshop participants in Nottingham were recruited to be 'technologically savvy'. They were recruited to ensure all had broadband, and at least half used the internet daily and all to use the internet regularly, at least half to access the internet over their mobile phone download and listen to podcasts on the internet and use the internet to access news. The reasoning behind recruiting a 'technologically savvy' group was to explore whether these participants would have any differences in attitude toward the various models for providing PSB content in the future as a result of their current new media usage levels. In the course of fieldwork and subsequent analysis it emerged that this had little impact on responses. Participants in Nottingham had very similar criteria determining their preferred model to participants elsewhere. We have therefore analysed the data from the Nottingham workshop alongside data from each of the other workshops.

2.3.2 What we did

Participants were asked to complete a pre-task workbook before coming to the workshops (see Appendix 3). This provided them with some background information on PSB and asked them to complete a couple of exercises to embed their understanding of PSB programming. Deliberative research processes often use pre-tasks to ensure participants arrive at workshops with similar levels of knowledge about a topic and in this case with some understanding of a) public service broadcasting and b) the changing media landscape. Ofcom has already conducted previous research into general views and attitudes towards PSB, and therefore wanted to move participants on beyond these general discussions to exploring specific ways of delivering PSB in the future.

In order to ensure participants were focused on the fact the research was considering options for delivering PSB in the future, each workshop was set in the context of the post-digital switchover media landscape of 2012. Visual stimuli were used at each workshop in the form of posters depicting images of what life and technology might be like in 2012 and participants were encouraged to think about the options as if it were 2012.

Each deliberative workshop lasted a full day to give participants sufficient time and space to absorb information and to reach considered viewpoints. Information was provided throughout the day in the form of presentations from the front, via handouts and other information provided by facilitators. The same presentations and handouts were used at each workshop, except for customisation to reflect the local TV marketplace, e.g. STV in Scotland, ITV1 Wales in Wales, UTV in Northern Ireland, etc.

Work in pairs, table feedback and Question and Answer sessions were used to enable participants to discuss and exchange points of view. The deliberative process also ensured that participants were in a position to discuss the issues from the perspective of both consumers (personal point of view) and

citizens (considering the needs of UK society as a whole). Participants started the day discussing their personal attitudes and behaviour and moved towards collective citizen-focussed considerations of the future of PSB provision.

Each of the workshops followed the deliberative process outlined below:

- Participants' initial views and attitudes towards PSB programming were explored in the opening discussion session
- The pre-task and early part of the day focussed on establishing a level playing field of understanding about what PSB is, how and who it is currently delivered by, how it is currently funded, and the case for change. Information on the challenges and opportunities facing ITV1/STV/UTV/ITV1 Wales, Channel 4 and Five was presented.
- At all workshops, participants spent time considering the option of 'doing nothing' which was described as an option where no action is taken, no additional funding is required and the commercial public service broadcasters' obligations reduce over time, whereas the BBC would continue as it is today
- Participants discussed the reasons for change and considered the pros and cons of 'doing nothing'
- Versions of the four models developed by Ofcom were then presented collectively and in turn in more detail. Each of these options were described as 'do something' and were presented as all requiring the same – unspecified – amount of additional funding, and as delivering the same amount of PSB content.¹⁴
- The four models presented to participants differed in several ways to those outlined in Ofcom's consultation document¹⁵. These changes were made in order to provide clarity for participants.
- Participants were presented with the following options for PSB provision in the future:
 - 'Do nothing': where no additional funding is provided and ITV1, Channel 4 and Five's obligations reduce over time
 - Model 1: Evolution
 - Model 2: BBC only
 - Model 3: BBC plus Channel 4
 - Model 4: BBC plus competitive funding
- The main part of the day was spent discussing each of the four possible new models for delivering PSB in the future. The order in which the models were discussed was rotated between workshops to ensure that each model received equal consideration and that there was no order effect¹⁶.
 - Each model was considered broadly in terms of:
 - What it might mean for PSB programming overall and who would deliver what content
 - Impact on quality, tone, style and where PSB would physically be accessed
 - Pros and cons from a consumer and citizen perspective

¹⁵ See Appendix 1 for full details of Ofcom's published models and the modifications made for the research.

- Implications for delivery of new media content
- Implications for delivery of nations and regions programming
- Participants were provided with grids showing what each of the models would potentially mean for the provision of UK news, nations/regions news, current affairs, specialist factual and documentaries, lifestyle programmes, children’s programmes, UK drama, UK soaps and popular drama, UK comedy, nations/regions programming, arts and religious programming provision across the BBC, ITV 1 (STV / UTV / ITV1 Wales), Channel 4 and Five and existing other and potential new providers. Specifically detail was provided describing the likely increase or decrease in the amount of programming within each genre on each of the current PSB channels, as well as other existing or potential new providers. This was within the context of overall amounts of PSB by genre remaining the same in each model.
- Following discussion of the four models, participants then discussed Ofcom’s evaluation criteria used for developing the models.
- Participants then worked as a group – without the assistance of their facilitator - to agree and work up their preferred solution for providing PSB in the future. Each group presented their preferred model outlining why they had chosen it along with its advantages and disadvantages.
- The final discussion of the day asked participants to consider potential funding options for future PSB on non-BBC channels and services, and asked them to consider their favoured option.
- At the end of the workshops participants completed a questionnaire which asked them to select their preferred model – this included ‘do nothing’, each of the 4 models and the participants’ own hybrids.

Full workshop agendas along with all stimulus materials are including in the accompanying appendices (see Appendices 4-10).

¹⁶ By order effect we mean the way in which the ordering of ideas affects reception of these ideas.

2.4 Notes to reading this report

Quotes from participants have been included.

Throughout this report any noticeable differences by audience type (e.g. age) or geographical location have been drawn out. Where differences are not stated this is because the views expressed are largely consistent across the workshops.

It should be noted that one workshop was conducted in each location, therefore any findings by location are indicative only of attitudes in England and each of the devolved nations, rather than robust findings.

Quantitative data from voting conducted on the day has been included in places. The base sizes are shown on all charts. The base sizes are small and therefore results should be interpreted as indicative only.

3. Main findings

3.1 Initial views of PSB and reactions to the reasons for why the current PSB system is unsustainable

3.1.1 Initial views of PSB

Introduction

The first session at each of the workshops was designed to allow for a discussion of the pre-task¹⁷ and to cement participants' understanding of PSB and the current PSB broadcasters' remits. Participants were asked to explain PSB in their own words, to reflect on the information they had received, to give their thoughts on the different roles of BBC, ITV1 (STV / UTV / ITV1 Wales), Channel 4 and Five and also their thoughts and opinions on the current level of PSB provision. Participants were also asked to consider the role of television in society and what the challenges and opportunities presented by the changing media environment will mean for the future of TV.

Main findings

Public service broadcasting (PSB) is a new concept for most participants – few have heard of the term “public service broadcasting” before. Even amongst those participants who have heard of PSB before, knowledge is partial or limited. For example, some participants know that quotas exist for certain types of programming, like news programming, whilst others spontaneously talked about their understanding of the BBC's role to ‘educate, inform and entertain’, and many say they believe the BBC has obligations to provide programmes that other channels may not want to because they may not draw in large audiences and therefore are not commercially attractive.

“If you were to mention public service broadcasting to me before today I would probably have thought it was like a political party thing was going to be on [TV] or something about health and ticking boxes.... Something really, really boring, bland ...”

Male participant, Londonderry/Derry

“I hadn't actually heard of Public Service Broadcasting before and you know, it was a surprise to me when obviously how the channels are split, and their different responsibilities.”

Female participant, Croydon

¹⁷ The pre-task contained information on the current PSB obligations of BBC, ITV1, Channel 4 and Five as well as information on how PSB is funded.

"We all know that the BBC has to do things that other people don't want to show, like religious programmes, but I've not heard of any of the other channels having to do it before."

Female participant, Aberdeen

Participants have limited knowledge of the current roles of ITV1, Channel 4 and Five in providing PSB programming. Many are surprised to hear they are not purely commercial channels, whilst others are surprised that the remits of the commercial PSBs are so clearly defined.

Despite the fact that most participants have not heard of PSB before attending the workshop, most think that it is a valuable, important concept. When presented with information about what constitutes PSB programming and examples of PSB programming from a range of current providers, participants say they consider these programmes and programming types to be high quality, and that they believe PSB programming enhances the overall quality of what is on television. Participants describe as informative, educative, entertaining and factual. They say they value these qualities in programming and believe that these types of programmes have a valuable role to play in society.

"It [PSB] helps changes in society. For instance if any of you saw that Goodness Gracious Me, that Asian comedy thing. That kind of brought out a whole new thing where it was just like you could have a joke about these type of issues and not feel too, you know, I might be offensive or something like that. It's a bit more open whereas before it was a more closed environment."

Male participant, Croydon

"PSB is a wide range of topics to cover more or less the different age groups and must cover the whole spectrum".

Female participant, Aberdeen

"What it is designed to create (is) programmes for UK audiences. That's the main aim of PSB... and the idea is to actually make sure that everyone has a cultural say within their programmes to make sure they are diverse."

Male participant, Croydon

Informative, educational programming, in particular news and factual programming, are seen as important programming types. For participants in the devolved Nations, nations news and nations factual programming are particularly important and considered key to the overall programming mix.

"More programmes made locally, like local programmes. Maybe produced in Aberdeen or within maybe just something to do with Scotland and maybe even drama programmes or just anything to do with Scotland, just a local kind of..."

Female participant, Aberdeen

"It benefits society with regional stuff, like news and stuff."

Male participant, Londonderry/Derry

This appreciation of PSB as 'quality' programming is set against a general perception that standards are declining on television. Participants believe there are too many US imports on some channels, and talk about the number of repeats across channels, equating this to low quality TV. Some talk about reality TV as cheap low quality content and some consider the number of cable / satellite channels as providing quantity at the expense of quality.

When talking about the sorts of programmes participants like and the sorts of programmes they would like to see more of, PSB programming dominates discussions. This is linked to a general desire that participants have for an improvement in the quality of programming overall and the fact that participants believe that PSB programming equals quality programming. In particular participants have an appetite for more documentaries, dramas, regions and nations programming and UK made programmes generally.

"All these types of programmes that you're saying are PSB are all the things that are good on TV. We need more of this and less of the rubbish you see on Saturday night."

Male participant, Aberdeen

"We don't seem to get that much about our region. It would be good to see more local documentaries or something like that just to make people more aware of what's going on in our area."

Female participant, Beverley

Some participants say they are surprised about some programme types such as UK soaps and popular drama, comedy, and lifestyle factual which were included within the Ofcom description of PSB provided in the pretask. They are however happy to see more 'popular' programmes described as PSB, believing these enhance the breadth and depth of appeal of PSB programme.

"Like there's Property Ladder on Channel Four that's a Public Service Broadcasting programme, well I mean I would never in a million years assume that that would be expected as part of Public Service Broadcasting, I am very, very surprised by some of things indeed, but in a good way, like they are providing something for everyone."

Female participant, Swansea

‘Shameless and Hollyoaks that was just like totally, totally sort of taken aback because I watch those programmes and I didn’t realise that they were part of the remit for PSB.’

Female participant, Croydon

At the end of this first session participants were asked what they believed the licence fee is currently spent on and which organisations receive it¹⁸. Participants expressed a range of views: a minority knew that the licence fee funds BBC programming and that the BBC is the sole recipient of the licence fee; some participants thought that the licence fee went to the BBC and other providers as well (ITV1, Channel 4 and Five); others believe it is just the money that you have to pay to have a TV (like tax); whilst others say they have never really thought about it before.

¹⁸ Participants had been given information about who provides PSB and how it is funded in the pretask. They were informed that all BBC services and channels are funded by the licence fee and that ITV1, Channel 4 and Five provide PSB programming in exchange for the right to broadcast at a free or discounted rate.

3.1.2 Reactions to the reasons for why the current PSB system is unsustainable

Introduction

Following the initial warm-up discussions about the concept of PSB, participants were presented with information setting the context for both Ofcom's PSB Review and the subsequent discussion sessions. A representative from Ofcom at each workshop told participants about changes in the broadcasting landscape and the likely future trends up to and beyond 2012. Participants were informed of the current financial pressures on the commercial PSBs resulting from the fragmentation of audiences across the range of channels on offer, as well as the decline in the value of subsidised airspace that forms the basis of funding PSB on ITV1, Channel 4 and Five. Participants were also informed about the PSB priorities that emerged from Ofcom's previous audience research (see Appendix 6 for presentation).

Main findings

There is a real willingness amongst participants to discuss how PSB should be provided in the future and an understanding of the reasons why change is needed if PSB on channels other than the BBC is to continue in the future.

Participants recognise that audience viewing habits are changing due to technological advancements. Some, particularly younger participants, talk spontaneously about changes in their own personal viewing habits due to technological developments.

"I am twenty two and I'm at University as well so I am kind of up to date with everything going on, a lot of us just refer to the internet because we've got busy lives, they have got things such as BBC iPlayer where you can actually track back a programme and watch it at your own convenience...I mean nowadays life is so hectic ...different media channels will be able to target their audience better."

Male participant, Croydon

Other participants talk about having noticed that their children access content in a different way to them, for example, using the internet to access information / watch programmes, spending less time watching TV and more time on the internet, watching digital channels more than the traditional terrestrial channels and using new media technologies more than their parents.

"My daughter is six and watches TV on the internet ... they're sort of being brought up with it..."

Female participant, Swansea

"My son's always on the internet. Downloads everything that I want and miss on TV."

Female participant, Croydon

"My wife and I watch standard channels for news and general information, but my kids are always looking stuff up on the internet if they need anything."

Male participant, Aberdeen

There is also a sense amongst some participants that there has been an overall decline in programming quality recently, with high volumes of US imports, repeats and reality TV programming on some channels. This is seen as a practical demonstration of the financial pressures commercial channels are experiencing in trying to fulfil their PSB obligations.

"ITV on a Saturday night is not really great, so it's kind of left to the BBC to promote this highbrow stuff, but even the BBC is starting to come down a tad as well I would suggest."

Male participant, Aberdeen

Therefore, when presented with the reasons why a change in the current PSB system is needed, if PSB on channels other than the BBC is to continue in the future, participants accept and recognise the challenges that exist. This recognition of the challenges, coupled with the desire for more high quality programming overall, means participants are open to discussing how things could change in the future.

"We need to do something about this, I think it's right that Ofcom are thinking about this now before it's too late to fix it."

Male participant, Croydon

3.2 How participants evaluate the models

Introduction

Through the course of deliberation, participants develop their own set of 'evaluation criteria' (a consistent set of points which are raised throughout the course of discussion of the models) which drives their reactions to both the overall question of whether the way PSB is provided should or should not change in the future and to each of the four 'do something' models for future PSB delivery.

The way in which participants evaluate the models is similar to Ofcom's own evaluation criteria, indeed all of Ofcom's criteria are raised throughout the course of discussions, but different priority is attributed to different factors, with prioritisation broadly given to criteria which affect what, how and where PSB content might be viewed.

Main findings

Participants' criteria fall into primary and secondary level interrogative questions against which they evaluated each of the models for future delivery of PSB.

- Key criteria / considerations that they saw would affect their viewing experience directly:
 - Will the model produce high quality programming?
 - Will the model provide programmes with broad appeal as well as catering for different audiences?
 - Will there be wide availability of programmes?
 - Will there be choice in provider to ensure:
 - There are different tones and styles of programming?
 - Different perspectives are provided?
 - Will the model encourage competition between providers?
- Secondary criteria / considerations which could be grouped as practical or administrative considerations:
 - Is the model flexible to future changes in audience viewing habits (i.e. technology) and the market generally (i.e. further financial problems)?
 - What are the individual's attitudes to change and risk?
 - Do the providers involved have transparent management processes? And are they trusted to use PSB money appropriately?
 - Will the model provide value for the investment?

Each of these criteria is explored in more detail below.

Key drivers

Desire for high quality programming

The desire for high quality programming a key consideration. Participants believe that PSB programming is quality programming and there is a strong desire for the overall quality of PSB programming to be maintained, and improved if possible.

Participants assess whether or not a model will produce quality PSB programming in a variety of ways. Firstly, they consider the level of competition between providers. Having more than one PSB provider – both in general, and within specific programming types – is seen as an important way of driving up the overall quality of PSB outputs (see section below on ‘choice’ for more detail).

Second, participants consider how PSB responsibilities are distributed between different providers. Participants are keen to avoid PSB responsibilities being spread too thinly between providers (i.e. more thinly than currently) as they believe that giving providers larger PSB remits in the future than now will ensure they are focused on and committed to providing PSB programming, which in turn will result in higher quality programming.

Third, participants’ current perceptions of potential PSB providers are key to their overall assessment of whether the model in question will produce quality PSB programming. Participants consider whether providers have an existing track record in ‘quality’ programming and whether they have the necessary capabilities to deliver PSB programming. They also take into account whether the providers are existing PSB experts – those with a track record in providing PSB are seen to have an advantage over ‘new’ providers, and whether they are seen as committed to providing PSB programming – this is partly assessed by perceptions of the current quality of PSB programming, but also by whether participants believe the overall ‘values’ of the channel aligned with the attributes of PSB programming. Finally, participants consider whether or not the provider is trustworthy. This is seen as important given PSB providers will be incentivised in some way to provide PSB programming and participants are keen to ensure that PSB remits are given to those providers who can be trusted to deliver against their responsibilities.

Breadth and depth of appeal

Ensuring any future model of delivering PSB will deliver a balance of public service content that has broad appeal as well as programmes catering for different audiences is another key consideration for participants.

Participants are keen to ensure a good mix between programming with mainstream appeal to ensure PSB programming provides ‘something for everyone’, and programming that appeals to specific age

groups, regions and communities – however, some participants are keen to avoid overly niche programming with limited appeal.

“PSB should be for everyone, you want something that everyone likes to make it worthwhile.”

Male participant, Croydon

Availability and access

Ensuring that PSB content is widely available to a large number of people is a further key driver of participants' responses to the options for delivering PSB moving forwards. There are two main ways in which availability is assessed.

Firstly, participants interpret availability as meaning programming provided on, or predominantly on, free to air / view channels. Participants believe that providing PSB programming on subscription channels, or other platforms that are not considered by them to be free to access (in terms of having to buy equipment and subscriptions) such as the internet, would not be fair to those consumers without access to these platforms. Whilst recognising that by 2012 access to the internet will have increased further, some participants say that even in 2012 there may be some people who do not have the internet, or who are not able to afford pay-TV. While participants recognise that providing some content on the internet may be beneficial, and may serve to target the audiences for which the content is intended better than on free to air channels they retain reservations. Participants tend to have difficulty separating the idea of having to pay for equipment and access to the internet with content which, once access is gained, on the internet itself is 'free to access'. In this case they are keen to see the majority of PSB content provided on free to air TV channels in order to ensure wide and free availability.

“What if it [PSB] all went on to Sky channels or something? Then you would have people who couldn't get it, or wouldn't know where to go.”

Female participant, Nottingham

Secondly, participants are concerned about the expansion of choice of platforms creating challenges for consumers in terms of being able to find and access PSB content. Participants believe it may be difficult to find PSB content if it is spread out over multiple channels, or that people will be unfamiliar with the new locations of PSB content and so not access it, therefore reducing the reach and impact of PSB programming.

“People need to know which channels which programmes are on, at the moment you know that BBC and ITV do news for your area. What if that changed?”

Male participant, Aberdeen

Choice of provider

Participants are keen to ensure that any new model of delivering PSB provides choice of provider. This is seen as important for several reasons.

Firstly, participants recognise that different providers have different tones and styles and retaining diversity and choice in tone and style is a key consideration. Many participants point out the distinctive differences in tone, voice and style between the BBC and Channel 4 and believe that this adds value to PSB programming. They believe these differences work to ensure PSB programming has broad appeal for different audiences. In particular they identify Channel 4 as catering for a younger audience, due to its 'edgier' style of programming, while still providing 'serious' content such as *Dispatches* and *Channel 4 News*. The BBC is seen as better at 'serious' programming in general and is seen as aimed at older audiences.

Second, participants value the different perspectives that come from having choice in provider. Ensuring that there is more than one perspective on some types of programming is a key consideration for all participants. Genres where a different perspective and different tones and styles of PSB provider is particularly valued by participants in all workshops are news and factual programming such as current affairs and documentaries. In the devolved nations this is particularly important, as there is a feeling that the BBC is "too English" and where the alternative perspective provided by STV, UTV and ITV1 Wales (which are all considered more local and relevant and understand national issues in a way which the BBC does not) is particularly valued. In the devolved nations choice of provider in terms of provision of nation-specific news is the biggest driver of responses.

Third, participants believe that choice in provider ensures competition and many participants are quick to make a link between competition between providers and high quality programming (for example, they believe that *Sky News 24* provides competition to The BBC News Channel which is perceived to increase the quality of both channels). Concerns are raised that monopolies lead to a lack of competition, and that this increases the potential for the incumbent provider to become complacent, therefore resulting in the overall standard of PSB programming deteriorating.

Participants are keen to see both the continuation and expansion of high quality PSB programming, and competition both at an institutional level and within particular types of programming is seen as vital in securing this. Participants prioritise news, current affairs and factual programming as key genres requiring competition to ensure quality, although they say that competition across most programming types is desirable. The only exceptions are niche genres of specialist interest, such as arts and religious programming where the majority of participants believe it is acceptable to only have one PSB provider, although plurality of provider is seen as desirable by some.

Secondary drivers

Flexibility to change

A recognition of changes in both the media market place and the way in which audiences access media content is present among most participants. Ensuring that any new model that is introduced is flexible to future audience and market changes is something participants consider when evaluating the models.

For some participants this is an issue because they want a new model to be an efficient use of money, and therefore they consider the sustainability of each model. Others are keen to ensure that any new model is flexible enough to include any future technological advances which may not even be on the horizon at the moment, whilst others want to make sure PSB in the future will cater to future audience viewing habits. All participants want any new model that is introduced to be a sustainable, long-term solution.

Attitudes to risk and change

Personal attitudes to change and risk are a further driver of participants' responses to the models. Some participants are change and risk averse and want any new model to retain elements of the status quo. This view is primarily driven by concerns about the expansion of choice creating challenges for consumers in terms of finding and accessing PSB content, but also by the desire for guarantees about who will provide what programming and the volume of particular types of programming. This latter point is particularly important in relation to UK-wide news and regions/nations programming, especially news.

Other participants embrace the possibility of change and accept the associated risks that change brings with it. These participants want to see any new model of delivering PSB maximise the opportunities that exist in terms of new platforms of delivery. They are therefore more likely to be open to the idea of new providers having PSB remits and are more likely to be open to the idea of the remit of existing providers substantially changing in order to maximise the opportunities that exist.

Transparency and trust to use PSB money appropriately

Participants want providers of PSB programming to be held easily accountable for the programming they make and the way that they spend PSB funds. This is seen as particularly important if additional funding (and potentially additional public money) is to be spent on providing PSB in the future. Participants are therefore looking for a new model which clearly sets out providers' obligations and which provides transparent ways of measuring delivery. This is true whether it is the BBC or commercial channels providing PSB content.

Participants' perceptions of whether providers currently have transparent and accountable management processes therefore influences responses to the models.

Value for money

Given that all of the options aside from 'do nothing' will require additional funding, participants are concerned about whether the model will provide value for the investment.

Before considering the models, participants were told that each of the proposed new models (i.e. models other than 'do nothing') would require the same amount of additional investment and would deliver the same volume of PSB programming¹⁹, therefore participants' interpretation of whether the model will deliver value for money is broader than the volume of PSB it will deliver.

The majority of participants are looking for a model that provides something different to the current system. They are looking for a new, innovative model of providing PSB content as a way of improving the overall quality of programming, maximising the opportunities provided by recent, and likely future, technological advances, and tackling the changes in what channels people watch and how they access information and where PSB content is shown. At the same time some participants do not support the idea of putting a lot of PSB content online currently as they have concerns about equality of access for people who may not have the internet or who may not be technologically savvy.

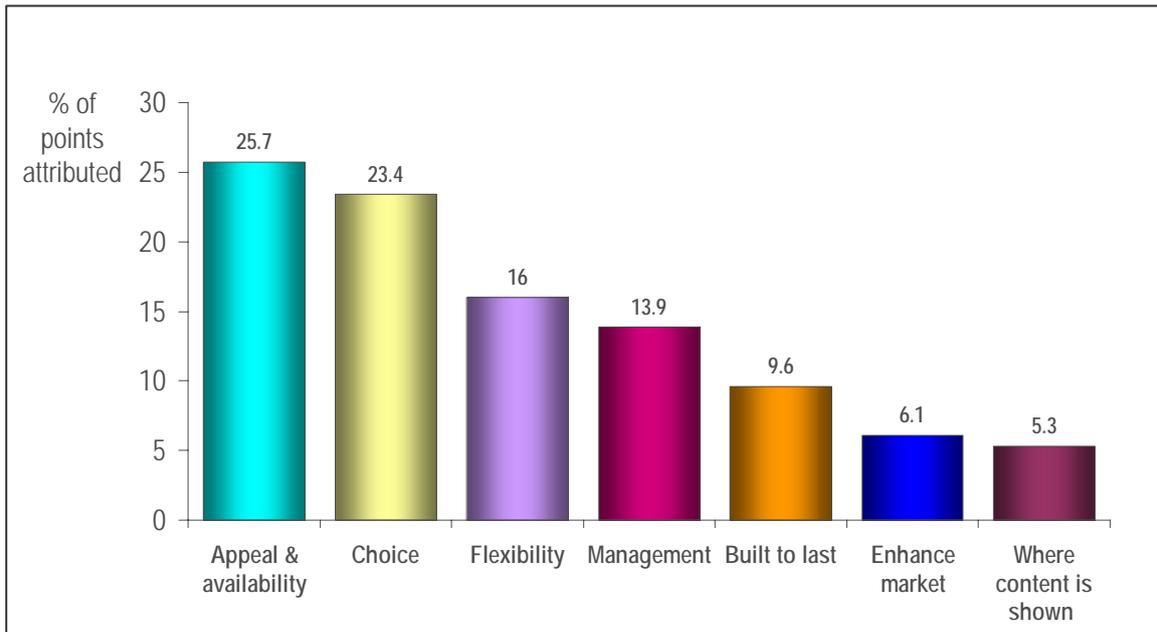
For participants in the Aberdeen, Londonderry/Derry and Swansea workshops, providing value for the investment also means safeguarding the status quo in terms of nations programming given their attachment to STV, ITV1 Wales and UTV and the importance they place on retaining these channels as a strong PSB alternative to the BBC. For a minority of these participants, providing value for the investment means purely safeguarding the status quo in terms of nations programming.

¹⁹ These assumptions were set out for the purpose of deliberation in order to enable us to research participants' in principle responses to each of the models rather than asking participants to evaluate each of the models according to the volume of programming they would deliver or the amount they would cost to deliver. This does not reflect the reality of each of the models.

Ranking Ofcom's evaluation criteria

At the end of discussions about each of the models, and following participants coming up with their preferred model or alternative suggestion, participants were presented with Ofcom's evaluation criteria²⁰. They were asked to rank their top three criteria in terms of order of importance. As the chart below shows, criteria which affect what, how and where consumers view PSB are prioritised.

Fig 1: Ranking Ofcom's evaluation criteria [Base = 144 participants] – Small base size therefore results are indicative only



²⁰ This was a simplified version of the criteria set out in Ofcom's Consultation Document.

3.3 Responses to the models

Introduction

Participants were presented with a range of options for the future provision of PSB.²¹

- ‘Doing nothing’: this would not require any additional funding and ITV1, Channel 4 and Five’s obligations would reduce over time
- Model 1: Evolution
- Model 2: BBC only
- Model 3: BBC and Channel 4
- Model 4: BBC and competitive funding

Following the presentation and discussion of the reasons for change, participants discussed the pros and cons of ‘doing nothing’ before being presented with the 4 options for ‘doing something’. It was explained that ‘doing nothing’ entailed no additional funding.

The presentation of the ‘do something’ models clearly set out that all of the new models for delivering PSB in the future would require additional investment. Participants were told that each of the models would require the same amount of additional investment and would deliver the same volume of PSB programming. These assumptions were set out for the purpose of deliberation in order to enable us to explore participants’ responses in principle to who, how and where PSB is provided rather than asking participants to evaluate each of the models according to the volume of programming they would deliver or the amount they would cost to deliver. This does not reflect the reality of each of the models

Participants then explored the pros and cons of each of the models. The order in which the models were considered was rotated between the workshops so as to avoid an order effect.

3.3.1 Summary of reactions to the models

Preferences for the models are varied across the board with differences between tables at individual workshops as well as differences between workshops. However, despite differences in overall model preference, participants across the workshops came up with similar lists of pros and cons for each model from both a personal perspective and with their citizens hats on. There is some consistency of overall model preference between the workshops held in the devolved nations where an emphasis on retaining national and regional content means that options which provide for this, namely Model 1 are favoured for the future provision of PSB.

Participants’ differing attitudes toward the commercial PSB providers is the key reason for the difference in views of the models that emerges between the workshops. This section therefore explores firstly

²¹ These options differ in some ways to Ofcom’s published models. See appendix 1 for details of the changes themselves and the reasons for the changes.

participants' overall reactions to the models; followed by an exploration of attitudes towards the commercial PSB providers; and then details participants' responses to 'do nothing; and each of the four models for 'doing something'.

Participants support the principle of doing something to tackle the opportunities and challenges in providing PSB in the future. The option described as 'doing nothing' is not seen as a viable option for future provision according to almost all participants. Most participants support the idea of doing something, although none of Ofcom's suggested models fully meets participants' criteria for doing something. Despite this all participants find a model which they believe is preferable to 'doing nothing'. Views are however split:

- 'Model 1: Evolution' is preferred in each of the devolved nations
- 'Model 2: BBC only' is rejected by the majority
- 'Model 3: BBC + Channel 4' is preferred in England
- 'Model 4: BBC + competitive funding': views are split. Most participants believe Model 4 is future focused and flexible, and therefore well placed to maximise the opportunities available in providing PSB moving forwards, however it is seen by many participants as too 'risky' with too few guarantees as to who would provide what content – but it is not rejected in principle.

Participants' views of, and attitudes towards ITV1, Channel 4 and Five inform responses to the models, with the same points being raised by participants through the course of discussion of each model. These are summarised below.

ITV1 / STV / UTV / ITV1 Wales

There are clear differences in views of ITV1 between workshops held in the devolved nations and those held in England.

In the devolved nations, views of, and attitudes towards, the national forms of ITV1 (STV, UTV and ITV1 Wales) drive responses to the models. Guaranteeing the continuation of STV / UTV / ITV1 Wales in their current forms (i.e. as providers of nations news and current affairs programmes) acts a default selection criteria for most participants in Aberdeen, Londonderry/Derry and Swansea. The channels have a symbolic value bigger than the sum of their parts, and are seen to represent national identity in ways which other channels do not.

"Well STV rather than the BBC is just much more local; just things that are going on in our area."

Male participant, Aberdeen

“STV is more Scottish than the BBC which is totally English in everything it does.”

Female participant, Aberdeen

“ITV1 Wales is more local [than the BBC], it covers the Welsh Assembly more than the BBC and talks about local issues.”

Male participant, Swansea

Nations news on STV, UTV and ITV1 Wales is particularly valued and watched by participants. Other nations programming²² is also considered important – although in reality the majority of participants admit they do not watch these types of programmes regularly and therefore cannot comment on their quality, whilst others say the quality of nations programming is lower than UK wide programming.

Nations news and other nations programming on STV, UTV and ITV1 Wales is valued for a number of reasons. First, the national forms of ITV1 are considered **more local and relevant** and understand national issues in a way in which other channels do not. This is particularly seen as the case when comparing their nations news coverage with that of the BBC, which participants believe does not provide adequate in-depth coverage of national or local issues. In Scotland in particular, the BBC is seen as an ‘English’ channel, predominantly covering English issues and considering issues from an English perspective. This view is less pronounced in Wales and Northern Ireland, although UTV and ITV1 Wales are seen to provide better coverage of national and local issues than the BBC.

“If you look at the BBC now and if you look interested in the local news which I think probably most of us are, and if you watch the BBC it’s based in Glasgow and around that area you get the occasional story in Aberdeen but look at STV News, for instance, it’s all much more local.”

Male participant, Aberdeen

Second, participants **value choice** in nations news and factual nations programming, and STV, UTV and ITV1 Wales are seen to have an important role to play alongside the BBC as participants equate choice in provider to **quantity** of programming. They are therefore keen to retain nations programming on STV / UTV / ITV1 Wales as a means of guaranteeing quantity. And third, participants value having choice as it provides **more than one perspective for news** and factual programming in order to allow them to form their own opinions. Therefore retaining STV / UTV and ITV1 Wales as a competitor to the BBC is desirable.

“You need to have lots of people covering an issue that’s really important as you don’t know if you can trust one channel to tell you it how it is.”

²² Nations programming was described to participants as programmes made in their nation for viewers in their nation.

Male participant, Londonderry/Derry

"It's [national news] very important to our heritage and it is to Scotland in general, it just shows independence. We've got our own government, things are going on in the Scottish Parliament, they don't get mentioned on the BBC news."

Male participant, Aberdeen

Model 1 therefore emerges as the preferred model in the devolved nations as it guarantees the future of STV, UTV and ITV1 Wales in their current forms. This is prioritised over all other criteria, although participants readily highlight shortcomings in Model 1 (see page 44).

In contrast, whilst participants in the England believe that choice in provider of regions news is important, and whilst they value ITV1's UK and regional news programming, and the fact that ITV1 shows a wide range of UK made programmes, there is little emotional attachment to ITV1 as a channel, and a sense amongst some participants that the overall quality of the channel (including programming beyond their PSB remits) has declined in recent years. There is a willingness to consider models which fundamentally change ITV1's PSB obligations and a sense that other channels could take on ITV1's PSB obligations if required.

"It's good that someone else [other than the BBC] does our [regions] news, but I'm not really fussed who it is."

Male participant, Croydon

Channel 4

Participants view Channel 4 positively. Many participants point out the distinctive differences in tone, voice and style between the BBC and Channel 4 and believe that this adds value to PSB programming. They believe these differences work to ensure PSB programming has broad appeal for different audiences. Channel 4 is seen to have an 'edgier' style of programming than the BBC which appeals to a younger audience, while still providing 'serious' content such as *Dispatches* and *Channel 4 News*. The BBC is seen as better a 'serious' programming which is aimed more at older audiences.

"My daughter likes Channel 4 but not BBC, I think it's more suited to her than it is to me, it's a bit of a younger focus, dealing with issues that are relevant to young people."

Female participant, Beverley

Along with the BBC, the majority of participants see Channel 4 as a leader in new media, and therefore well placed to adopt a larger PSB remit moving forwards. Indeed, there is an appetite amongst many participants to see what Channel 4 could do with a larger PSB remit.

"I think Channel 4 is more flexible at the moment because you can go on for on demand and download anything. Like you can go back years. Whereas in the BBC they only keep stuff on their servers for like a week..."

Male participant, Aberdeen

Five

Attitudes towards Five do not drive participants' responses. A few participants say they like Five's documentaries, but the majority say they do not watch Five's PSB programming. Five is not seen to embody the attributes of PSB programming in the same way as other channels (notably the BBC and Channel 4), and questions are raised about the quality of some of Five's programmes. Therefore there is a willingness to consider models which fundamentally change Five's PSB obligations and a sense that other channels could take on Five's PSB obligations if required.

"I'm surprised that Channel 5 had any PSB at all. I just didn't think there was any, you know, if you're talking about high quality programmes, I wouldn't probably think of Channel 5."

Female participant, Aberdeen

Attitudes in Aberdeen, Swansea and Londonderry/Derry

- **Aberdeen**

Guaranteeing the continuation of STV in its current form acts a default decision criteria for most participants in Aberdeen.

STV is seen to have a symbolic value, bigger than the sum of its parts, and is seen to represent "Scottish identity" in ways which other channels do not (most participants see the BBC as an "English channel"). STV's nations news programming is particularly valued, but its other nations programming is also considered important – although in reality the majority of participants admit they do not watch these types of programmes regularly and therefore cannot comment on quality, or are not happy with the quality.

Participants want choice in perspective for news and factual programming about Scotland for people in Scotland. The BBC is not seen to understand Scotland issues as well as STV or provide adequate in-depth coverage. People also equate choice in provider to quantity of programming. People also value having more than one perspective for news and factual programming in order to allow them to form their own opinions.

- Londonderry/Derry

Guaranteeing the continuation of UTV in its current form acts a default decision criteria for many participants in Londonderry/Derry.

UTV has a symbolic value and it is seen to represent the nation. It is considered local and relevant and to understand national issues in way which other channels do not, and its nations news is particularly valued as an alternative to the BBC. Its other nations programming is also considered important – although in reality the majority of participants admit they do not watch it regularly and therefore cannot comment on its quality or are not happy with the quality.

Participants value choice in nations programming. They appreciate the different perspectives offered by BBC Northern Ireland and UTV. Many participants were able to receive RTE which is seen to provide a local / Republic of Ireland perspective, and serves to increase the quantity of local programming available. However, it is not seen as a substitute for UTV, and also participants stress that not everyone in Northern Ireland has access to RTE.

- Swansea

Guaranteeing the continuation of ITV1 Wales in its current form acts a default decision criteria for many participants in Swansea.

ITV1 Wales has a symbolic value along with S4C and is seen to symbolically represent the nation. ITV1 Wales is considered local and relevant and to understand nations issues in ways which other channels do not. Its nations news is particularly valued as an alternative to the BBC and its other nations programming is seen to be important – although in reality the majority of participants admit they do not watch these types of programmes regularly and therefore cannot comment on quality, or when familiar with the content, participants are not happy with the overall quality.

Participants value the choice in nations programming provided by the combination of BBC Wales and ITV1 Wales. The BBC is not seen to provide adequate in-depth coverage of Welsh issues, and people equate choice in provider to quantity of programming. People also value having more than one perspective for news and factual programming in order to allow them to form their own opinions.

S4C digital in Wales is also seen to increase the choice in nations programming for Wales. However, it has a purely symbolic value for most participants in Swansea, representing nations concerns, rather than adding real choice in programming given most did not speak Welsh.

3.3.2 Responses to 'do nothing'

Introduction

Following a presentation outlining the changes taking place in the television landscape, the future trends, and the implications for PSB programming (see Appendix 6), participants' reactions to the idea of 'doing nothing'²³ were explored. This option was described as not requiring any additional funding and that the commercial PSBs' obligations would reduce over time. It was made clear this would not affect BBC programming or other services as the BBC is funded by the licence fee. It would, however, over time, affect the amount of PSB programming on ITV1, Channel 4 and Five.

At the end of each workshop, following discussion of different possible funding mechanisms for future PSB provision, participants were asked to vote for their favoured solution, including 'do nothing' and any alternative or hybrid models produced at their workshop, and Ofcom's four potential new PSB models. Participants cast their votes with the knowledge that 'doing nothing' does not involve any additional funding, whilst 'doing something' requires additional funding.

Main findings

All participants want to see a new model introduced for delivering PSB in the future - they do not support 'doing nothing' despite this being the only cost neutral option. After consideration of all of the options, not one participant chose the 'do nothing' option.

The main arguments that participants raise in support of 'doing something' centre around the fact that audience viewing habits are changing. Participants recognise the financial challenges this is creating for the commercial PSBs and believe that over time, this will lead to a decline in quality and amount of PSB programming as the commercial PSBs struggle to fulfill their obligations within the current financial framework. Participants also highlight the fact that there is a growing mismatch between where PSB programming is provided and where some audiences are accessing content, and believe that this means that the reach and impact of PSB programming is not being maximised. Participants also recognise the new media opportunities for how PSB content is provided in the future and are keen to see a model for PSB delivery which makes better use of new technology, in order to better match audience media habits, than the current system. By leaving things as they are and 'doing nothing', participants do not believe these opportunities are being maximised.

"If we don't do anything then we'll not make the most of all these new things. Wouldn't it be great to see more development, not less?"

Male participant, Croydon

²³ This is incorporated within Model 1 in Ofcom's Consultation Document

Participants also believe that PSB programming is quality programming (see section 3.1.1) and do not want to see a deterioration in the overall quality of programming available (in fact they want to see an increase in the quality of programming). Therefore, participants reject the idea of 'doing nothing' believing it will lead to an overall decrease in the quality of programming available, and will not encourage an improvement in quality overall.

"I think it's quite frightening, you know, the thought of all these PSB programmes going. I don't think it's really an option to do nothing. I just think if you've ever watched TV in America and I guess they don't have, you know, they don't have to do PSB and it's just, it's awful and we don't want to be like that, we want to get better."

Female participant, Swansea

"If you do nothing you'll just have worse programmes, it [the quality of programming] is just going to decline."

Female participant, Croydon

Maintaining the current volume and choice of UK made programming and of programming for the nations and regions from different providers is another important factor which leads participants to reject 'do nothing'. This is particularly the case for participants in the nations where there are strong concerns around the BBC potentially becoming the only provider of nations news if the current way of providing PSB continues. In addition, having more than one provider of news and factual programmes is something which participants value:

"At the moment you can watch Channel 4 news, or you can watch UTV news, or you can watch BBC or whatever, whereas if you do nothing then...I mean the quality of the news is going to decline; you're going to have Public Service Broadcasting just with BBC..."

Female participant, Londonderry/Derry

"This could lead to less or worse regions programmes, or for them to vanish totally..."

Female participant, Aberdeen

Participants also have concerns that specific genres such as children's programmes and arts programming will suffer given they are unprofitable to broadcasters, therefore resulting in less PSB programming for the younger generation.

Participants recognise that some commercial channels already provide programmes that could be classified as PSB programming without receiving funding - such as Nickelodeon, The History Channel, and Sky News. A minority of participants raise the point that the market will provide some PSB

programming, even if the PSB contributions of the commercial PSBs declines; however, participants do not believe that the market will fill all the gaps in programming left by a decline in the obligations of the commercial PSBs. Furthermore, while some participants appreciate PSB type programming on non-PSB channels, most express concern about the idea of providing PSB programming on channels which are not free to air, as they interpret availability as meaning programming provided on, or predominantly on, free to air / view channels. Participants believe that providing PSB programming on subscription channels, or other platforms that are not considered by them to be free to access (in terms of having to buy equipment and subscriptions) such as the internet, would not be fair to those consumers without access to these platforms.

Participants also say they do not believe that commercial PSB providers should be made to continue with their PSB obligations if they have expressed an explicit wish not to. This sentiment is not borne out of sympathy for the commercial PSBs, but rather out of a desire for high quality PSB programming and the sense that if commercial PSB providers are not committed to producing PSB programming the quality of the programming they produce will suffer.

Other arguments that participants raise in support of 'doing something' include a belief that the quality of programming on ITV1, Channel 4 and Five will deteriorate if the current way of providing PSB continues. They say that this in turn could lead to a loss of viewers, and therefore, revenue for the commercial PSB providers – creating further problems for providing high quality PSB programming. There is some concern that as the commercial PSB providers struggle financially to meet their PSB obligations, they will replace high quality, original, UK made programming with repeats and US imports, changing the balance between UK and US programmes and therefore changing the nature of the channels.

Participants are also concerned that there will be a loss of diversity and choice in PSB providers if a new model of providing PSB in the future is not established. Participants believe that this in turn could lead to a loss of competition between PSB providers, a BBC monopoly in some types of programming, for example in nations and regions news programming, and the risk of a potential decline in quality.

Some participants however identify potential benefits of 'doing nothing' – although even these participants believe that the disadvantages of 'doing nothing' outweigh the benefits. The potential benefits are:

- The BBC would still provide PSB programming and this might make it easier to find certain types of programmes, with less confusion about the platforms they are shown on

"The idea of having one PSB channel might be quite good so you'd know where to go to find things."

Male participant, Beverley

- Doing something costs money whilst doing nothing is cost free

"It costs us nothing to do nothing."

Male participant, Aberdeen

- A minority say that some providers already show PSB programmes without receiving funding, for example Sky and its news coverage and The History Channel and its documentaries, and would continue to do so meaning that there would still be an alternative to the BBC

"You have people like Sky producing news anyway, so it might not be too bad to loose ITV."

Female participant, Nottingham

- Some participants thought that ITV1, Channel 4 and Five might be able to increase their advertising revenues if they were able to show less PSB programming and instead show more popular programmes, therefore improving their financial situations
- If ITV1, Channel 4 and Five are freed up from their PSB obligations they would be able to concentrate on programming they are good at rather than programmes that they are required to make and show?. Participants say that this might mean that the quality and creativity of programming may improve with a more competitive marketplace delivering benefits for viewers

"In some ways by doing nothing you let the market decide what to show."

Male participant, Beverley

3.3.3 Responses to Model 1: Evolution

Introduction

Participants were provided with information on 'Model 1: Evolution' detailing how the model would see the BBC remain the key provider of PSB and more funding would be provided to keep PSB programmes on ITV1 (and its variations in the devolved Nations), Channel 4 and Five. As with all of Ofcom's potential new models for delivering PSB in the future, it was made clear that this model would require additional funding.

Overview

Model 1 emerges as one of the top two preferred models along with Model 3. However, views of Model 1 are split.

In England this model receives little support from participants. It is seen as a 'half' solution, tackling the challenges but not the opportunities, and is considered a short term fix rather than a long term solution to the problem as it is not seen as flexible enough to future changes in audience viewing habits and or market or technological developments generally. Equally, participants do not believe that it is innovative, with little new value created from the additional investment.

Model 1 is however the preferred option for participants in each of the devolved nations, because it is the only model which maintains current levels of nations programming whilst securing the continuation of STV, UTV and ITV1 Wales in their current forms. As this is prioritised over all other criteria, participants opt for Model 1 as their default choice, although they readily highlight shortcomings.

Model 1: Pros

Participants believe one of the key strengths of Model 1 is that programming would be widely available and easy to find. Participants say that everyone has access to BBC, ITV1, Channel 4 and Five and that PSB programming should be universally and freely available. Even though participants recognise these models would be delivered post 2012, they believe there will still be significant sections of the population unable to access, or be uncomfortable accessing the internet or able to afford pay TV. Because of this they prioritise delivery of PSB on universally available and free channels.

In addition, participants highlight the fact that people are familiar with the traditional PSB providers - they know what to expect from them and where to go to find particular types of programming - as another key benefit of Model 1. This element of Model 1 appeals to participants who are change averse in particular.

"I like knowing that ITV are a bit more entertainment-y than BBC and that Channel 4 are a bit more, you know, younger. What if that all changed, it might a bit a bit strange..."

Female participant, Nottingham

Model 1 also fulfils participants' desire for choice in PSB providers, with a range of different tones, styles and perspectives provided in the areas of programming that are seen as most important, namely: UK news, nations and regions news, other nations and regions programming, current affairs and specialist factual programming. This is a key benefit of Model 1 for participants in each of the devolved nations who value choice and plurality of provider in nations news and other nations programming.

"STV is really important in Scotland as a news channel, the BBC just doesn't get Scottish issues as well, or show as much Scottish stuff, so it's good to have STV as well."

Male participant, Aberdeen

"ITV1 Wales covers more stuff that interests you locally rather than stuff going on in Westminster."

Male participant, Swansea

"I don't think we should just have the BBC showing news as UTV is sometimes better in lots of ways, you know by showing more interesting items and talking to people from Northern Ireland. The BBC doesn't do that."

Female participant, Londonderry/Derry

The fact that this model retains competition between the traditional PSB broadcasters is highlighted as another benefit, as participants make the link between competition and high quality outputs and are keen to avoid a reduction in competition for PSB programming moving forwards.

The simplicity of Model 1 – keeping what we have today sustained by increased investment – appeals to some participants, particularly those who are change averse. These participants say that Model 1 guarantees the quality of programming as the current PSB providers have proven capabilities in their obligation areas. They are therefore trusted to continue to provide programming in these areas moving forwards to a greater extent than new providers coming into the market, or existing providers providing content in new genres would be.

"We know that STV can produce Scottish news, what if someone else was told to make Scottish news and didn't know the first thing?"

Female participant, Aberdeen

“Channel 4 make a bit more cutting edge programmes, that’s their thing, I don’t know if someone could just decide that was what they were going to do now if they didn’t have any experience of doing it.”

Female participant, Croydon

The stability of Model 1 is further a key pull for some participants. This is particularly the case for participants who are change averse as well as participants in the nations, where high priority is placed on having a guaranteed level of nations news programming and other nations programming as well as choice in provider.

Model 1: Cons

Many participants, particularly in England, believe Model 1 is a half solution that provides poor value for money for the additional investment. These participants say that Model 1 tackles the financial challenges in providing PSB programming but does not maximise the technological opportunities that exist or tackle the challenge of changing audience viewing habits. Participants are concerned that PSB will become an outdated concept if it does not embrace new technology and new media platforms to a greater extent than in Model 1 – having the BBC alone as the only provider with new media obligations is not seen as sufficient post 2012, participants are looking for other providers to provide competition and choice in this way in order to appeal to and reach wider audiences.

“We’ve just been told that everything is changing, like people using the internet to watch TV, but if we don’t do anything, if things stay the same, then there won’t be any of this types of programmes [PSB programming] on the internet really.”

Female participant, Beverley

Model 1 is not seen as an innovative new way of providing PSB and does not provide anything new for the additional investment. As a result, participants do not believe that Model 1 will deliver the overall improvement in the quality of programming that they are looking for and nor will it tackle the growing mismatch between how people (particularly young people) watch TV and access information and where PSB content is shown. Participants say that this latter point means that Model 1 does not maximise the reach and impact of PSB.

Some participants believe that Model 1 is a short term fix rather than a model which provides a long term, sustainable way of delivering PSB in the future. This is for two reasons, firstly financially: participants believe that Model 1 is investing money in to a system that already isn’t working financially,

and which is likely to face financial problems again in the future given the declining value of advertising and 'discounted airspace'²⁴ which will mean a further decrease in ITV1, Channel 4 and Five's revenues.

"With the option of Model 1, according to what it says on Model 1 they would all stay the same and actually continue to show the programmes that they're currently showing. We felt that that's just throwing money at the problem. It's not solving any problems."

Male participant, Croydon

Secondly, participants do not believe that Model 1 is flexible enough to deal with future changes in audience viewing habits and the market generally, given its limited new media guarantees. They therefore anticipate that Model 1 would need to be revised and / or altered in some way in the future in order to include greater provision for new media.

"With option 1 it doesn't provide the facility to use new media properly, we're thinking about 2012 or going onto the internet. If we looked at the figures now a lot of people are watching TV on the internet. Currently option 1 doesn't provide that so it's not good enough."

Female participant, Aberdeen

Finally, participants also levy some criticism against the current performance of some of the commercial PSB broadcasters. For example, some participants in England do not believe that ITV1 has a very strong PSB offer at the moment (with the exception of news and popular dramas), whilst participants from all areas share the same view about Five. Some participants say they do not want public money to go towards commercial channels who have expressed a desire to be released from their PSB obligations as they are not seen as totally committed to PSB, or who are not seen to provide high quality PSB programming.

Model 1: Additional queries / concerns

Participants raise a number of additional queries and / or concerns through the course of discussing Model 1. These centre on how the model would be delivered:

- How accountable would channels be to their PSB commitments?
- Will more money guarantee an increase in quality?
- Will this model need more money injected every five years or so?
- What would actually happen to regions / nations programming?
- Is this model the most cost effective?

²⁴ It was explained to participants that ITV1, Channel 4 and Five receive discounted or free access to broadcasting capacity and the underlying spectrum – which was described as 'discounted airspace'.

- What impact would more people watching media online have on funding for this model?
- What assurance that channels providing PSB content in this model would have to deliver it online as well?

3.3.4 Responses to Model 2: BBC only

Introduction

Participants were provided with information on 'Model 2: BBC only' detailing how the model would see the BBC as the only UK wide PSB provider and that it may take on a bigger role to make up for gaps in PSB provision left by the end of obligations for the commercial PSBs. ITV1 (and its national variations), Channel 4 and Five would be purely commercial companies with no PSB obligations. As with all of Ofcom's potential new models for delivering PSB in the future, it was made clear that this model would require additional funding. In this case the additional funding would be used to enhance the BBC's PSB offering and make up for the shortfall in PSB provision overall.

Overview

Model 2 is rejected by the majority of participants – after consideration of all of the options, only two participants say they believe that Model 2 is the most appropriate solution.

Model 2 is rejected for a range of reasons. Firstly, it does not meet the key criteria of providing choice in PSB provider and would create a BBC monopoly, with no competition, which participants believe could have a negative impact on the overall quality of PSB programming. Model 2 also lacks diversity in programming – the BBC's tone, style and perspective would be the only one available in PSB programming. In the devolved nations in particular Model 2 is disliked for its lack of diversity given the BBC is seen as 'English', and therefore under this model the English perspective would dominate. It also fails to guarantee the future of STV, UTV and ITV1 Wales in their current forms.

The majority of participants also reject Model 2 as it does not provide good value for the additional investment as it is not considered flexible enough to changes in audience viewing habits and market changes generally.

Potential positives of Model 2 centre around the potential new innovation that the BBC might deliver with additional funding, and the possibility of the existing commercial PSBs becoming more imaginative if they were no longer restricted by their PSB obligations.

Model 2: Pros

A minority of participants recognise some potential benefits of Model 2, although the negatives are seen to outweigh the positives. These participants like the BBC, believe it is the PSB 'expert' and are keen to see what it could deliver with more funding. They believe that investing more money in the BBC would enable it to do more of what it does well currently, namely producing high quality programming. Investing more money in the BBC is therefore seen as a 'safe' option, with few risks attached.

"The BBC is good already so it could be better with this option."

Male participant, Beverley

Participants also say that PSB programming would be easy to locate if it was concentrated on BBC channels as proposed in Model 2, given people are familiar with the BBC, its services and its overall offer. Some participants argue that this would mean that the impact of PSB programming would be maximised, as opposed to models which suggest distributing PSB programming more thinly over multiple channels which participants believe could also result in lower levels of commitment to PSB programming and poorer quality programming overall.

Participants recognise that the BBC has a reputation for embracing and leading on new media innovation, one example which they identify being the iPlayer. By extending the BBC's PSB obligations and providing the BBC with additional investment, some participants believe that the BBC would become more innovative and exciting, potentially setting up new digital channels and expanding its new media offer. Some participants therefore see Model 2 as maximising the opportunities presented in providing PSB content moving forwards.

Another positive element of Model 2 is that most participants trust the BBC to use PSB money effectively to a greater extent than the commercial channels, given the BBC is seen as more accountable. Programmes like what was *Points of View* help create this perception of accountability for some participants, whilst others are aware of the BBC Trust and its role.

"The BBC has a governing body doesn't it, which you can complain to if you're not happy with something they're doing."

Male participant, Aberdeen

Finally, some participants talk in positive terms about Model 2 releasing the existing commercial PSB providers from their PSB obligations and in doing so creating wider potential for them to innovate. In this case some participants are interested to see how the TV landscape might change.

"You might see Channel 4 providing more entertainment or something like that, things might change in a good way."

Female participant, Nottingham

Model 2: Cons

For most participants Model 2 does not provide enough choice and diversity in PSB programming given it does not provide an alternative to the BBC. Participants believe that the different tones and styles of different PSB providers appeal to different audiences and they value this diversity. Under this model some participants believe there would be gaps in programming appeal given the BBC would be the only PSB provider and it has a distinctive style which does not appeal to all audiences, meaning that certain

audiences would be less likely to access PSB content. In particular participants voice concerns that the model would entail a loss of Channel 4's 'edgier' style of programming which would in turn reduce the appeal of PSB programming for younger people.

"If you didn't have Channel 4 doing stuff then I don't think you'd get my daughter watching normal TV, she just likes stuff on Channel 4 and it's good for her to watch it rather than all American soaps."

Female participant, Nottingham

Plurality of perspective is also an important consideration for participants, particularly for UK news, nations and regions news, current affairs and specialist factual programming. Participants value having more than one perspective for news and factual programming in order to allow them to form their own opinions, and Model 2 does not provide any competition to the BBC.

"You'd only get one point of view of regional news, it would sort of be like a BBC news monopoly under this plan."

Female participants, Croydon

There are also concerns amongst some participants that the BBC presents a biased perspective with potential influence by Government.

"The BBC can be biased can't it? You hear all this stuff about how Government can make them say certain things or put certain programmes on, and you don't know if it's true but it just sort of makes you think, you know, I'm glad there are other channels to balance it out a little bit. Like news on STV or Channel 4, things that you can watch to make up your own mind rather than just accept what the BBC says about something."

Female participant, Aberdeen

Losing ITV1's (plus national variations) regions and nations news, and other regions and nations programming, is considered a key weakness of this model by some participants, particularly those in the devolved nations. Participants across the board value choice in nations and regions news and factual nations programming in particular, and ITV1, STV, UTV and ITV1 Wales are seen to have an important role to play alongside the BBC in this respect by participants in the devolved nations. Nations versions of ITV1 are considered more local and relevant and to understand national issues in a way in which other channels do not.

"UTV is good for showing local news, better than the BBC I'd say. It just seems a bit more detailed."

Male participant, Londonderry/Derry

In the devolved nations therefore, Model 2 is rejected for failing to provide an alternative voice to the BBC in nations programming and particularly in nations news provision, given this is the key criteria for many participants in Aberdeen, Londonderry/Derry and Swansea (see section 3.1.2 for more detail).

Lack of competition to the BBC is also a concern for reasons other than plurality of perspective, choice in PSB programming and provision of different tones and styles. Some participants believe that the level of PSB obligation might be too great for any one provider to deliver effectively and to a high quality. There are also concerns that the BBC could become complacent without competition from other providers in some types of programming which could lead to a subsequent decline in programming quality.

"It's putting all your eggs in one basket isn't it? What if the BBC can't cope, or doesn't do a good job?"

Male participant, Croydon

Whilst some participants believe Model 2 would be flexible enough to future changes in audience viewing habits and market changes generally, others do not believe that the BBC as the sole PSB provider is capable of tackling this challenge alone, believing it is a step too far from their current role as a 'traditional' PSB provider.

"Having just the BBC wouldn't really do it would it? You'd need other people to mean there's enough stuff online, or for the younger generation to, maybe, use their phones or something."

Female participant, Nottingham

Some participants are also concerned about the potential negative impact of Model 2 on the quality of ITV1, Channel 4 and Five programming. They suggest that PSB programmes may be replaced with more repeats and U.S. imports.

Model 2: Additional queries / concerns

Participants raise a number of additional queries and / or concerns through the course of discussing Model 2. These include:

- How would quality be ensured with no competition for the BBC?
- Would the BBC have an obligation to fill the nations and regions news gap?
- Would want more information about what ITV / STV / UTV, Channel 4 and Five would do in this case:
- What would replace existing PSB programmes on these channels at the moment?
- Would they become more like American TV?

3.3.5 Responses to Model 3: BBC and Channel 4

Introduction

Participants were provided with information on 'Model 3: BBC and Channel 4'²⁵ detailing how the model would see the BBC and Channel 4 as the only broadcasters with PSB obligations and that Channel 4 may take on a bigger role to make up for gaps in PSB provision left by ITV1 and Five no longer being obliged to provide PSB. ITV (and its national variations) and Five would be purely commercial companies with no PSB obligations. As with all of Ofcom's potential new models for delivering PSB moving forwards, it was made clear that this model would require additional funding. In this case the additional funding is for BBC and Channel 4 to make up for the shortfall in PSB overall.

Overview

'Model 3: BBC plus Channel 4' emerges as one of the top two preferred models along with Model 1. However, views of this Model are split.

Participants believe 'Model 3: BBC plus Channel 4' provides a model which is flexible to future changes in audience viewing habits and the market place generally. It is also seen to deliver choice in PSB providers on widely available, easily accessible channels; as well as delivering something new and different, therefore providing value for the additional investment. Participants also consider Model 3 to be a relatively risk free option, given the existing track record of both BBC and Channel 4 in terms of PSB provision – they are trusted and seen as already committed to providing PSB content. In England Model 3 is the preferred option for the above reasons.

Model 3 however receives little support from participants in the devolved nations. There is some sense that the model would create a monopoly of two providers, limiting choice and competition, but primarily participants in these nations reject Model 3 as it does not guarantee the future of STV, UTV and ITV1 Wales in their current forms, i.e. providing nations news and other nations programming.

Model 3: Pros

The idea of Channel 4 being given a larger PSB remit appeals to many participants who see Model 3 to have potential to broaden the appeal of PSB programming, given Channel 4 is seen to have a different core offer in terms of content to the BBC and to appeal to different audiences given its different style. Channel 4 is seen as the most different of all the commercial PSB channels to the BBC, providing

²⁵ Model 3 does not match Model 3 as presented in Ofcom's Consultation document. In this research it was simplified to exclude competitive funding for the sake of clarity, as well as the premise that attitudes towards competitive funding would be covered sufficiently in discussions on Model 4. See Appendix 1 for more details on how this model differs from the model 3 presented in Ofcom's Consultation Document.

programmes with a different tone and style, and which appeal to a different, younger, audience which may encourage them to engage with more PSB programming.

There is an appetite among participants to see what Channel 4 could do with a bigger remit and a belief that Channel 4 is well placed to take on extended PSB obligations given its experience and track record in producing programmes across a wide range of genres, and its reputation for producing high quality programming. In particular, participants believe that Channel 4 is well placed to provide older children's programming, and there is an overall confidence in Channel 4 to deliver in most areas that are new for it.

"Channel 4 do well (in) their current affairs programmes; their lifestyle and their specialist documentaries, and if they were to take over from Five and ITV there is the potential that there would be an improvement in these areas. And a lot more cutting edge..."

Female participant, Aberdeen

Some participants believe that having one, large, PSB competitor to the BBC is preferable to having lots of competitors with smaller remits, given a large competitor will provide a strong alternative voice and real choice for consumers in terms of perspective and tone and style on a wide range of programmes. Participants say that Channel 4 will be incentivised in this model and committed to becoming more of a PSB 'expert' providing real competition to the BBC, and potentially leading to an improvement in the overall quality of PSB programming.

"Channel 4 would provide more competition to the BBC as they would be so big."

Female participant, Beverley

"This would be concentrated over the two as opposed to it being diluted throughout all of them, so you'd probably see better quality."

Female participant, Croydon

Another benefit of Model 3 highlighted by participants is that PSB programming would be easy to locate and widely available given everyone has access to the BBC and Channel 4, and people are familiar with both, their services and their different offers at a broad level.

In particular, participants point to the fact that people are familiar with the BBC's online offers such as the iplayer and the BBC website, and that there is a baseline awareness of Channel 4's website and 4 on demand which could be built on, as evidence that this model takes account of new media developments and changing audience viewing habits. These participants believe the two providers would compete against each other to provide cutting edge new media content, therefore encouraging innovation and increasing the amount of new media PSB content available.

Model 3 is seen as flexible, but not risky. The majority of participants believe that a bigger Channel 4 has the potential to address the opportunities available in providing PSB in the future. The BBC and Channel 4 are seen as the current leaders in 'future thinking' (with references made to the BBC's iPlayer and Channel 4's On Demand service) and at the forefront of providing content and programming on new media platforms. Participants believe that they are well placed to continue to occupy these roles in the future and say they can envisage Channel 4 expanding their online offer, and providing more innovative services such as the 4 On Demand service, along with continued innovation from the BBC. Participants also envisage Model 3 encouraging content and platform innovation as a result of Channel 4 and the BBC being in competition.

"Channel 4 already does online stuff don't they? They've done quite a bit recently, and maybe they could do more with this model."

Male participant, Swansea

Model 3: Cons

Some participants do not believe that Model 3 will deliver enough choice in PSB provider, limiting the range of possible tone, styles and perspectives in PSB programming. This is particularly felt by participants in the nations, where the strongest objections to Model 3 are raised. Whilst recognising many of the potential positive aspects of Model 3, participants in the nations reject it in principle because it does not guarantee the future of STV, UTV and ITV1 Wales in their current forms (i.e. providing nations news and other nations programming), and because it provides no guarantee that there will be alternative nations news provider to the BBC.

Whilst some participants, particularly those in England who are less emotionally attached to ITV1 as their regional news provider, believe that Channel 4 may be able to produce high quality regions and nations news, others, particularly those in the nations, do not believe it has the expertise or capacity to fill the gap left by ITV1, STV, UTV and ITV1 Wales. Questions are also raised about whether Channel 4 would be able to understand and report on local and nations issues in the same way as STV, UTV and ITV1 Wales do currently.

The potential impact of Model 3 on STV, UTV and ITV1 Wales is also a key consideration for participants in the nations – to a greater extent than the impact on ITV1 affecting views in England. There are concerns amongst participants in the nations that the quality and variety of programming on STV, UTV and ITV1 Wales will decline, with U.S. imports and repeats seen as the likely replacements for PSB programming. Participants in England are not as attached to ITV1 programming and therefore are not as concerned about the likely replacements for PSB programming.

Some participants raise objections to Model 3 on the grounds that both the BBC and Channel 4 are public institutions. This leads some to say that PSB programming provided by these two institutions has the potential for a government-friendly perspective to dominate. This is a particular concern for news and factual programming where participants value access to a variety of views and perspectives. For some, the strengths of Models 1 and 4 lie in the fact that PSB would be provided by not just the BBC and Channel 4, but by other providers who some perceive as more independent.

"Both the BBC and Channel 4 are owned by government ultimately aren't they? You wouldn't trust what they say."

Male participant, Aberdeen

Whilst some participants argue that Model 3 will deliver increased competition between PSB providers given that a larger Channel 4 will pose real competition to the BBC in multiple areas, others believe that a monopoly of two providers might actually limit competition and that having more PSB providers is preferable. This also leads to concerns about a potential decrease in the quality of programming overall.

"It doesn't really seem enough just to have the BBC and Channel 4, I don't know how many [providers] I think there should be but two is just not many."

Female participant, Nottingham

Some participants also have concerns that Model 3 may not be flexible enough to future changes in audience viewing habits and the market generally. Whilst recognising that the BBC and Channel 4 have the most developed new media offers of the traditional PSB providers, the fact that they are traditional PSB providers is a concern for some participants, who would like to see greater innovation from any new model of delivering PSB in the future, opening the market up to include new media specialists.

"This [model 3] doesn't let other people do PSB does it? What about people who are already online?"

Male participant, Nottingham

Some participants are concerned that splitting PSB obligations between just two providers may be too much of a burden on the BBC and Channel 4. These concerns centre around whether they will be able to produce high quality programming in all areas and genres, or whether some genres will be prioritised at the expense of others.

"It might be too much for just two of them [BBC and Channel 4]. You'd worry that they weren't doing it [PSB] properly."

Male participant, Beverley

Model 3: Additional queries / concerns

Participants raise a number of additional queries and / or concerns through the course of discussing Model 3. These include:

- Do Channel 4 want this? Do they have capacity / expertise for extra work?
- Would Channel 4 be able to fill the regions programming gap?
- What would ITV1 and Five end up looking like?
- Can the model meet all audiences' needs? Different ages, nations, regions
- Would both channels have nations / regions obligations?
- Is it flexible enough?
- Does it have to be Channel 4?
- Questions about funding:
- Would the licence fee go to Channel 4?
- How would competition work between the licence fee funded BBC and publicly owned but commercially funded Channel 4?
- How would funding be split?

3.3.6 Responses to Model 4: BBC plus competitive funding

Introduction

Participants were provided with information on 'Model 4: BBC plus competitive funding'²⁶ detailing how the model would see the BBC remain the key provider of PSB. PSB not provided by the BBC would be delivered by a range of providers via competitive funding which they would need to bid for. ITV1 (and its national variations), Channel 4 and Five could bid for funding to provide PSB programming, but they would not have any obligations to do so or any obligations to provide PSB programming. As with all of Ofcom's potential new models for delivering PSB moving forwards, it was made clear that this model would require additional funding.

Before discussing the model in detail, participants were given more detail about the concept of competitive funding and the likely process for identifying PSB requirements and awarding contracts.

Overview

Responses to 'Model 4: BBC plus competitive funding' are complex. Participants' views are generally driven by their individual attitudes to change and risk. Participants recognise the potential benefits and strengths with the model, but many have real concerns about how it would work in practice.

Most participants believe Model 4 is future focused and flexible, and therefore well placed to maximise the opportunities available in providing PSB moving forwards. Model 4 is also seen as a good way of guaranteeing diversity of tones, styles and perspectives in PSB programming, and as a good way of incentivising quality as only the best ideas would be commissioned through competitive funding.

However, for many participants, the model is a step too far: it is too risky as it involves PSB providers that are not tried and tested, with too few guarantees about who would provide PSB and where it would be provided. Participants favour other models over Model 4 given the overall lack of certainty about what the future PSB landscape would look like. Participants have lots of questions around who would bid for contracts under competitive funding, and what type of programmes would be commissioned. The lack of certainty about the platforms for delivery also concerns some participants, given the emphasis they place on ensuring PSB is widely available, easy to locate and easy to access. There is also concern that PSB programming might be delivered on channels which are 'hidden' among hundreds of cable and satellite channels which not everyone may have access to.

As with Models 2 and 3, the lack of certainty about the future of STV, UTV and ITV1 Wales is a key consideration for participants in the nations, which ultimately leads most participants at these workshops to reject Model 4.

²⁶ For the sake of clarity in explaining the models to participants Model 4 is based on BBC continuing with its current role, whereas in Ofcom's Consultation Document Model 4 was described as the BBC having a core role in areas

Model 4: Pros

Participants believe the key strength of Model 4 is that it tackles the opportunities available for providing PSB content in the future, by opening the market up to new providers. It is seen as an innovative way to deal with the challenges of providing PSB content in the context of new media developments and also in the context of an increasingly competitive and fragmented market.

Model 4 is also seen as more flexible to future changes in audience viewing habits and the market generally than any other model. Participants can envisage contracts being awarded to different providers over time as the market changes, or as people access content in new ways, meaning that Model 4 leaves the door open to future new media opportunities making it suitably flexible for whatever the future may hold.

"You could keep changing who had the contracts depending on what is most current [in line with current media habits]."

Male participant, Croydon

Competitive funding is also seen as a good way to incentivise quality PSB content, as many participants point out that open competition would ensure that only the best ideas are commissioned. Participants believe that competitive funding would encourage and reward quality, innovation and creativity and some think that this would improve industry standards as a whole.

"With Model 4, this will ensure that all the best ideas are being put forward and because those are being put forward, you're going to have interesting programmes coming into play, i.e. a smaller, it brings equal opportunity because you'll have a small company always wanting to put something very interesting into the public's view but because they don't have that funding available at the moment, with Model 4 coming in, they can combine onto that bid for that funding, get that in place and then we're able to then view that, so, that will increase in the public viewing."

Female participant, Nottingham

By opening the market to new providers, Model 4 is also seen by some to provide consumers with more choice. Participants believe that the model will provide choice both in where PSB is accessed and the types of content which might be shown in the future. For example, participants can envisage content aimed at teenagers being provided online, or via digital channels. Many participants think that Model 4 provides a good opportunity to create more diverse PSB content and that having a wider range of PSB

where the market is unlikely to deliver but where a competitive process would be difficult to specify. See Appendix 1 for more details on how this model differs from the Model 4 published in Ofcom's Consultation Document.

providers on different platforms may increase the reach and impact of PSB by targeting new audiences who would not otherwise access PSB content.

"Competition raises the standard of the product that we're going to provide. So if there's 10 different stations trying to provide for children, each station has to come with something different which will then grab the audience. That helps with the market. It opens up the marketplace, like I said it creates more choice."

Female participant, Croydon

Model 4 is also seen to provide diversity of tones, styles and perspectives in PSB programming. Participants value the BBC remaining the cornerstone of PSB programming, but they can see the potential positive impact of a range of new providers bringing new offers entering the market and providing competition, and an alternative voice to the BBC.

The idea of having long term contracts for providers delivering PSB content awarded through competitive funding is welcomed by most participants who believe this will benefit both providers and the public. Providers will have time to 'settle in', refine and define their offer in order to make the most of the opportunity provided to them, whilst the public will have long enough to become familiar with the location of PSB content and the new PSB offers. There are concerns that contracts of a shorter length would not provide enough stability, for either providers or the public, and that knowing where to go to access particular content would be a real problem.

Model 4: Cons

Whilst recognising the potential benefits of Model 4 and its suitability for tackling the challenges and opportunities in providing PSB programming given it opens the door to possibilities, for many participants it is a step too far. Participants believe it is too risky as it is too different to the current system with a lack of guarantees about the amount of different types of PSB programming and high levels of uncertainty about who would provide PSB content and where it would be provided.

"On the other side of the group we don't agree with that option. The key word there is being the risk. At the end of the day you don't know what you're bidding for and you don't know what they're going to give you and where your money is going, where the money is coming from etc, etc. You might as well tick option 4 and get random TV and continue to channel hop."

Female participant, Croydon

Through the course of discussion of the model, participants spontaneously generate a range of questions and queries around the idea of setting up a funding body to administer competitive funding. These centre around who would be on the funding body, how would PSB priorities be decided, how

decisions would be made, how much it would cost to set up, who it would be accountable to and concerns about what the decision making criteria might be i.e. will quality or cost be prioritised?

Participants also have concerns about the establishing 'another quango' and creating 'another layer of administration'. In many participants' eyes the money needed to set up and run the funding body would be better spent on programming.

"It would cost money to set this up though wouldn't it? And we don't want to see money go on that when it could go on programmes."

Male participant, Nottingham

There are also concerns that the funding body would be open to corruption and potential exploitation, and participants are keen to avoid controversy in delivering PSB programming.

"How would you see if money was being used properly? You might just get it being exploited like all the other things you hear about."

Male participant, Londonderry/Derry

The lack of certainty over who would bid for the contracts also influences participants' responses to Model 4. Some participants question whether everyone who might bid for PSB funding would be well qualified and capable of making high quality programming, and how this would be assessed. Maintaining quality control is a key issue and participants are looking for more information about how this would be ensured.

"There is a risk if poor use of funds. We don't know whether these companies are genuinely going to use those funds in the best way possible or be able to produce good programmes."

Male participant, Swansea

Some participants are also concerned that Model 4 would see PSB content becoming niche and think that this could limit the breadth of its appeal. Others are concerned about the availability of PSB programming under this model. Participants want to know where PSB content would be provided, and how it would be signposted. Participants want PSB programming to predominantly be provided on mainstream media which is free at the point of use, in order to make it widely available, and to avoid the need to search to locate PSB content on obscure channels. This is a particular concern given the contracts for delivering PSB content would change in this model and PSB would be provided in different places.

A key theme underpinning participants' concern about the risk associated with this model is trust. Participants want to ensure that public money is spent well and are concerned that new PSB providers

do not have an existing track record in delivering PSB and therefore may not be trustworthy. Many participants also voice concerns about the accountability of PSB providers given there are questions surrounding their capability of producing high quality content.

"We all trust, or sort of trust, the BBC and other people at the moment but we don't know anything about new people who might be given PSB obligations."

Female participant, Nottingham

For participants in the devolved nations, Model 4 as with Models 2 and 3, is not seen to guarantee the future of STV, UTV and ITV1 Wales in their current forms. Participants in the nations therefore express the same range of concerns as for Models 2 and 3. The fact that Model 4 provides no guarantee for the continuation of nations news and other programming on STV, UTV and ITV1 Wales acts as a default decision making criteria for most participants in the nations. These participants say that if assurances could be made to guarantee local / regions / nations level programming on these channels or on other viable alternatives then they would be more likely to support Model 4. Indeed, many recognise the potential for more regions and nations programming under this model.

"It says here we might get a new regional channel, I guess there might actually be more [regions / nations programming], not less."

Female participant, Aberdeen

Model 4: Additional queries / concerns

Participants raise a number of additional queries and / or concerns through the course of discussing Model 4. These centre around how competitive funding would work in practice and include:

- The viability of a funding body
- Who would be represented on its board?
- Who would it be accountable to?
- How would it decide which programmes are put out to funding?
- What would the decision making criteria be?
- How would it work?
- Would want assurances against these all points
- How to incentivise companies to bid if not seen as profitable?
- Will the winning bidders make a profit and what will they do with it?
- Is 3-5 year funding cycle too short to allow good ideas to bed down vs. too long to be stuck with 'bad' content?
- Public involvement: input on PSB needs and representation essential

3.4 Suggested alternative models

Introduction

Having discussed each of the models in detail, participants at each workshop were asked to work as a table to agree what they believed to be the most appropriate solution for providing PSB in the future. This could be any of the following:

- 'Do nothing' – stick with the existing PSB model but accept that the commercial PSBs' provision may reduce over time
- One of the proposed Ofcom models
- A hybrid of the proposed Ofcom models
- A new idea which builds on one of Ofcom's models
- A totally new idea

At each workshop one or more alternative models were suggested. Whilst the detail of these suggested alternatives differed slightly between workshops, the ideas raised can be broadly categorised into 2 hybrid models:

- Model 1 + competitive funding
- Model 3 + competitive funding

These alternative models are explained in more detail in this section.

Model 1 + competitive funding

Some participants suggest a model whereby the current PSB providers would continue to have PSB obligations alongside an element of competitive funding.

In practice they envisage this would mean that the BBC would stay the same as it is now, whilst ITV, Channel 4 and Five would have slightly reduced roles. The key point participants make is that ITV would retain its regions / nations news. The commercial PSB providers having slightly reduced roles would free up some money for an element of competitive funding, which participants say should be smaller than that proposed in Model 4.

This model is seen to provide the ideal mix of both stability and flexibility. Many participants support the idea of competitive funding in principle and believe that having a small element of competitive funding would improve the flexibility of Model 1 – they say that the volume of competitive funding could be increased at a later date if it is a success and / or if market and audience needs change.

"What we've done is we've gone for a brand new option. What we were seeing is that there were some very good ideas on all four of the options but they were failing in the majority of areas. So what we've done is we've combined Model 1 and Model 4 together to fill those areas. With the option of Model 1, according to what it says on Model 1 they would all stay the same and actually continue to show the programmes

that they're currently showing. We felt that that's just throwing money at the problem. It's not solving any problems. So what we found was by using Model 4 as well it mixes safe with future options."

Male participant, Croydon

Model 3 + competitive funding

Some participants suggest a model whereby the BBC and Channel 4 would have PSB obligations alongside an element of competitive funding.

In practice they envisage this would mean that the BBC would stay the same as it is now, whilst Channel 4 would take on a bigger role than it has currently, but smaller than proposed in Model 3. They believe that Channel 4 having fewer PSB obligations than in Model 3 would free up some money for an element of competitive funding, which participants say should be smaller than that proposed in Model 4.

The model is seen to provide the ideal mix of both stability and flexibility. Many participants support the idea of competitive funding in principle and believe that having a small element of competitive funding would improve the flexibility of Model 3 – they say that the volume of competitive funding could be increased at a later date if it is a success and / or if market and audience needs change.

"We decided to have a hybrid model of three and four. We decided that we'd like the BBC and Channel 4 to have the PSBs and for other channels to compete for funding for other things where maybe there was a hole in the market or whatever and also to have digital channels showing PSB. The positives were that the BBC and Channel 4 would be competing, keeping as they are, sort of having Channel 4 being innovative and carrying on with that and it would increase the quality and our choice, but also then you would get through competitive tendering you would increase the innovation, creativity and the quality of programmes that would be available from that. And it would be easy to find what you want on your TV with Channel 4 and the BBC."

Female participant, Beverley

3.5 Final model selection

Introduction

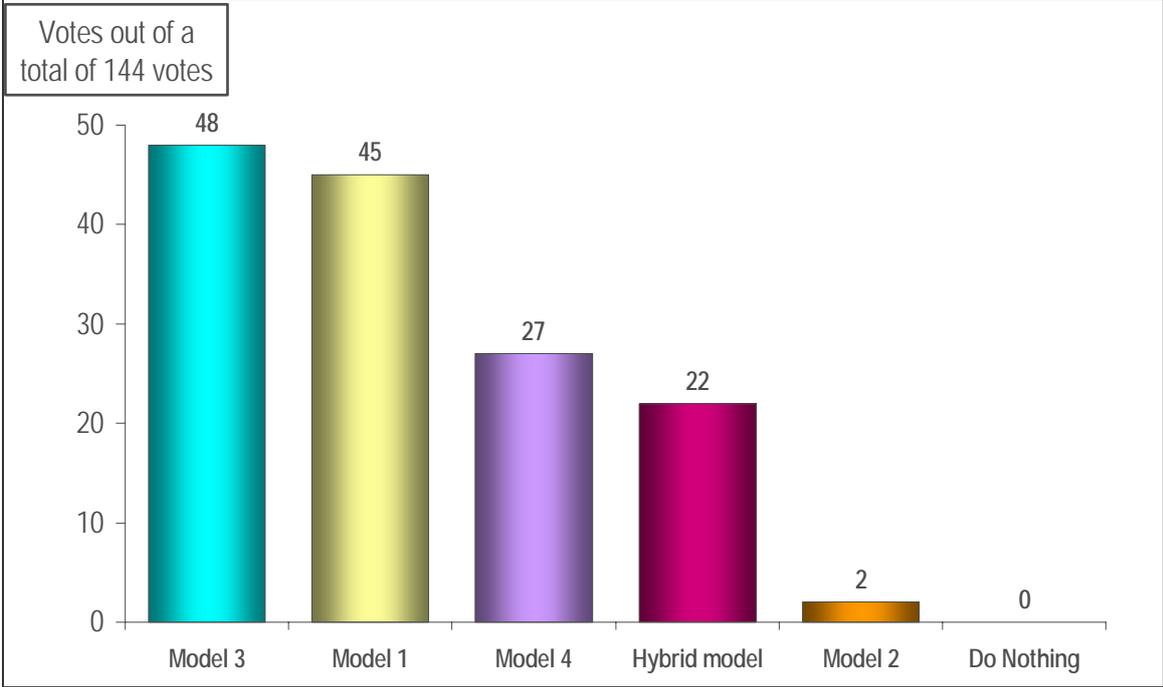
At the end of each workshop we asked participants to vote for their favoured option for providing PSB in the future from the list of the alternative models created at their workshop, Ofcom's four models and the option to 'do nothing'. Participants cast their votes with the knowledge that 'doing nothing' does not involve any additional funding, while all other options would.

This section explores participants' final model selection.

All participants want to see a new model for delivering PSB in the future introduced. They do not support 'doing nothing' despite this being the only cost neutral option. As the graph below shows, after consideration of all of the options, not a single participant opts to 'do nothing'.

Despite the fact that no single model is seen to meet all of participants' criteria for a new model of delivering PSB in the future, the majority of participants vote for one of the existing models to be introduced, believing it provides value for the additional investment. Considering all of the options and the models in their current forms, Models 3 and 1 emerge as the overall preferences.

Fig 2: End of day votes ²⁷ [Small base sizes therefore results are indicative only]



²⁷ 'Hybrid model' refers to combinations of Model 1 + competitive funding and Model 3 + competitive funding.

However, as the graph below shows, there are clear differences in support for the models in the devolved nations and England. The majority of participants in the workshops in the devolved nations vote for 'Model 1: Evolution', while the majority of participants in the workshops in England vote for 'Model 3: BBC plus Channel 4'. These differences are on account of the priority participants in the devolved nations place on having a guaranteed level of nations programming, an alternative nations news provider to the BBC, and the symbolic value that STV, UTV and ITV1 Wales have, meaning participants want to retain these channels in their current forms. Participants in England do not have the same attachment to ITV1.

Fig 3: Difference in model preference between the devolved nations and English regions [Small base sizes therefore results are indicative only]

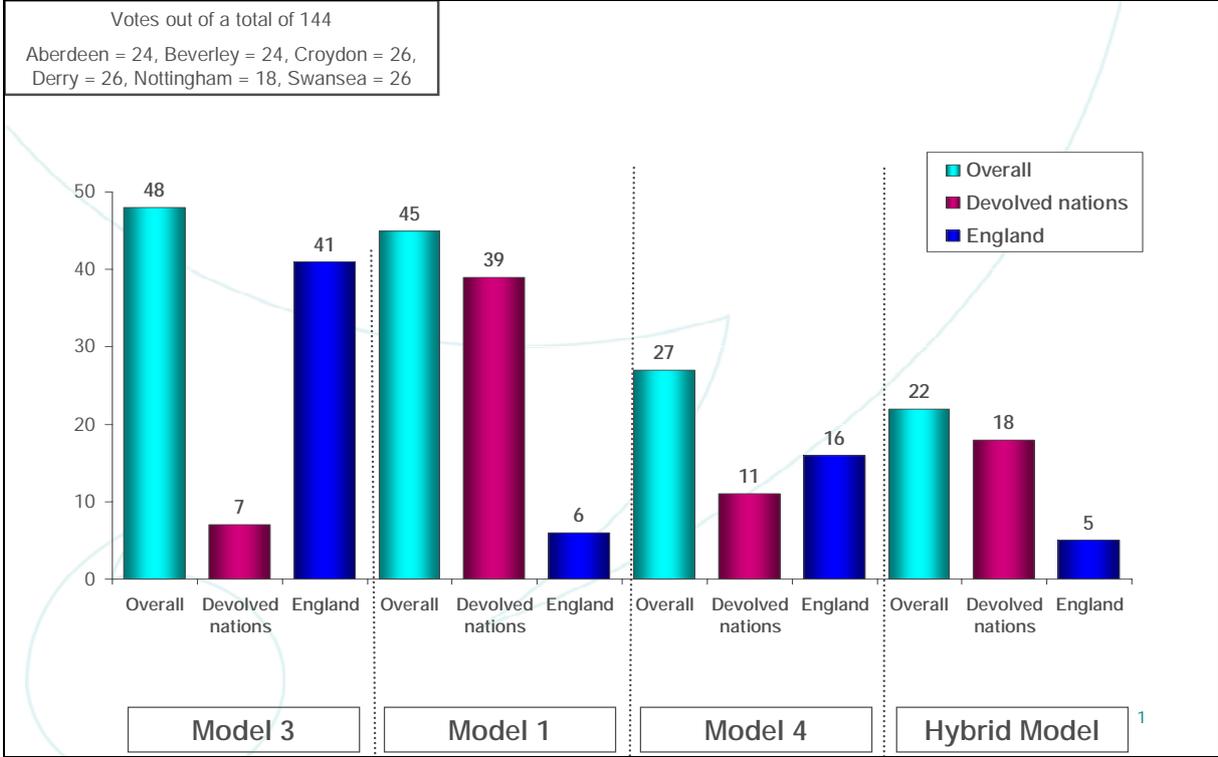
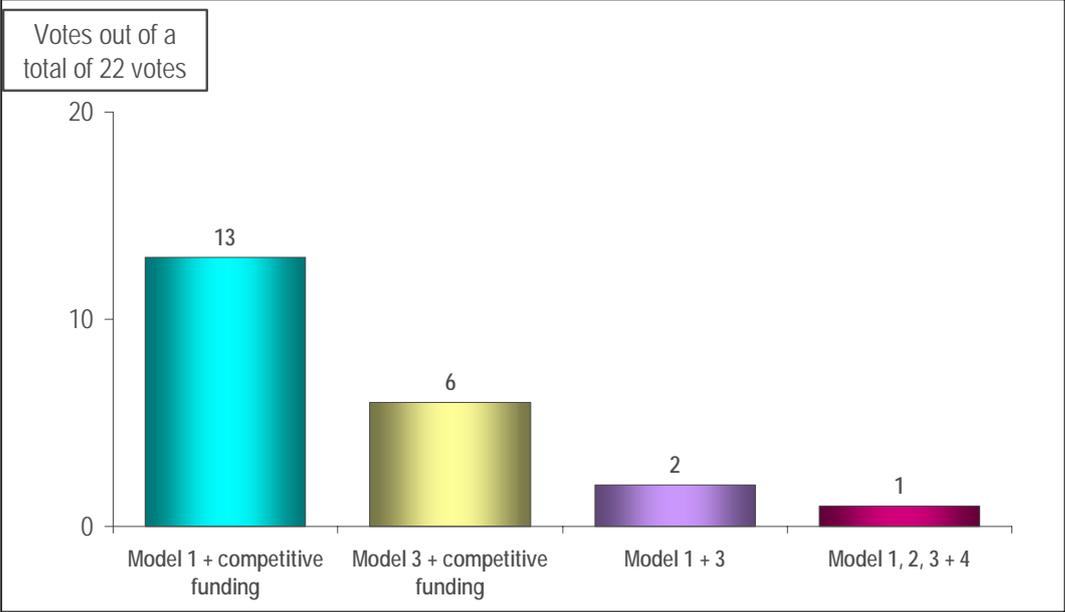


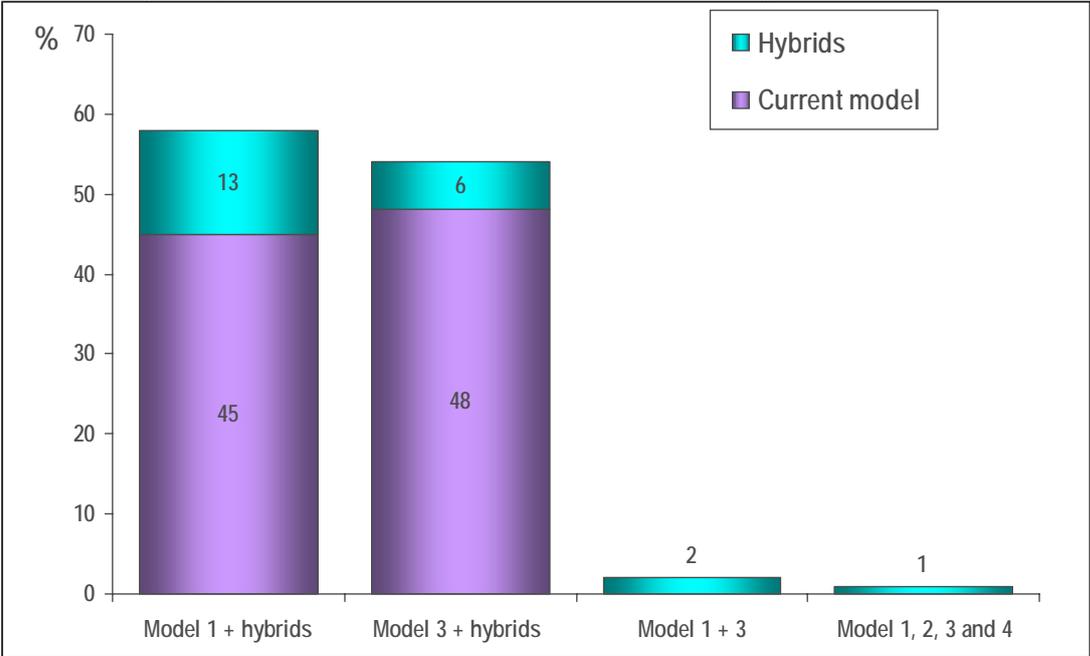
Figure 4 shows that of the 22 votes for a hybrid model, Model 1 + an element of competitive funding receives the most votes with 13 votes, followed by model 3 + competitive funding with 6 votes.

Fig 4: Votes for hybrid models [Small base sizes therefore results are indicative only]



When these votes for a hybrid model are added on to other models they contain parts of, the overall picture changes, highlighting the fact that there is scope to modify the models which may increase their appeal to a wider audience.

Fig 5: Models + hybrids [Small base sizes therefore results are indicative only]



3.6 Views of the funding options

Introduction

After consideration of all the models, participants were presented with a range of possible ways of funding PSB in the future. These focused on means of funding PSB on channels other than the BBC:

- Direct funding from central or local government via taxes, or national lottery funding
- Using the licence fee in three different ways²⁸:
 - Taking the 'excess' licence fee²⁹ and either redistributing to channels other than the BBC or using it for BBC programming or rebating it
 - Increasing the existing licence fee to cover the costs of PSB on channels other than BBC³⁰
 - Redistributing some of the existing licence fee to channels other than the BBC (participants were told that this could mean a change to the BBC)
- A charge on industry organisations such as broadcasters, equipment sellers, internet companies or internet providers
- Increasing the amount of advertising the PSB commercial channels are allowed to show in order that they can increase their revenues
- Using reserved spectrum – described as 'discounted airspace'³¹

Participants were told that each of these funding options may only be partial answers, and were asked to talk about the perceived pros and cons of each. Participants are aware that extra funding would be in addition to paying for the current licence fee. The additional funds were described in general as approximately £1 per month or £12 per household per year.

This section explores participants' reactions to the funding options.

Main findings

Participants do not believe that any one of these funding options is a complete and fair solution. They therefore support the idea of using two or more options jointly to fund PSB in the future.

While most participants are not keen on paying to fund PSB in the future, many accept the need to fund PSB in addition to what the BBC provides, as they believe that a new model of PSB delivery which ensures choice in PSB provider and competition between providers, will benefit the general public. They

²⁸ Before the options for using the licence fee were introduced to participants, they were informed that the licence fee goes to BBC programmes and services only.

²⁹ Participants were informed that an 'excess licence fee' of 50p per month per household was added to the licence fee in order to help older and disabled people prepare for digital switchover by helping fund equipment. After 2012 when digital switchover is complete this fee could be stopped or redirected for other uses.

³⁰ Participants were told that this would be an increase of approximately £1 per household per year, if this were the sole means to fill the funding gap.

³¹ The commercial PSBs (ITV1, Channel 4 and Five) currently receive discounted or free access to broadcasting capacity and its underlying spectrum – this was described to participants as 'discounted airspace'.

are realistic and believe that a change to the way PSB is provided will ultimately cost the general public something whatever the funding mechanism implemented.

"I would pay more to get quality programmes, if that's what it takes."

Female participant, Swansea

"We're going to benefit so it seems right that we will have to pay."

Female participant, Nottingham

Overall, participants are in favour of options which would involve the public paying directly to fund PSB in the future (i.e. through an increase in the licence fee) rather than indirectly (i.e. through taxation) as participants want to ensure there is a direct and transparent link between the amount consumers pay and the amount being spent on PSB programming. The licence fee is seen as an attractive funding option for most participants for these reasons and participants also believe it would be easy to take money away from providers if they were not fulfilling their obligations.

The options to use the licence fee (potentially through an increase and most favoured, through the redistribution of the 'excess licence fee') and to levy a charge against the media industry are seen as the most appropriate long-term solutions, although there is also support for using discounted airspace while it is still a viable solution.

Direct funding using the National Lottery

Many participants feel strongly that National Lottery money should not be used to fund PSB programming. They believe that the Lottery has been set up for a distinctive purpose and that there are better causes that the money should go to – i.e. grass roots charities and community cohesion initiatives. Participant say they do not want to see 'good causes' receive less money from the Lottery in order to allow PSB to be funded moving forwards.

"I think with the lottery it is supposed to be for good causes, and Public Service Broadcasting, with due respect, is that a good cause?"

Male participant, Aberdeen

"I wouldn't want to see any other causes suffer to fund PSB."

Female participant, Nottingham

A minority of participants are open to the idea of using Lottery money. These participants believe that it currently goes to some obscure projects and that PSB benefits everyone and provides a service to society as a whole.

Some participants also raise the fact that the Lottery is voluntary so there is no compulsion on the public to pay as a positive point, although others point out that this could make it difficult to predict the volume of additional funding available for PSB through this channel.

"The Lottery is like a voluntary tax isn't it? It's good because you wouldn't be forced to put money in the Lottery. "

Female participant, Croydon

"Sometimes lots of people do the lottery and sometimes they don't so how do you know how much money there would be?"

Male participant, Aberdeen

Direct funding via taxation

Participants are against the idea of funding PSB through additional taxation for a number of reasons. Firstly, they believe levels of taxation are too high currently and they do not want PSB to become another form of tax (there is more support for other potential funding options which will cost consumers over paying through increased taxation).

Secondly, there is a general lack of trust in taxation and a sense that money raised through taxation is not used efficiently. Many participants do not trust government to use public money effectively and want any additional public investment in PSB programming to be used to maximum effect. Other potential funding options are seen as more appropriate ways to ensure this is the case.

Taxation is not seen as transparent. Few participants know how money raised through tax is used currently or how much money goes towards funding certain services. Participants fear the public would lose control over how much money was charged and how much money would go towards PSB under this proposed funding option and therefore opt for other funding methods in preference.

The fairness argument for taxation, i.e. that the wealthy would pay more than those on lower incomes, does not resonate with participants. For most participants this is because the points against using taxation are more powerful, however for some this is because PSB is seen as something for everyone and therefore something that everyone should pay equally for.

Overview of views and knowledge of the licence fee

In the opening session of the workshop, before participants talked explicitly about how PSB is currently funded, they were asked what they believed the licence fee is currently spent on and which

organisations receive it. Participants expressed a range of views³²: a minority knew that the licence fee funds BBC programming and that the BBC is the sole recipient of the licence fee; some participants thought that the licence fee went to the BBC and other providers as well (ITV, Channel 4 and Five); others believe it is just the money that you have to pay to have a TV (like tax); whilst others say they have never really thought about it before.

"I know that the TV licence is for receiving a signal rather than watching a TV programme."

Male participant, Aberdeen

"What I didn't know until yesterday was that the BBC gets funded by TV licencing, I'd never really thought about it before."

Female participant, Nottingham

When discussing future funding options, participants were provided with information that the licence fee currently funds BBC services.

Overall participants believe using the licence fee as a mechanism for future funding of PSB by providers in addition to the BBC has a number of strengths as they believe there is a clear and direct relationship between funding and PSB obligations. Most participants believe it would be easy to take money away from providers not fulfilling their obligations. Given the licence fee's association with programming and television, it is seen to be an appropriate means to fund PSB on channels other than the BBC.

Licence fee option 1: Using the 'excess licence fee'

Participants were presented with information that explained that from the start of 2008 the current licence fee increased by 50p a month per household (up by £7 per year). This money is used to help older and disabled people prepare for digital switchover by helping to fund equipment. After 2012 this 50p a month could be a) stopped, which would mean a reduction in licence fee b) continued and redirected to BBC programming, c) continued and redirected to other non-BBC PSB programming/channels.

Out of the three licence fee options, there was considerable support for using the 'excess licence fee' to fund PSB programming on channels other than the BBC. Participants say this is money the public are used to paying and will not expect to get back.

³² Participants had been given information about who provides PSB and how it is funded in the pretask and were informed that the BBC is funded by the licence fee and that ITV1, Channel 4 and Five provide PSB programming in 'exchange for the right to broadcast at a free or discounted rate'.

"It is actually a good idea that they've have got it in place to help with the change over so why not just use it for this instead, you wouldn't mind too much, not like when they put it up every year."

Female participant, Londonderry/Derry

"You never expect to get money back from government -that will never happen so they should just use it."

Male participant, Swansea

"So we're all used to paying it...that's by far the best option."

Female participant, Swansea

A small number, however, had concerns that providing licence fee funding for PSB programming on channels other than the BBC may have a diluting effect to the quality of programmes on the BBC.

"That's thinning out the pot more isn't it? I'm not sure what the impact on the BBC might be."

Female participant, Swansea

Licence fee option 2: Redistributing some of the existing licence fee to other providers

The idea of giving some of the licence fee to other providers is not controversial. This may in part be due to participants' expressed lack of knowledge / uncertainty about what the licence fee currently funds and the fact few participants know that the licence fee goes directly to the BBC. However, it is also clear that once informed of the relationship between the BBC and the licence fee, participants are still open to the idea of the licence fee money going towards organisations other than the BBC.

Participants prioritise quality and say they want the licence fee to be used to produce high quality PSB programming. The majority therefore believe that the licence fee should go to the providers who are committed to producing quality PSB content and who can do a good job – if this is a provider other than the BBC then this is seen as an appropriate use of the licence fee³³.

"If someone else [other than the BBC] can produce a high quality programme that there's a real need for then I don't see why they shouldn't get licence fee money."

Male participant, Croydon

³³ It is important to note that there may be some order effect influencing this response given the session on funding options came at the end of the agenda, after participants had spent a full day discussing PSB programming and had reached the conclusion that quality programming is their main priority.

"Who says it is something that should always be used for the BBC? Quality is the main thing."

Male participant, Nottingham

A minority of participants however expressed the view that the licence fee should not go to commercial broadcasters given their ability to raise funds elsewhere. These participants do not believe that public money should be used to fund / support the activities of commercial organisations as they have other means of raising funds and there are queries about whether they would spend all the money they were given on PSB programming.

"Channels with adverts should not get licence fee money as well."

Female participant, Croydon

Licence fee option 3: Increasing the existing licence fee

Participants have mixed views about whether or not the licence fee should be increased to fund a new model of delivering PSB programming.

The majority of participants in favour of increasing the licence fee believe that non-BBC PSB programming is worth paying for given what you get for your money and the value they derive from PSB programming. They say that the proposed overall level of increase (presented to participants as approximately an extra £12 a year or £1 a month) would be small enough to be manageable for consumers. Many participants assess this potential increase in the licence fee in the context of the price of subscription TV, and point to the fact that many households pay far more than this per month.

"I mean if the licence fee was increased say by 50p, I think, I think we would not be too upset about that, doesn't have to be a big chunk does it?"

Female participant, Croydon

The minority of participants who are against an increase in the licence fee in principle, saying either that they don't believe they get value for money from it currently, or that they don't believe it is fair to charge all consumers without giving them any choice, and that they resent paying it. These participants therefore oppose any further increase in the licence fee. However, even these participants believe the proposed level of increase would be small enough to be manageable.

"There are eyebrows raised every time it [the licence fee] goes up, it just doesn't seem fair, you don't get a choice."

Female participant, Londonderry/Derry

A charge on industry

In principle participants support the idea of levying a charge against media industry organisations for a number of reasons. Firstly, they believe it would be 'charging the people who have made the problem in the first place' i.e. those who are benefiting from the changing marketplace and who have created some of the problems that the traditional PSB providers are experiencing, and some of the problems for the existing model of delivering PSB.

"It's the industry that should be paying for it as they're the ones overtaking the TV, they're taking the revenues away from ITV like the mainstream channels."

Male participant, Swansea

Second, participants believe that industry can afford to pay and that the level of charge proposed is manageable.

Third, taking money from industry to reinvest into industry is seen as a fair, and sensible, way to fund PSB moving forwards as participants believe it will ultimately benefit UK producers and keeps UK industry thriving.

"It seems fair to charge industry as they'll probably have more money to then employ people or make better programmes."

Female participant, Croydon

However, many participants believe that industry organisations would ultimately pass any charge levied against them on to the general public, e.g. if Sky channels had to pay a levy, they would increase their subscription levels, or the price of equipment might rise.

Participants express concern that there would be no way of knowing whether industry organisations were passing on the exact cost levied against them or whether they were inflating this cost as an additional way of raising revenue. Overall therefore, participants believe that a direct increase in the licence fee is seen as preferable to a charge against industry as it is seen as a more transparent method of funding. However, a minority of participants point out that consumers paying to fund PSB programming through increased bills would be 'painless' for consumers, more so than an increase in the licence fee, as it won't be obvious what the increase is for.

Increased advertising

Participants have split views on funding PSB through increasing the volume of advertising shown on the commercial PSB channels.

Some participants support this idea for a number of reasons. Firstly, this is the only option which would not cost the viewer anything. Secondly, some participants believe that increasing the volume of advertising by 2-3 minutes per hour (as set out in the presentation of the funding options) would probably not be that noticeable to viewers anyway – they envisage this would mean another 1 or 2 adverts per advert break. Thirdly, increasing the volume of advertising is seen as fair to consumers as this option would mean that those who do not watch much TV don't have to pay for others to watch TV as under other proposed funding options. Finally, some participants say that with ever increasing numbers of households having access to technology such as Sky Plus, the capacity to skip adverts is increasing, so even if advertising was increased by more than 2-3 minutes per hour it would not impact them.

Other participants however voice strong opinions against the idea of increasing the volume of advertising to fund PSB moving forwards for a number of reasons. Some participants believe that there is enough, or too much, advertising currently which detracts from their overall enjoyment of watching TV. Increased volumes of advertising would detract from their enjoyment further.

Other participants say that increasing the volume of advertising to fund PBS moving forwards is not a sustainable funding mechanism given the value of advertising is decreasing anyway. They are keen to see a long term, sustainable funding mechanism introduced in order to avoid the need for further change in the future.

"There's so many channels that the revenue from advertising is diluted so surely if we just have longer adverts eventually it's just going to be more diluted. If we're going to have more adverts then it's going to be less expensive to buy advertising space. So you're not going to raise the money anyway?"

Female participant, Swansea

Finally, some participants do not believe that the link between revenue raised from advertising and PSB obligations is direct enough. They are concerned that it would be difficult to monitor the amount of additional revenue channels were receiving through their increased advertising capacity, and also to monitor commercial channels' spend on PSB programming and ensure that money raised through advertising is spent wholly and fully on PSB programming.

"Because they are commercial companies, they will probably make money from putting on more advertising rather than spend it all so it's not really fair."

Male participant, Croydon

Discounted airspace

Participants support the idea of funding PSB through gifted spectrum which was described as discounted airspace³⁴ with most participants believing that it would not cost the public anything. This is because they are not aware that they pay indirectly via the government for discounted airspace currently.

Participants do not however see this option as a sustainable way of funding PSB in the long term given the information they were given at the start of the day about the declining value of airspace, but they are keen to see discounted airspace used as a partial solution while it is a viable option.

"Surely our airspace is becoming worth less and less money, so can't really discounted any more, surely they now they won't be worth that much."

Male participant, Aberdeen

Questions are however raised about accountability and transparency and participants asked how it would be assured that any providers receiving discounted airspace are committed to providing PSB content and the need for guarantees that providers would spend the exact amount they were saving by receiving discounted airspace on producing PSB content.

³⁴ The channels receive access to broadcasting capacity and underlying spectrum as a benefit of PSB status. Participants were informed that the channels get access to 'discounted airspace' or the right to 'broadcast at a discounted rate.'

4. Summary

Almost all participants believe there should be a new model for delivering PSB in the future: there is support for the principle of additional investment to do something to tackle the opportunities and challenges in providing PSB. Participants reject the option of 'do nothing' despite it being the only cost neutral option. However, none of Ofcom's suggested models fully meets participants' criteria for a new model of delivering PSB in the future.

In the devolved nations 'Model 1: Evolution' comes closest to meeting participants' criteria, because it guarantees the future of STV, UTV and ITV1 Wales, which is prioritised above all other factors given the symbolic value of these channels in those nations.

In England 'Model 3: BBC plus Channel 4' comes closest to meeting participants' criteria because it is seen as more flexible than Models 1 and 2, but less risky than Model 4, and there is less emotional attachment from participants in England to ITV1. Participants also say that Model 3 provides a strong alternative voice to the BBC and creates possibilities for Channel 4, making it flexible to future changes in audience viewing habits and the market generally.

'Model 2: BBC only' is rejected by participants for its lack of competition and concerns about the narrow appeal of PSB programming. It is also rejected because it is not seen to provide good value for the additional investment as it is not considered flexible enough to changes in audience viewing habits and the market generally, and does not support consumer choice.

Some participants feel strongly that 'Model 4: BBC plus competitive funding' provides the most appropriate, flexible, future focussed solution which is suited to the changing media market and changing audience habits. However, for most participants Model 4 in its current form is a step too far: it is considered too risky, too different to the current system and there are too many unknowns concerning who would provide content and where it would be provided.

Some participants therefore call for an alternative package, taking elements of competitive funding alongside one of the other models, each with guaranteed roles for existing providers other than the BBC to create a stable, yet flexible, new model. This research shows that Models 1 or 3 could become more attractive to a wider audience, by making them more flexible and fit for future purpose by adding an element of competitive funding.

Participants do not believe that any one of the possible funding options is a complete and fair solution. They therefore support the idea of using two or more options jointly to fund PSB moving forwards. The option to use the licence fee (potentially through an increase) receives support because participants like the idea of a funding mechanism which involves the public paying directly to fund PSB moving forwards, rather than indirectly, as they believe this ensures there is a direct and transparent link between the

amount consumers pay and the amount being spent on PSB programming. There is also support for the options to levy a charge against industry as this is seen as an appropriate long-term solution, and for using 'discounted airspace' while it is a viable solution.

5. Appendices

Appendix 1: Ofcom's published models and those used in the research

Ofcom's models as presented in PSB Review Phase One *The Digital Opportunity* (2008)

The Ofcom Consultation Document presented the 4 models as follows:

On the assumption that an appropriately funded, independent BBC will continue to be the cornerstone of public service broadcasting, at least for the lifetime of its current Charter to 2016, two questions stand out: a) Should some or all of the existing commercially-funded PSBs retain special roles in the delivery of public purposes in future?; and b) Should further funding be available for provision beyond the BBC?

Based on these two questions, we have developed four possible illustrative models, which we will evaluate in more detail in phase 2 of our review:

Model 1 - Evolution: the current commercial public service broadcasters (PSBs) retain a designated public service role. Either their public service responsibilities are reduced in line with the declining value of their gifted spectrum, or additional support is provided to retain or expand those responsibilities which remain high public priorities but which can no longer be supported through the value of existing gifted spectrum;

Model 2 - BBC only: the commercial PSBs do not retain special designated roles and no additional public funding is provided for public service broadcasting beyond the BBC. The BBC becomes the sole UK-wide intervention in public service content, and may need to take on additional roles to meet needs not served by the market. Limited plurality is provided only to the extent possible through content supplied by fully commercial broadcasters;

Model 3 - BBC/C4 plus limited competitive funding: Channel 4 retains a designated public service role to provide plurality with the BBC but other commercial PSBs lose their public service obligations and benefits. Channel 4's remit is extended across platforms and into new programming areas, supported by new funding. Any remaining public purposes not served by the BBC and Channel 4 – potentially for example non-BBC programming for the nations and regions – could be delivered through long-term but transferable funding agreements with other providers, awarded competitively through a funding agency; and

Model 4 - Broad competitive funding: the commercial PSBs do not retain special institutional roles. Instead additional funding is made available by government for public service content beyond the BBC. Long-term but transferable contracts for meeting specific public service purposes would be awarded competitively through a funding agency. Those contracts would be open to bids from a wide range of organisations, including the existing PSBs. The BBC would have a core role in areas where the market is unlikely to deliver but where a competitive process would be difficult to specify.

Changes made to the models

Some modifications were made to Ofcom's models for the sake of clarity when presenting to participants. There were:

- Ofcom's Model 1 was divided into two parts in the deliberative research
 - one option was described as 'Do nothing' and entails no additional funding
 - one option was described as 'Model 1: Evolution' and entails additional funding
- Model 3 was simplified to focus on BBC and Channel 4 only and did not incorporate any competitive funding as attitudes towards competitive funding were gathered in Model 4. By taking it out of model 3 this simplified and streamlined the content for participants.
- Ofcom's model 4 entailed a focused BBC, whereas the model 4 presented to participants described the BBC as retaining its current role and remit

Options presented in the research

The options presented in the research were:

- Do nothing:
 - No additional funding is provided and ITV1, Channel 4 and Five's PSB obligations would reduce over time
- Model 1: Evolution
 - The BBC would remain the main provider of Public Service Broadcasting
 - ITV1, Channel 4 and Five would continue to have a role in providing PSB
- Model 2: BBC only
 - BBC would be the only UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision
 - ITV1, Channel 4 and Five would be purely commercial companies, i.e. they would not have to provide PSB programming
- Model 3: BBC and Channel 4
 - BBC and Channel 4 would be the only broadcasters with PSB obligations and Channel 4 may take on a bigger role to make up for gaps in PSB provision
 - ITV1 and Five would be purely commercial companies and would not have any PSB obligations
- Model 4: BBC plus competitive funding
 - BBC would remain the key provider of Public Service Broadcasting
 - PSB programming not provided by BBC would be delivered by a range of providers via competitive funding which they would need to bid for. ITV1, Channel 4 and Five could bid, but would not have any obligations to provide PSB programming

Appendix 2: Glossary of terms

Commercial PSB channel

ITV1, Channel 4 and Five are commercial channels which are required by the Communications Act 2003 to provide public service broadcasting.

Digital switch-over

The process of switching over the current analogue television broadcasting system to digital due for completion in 2012: TV region by TV region the UK's old television broadcast signal called 'analogue' is being switched off and replaced with a digital signal.

Ofcom – the Office of Communications

Ofcom is the independent regulator and competition authority for the UK communications industries, with responsibilities across television, radio, telecommunications and wireless communications services.

PSB

PSB stands for Public Service Broadcasting. The public service broadcaster channels are BBC One, BBC Two, BBC Three, BBC Four, BBC News 24, BBC Parliament, CBeebies, CBBC, ITV1/STV/ITV1 Wales/UTV), GMTV, Channel 4 and Five and S4C in Wales. Public Service Broadcasting can be described in terms of purposes as programming that aims to:

- Inform ourselves and others and to increase our understanding of the world through news, information and analysis of current events
- Stimulate knowledge and learning by providing programmes about history, science, arts and other topics that are interesting and easy to understand and encourage people to learn new things
- Reflect and strengthen our UK cultural identity by showing programmes that take place in the UK as a whole, in Scotland, Northern Ireland, Wales and different regions in England, reflecting the lives of the people that live in these regions or nations. Also some programmes can bring audiences together for shared experiences, for example major news, sporting or music events
- Make us aware of different cultures and alternative viewpoints, through programmes that reflect the lives of other people and other communities, both within the UK and elsewhere

Appendix 3: Pre task

Public Service Broadcasting Workshops

Thank you very much for agreeing to take part in our workshop on Public Service Broadcasting (PSB). We are sure you will find it an enjoyable and rewarding day.

What we would like you to do before the workshop is read the information in this workbook and complete the tasks you are asked to do. We are not expecting you to be experts on this topic when you come to the workshop, but you will find it easier to discuss the subject if you have read this information carefully.

NB Please do remember to complete the workbook and bring it with you to the event – otherwise you may not be able to participate at the workshop. Part of your payment is for the completion of this task.

Please write your full name here _____

Background to Public Service Broadcasting

What is Public Service Broadcasting?

We will be spending much of the workshop talking about Public Service Broadcasting – so what is it?

Public Service Broadcasting can be described as programmes that aim to:

Increase people's understanding of the world through news, information and analysis of current events

Provide programmes about history, science, arts and other topics that are interesting and easy to understand and encourage people to learn new things

Reflect and strengthen our UK cultural identity by showing programmes that take place in the UK as a whole, in Scotland, Northern Ireland, Wales and different regions in England, reflecting the lives of the people that live in these regions or nations. Also some programmes can bring audiences together for shared experiences, for example major news, sporting or music events

Make us aware of different cultures and alternative viewpoints, through programmes that reflect the lives of other people and other communities, both within the UK and elsewhere

What is Public Service Broadcasting?

Public Service Broadcasting programmes aim to have the following features:

- new
- high quality and well-made
- trustworthy
- engaging
- new ideas and different approaches
- make people stop and think
- widely available so that people get the chance to watch

Public Service Broadcasting provides high-quality, UK-made programmes for UK audiences.

What is Public Service Broadcasting?

PSB includes programmes such as UK news, regional/national news, current affairs or factual programming, as well as UK children's programmes, new UK dramas and UK comedies and soaps.

But not all Public Service Broadcasting programming are commercially attractive to broadcasters, and so would not necessarily be provided in a free and competitive market (without regulation). The main TV channels (BBC, ITV1, Channel 4 and Five) are **required** to make and broadcast some types of Public Service Broadcasting. These regulations exist because there are types of programmes that are felt to be important to society as a whole, but may not be commercially attractive for broadcasters to make.

Some of these programmes may be watched by small numbers of viewers, such as religious or arts programmes - meaning they may attract low advertising revenues and profits, or may be expensive to make, such as regional news as each programme needs to cater for each region.

What are the channels asked to do?

BBC, ITV1, Channel 4 and Five do not have to do exactly the same thing with respect to their PSB roles – this is what each channel does:



BBC is the cornerstone of PSB and must provide a wide range of PSB programming for all audiences, across all its channels, including BBC One, BBC Two, BBC Three and BBC Four. Its programmes are funded by the licence fee. All of the BBC's programmes are PSB.



ITV1 is a commercial channel and mostly shows the programmes it chooses. It also has a public service broadcasting role, designed to appeal to a broad audience. Its PSB role is wide ranging, including UK and international news, current affairs, new UK made programmes, including high quality soaps and dramas, and programmes made outside of London. It has a key role in delivering services for Scotland, Northern Ireland, Wales and the English regions including regional/national news, current affairs and other programmes. It also provides documentaries and factual programmes and some children's programmes, arts and religious programmes.



Channel 4 is a publicly owned channel and shows a mix of commercial and PSB programmes. Its PSB role is to provide distinctive programming that is different from the other channels. It provides challenging, innovative and educational programmes. It provides UK news, current affairs, documentaries and factual programmes, and schools programming. It provides overall new UK made programmes, including UK drama and comedy programming, as well as programmes made outside of London. Channel 4 also has a role to show programmes that reflect the needs and interests of different communities within the UK.



Five is a commercial channel and mostly shows the programmes it chooses. Five's PSB role is to provide UK news, current affairs, children's programming, factual programming and in general a high proportion of UK-made programmes.

What's in it for the channels?

So, the BBC has to make these programmes and they are paid for by the licence fee. But you may be asking why the commercial channels (ITV1, Channel 4 and Five) would make these kinds of programmes if they don't make them money?

ITV1, Channel 4 and Five enjoy the following benefits by providing PSB programmes:

- They get free or discounted airspace from the government to broadcast their channels – this allows them access to everyone's home in the UK via their TV sets
- They get the top positions on digital TV programme guides (e.g. numbers 101 – 105 on the Sky electronic programme guide)
- This enables them to get listings in newspapers and magazines

This access and prominent positioning means that lots of people watch their programmes which in turn allows them to make money from advertising

Examples of some Public Service Broadcasting programmes provided by the commercial broadcasters

	ITV1	Channel 4	Five
UK news	News at Ten	Channel 4 News	Five news
Regional/national news	London Tonight	n.a.	n.a.
Other regional programmes	Disappearing London	n.a.	n.a.
Current affairs	Tonight with Trevor McDonald, The Sunday Programme	Dispatches, Unreported World	The Wright Stuff Macintyre uncovered
UK comedy	Harry Hill's TV Burb, Teenage Kicks, Moving Wallpaper	IT Crowd, Peep Show, Fonejacker	Suburban Shootout
UK drama	Trial and Retribution, Doc Martin, Heartbeat	Skins, Shameless	Perfect Day
UK soaps	Coronation Street Emmerdale	Hollyoaks	n.a.
Lifestyle factual/documentaries	NHS Life or Death documentary, Bad manners Britain documentary, How do sleep documentary	Dispatches, Body Shock specials, Grand Designs, Bear Grylls Born Survivor	How do they do it?, The Gadget Show, Paul Merton in China, Dom Joy's complainers, Zoo Days, House Doctor
Specialist factual (arts, science, history, nature programmes)	The South Bank Show, World War Two in Colour	Anatomy for Beginners, Scrapheap challenge, Time Team, Embarrassing Illnesses, How Music Works with Howard Goodall	Animal rescue squad, The Singing Estate
Children's	Wkend early mornings - Finger lips, Horrid Henry	n.a.	Milkshake slot early mornings, Roary the racing car, Bottle top Bill

What the general public say about Public Service Broadcasting

Last year, research was carried out with members of the public to find out what benefits they thought PSB brings.

The research found that generally people valued the idea of PSB and thought it was important that these types of programmes were **made in the UK** for UK audiences.

People want PSB programmes that are well-made, **inclusive** and **entertaining**. They also think some PSB programmes should be informative and **educational**, reflect UK cultural identities, showing different opinions and viewpoints, helping build understanding between communities.

The programmes that people thought were of most importance to society as a whole were **UK news**, **regional/national news**, **current affairs** and **serious factual** programmes. Parents also thought that **children's programmes** were important.

People thought it was important to have a choice and that these types of programmes should be shown on more than one channel and encourage quality through competition.

What the general public say about the different PSB channels

Research showed that people valued the main channels for different reasons:

- BBC was thought of as the cornerstone of high quality PSB programming
- ITV1 was valued for its regional/national news, dramas and soaps
- Channel 4 was valued for catering for different audiences and younger people
- Five was valued for the way it presented complicated issues simply in its news and serious factual programmes and for Milkshake (children's TV slot)

People also valued content provided by the main broadcasters on digital channels (e.g. BBC3, ITV3 and More4)

The internet was being used by some people, particularly younger people, for personal interests and learning, and finding out new things, and some felt that public service content should also be provided online.

Your task – part one

Based on what you've just read, please circle on the following TV schedule, which programmes you consider PSB (the answers are at the back of this pack)

itv 1		4		five	
3:00pm	Deedman's Real Deal	3:25pm	Countdown (Game show)	3:10pm	Borrowed Hearts: a Holiday Romance (Film)
4:00pm	Widower Murders (Drama)	4:15pm	Deal or No Deal (Game show)	5:00pm	Five News
5:00pm	Goldenballs (Game show)	5:00pm	The Paul O'Grady Show (Chat show)	5:30pm	Neighbours (Soap)
6:00pm	London Tonight (Regional news)	6:00pm	The Simpsons (Comedy)	6:00pm	Home and Away (Soap)
6:30pm	TV Evening News and Weather	6:30pm	Hollyoaks (Soap)	6:30pm	Zoo Days (Documentary)
7:00pm	Emmerdale (Soap)	7:00pm	Channel 4 News	7:00pm	Five News
7:30pm	Coronation Street (Soap)	7:35pm	3 Minute Wonder: The Gathering (Drama)	7:30pm	It Pays to Watch (Lifestyle)
8:00pm	Madeline, One Year On: Campaign for Change (Documentary)	8:00pm	Property Ladder (Lifestyle)	8:00pm	Monster Moves (US Documentary)
10:00pm	News at Ten and Weather	9:00pm	Embarrassing Bodies (Documentary)	9:00pm	Escape from Alcatraz: The True Story (US Documentary)
10:35pm	Dexter (US Drama)	10:00pm	Desperate Housewives (Drama)	10:00pm	Fled (Film)
11:45pm	Soundtrack to My Life (Arts and music)	11:00pm	Embarrassing Bodies (Documentary)		

NB BBC is not included because all their programmes are PSB Radio Times TV listings Wed 30th April

Your task – part two

Please speak to at least three friends or family members to find out the following:

	Person 1	Person 2	Person 3
What is the most important role that television should provide for society?			
What types of TV programmes are most important for society (please give examples)?			
What types of TV programmes are there not enough of for society?			

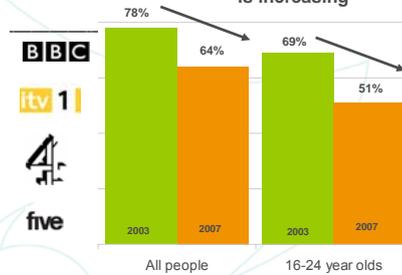
What's changing in PSB?

People's media habits are changing

- Almost 90% of all households in the UK now have multi-channel TV. Digital switchover means that all homes will be multi-channel by 2012
- What people are watching is changing too – the proportion of time people (particularly younger people) spend watching the main five channels is falling and Ofcom estimate that this will continue to fall so that by 2020 less than half of people's time is spent watching the main channels
- Over half of all households in the UK have broadband internet access and the amount of time people (particularly younger people) spend online is growing. There are already a number of different websites that provide public service content and the opportunities for delivering PSB content online are growing
- New technologies are emerging all the time (e.g. television on your mobile and television over the internet) and new services are becoming popular quickly

What people are watching is changing, especially among younger audiences

The proportion of time people spend watching the five main channels is falling whilst the proportion of time people spend watching other channels is increasing



Source: BARB

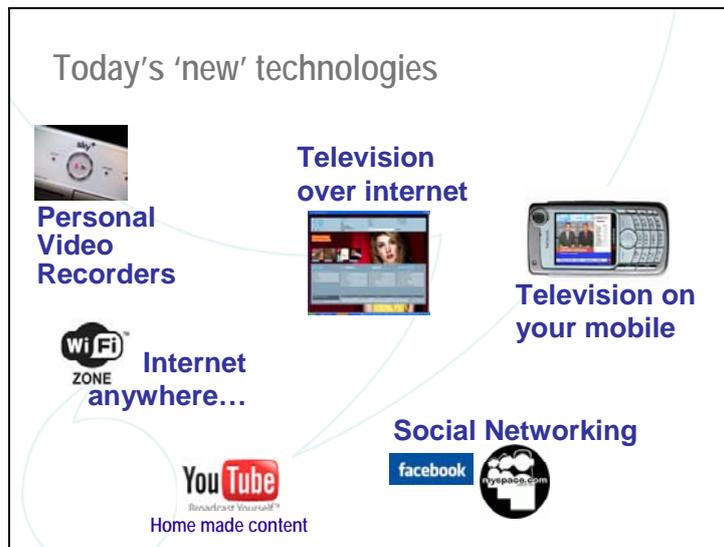
Ofcom estimate that this fall will continue in the future. By 2020 less than half of people's time could be spent watching the main 5 channels



There are now around 40 channels available on freeview and over 400 channels available on multichannel subscription – representing a huge choice for viewers

These are the logos of some of the digital channels – they give you a sense of the wide range of choice available. Most people watch a limited number of the channels, but the viewing share of the public service broadcasters is continuing to fall.

While across the UK as a whole, on average people spend two thirds of their time watching the main 5 channels, among 16-24 year olds for example, only half of their viewing time is spent watching the main 5 channels. The rest is spent watching the channels some of whose logos you see here.



New services become popular quickly – in 2002 PVRs were launched and now 15% of households own a digital video recorder (e.g. Sky+, Virgin Plus, Tivo) at the beginning of 2008.

Your task – part three

Please answer the following question in as much detail as possible...

Q. What do you think that the challenges and opportunities presented by the changing media environment will mean for the future of TV?

Any questions?

One of the Opinion Leader team will be in touch over the next few days to find out how you got along with the information we have given you. Please take a moment to jot down any questions you have about Public Service Broadcasting below:

Your task – part one - ANSWERS

Based on what you've just read, please circle on the following TV schedule, which programmes you consider PSB:

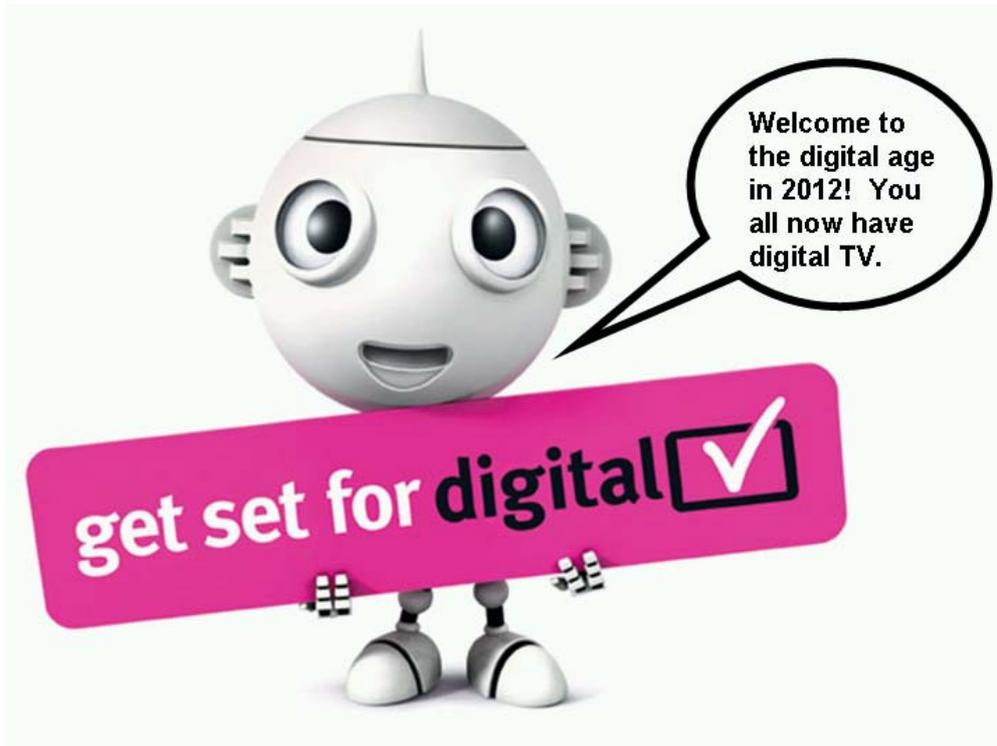
itv 1		4		five	
3:00pm	Dickinson's Real Deal	3:25pm	Countdown (Game show)	3:10pm	Borrowed Hearts: a Holiday Romance (Film)
4:30pm	Midsomer Murders (Drama)	4:15pm	Deal or No Deal (Game show)	5:00pm	Five News
5:00pm	Goldenballs (Game show)	5:00pm	The Paul O'Grady Show (Chat show)	5:30pm	Neighbours (Soap)
6:00pm	London Tonight (Regional news)	6:00pm	The Simpsons (Comedy)	6:00pm	Home and Away (Soap)
6:30pm	TV Evening News and Weather	6:30pm	Hollysaka (Soap)	6:30pm	Zoo Days (Documentary)
7:00pm	Coronation Street (Soap)	7:00pm	Channel 4 News	7:00pm	Five News
7:30pm	Coronation Street (Soap)	7:30pm	3 Minute Wonders: The Gathering (Drama)	7:30pm	It Pays to Watch (Lifestyle)
8:00pm	Madeira, One Year On: Campaign for Change (Documentary)	8:00pm	Property Ladder (Lifestyle)	8:00pm	Monster Moves (US Documentary)
8:30pm	News at Ten and Weather	9:00pm	Embarrassing Bodies (Documentary)	9:00pm	Escape from Alcatraz: The True Story (US Documentary)
10:30pm	Center (US Drama)	10:00pm	Desperate Housewives (US Drama)	10:00pm	Fled (Film)
11:45pm	Soundtrack to My Life (Arts and music)	11:05pm	Embarrassing Bodies (Documentary)		

NB BBC is not included because all their programmes are PSB

Radio Times TV listings Wed 30th April

Appendix 4: Posters



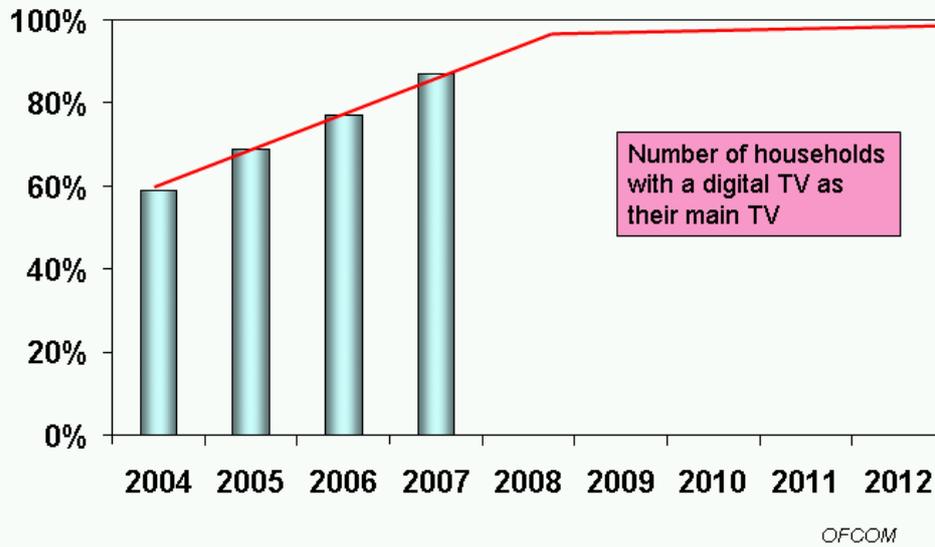


The internet on your mobile



2004 → 2008 → 2012

By 2012 everyone will have digital TV



TV technology will have changed by 2012



2004 → 2008 → 2012

What are the channels asked to do?



BBC must provide a wide range of PSB programming for all audiences, across all its channels, including BBC One, BBC Two, BBC Three and BBC Four. Its programmes are funded by the licence fee. All of the BBC's programmes are PSB.



ITV1 is a commercial channel and mostly shows programmes it chooses. Its PSB role includes: **UK and international news, current affairs, new UK made programmes**, including high quality soaps and dramas, and programmes made outside of London, **regional/national news, current affairs and other programmes**. It also provides **documentaries and factual programmes** and **some children's programmes, arts** and **religious** programmes.



Channel 4 is a publicly owned channel and shows a mix of commercial and PSB programmes. Its **PSB** role is to provide **distinctive** programming that is different from other channels. It provides **challenging, innovative** and **educational** programmes, **UK news, current affairs, documentaries**, and **factual** and **schools** programming, **new UK-made programmes**, e.g. **UK drama and comedy**, and programmes made outside of London. It also show programmes that reflect the needs and interests of **different communities** within the UK.



Five is a commercial channel and mostly shows the programmes it chooses. Its **PSB** role is to provide UK **news, current affairs, children's, factual** programming, and a high proportion of UK-made programmes.

Appendix 5: Case for change handout

PSB – What’s changing and why now?

PSB today

 All BBC programmes are **PSB**
The BBC is funded by the **licence fee**

 They show **some PSB** programmes
This is in exchange for the **right to broadcast on subsidised / free airspace** from government
They are **not given money** directly

People’s media habits are changing

Over **90%** of households now have access to **digital TV**
54% of households have **broadband** internet
The **time** people spend watching the **five main channels** is **falling**
This creates **challenges** and new **opportunities** for delivering public service content

What does this mean for...

 **Less advertising** They are under **financial pressure** due to more competition for advertising


Less £££ Some types of PSB programming **cost a lot** to make but **do not attract much advertising** e.g. regional programmes, children’s programmes


Less spent on PSB programmes The amount they **spend** on these types of programmes is **declining**

What’s likely to happen in the future?

What people watch on TV and **technology** will **keep changing**
ITV 1, Channel 4 and Five will come under **more financial pressure** and provide **less PSB**

The options

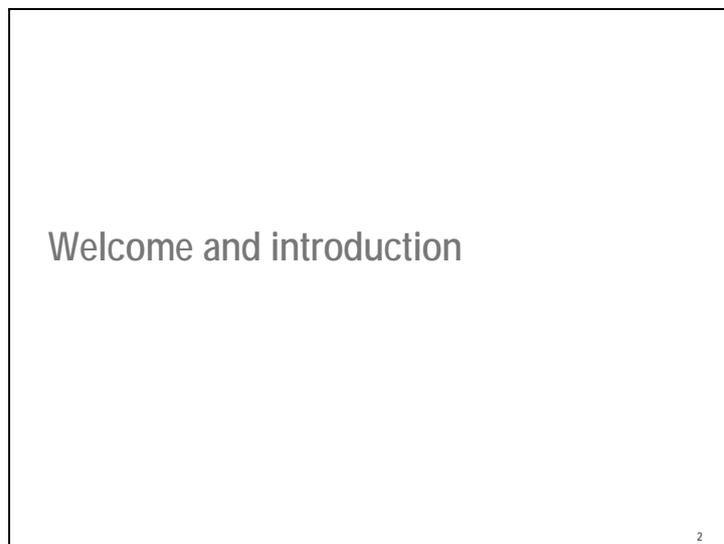
Do nothing

or

Do something

Appendix 6: Running Orders

Swansea Workshop Example



What is Ofcom?

- Independent regulator for UK communications industries, with responsibilities across TV, radio and telecoms
- Aims to maintain and strengthen quality of public service broadcasting now and in the future
- Ofcom has duty to further the interests of both citizens and consumers, and has to take both into account when making decisions

3

How does Ofcom regulate TV?

- Ofcom has two main TV regulatory roles
 - **Ensuring positive content**
 - Ofcom monitors delivery of public service broadcasting, including ensuring PSB quotas are met
 - **Avoiding negative content**
 - Ofcom aims to ensure standards that prevent harm and offence on all channels

4

What is the PSB Review?

- Ofcom is undertaking a Public Service Broadcasting Review
- Objectives include:
 - Assessing whether continued regulation is needed to ensure public service content is provided
 - Considering if there needs to be a change in the way PSB is provided and what that might be
 - Assessing future options for delivering and funding PSB
- Ofcom carried out research with people from around the UK last year to find out views on PSB today

5

Why are you here?

- Ofcom want to hear from you about how Public Service Broadcasting should be delivered **in the future**
- We want to hear your views on options for delivering public service content in the future, post digital switch-over
- You have an important role to play today and we want to hear from you as both consumers and citizens

6

Where does this research fit in?

- We are running six workshops in:
 - Croydon
 - Nottingham
 - Beverley
 - Londonderry
 - Aberdeen
 - Swansea
- Your viewpoints will be fed into Ofcom's recommendations to Government
- The Government will then make a decision about the future provision of public service broadcasting

7

Agenda

- Welcome and introduction
- Discussion of Public Service Broadcasting today
- What's changing
- **Break**
- Presentation and discussion of future PSB models
- **Lunch**
- Detailed discussion of future models
- **Break**
- What is your preferred option and why?
- Discussion about different ways of funding future Public Service Broadcasting

8

Guidelines

- Make time for everyone to contribute
- Respect the opinions of others
- Let everyone speak
- No right or wrong answers
- Mobiles off please
- Take a break when you need one

9

Discussion session

10

Q&A with Ofcom

11

PSB: What's changing and why now?

opinion leader

PSB: today and the future

13

PSB today

BBC

S4/C

- All BBC programmes and services and S4C Digital are PSB
- BBC funded by licence fee
- S4C Digital funded by direct Government grant

itv 1 |
4 **five**

- ITV1 Wales, Channel 4 and Five show some PSB programmes (each has different obligations)
- This is in exchange for right to broadcast on subsidised / free airspace from government
- (N.B. they are not given money directly)

14

ITV1 Wales, C4 and Five: PSB today

	UK News	National news	Nations programming	Current affairs	Specialist factual/docs	UK Children's	Arts	Religious programmes	UK comedy	UK drama	UK soaps / popular drama	UK Lifestyle Factual
itv 1	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓
4	✓			✓	✓				✓	✓	✓	✓
five	✓			✓	✓	✓					✓	✓

15

Challenges and opportunities

Challenges

- ITV, Channel 4 and Five under financial pressure because of increased competition for viewers (given choice on offer from freeview and multi-channel subscription channels)
- Value of subsidised airspace is declining

Opportunities

- Technological advances provide new opportunities for delivering public service content.

16

People's media habits are changing

17

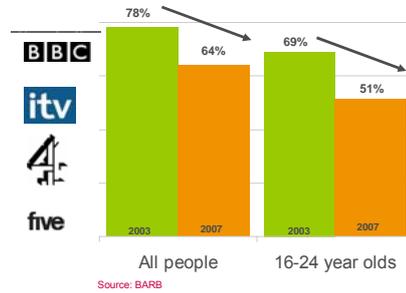
Digital TV continues to grow rapidly

- Over 90% of households now have access to digital TV
- Digital Switchover means all homes will be multi-channel by 2012
- There are now around 40 channels on freeview and over 400 channels on multichannel subscription – representing huge choice for viewers



What people are watching is changing, especially among younger audiences

Time spent watching 5 main channels falling across UK, viewing to other channels increasing



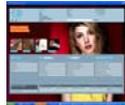
19

New technologies quickly becoming popular



Personal Video Recorders

Television over internet



Television on your mobile



Internet anywhere...



Home made content

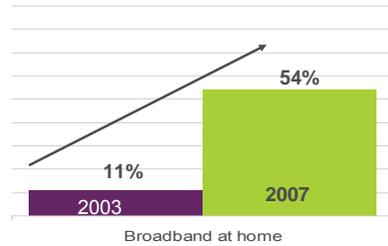
Social Networking



20

Growth in internet access

- Over half of all households in UK have broadband internet at home and access to super-fast broadband is growing



- Although people spend more time at home watching TV versus online - amount of time online growing (particularly 16-24s)

21

Growth in internet access brings new opportunities for PSB content

- Range of websites already provide public service content:



- Channel 4 has moved £6m schools programmes budget from TV onto interactive media

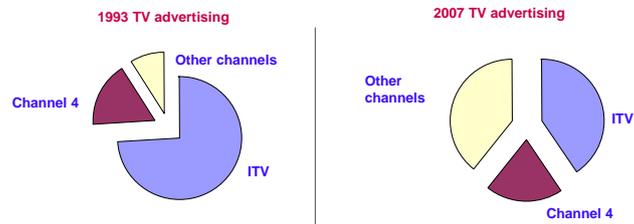
22

What does this mean for ITV, Channel 4 and Five?

23

ITV, Channel 4, Five under financial pressure

Increased competition for advertising revenue from other TV channels and internet



24

ITV, Channel 4 and Five spending less on PSB programming

Continued decline in £ spend



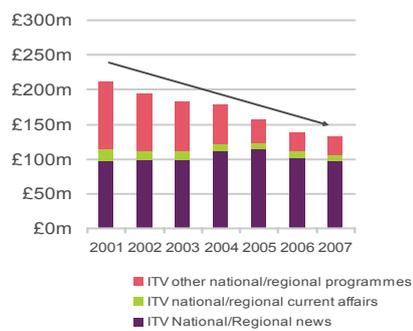
Year	PSB spend: ITV, C4, Five
2003	£0.5bn
2007	£0.4bn
2012*	£0.2bn

- Spend on some PSB programming declining:
 - In particular childrens' and regional programmes
 - UK-made programmes relies on PSB channels and is declining

*Ofcom estimate

Spend is decreasing on less profitable PSB programmes

ITV spend on national/regional programmes



Source: Ofcom

What's likely to happen in the future?

27

What's likely to happen in the future?

Technology and viewing will continue to change



PSB provision by ITV1 Wales /Channel 4 and Five likely to continue to reduce



Current model of delivery and funding won't continue to provide what people want

28

Problems with current PSB model will continue

- ✗ Lack of flexibility
- ✗ Financial difficulties
- ✗ Does not make most of technological opportunities

29

What can be done about this?

30

People value Public Service Broadcasting

Choice

Ofcom research showed that most people think more than one of the main channels should provide different types of PSB programmes

UK content

People thought UK content was very important to reflect life in the UK today

Nations & regions programming

National news was important overall and the key priority for national programming.

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Future options for PSB

Do nothing

Do something

- Accept decline in some PSB programming
- Accept growing mis-match between what people watch and where PSB programmes provided
- Accept PSB programming will not make use of new technologies

32

Future options for PSB

Do nothing

Do something



- Ofcom will present some options for doing something

33

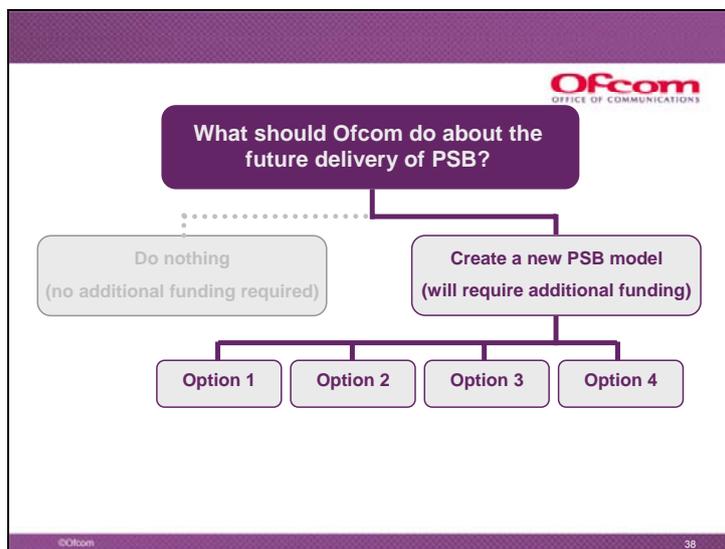
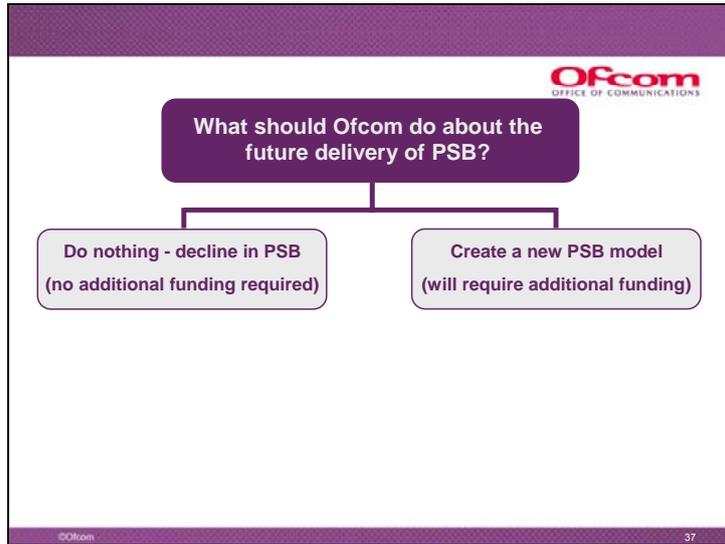
Discussion session

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Break

35

Four options for future provision of Public Service Broadcasting



Four future options for delivering PSB

- Ofcom has developed **four** possible **approaches** for future PSB content
- In developing each model, Ofcom considered:
 - general public's views on PSB priorities
 - changing audience needs and media habits
- Each model would:
 - require the **same** amount of **additional** funding
 - provide the **same** amount of PSB content
- But **who** delivers Public Service Broadcasting and **how** it is delivered differs in each approach

Model 1: Evolution

BBC remains the **key provider** of PSB

More funding is provided to keep PSB programmes on ITV1 Wales, Channel 4 and Five

Competition to BBC is provided by ITV1 Wales, Channel 4 and Five for PSB programmes

Model 2: BBC Only

BBC is the **only** broadcaster obliged to provide PSB

ITV1 Wales, Channel 4 and Five no longer have to provide PSB

The BBC is given an **extended role** to fill gaps in PSB provision

Competition to BBC relies on the market

Model 3: BBC and Channel 4

BBC and **Channel 4** would be the only broadcasters with obligations to show public service broadcasting.

Channel 4 may take on a bigger role to make up for gaps in PSB provision.

ITV1 Wales and Five would be purely commercial companies and would not have any obligations to provide PSB programming.

Competition to BBC provided by Channel 4

Model 4: BBC + competitive funding

BBC is the **core** provider of PSB

ITV1 Wales, Channel 4 and Five no longer have to provide PSB

All other PSB delivered by a **range of other providers** who bid for funding based on long term agreements

Competition to BBC provided by range of other organisations

Four models for future provision of PSB

Model 1: Evolution

BBC remains the **key provider** of PSB
More funding is provided to keep PSB programmes on ITV1 Wales, Channel 4 and Five
Competition to BBC is provided by ITV1 Wales, Channel 4 and Five for PSB programmes

Model 2: BBC only

BBC is the **only** broadcaster obliged to provide PSB
ITV1 Wales, Channel 4 and Five **no longer have to provide PSB**
The BBC is given an **extended role** to fill gaps in PSB provision by other broadcasters
Competition to BBC relies on the market

Model 3: BBC and Channel 4

The **BBC** and **Channel 4** would be the only broadcasters with obligations to show public service broadcasting.
Channel 4 may take on a bigger role to make up for gaps in PSB provision.
ITV1 Wales and Five would be purely commercial companies and would not have any obligations to provide PSB programming.
Competition to BBC provided by Channel 4

Model 4: BBC + competitive funding

BBC is the **core** provider of PSB
ITV1 Wales, Channel 4 and Five no longer have to provide PSB
All other PSB delivered by **range of other providers** who bid for funding based on long term agreements
Competition to BBC provided by range of other organisations

Things to remember

- We are thinking about what might happen in 2012, so
 - Everyone will have digital or pay TV
 - Most people using broadband internet regularly
 - More people using new technologies (e.g. Video on Demand, mobile TV, watching TV programmes via the internet)
- The **amount** of PSB programming and **amount** of funding - **same** in each approach
- Each model involves PSB content on **TV** and on **new media**

Discussion session

Model 3: BBC and Channel 4

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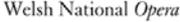
Model 3: BBC and Channel 4

What is it?

BBC and Channel 4 would be only broadcasters with PSB obligations.

Channel 4 may take on bigger role to make up for gaps in PSB provision.

ITV1 Wales and Five would be purely commercial companies and would not have any PSB obligations.

PSB obligations	No PSB obligations
 	Other providers e.g.       

48

What might this mean for different types of PSB programmes?

Model 3: BBC and Channel 4

	UK News	Regional news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓	✓	✓	✓	✓	✓	✓	✓↑	✓	✓
itv 1	✓	X	X	X	✓	X		✓		X	X	X
4	✓	?	✓↑	✓↑	✓	✓↑	✓	✓	✓	?	✓	✓
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

Discussion session

Model 1: Evolution

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Model 1: Evolution

What is it?

The BBC would remain the **main provider** of Public Service Broadcasting.
ITV1 Wales, Channel 4 and Five would continue to have a **role** in providing PSB.

PSB obligations	No PSB obligations
	<p>Other providers e.g.</p>  <p>Welsh National Opera</p>

52

What might this mean for different types of PSB programmes? Model 1: Evolution

	UK News	Regional news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
itv 1	✓	✓	✓	✓	✓	X		✓		✓	✓	✓
4	✓		✓	✓	✓	✓↑	✓	✓	✓			
five	✓		✓	✓	✓	✓		✓				
Others	✓				✓	✓					✓	

Discussion session

LUNCH

55

Preparing feedback

56

Model 4: BBC + competitive funding

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Model 4: BBC + competitive funding

What is it?

BBC would remain the **key provider** of Public Service Broadcasting.

PSB programming not provided by BBC would be delivered by **range of providers via competitive funding which they would need to bid for**. **ITV1 Wales, Channel 4 and Five** could bid, but would not have any obligations to provide PSB programming.

PSB obligations	PSB opportunities
	 Other providers e.g. 

58

What might this mean for different types of PSB programmes?

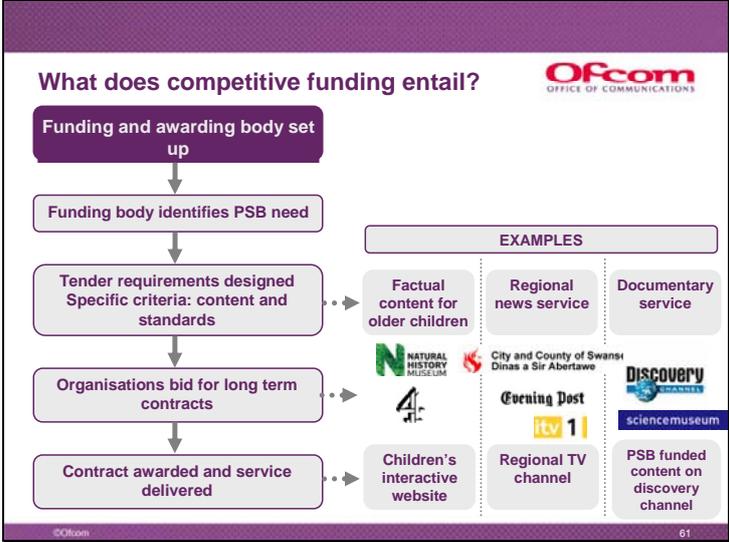
Model 4: BBC + competitive funding

	UK News	Regional news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
itv 1	✓	?	?	?	✓	?	?	✓	?	?	?	?
4	✓	?	?	?	✓	?	?	✓	✓		?	?
five	✓		?	?	✓	✓	?	✓	?			
Others	✓	?	?	?	✓	✓	?		?	?	✓	?

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Competitive funding

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Discussion session

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Model 2: BBC Only

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Model 2: BBC Only

What is it?

BBC would be the **only** UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision.
ITV1 Wales, Channel 4 and Five would be purely **commercial** companies, i.e. they would not have to provide PSB programming

PSB obligations	No PSB obligations
 	  
	<p>Other providers e.g.</p> <div style="display: flex; justify-content: space-around;"></div>

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Slide 65

What might this mean for different types of PSB programmes?

Model 2: BBC Only

	UK News	Regional news	Current affairs	Specialist / factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓↑	✓↑	✓	✓↑	✓↑	✓	✓	✓↑	✓	✓
itv 1	✓	X	X	X	✓	X		✓		X	X	X
4	✓		X	X	✓	X	X	✓	✓↓			
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

Discussion session

Break

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Reviewing Ofcom's evaluation criteria

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Preparing feedback on your preferred solution

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Possible funding options

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Recap on current PSB funding

- The BBC is funded by the licence fee
 - All BBC programming and services are PSB
- ITV1 Wales, Channel 4 and Five's PSB content is funded indirectly
 - They are given the right to broadcast channel at either free or discounted rate in exchange for providing PSB
- This is no longer working as:
 - The value of the airspace is worth less - in the digital world it is possible to broadcast lots of channels
 - ITV1 Wales, Channel 4 and Five under increasing financial pressure

What should Ofcom do about the future delivery of PSB?

Do nothing
(no additional funding required)

Create a new PSB model
(will require additional funding)

LICENCE FEE OPTIONS

- a) Take excess Licence Fee and either redistribute to other channels or use for BBC programming
- b) Increase existing Licence Fee to cover costs of PSB on channels other than BBC. No change to BBC
- c) Redistribute some the existing Licence Fee to channels other than the BBC. This could mean a change to the BBC

DIRECT PUBLIC FUNDING

From central or local government from taxes, or lottery funding

INDUSTRY CHARGE

A charge on industry organisations such as broadcasters, equipment sellers, internet companies or internet providers

INCREASE ADVERTISING

Change rules on advertising levels. Channels can show more ads and make more money

DISCOUNTED AIRSPACE

Government continues to give channels the right to broadcast at discounted rate

- E.g. extend this to digital channels owned by ITV, Channel 4 and Five, or to other channels

Funding PSB on channels other than the BBC

Discounted airspace

Government continues to give channels the right to broadcast at a discounted rate and extends this
E.g. to ITV1 Wales, Channel 4 and Five's digital channels

Direct public funding

From central or local government from taxes, or lottery funding

Industry charge

Charge on industry organisations e.g. broadcasters, equipment sellers, internet companies or internet providers

Increase advertising

Change rules on advertising levels. Channels can show more ads and make more money

Licence fee

- Either redistribute excess Licence Fee to other channels; use for BBC programming; or rebate
- Increase existing Licence Fee to cover costs of PSB on channels other than BBC. No change to BBC
- Redistribute some existing Licence Fee to channels other than the BBC. This could mean change to BBC

Discussion session

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Final things

80

Aberdeen specific stimulus

PSB today



- All BBC programmes are PSB
- BBC funded by licence fee



- STV, Channel 4 and Five show some PSB programmes (each has different obligations)
- This is in exchange for right to broadcast on subsidised / free airspace from government
- (N.B. they are not given money directly)

STV, C4 and Five: PSB today

	UK News	National news	Nations programming	Current affairs	Specialist factual docs	UK Children's	Arts	Religious programmes	UK comedy	UK drama	UK soaps / popular drama	UK Lifestyle / factual
	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓
	✓			✓	✓				✓	✓	✓	✓
	✓			✓	✓	✓					✓	✓

Growth in internet access brings new opportunities for PSB content

- Range of websites already provide public service content:



- Channel 4 has moved £6m schools programmes budget from TV onto interactive media

3

Model 1: Evolution

What is it?

The BBC would remain the **main provider** of Public Service Broadcasting.
STV, Channel 4 and Five would continue to have a **role** in providing PSB.

PSB obligations	No PSB obligations
<p>Logos for BBC, S, five, and Channel 4, representing providers with PSB obligations.</p>	<p>Other providers e.g.</p> <p>Logos for tigeraspect, ARRIEEN, NATIONAL GEOGRAPHIC CHANNEL, and National Museums Scotland, representing providers without PSB obligations.</p>

4

Model 1: Evolution

What might this mean for different types of PSB programmes?

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
S	✓	✓	✓	✓	✓	X		✓		✓	✓	✓
4	✓		✓	✓	✓	✓↑	✓	✓	✓			
five	✓		✓	✓	✓	✓	✓					
Others	✓				✓	✓					✓	

Model 3: BBC and Channel 4

What is it?

BBC and **Channel 4** would be only broadcasters with PSB obligations.

Channel 4 may take on bigger role to make up for gaps in PSB provision.

STV and **Five** would be purely commercial companies and would not have any PSB obligations.

PSB obligations	No PSB obligations
 	<p>Other providers e.g.</p> <div style="display: flex; justify-content: space-around; align-items: center;">   </div> <div style="display: flex; justify-content: space-around; align-items: center; margin-top: 5px;">   </div> <div style="display: flex; justify-content: space-around; align-items: center; margin-top: 10px;">   </div>

Model 3: BBC and Channel 4

What might this mean for different types of PSB programmes?

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓	✓	✓	✓	✓	✓	✓	✓↑	✓	✓
S	✓	X	X	X	✓	X		✓		X	X	X
4	✓	?	✓↑	✓↑	✓	✓↑	✓	✓	✓	?	✓	✓
five	✓		X	X	✓	✓↓	✓					
Others	✓				✓	✓					✓	

Model 4: BBC + competitive funding

What is it?

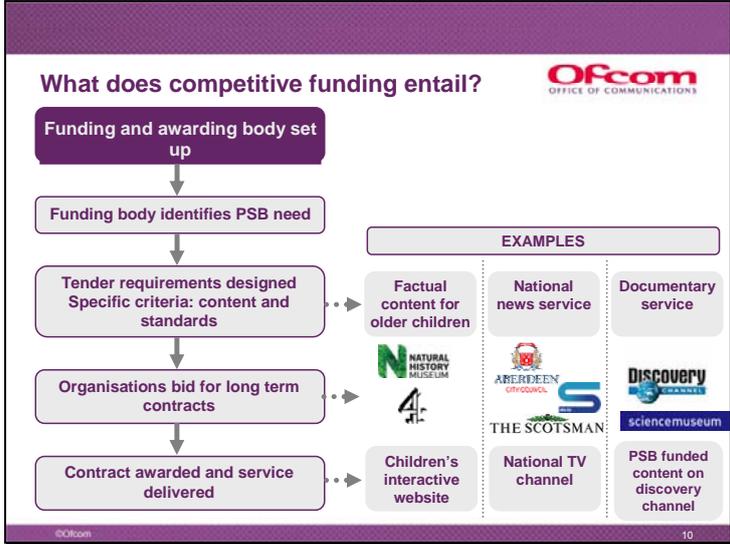
BBC would remain the **key provider** of Public Service Broadcasting.
 PSB programming not provided by BBC would be delivered by **range of providers via competitive funding which they would need to bid for**. **STV, Channel 4 and Five** could bid, but would not have any obligations to provide PSB programming.



What might this mean for different types of PSB programmes?

Model 4: BBC + competitive funding

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
S	✓	?	?	?	✓	?	?	✓	?	?	?	?
4	✓	?	?	?	✓	?	?	✓	✓		?	?
five	✓		?	?	✓	✓	?	✓	?			
Others	✓	?	?	?	✓	✓	?		?	?	✓	?



What is it?

BBC would be the **only** UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision. STV, Channel 4 and Five would be purely **commercial** companies, i.e. they would not have to provide PSB programming

PSB obligations	No PSB obligations
 	   Other providers e.g.    

What might this mean for different types of PSB programmes?

	UK News	National news	Current affairs	Specialist factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓↑	✓↑	✓	✓↑	✓↑	✓	✓	✓↑	✓	✓
S	✓	X	X	X	✓	X		✓		X	X	X
4	✓		X	X	✓	X	X	✓	✓↓			
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

English regions specific stimulus

PSB today



- All BBC programmes are PSB
- BBC funded by licence fee



- ITV1, Channel 4 and Five show some PSB programmes (each has different obligations)
- This is in exchange for right to broadcast on subsidised / free airspace from government
- (N.B. they are not given money directly)

Growth in internet access brings new opportunities for PSB content

- Range of websites already provide public service content:



- Channel 4 has moved £6m schools programmes budget from TV onto interactive media

What is it?

The BBC would remain the **main provider** of Public Service Broadcasting.
 ITV1, Channel 4 and Five would continue to have a **role** in providing PSB.

PSB obligations	No PSB obligations
	Other providers e.g. 

What might this mean for different types of PSB programmes?

	UK News	Regional / national news	Current affairs	Specialist factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
itv 1	✓	✓	✓	✓	✓	X		✓		✓	✓	✓
4	✓		✓	✓	✓	✓↑	✓	✓	✓			
five	✓		✓	✓	✓	✓		✓				
Others	✓				✓	✓					✓	

What is it?

BBC and Channel 4 would be only broadcasters with PSB obligations.
Channel 4 may take on bigger role to make up for gaps in PSB provision.
ITV1 and Five would be purely commercial companies and would not have any PSB obligations.

PSB obligations	No PSB obligations
 	<p>Other providers e.g.</p>  

What might this mean for different types of PSB programmes?

	UK News	Regional / national news	Current affairs	Specialist factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓	✓	✓	✓	✓	✓	✓	✓↑	✓	✓
itv 1	✓	X	X	X	✓	X		✓		X	X	X
4	✓	?	✓↑	✓↑	✓	✓↑	✓	✓	✓	?	✓	✓
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

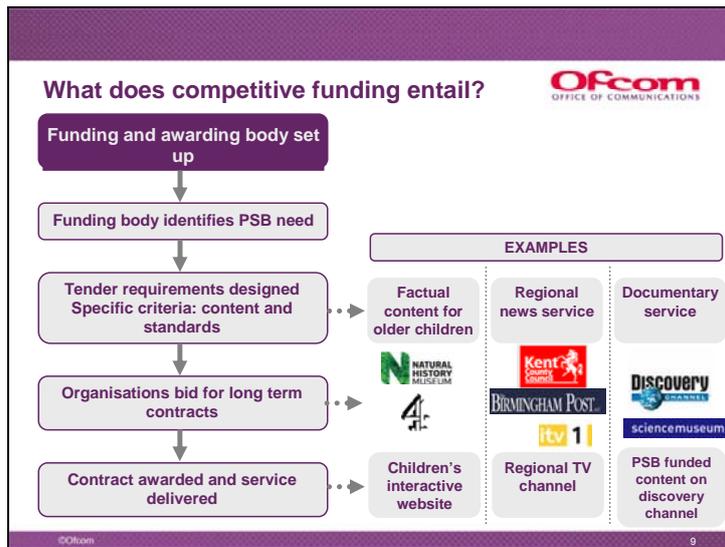
What is it?

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 PSB programming not provided by BBC would be delivered by **range of providers via competitive funding which they would need to bid for. ITV1, Channel 4 and Five** could bid, but would not have any obligations to provide PSB programming.

PSB obligations	PSB opportunities
	<div style="display: flex; justify-content: space-around;">    </div> <div style="border: 1px dashed black; padding: 5px; margin-top: 5px;"> Other providers e.g. <div style="display: flex; justify-content: space-around; margin-top: 5px;">    </div> <div style="display: flex; justify-content: space-around; margin-top: 5px;">   </div> </div>

What might this mean for different types of PSB programmes?

	UK News	Regional / national news	Current affairs	Specialist factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
itv 1	✓	?	?	?	✓	?	?	✓	?	?	?	?
4	✓	?	?	?	✓	?	?	✓	✓		?	?
five	✓		?	?	✓	✓	?	✓	?			
Others	✓	?	?	?	✓	✓	?		?	?	✓	?



What is it?

Model 2: BBC Only

BBC would be the **only** UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision. ITV1, Channel 4 and Five would be purely **commercial** companies, i.e. they would not have to provide PSB programming

PSB obligations	No PSB obligations
↑	<div style="display: flex; justify-content: space-around; align-items: center;"> </div> <p style="margin-top: 10px;">Other providers e.g.</p> <div style="display: flex; justify-content: space-around; align-items: center;"> </div> <div style="display: flex; justify-content: space-around; align-items: center; margin-top: 5px;"> </div>

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Model 2: BBC Only

What might this mean for different types of PSB programmes?

	UK News	Regional / national news	Current affairs	Specialist / factual / docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓↑	✓↑	✓	✓↑	✓↑	✓	✓	✓↑	✓	✓
itv 1	✓	X	X	X	✓	X		✓		X	X	X
4	✓		X	X	✓	X	X	✓	✓↓			
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

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Londonderry/Derry specific stimulus

PSB today

BBC

- All BBC programmes are PSB
- BBC funded by licence fee

UTV
4 five

- UTV, Channel 4 and Five show some PSB programmes (each has different obligations)
- This is in exchange for right to broadcast on subsidised / free airspace from government
- (N.B. they are not given money directly)

UTV, C4 and Five: PSB today

	UK News	National news	Nations programming	Current affairs	Specialist factual docs	UK Children's	Arts	Religious programmes	UK comedy	UK drama	UK soaps / popular drama	UK Lifestyle /factual
UTV	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓
4	✓			✓	✓				✓	✓	✓	✓
five	✓			✓	✓	✓					✓	✓

Growth in internet access brings new opportunities for PSB content

- Range of websites already provide public service content:



- Channel 4 has moved £6m schools programmes budget from TV onto interactive media

3

Model 3: BBC and Channel 4

What is it?

BBC and Channel 4 would be only broadcasters with PSB obligations.

Channel 4 may take on bigger role to make up for gaps in PSB provision.

UTV and Five would be purely commercial companies and would not have any PSB obligations.

PSB obligations	No PSB obligations
	<p>Other providers e.g.</p>

4

What might this mean for different types of PSB programmes?

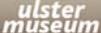
Model 3: BBC and Channel 4

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓	✓	✓	✓	✓	✓	✓	✓↑	✓	✓
UTV	✓	X	X	X	✓	X		✓		X	X	X
4	✓	?	✓↑	✓↑	✓	✓↑	✓	✓	✓	?	✓	✓
five	✓		X	X	✓	✓↓		✓				
Others	✓				✓	✓					✓	

What is it?

Model 2: BBC Only

BBC would be the **only** UK wide PSB provider. It may take on a bigger role to make up for gaps in PSB provision. UTV, Channel 4 and Five would be purely **commercial** companies, i.e. they would not have to provide PSB programming

PSB obligations	No PSB obligations
 	   Other providers e.g.    

Model 2: BBC Only

What might this mean for different types of PSB programmes?

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓↑	✓↑	✓↑	✓	✓↑	✓↑	✓	✓	✓↑	✓	✓
UTV	✓	X	X	X	✓	X		✓		X	X	X
4	✓		X	X	✓	X	X	✓	✓↓			
five	✓		X	X	✓	✓↓	✓					
Others	✓				✓	✓					✓	

Model 4: BBC + competitive funding

What is it?

BBC would remain the **key provider** of Public Service Broadcasting.

PSB programming not provided by BBC would be delivered by **range of providers via competitive funding which they would need to bid for**. **UTV, Channel 4 and Five** could bid, but would not have any obligations to provide PSB programming.

PSB obligations	PSB opportunities
	<div style="display: flex; justify-content: space-around; align-items: center;"> <div style="text-align: center;">   </div> <div style="text-align: center;">    </div> </div> <div style="text-align: center; border: 1px dashed gray; padding: 5px; margin-top: 5px;"> Other providers e.g.  </div>

8

What might this mean for different types of PSB programmes?

Model 4: BBC + competitive funding

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
UTV	✓	?	?	?	✓	?	?	✓	?	?	?	?
4	✓	?	?	?	✓	?	?	✓	✓		?	?
five	✓		?	?	✓	✓	?	✓	?			
Others	✓	?	?	?	✓	✓	?		?	?	✓	?

What does competitive funding entail?

Ofcom
OFFICE OF COMMUNICATIONS

Funding and awarding body set up

Funding body identifies PSB need

Tender requirements designed
Specific criteria: content and standards

Organisations bid for long term contracts

Contract awarded and service delivered

EXAMPLES

Factual content for older children

National news service

Documentary service



Children's interactive website

National TV channel

PSB funded content on discovery channel

What is it?

The BBC would remain the **main provider** of Public Service Broadcasting.
 UTV, Channel 4 and Five would continue to have a **role** in providing PSB.

PSB obligations	No PSB obligations
	Other providers e.g. 

What might this mean for different types of PSB programmes?

	UK News	National news	Current affairs	Specialist factual/docs	Lifestyle factual	UK Children's	UK drama	UK soaps / popular drama	UK comedy	Regional programming	Arts	Religious programmes
BBC	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
UTV	✓	✓	✓	✓	✓	X		✓		✓	✓	✓
4	✓		✓	✓	✓	✓↑	✓	✓	✓			
five	✓		✓	✓	✓	✓		✓				
Others	✓				✓	✓					✓	

Appendix 7: Assessment Criteria handout

How effective is each model?

Ofcom have identified the following questions to evaluate how effective each model is:

CRITERIA	DESCRIPTION	RANK
Appeal and availability	Are providers encouraged to provide public service content that is <ul style="list-style-type: none">– available to a large number of people?– appeals to a large number of people?	
Choice	Is there enough choice for people?	
Flexibility	Is the model flexible enough to respond to changes in people's media habits and market changes?	
Management	Do the providers have clear obligations? Are there clear and obvious ways to ensure the providers are responsible and accountable for the job they are asked to do?	
Does it enhance/add to what the market offers?	Does the model help, not hinder, the market overall?	
Where the content is shown	Does the model allow content to be provided in different places, e.g. on TV, on the internet etc. depending on what people need?	
Built to last	Can the model be maintained over time?	
Add any other criteria you think are important		

Appendix 8: Funding mechanisms handout

Funding PSB on channels other than the BBC



<p>Discounted airspace</p> <p>Government continues to give channels the right to broadcast at a discounted rate and extends this E.g. to ITV1, Channel 4 and Five's digital channels</p>	<p>Direct public funding</p> <p>From central or local government from taxes, or lottery funding</p>
<p>Industry charge</p> <p>Charge on industry organisations e.g. broadcasters, equipment sellers, internet companies or internet providers</p>	<p>Increase advertising</p> <p>Change rules on advertising levels. Channels can show more ads and make more money</p>
<p>Licence fee</p> <ul style="list-style-type: none">a) Redistribute excess Licence Fee to other channels; use for BBC programming; or rebateb) Increase existing Licence Fee to cover costs of PSB on channels other than BBC. No change to BBCc) Redistribute some existing Licence Fee to channels other than the BBC. This could mean change to BBC	

Appendix 9: Agendas

Final agenda: Aberdeen



PSB Review Phase II: Deliberative research

Workshop agenda – ABERDEEN

Facilitator note: we are only talking about English language PSB – this is not about the Gaelic Digital Service

Session	Objectives/question areas	Materials
9.30 – 9.45	Arrival and registration	2012 posters
9.45 – 9.55	Plenary: Welcome and introduction	Introductory presentation
9.55 – 10.25	Discussion: Reflections on pre-task <i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about STV, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean	

for the future of TV?

- What do you think the licence fee is currently spent on?
Which organisations – BBC only or includes others?
- What questions would you like to ask Ofcom about:
 - PSB in general?
 - The PSB review?
 - The research already conducted with the public?
 - Ofcom's role/remit in terms of PSB?

10.25 – Plenary: Q&A with Ofcom

10.35 *Objective: Help participants understand Ofcom's role, PSB and the PSB Review*

- Participants to put questions to Ofcom representative (individually or on behalf of the group)

**10.35 – Plenary: Presentation on changes taking place in
10.50 broadcasting market, implications for PSB and future
trends**

'Case for change'
presentation

**10.50 – Discussion: Response to presentation on PSB changes
11.15**

'Case for change'
handout
Ofcom team to
be available for
Q and A

- Initial thoughts on information received
- Any surprises? *[Check there is a clear understanding of current PSB funding for STV, Channel 4 and Five – recap that they are funded by advertising but have some PSB obligations which they undertake in exchange for discounted airspace]*
- Explore pros and cons of do nothing - what are the implications of not taking action? *[make it clear this would not affect BBC as funded by the licence fee but would affect STV, C4 and Five]*
 - What would this mean for the type of programmes shown?

FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'

**11.15 – Tea break
11.30**

**11.30 – Plenary: Ofcom presentation of four future PSB delivery
11.40 models**

Models
presentation by

11.40 – Discussion: Initial response to the four models
12.05

Ofcom

Handout
summarising all
four models

Ofcom available
for Q and A

Facilitator note:

*All these models assume additional funding would be needed. All models would require the same amount of additional funding. This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want participants to respond to the concept **in principle** i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?*

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.05 – Presentation: Detailed presentation of Model 2
12.10

12.10 – Discussion: Detailed discussion of Model 2
12.35

Detailed
handouts on
Model 2

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion
task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be

accessed

- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?
 - Explore whether there are any specific programmes participants do not think would continue. Would they miss them? What would the impact be on society?
 - Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / NATIONAL INFORMATION. Say *'I've got some more information about what this model might mean for national and regional programming'* – read out relevant information for model

- What do you think about the impact of this model on national and regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say *'I've got some more information about what this model might mean for new media'* – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]*

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any future changes in people's media habits and future technological developments?
- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.35 – **Presentation: Detailed presentation of Model 3**
12.40

12.40 – **Discussion: Detailed discussion of Model 3**
1.05 **SAME PROCESS AND QUESTIONS AS FOR MODEL 2**

Detailed
handouts on
Model 3

1.05 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – Discussion: Detailed discussion of Model 4
2.50

Section 1: Exploring views on competitive funding [10 - 15 mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services
 - What benefits might this deliver?
 - Any disadvantages or concerns?
 - How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on idea of competing for funds)
 - Probe on:
 - Flexibility to adapt to changing audience needs
 - Ability to reach audiences with different media habits
 - Ability to find content (where would it be? How would you find it?) How does this compare to now?

- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?

- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – Presentation: Detailed presentation of Model 1
2.55

2.55 – Discussion: Detailed discussion of Model 1
3.20 **SAME PROCESS AND QUESTIONS AS FOR MODEL 2** Detailed handouts on Model 1

3.20 – TEA BREAK
3.35

3.35 – Discussion: Reviewing Ofcom's evaluation criteria Assessment criteria handout
3.45

Facilitator note:

Explain that Ofcom have a list of criteria they are using to

evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?
 - Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

**3.45 –
4.10 Preparing feedback on your preferred solution**

[3.45 – 4.00]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.00 – 4.10]

- Feedback to the room
- Discussion in plenary on new models generated

4.10- 4.20	Presentation: Funding models	Ofcom
4.20 – 4.45	Discussion: Considering funding models Review each funding mechanism in turn and discuss for each: <ul style="list-style-type: none">• Explore the pros and cons• Explore specifically:<ul style="list-style-type: none">– How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters?– How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements?– Do you think this funding model is flexible enough to future change? [<i>I.e. could the organisations receiving the money be changed if required?</i>]• Agree overall preference (identifying minority views/second choices as appropriate)	Funding mechanism handout Moderator notes
4.45 – 5.00	Final voting/questionnaire and wrap up	Questionnaire



PSB Review Phase II: Deliberative research

Workshop agenda - BEVERLEY

Session	Objectives/question areas	Materials
9.30 – 9.45	Arrival and registration	2012 posters
9.45 – 9.55	Plenary: Welcome and introduction	Introductory presentation
9.55 – 10.25	Discussion: Reflections on pre-task <i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about ITV1, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean for the future of TV?• What do you think the licence fee is currently spent on? Which organisations – BBC only or includes others?	

	<ul style="list-style-type: none"> • What questions would you like to ask Ofcom about: <ul style="list-style-type: none"> – PSB in general? – The PSB review? – The research already conducted with the public? – Ofcom's role/remit in terms of PSB? 	
10.25 –	Plenary: Q&A with Ofcom	
10.35	<i>Objective: Help participants understand Ofcom's role, PSB and the PSB Review</i>	
	<ul style="list-style-type: none"> • Participants to put questions to Ofcom representative (individually or on behalf of the group) 	
10.35 –	Plenary: Presentation on changes taking place in broadcasting market, implications for PSB and future trends	'Case for change' presentation
10.50		
10.50 –	Discussion: Response to presentation on PSB changes	'Case for change' handout
11.15		
	<ul style="list-style-type: none"> • Initial thoughts on information received • Any surprises? <i>[Check there is a clear understanding of current PSB funding for ITV1, Channel 4 and Five – recap that they are funded by advertising but have some PSB obligations which they undertake in exchange for discounted airspace]</i> • Explore pros and cons of do nothing - what are the implications of not taking action? <i>[make it clear this would not affect BBC as funded by the licence fee but would affect ITV 1, C4 and Five]</i> <ul style="list-style-type: none"> – What would this mean for the type of programmes shown? 	Ofcom team to be available for Q and A
<p>FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'</p>		
11.15 –	Tea break	
11.30		
11.30 –	Plenary: Ofcom presentation of four future PSB delivery models	Models presentation by Ofcom
11.40		
11.40 –	Discussion: Initial response to the four models	Handout summarising all
12.05		

Facilitator note:

*All these models assume additional funding would be needed. All models would require the same amount of additional funding. This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want participants to respond to the concept **in principle** i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?*

four models
Ofcom available
for Q and A

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.05 – Presentation: Detailed presentation of Model 2
12.10

12.10 – Discussion: Detailed discussion of Model 2
12.35

Detailed
handouts on
Model 2

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion
task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be accessed
- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?
 - Explore whether there are any specific programmes participants do not think would continue. Would they miss them? What would the impact be on society?
 - Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / REGIONAL INFORMATION. Say 'I've got some more information about what this model might mean for regional programming' – read out relevant information for model

- What do you think about the impact of this model on regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say 'I've got some more information about what this model might mean for new media' – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where*

the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any future changes in people's media habits and future technological developments?
- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.35 – **Presentation: Detailed presentation of Model 3**
12.40

12.40 – **Discussion: Detailed discussion of Model 3**
1.05 **SAME PROCESS AND QUESTIONS AS FOR MODEL 1**

Detailed
handouts on
Model 3

1.05 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – **Discussion: Detailed discussion of Model 4**
2.50

Section 1: Exploring views on competitive funding [10 - 15

mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services
 - What benefits might this deliver?
 - Any disadvantages or concerns?
 - How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on idea of competing for funds)
 - Probe on:
 - Flexibility to adapt to changing audience needs
 - Ability to reach audiences with different media habits
 - Ability to find content (where would it be? How would you find it?) How does this compare to now?

- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?

- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – 2.55	Presentation: Detailed presentation of Model 1	
2.55 – 3.20	Discussion: Detailed discussion of Model 1 <u>SAME PROCESS AND QUESTIONS AS FOR MODEL 1</u>	Detailed handouts on Model 1
3.20 – 3.35	TEA BREAK	
3.35 – 3.45	Discussion: Reviewing Ofcom’s evaluation criteria	Assessment criteria handout

Facilitator note:

Explain that Ofcom have a list of criteria they are using to evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?
 - Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

3.45 – 4.10 Preparing feedback on your preferred solution

[3.45 – 4.00]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.00 – 4.10]

- Feedback to the room

	<ul style="list-style-type: none"> • Discussion in plenary on new models generated 	
4.10-4.20	Presentation: Funding models	Ofcom
4.20 – 4.45	Discussion: Considering funding models	Funding mechanism handout
	Review each funding mechanism in turn and discuss for each:	
	<ul style="list-style-type: none"> • Explore the pros and cons • Explore specifically: <ul style="list-style-type: none"> – How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters? – How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements? – Do you think this funding model is flexible enough to future change? [<i>I.e. could the organisations receiving the money be changed if required?</i>] 	Moderator notes
	<ul style="list-style-type: none"> • Agree overall preference (identifying minority views/second choices as appropriate) 	
4.45 – 5.00	Final voting/questionnaire and wrap up	Questionnaire



PSB Review Phase II: Deliberative research

Workshop agenda - CROYDON

Session	Objectives/question areas	Materials
9.30 - 10.00	Arrival and registration	2012 posters
10.00 - 10.10	Plenary: Welcome and introduction	Introductory presentation
10.10 – 10.30	<p>Discussion: Reflections on pre-task</p> <p><i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i></p> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about ITV1, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean for the future of TV?• What do you think the licence fee is currently spent on? Which organisations – BBC only or includes others?• What questions would you like to ask Ofcom about:	

	<ul style="list-style-type: none"> - PSB in general? - The PSB review? - The research already conducted with the public? - Ofcom's role/remit in terms of PSB? 	
10.30 –	Plenary: Q&A with Ofcom	
10.40	<i>Objective: Help participants understand Ofcom's role, PSB and the PSB Review</i>	
	<ul style="list-style-type: none"> • Participants to put questions to Ofcom representative (individually or on behalf of the group) 	
10.40 –	Plenary: Presentation on changes taking place in broadcasting market, implications for PSB and future trends	'Case for change' presentation
10.55		
10.55 –	Discussion: Response to presentation on PSB changes	'Case for change' handout
11.15		Ofcom team to be available for Q and A
	<ul style="list-style-type: none"> • Initial thoughts on information received • Any surprises? <i>[Check there is a clear understanding of current PSB funding for ITV1, Channel 4 and Five]</i> • What do you think should be done in light of these challenges and opportunities that exist? • Explore pros and cons of do nothing - what are the implications of not taking action? 	
	FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'	
11.15 –	Tea break	
11.30		
11.30 –	Plenary: Ofcom presentation of four future PSB delivery models	Models presentation by Ofcom
11.40		
11.40 –	Discussion: Initial response to the four models	Handout summarising all four models
12.00		Ofcom available for Q and A
	<i>Facilitator note: All these models assume additional funding would be needed. All models would require the same amount of additional funding. This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want</i>	

participants to respond to the concept in principle i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.10 – Presentation: Detailed presentation of Model 1
12.15

12.15 – Discussion: Detailed discussion of Model 1
12.40

Detailed
handouts on
Model 1

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion
task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be accessed
- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?
 - Explore whether there are any specific programmes participants do not think would continue. Would they

- miss them? What would the impact be on society?
- Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / REGIONAL INFORMATION. Say *'I've got some more information about what this model might mean for regional programming'* – read out relevant information for model

- What do you think about the impact of this model on regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say *'I've got some more information about what this model might mean for new media'* – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]*

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any

future changes in people's media habits and future technological developments?

- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.40 – **Presentation: Detailed presentation of Model 2**
12.45

12.45 – **Discussion: Detailed discussion of Model 2**

1.10 **SAME PROCESS AND QUESTIONS AS FOR MODEL 1**

Detailed
handouts on
Model 2

1.10 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – **Discussion: Detailed discussion of Model 4**
2.50

Section 1: Exploring views on competitive funding [10 - 15 mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services
 - What benefits might this deliver?
 - Any disadvantages or concerns?
 - How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on

idea of competing for funds)

- Probe on:
 - o Flexibility to adapt to changing audience needs
 - o Ability to reach audiences with different media habits
 - o Ability to find content (where would it be? How would you find it?)

- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?

- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – 2.55	Presentation: Detailed presentation of Model 3	
2.55 – 3.20	Discussion: Detailed discussion of Model 3 <u>SAME PROCESS AND QUESTIONS AS FOR MODEL 1</u>	Detailed handouts on Model 3
3.20 – 3.35	TEA BREAK	
3.35 – 3.45	Discussion: Reviewing Ofcom's evaluation criteria	Assessment criteria handout

Facilitator note:

Explain that Ofcom have a list of criteria they are using to evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?
 - Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to

add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

3.45 – Preparing feedback on your preferred solution 4.15

[3.45 – 4.05]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.05 – 4.15]

- Feedback to the room
- Discussion in plenary on new models generated

4.15 – Discussion: Considering funding models 4.45

Review each funding mechanism in turn and discuss for each:

- Explore the pros and cons
- Explore specifically:

Funding
mechanism
handout

Moderator notes

- How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters?
 - How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements?
 - Do you think this funding model is flexible enough to future change? [*I.e. could the organisations receiving the money be changed if required?*]
- Agree overall preference (identifying minority views/second choices as appropriate)

4.45 – Final voting/questionnaire and wrap up
5.00

Questionnaire



PSB Review Phase II: Deliberative research

Workshop agenda – LONDON/DERRY/DERRY

Session	Objectives/question areas	Materials
9.30 – 9.45	Arrival and registration	2012 posters
9.45 – 9.55	Plenary: Welcome and introduction	Introductory presentation
9.55 – 10.25	<p>Discussion: Reflections on pre-task</p> <p><i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i></p> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about ITV1, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean for the future of TV?• What do you think the licence fee is currently spent on? Which organisations – BBC only or includes others?• What questions would you like to ask Ofcom about:<ul style="list-style-type: none">– PSB in general?	

- The PSB review?
- The research already conducted with the public?
- Ofcom's role/remit in terms of PSB?

10.25 – Plenary: Q&A with Ofcom

10.35 *Objective: Help participants understand Ofcom's role, PSB and the PSB Review*

- Participants to put questions to Ofcom representative (individually or on behalf of the group)

10.35 – Plenary: Presentation on changes taking place in broadcasting market, implications for PSB and future trends

'Case for change' presentation

10.50 – Discussion: Response to presentation on PSB changes

'Case for change' handout

11.15

- Initial thoughts on information received
- Any surprises? *[Check there is a clear understanding of current PSB funding for ITV1, Channel 4 and Five – recap that they are funded by advertising but have some PSB obligations which they undertake in exchange for discounted airspace]*
- Explore pros and cons of do nothing - what are the implications of not taking action? *[make it clear this would not affect BBC as funded by the licence fee but would affect ITV 1, C4 and Five]*
 - What would this mean for the type of programmes shown?

Ofcom team to be available for Q and A

FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'

11.15 – Tea break

11.30

11.30 – Plenary: Ofcom presentation of four future PSB delivery models

Models presentation by Ofcom

11.40 – Discussion: Initial response to the four models

Handout summarising all four models

12.05

Facilitator note:

All these models assume additional funding would be needed. All models would require the same amount of additional funding.

Ofcom available for Q and A

*This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want participants to respond to the concept **in principle** i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?*

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.05 – Presentation: Detailed presentation of Model 3
12.10

12.10 – Discussion: Detailed discussion of Model 3
12.35

Detailed
handouts on
Model 3

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion
task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be accessed
- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the

programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?

- Explore whether there are any specific programmes participants do not think would continue. Would they miss them? What would the impact be on society?
- Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / REGIONAL INFORMATION. Say *'I've got some more information about what this model might mean for regional programming'* – read out relevant information for model

- What do you think about the impact of this model on regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say *'I've got some more information about what this model might mean for new media'* – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]*

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any future changes in people's media habits and future technological developments?
- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.35 – **Presentation: Detailed presentation of Model 2**
12.40

12.40 – **Discussion: Detailed discussion of Model 2**
1.05 **SAME PROCESS AND QUESTIONS AS FOR MODEL 3**

Detailed
handouts on
Model 2

1.05 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – **Discussion: Detailed discussion of Model 4**
2.50

Section 1: Exploring views on competitive funding [10 - 15 mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services

- What benefits might this deliver?
- Any disadvantages or concerns?
- How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on idea of competing for funds)
- Probe on:
 - o Flexibility to adapt to changing audience needs
 - o Ability to reach audiences with different media habits
 - o Ability to find content (where would it be? How would you find it?) How does this compare to now?
- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?
- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – 2.55	Presentation: Detailed presentation of Model 1	
2.55 – 3.20	Discussion: Detailed discussion of Model 1 <u>SAME PROCESS AND QUESTIONS AS FOR MODEL 3</u>	Detailed handouts on Model 1
3.20 – 3.35	TEA BREAK	
3.35 – 3.45	Discussion: Reviewing Ofcom’s evaluation criteria	Assessment criteria handout

Facilitator note:

Explain that Ofcom have a list of criteria they are using to evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?

- Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

3.45 – 4.10 **Preparing feedback on your preferred solution**

[3.45 – 4.00]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.00 – 4.10]

- Feedback to the room
- Discussion in plenary on new models generated

4.20		
4.20 – 4.45	Discussion: Considering funding models	Funding mechanism handout
	Review each funding mechanism in turn and discuss for each:	
	<ul style="list-style-type: none"> • Explore the pros and cons • Explore specifically: <ul style="list-style-type: none"> – How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters? – How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements? – Do you think this funding model is flexible enough to future change? [<i>I.e. could the organisations receiving the money be changed if required?</i>] • Agree overall preference (identifying minority views/second choices as appropriate) 	Moderator notes
4.45 – 5.00	Final voting/questionnaire and wrap up	Questionnaire

Final agenda: Nottingham



PSB Review Phase II: Deliberative research

Workshop agenda - NOTTINGHAM

Session	Objectives/question areas	Materials
9.30 – 9.45	Arrival and registration	2012 posters
9.45 – 9.55	Plenary: Welcome and introduction	Introductory presentation
9.55 – 10.25	<p>Discussion: Reflections on pre-task</p> <p><i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i></p> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about ITV1, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean for the future of TV?• What do you think the licence fee is currently spent on? Which organisations – BBC only or includes others?• What questions would you like to ask Ofcom about:<ul style="list-style-type: none">– PSB in general?	

- The PSB review?
- The research already conducted with the public?
- Ofcom's role/remit in terms of PSB?

10.25 – **Plenary: Q&A with Ofcom**

10.35 *Objective: Help participants understand Ofcom's role, PSB and the PSB Review*

- Participants to put questions to Ofcom representative (individually or on behalf of the group)

10.35 – **Plenary: Presentation on changes taking place in broadcasting market, implications for PSB and future trends**

'Case for change' presentation

10.50 – **Discussion: Response to presentation on PSB changes**

'Case for change' handout

11.15

- Initial thoughts on information received
- Any surprises? *[Check there is a clear understanding of current PSB funding for ITV1, Channel 4 and Five – recap that they are funded by advertising but have some PSB obligations which they undertake in exchange for discounted airspace]*
- Explore pros and cons of do nothing - what are the implications of not taking action? *[make it clear this would not affect BBC as funded by the licence fee but would affect ITV 1, C4 and Five]*
 - What would this mean for the type of programmes shown?

Ofcom team to be available for Q and A

FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'

11.15 – **Tea break**

11.30

11.30 – **Plenary: Ofcom presentation of four future PSB delivery models**

11.40

Models presentation by Ofcom

11.40 – **Discussion: Initial response to the four models**

12.05

Facilitator note:

All these models assume additional funding would be needed. All models would require the same amount of additional funding.

Handout summarising all four models

Ofcom available for Q and A

*This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want participants to respond to the concept **in principle** i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?*

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.05 – Presentation: Detailed presentation of Model 1
12.10

12.10 – Discussion: Detailed discussion of Model 1
12.35

Detailed handouts on Model 1

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be accessed
- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the

programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?

- Explore whether there are any specific programmes participants do not think would continue. Would they miss them? What would the impact be on society?
- Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / REGIONAL INFORMATION. Say *'I've got some more information about what this model might mean for regional programming'* – read out relevant information for model

- What do you think about the impact of this model on regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say *'I've got some more information about what this model might mean for new media'* – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]*

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any future changes in people's media habits and future technological developments?
- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.35 – **Presentation: Detailed presentation of Model 3**
12.40

12.40 – **Discussion: Detailed discussion of Model 3**
1.05 **SAME PROCESS AND QUESTIONS AS FOR MODEL 1**

Detailed
handouts on
Model 3

1.05 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – **Discussion: Detailed discussion of Model 4**
2.50

Section 1: Exploring views on competitive funding [10 - 15 mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services

- What benefits might this deliver?
- Any disadvantages or concerns?
- How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on idea of competing for funds)
- Probe on:
 - o Flexibility to adapt to changing audience needs
 - o Ability to reach audiences with different media habits
 - o Ability to find content (where would it be? How would you find it?) How does this compare to now?
- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?
- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – 2.55	Presentation: Detailed presentation of Model 2	
2.55 – 3.20	Discussion: Detailed discussion of Model 2 <u>SAME PROCESS AND QUESTIONS AS FOR MODEL 1</u>	Detailed handouts on Model 2
3.20 – 3.35	TEA BREAK	
3.35 – 3.45	Discussion: Reviewing Ofcom’s evaluation criteria	Assessment criteria handout

Facilitator note:

Explain that Ofcom have a list of criteria they are using to evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?

- Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

3.45 – Preparing feedback on your preferred solution 4.10

[3.45 – 4.00]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.00 – 4.10]

- Feedback to the room
- Discussion in plenary on new models generated

4.20		
4.20 – 4.45	Discussion: Considering funding models	Funding mechanism handout
	Review each funding mechanism in turn and discuss for each:	
	<ul style="list-style-type: none"> • Explore the pros and cons • Explore specifically: <ul style="list-style-type: none"> – How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters? – How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements? – Do you think this funding model is flexible enough to future change? [<i>I.e. could the organisations receiving the money be changed if required?</i>] • Agree overall preference (identifying minority views/second choices as appropriate) 	Moderator notes
4.45 – 5.00	Final voting/questionnaire and wrap up	Questionnaire



PSB Review Phase II: Deliberative research

Workshop agenda - SWANSEA

Session	Objectives/question areas	Materials
9.30 – 9.45	Arrival and registration	2012 posters
9.45 – 9.55	Plenary: Welcome and introduction	Introductory presentation
9.55 – 10.25	<p>Discussion: Reflections on pre-task</p> <p><i>Objective: Cement understanding of PSB and broadcasters' current remit from pre-task</i></p> <ul style="list-style-type: none">• What did you think about the information in the pre-task?• What do you understand by the definition of PSB?• What do you think about the amount and type of PSB available?• What did you think about ITV Wales, Channel 4 and Five's roles?• What did your friends and family think about:<ul style="list-style-type: none">– The most important role that television should provide for society?– The types of TV programmes which are most important for society?– The types of TV programmes there are not enough of for society?• What do you think the challenges and opportunities presented by the changing media environment will mean for the future of TV?• What do you think the licence fee is currently spent on? Which organisations – BBC only or includes others?• What questions would you like to ask Ofcom about:<ul style="list-style-type: none">– PSB in general?	

	<ul style="list-style-type: none"> - The PSB review? - The research already conducted with the public? - Ofcom's role/remit in terms of PSB? 	
10.25 –	Plenary: Q&A with Ofcom	
10.35	<i>Objective: Help participants understand Ofcom's role, PSB and the PSB Review</i>	
	<ul style="list-style-type: none"> • Participants to put questions to Ofcom representative (individually or on behalf of the group) 	
10.35 –	Plenary: Presentation on changes taking place in broadcasting market, implications for PSB and future trends	'Case for change' presentation
10.50 –		
11.15	Discussion: Response to presentation on PSB changes	'Case for change' handout
	<ul style="list-style-type: none"> • Initial thoughts on information received • Any surprises? <i>[Check there is a clear understanding of current PSB funding for ITV WALES, Channel 4 and Five – recap that they are funded by advertising but have some PSB obligations which they undertake in exchange for discounted airspace]</i> • Explore pros and cons of do nothing - what are the implications of not taking action? <i>[make it clear this would not affect BBC as funded by the licence fee but would affect ITV WALES, C4 and Five]</i> <ul style="list-style-type: none"> - What would this mean for the type of programmes shown? 	Ofcom team to be available for Q and A
<p>FACILITATOR NOTE: explain that the rest of the day will be spent talking about 'doing something'</p>		
11.15 –	Tea break	
11.30		
11.30 –	Plenary: Ofcom presentation of four future PSB delivery models	Models presentation by Ofcom
11.40		
11.40 –	Discussion: Initial response to the four models	Handout summarising all four models
12.05		
	<p><i>Facilitator note:</i></p> <p><i>All these models assume additional funding would be needed. All models would require the same amount of additional funding.</i></p>	Ofcom available for Q and A

*This could potentially be from an industry charge, or from government direct, or from an increase in the licence fee. Where these funds might come from will be explored in more detail later. Whilst considering all the models we want participants to respond to the concept **in principle** i.e. assuming we decide to 'do something' rather than 'do nothing' which of these models do participants think would be most suitable?*

- Spontaneous reactions
- Which models stand out? Why?
- Look briefly at each model in turn and gather spontaneous pros and cons
 - Would this model tackle the challenges?
 - Would this model make the most of the opportunities?

N.B. ROTATE MODELS BETWEEN WORKSHOPS

12.05 – Presentation: Detailed presentation of Model 3
12.10

12.10 – Discussion: Detailed discussion of Model 3
12.35

Detailed
handouts on
Model 3

Facilitator note:

Ask participants when thinking about this model to think about the impact it would have on (a) them as consumers and (b) society generally – i.e. different groups of consumers

Self-completion
task

- Ask participants to complete the self-completion handout in pairs using the models handout for information

Initial questions:

- What do you think this model might mean for PSB programming overall?
 - Probe for impact on (a) quality (b) tone (c) style (d) where PSB programming would physically be accessed
- What do you think are the pros and cons of this model?
[spontaneous]

Detailed discussion:

- What do you think this model might mean for the

programmes you would see on (a) ITV (b) Channel 4 (c) Five? (d) BBC?

- Explore whether there are any specific programmes participants do not think would continue. Would they miss them? What would the impact be on society?
- Explore what programmes they think would replace any PSB programming that might not be continued. How do they feel about this? What would the impact be on society?
- What do you think this model might mean for choice in PSB programming? *[Probe for views on amount, type, impact of competition, views on providers]*
- What does it mean for the range/type/amount of programmes made in the UK?
- How confident are you that the organisations receiving PSB funding would deliver high quality content?
- Would you trust the organisations receiving funding under this model to use the money appropriately to produce PSB programming? Why? *[Explore whether it matters if the organisation is publicly or privately owned]*

FACILITATOR USE ADDITIONAL NEW MEDIA / REGIONAL INFORMATION. Say *'I've got some more information about what this model might mean for regional programming'* – read out relevant information for model

- What do you think about the impact of this model on regional programming? *[Explore views on who the provider is, choice, type, where it is accessed]*
- What about the impact of the model on representing people from around the UK on the television? *[Explore views on amount, who provides it]*

Say *'I've got some more information about what this model might mean for new media'* – read out relevant information for model

- What do you think about the impact of this model on new media? *[Explore views on amount, type, who the provider is, whether it makes the most of the opportunities, where the information would be accessed, Is there a need for PSB obligations? Or leave the channels free to choose?]*

Summarising the model:

- Do you think the model can meet the different needs of different audiences today?
- Do you think this model is flexible enough to meet any future changes in people's media habits and future technological developments?
- Overall do you feel that this model would tackle the challenges faced in PSB programming?
- Overall do you feel that this model would take advantage of the opportunities available for PSB programming?
- Group to reach overall view on how appropriate Model 1 is for providing PSB content in the future

12.35 – **Presentation: Detailed presentation of Model 1**
12.40

12.40 – **Discussion: Detailed discussion of Model 1**
1.05 **SAME PROCESS AND QUESTIONS AS FOR MODEL 3**

Detailed
handouts on
Model 1

1.05 – **Lunch break**
1:50

1.50 – **FEEDBACK SESSION**
2.05

[1.50 – 1.55]

At tables – spend 5 mins summarising overall views of first two models

- What did you think of the first two models?
 - Good points
 - Bad points
- Which of first two models do you prefer?

Identify speaker(s)

[1.55 – 2.05]

Go around room and feed back to each other

2.05 – **Presentation: Detailed presentation of Model 4**
2.15

2.15 – **Discussion: Detailed discussion of Model 4**
2.50

Section 1: Exploring views on competitive funding [10 - 15 mins]

- Explore spontaneous reactions to the idea of competing for a contract to provide TV or new media services

- What benefits might this deliver?
- Any disadvantages or concerns?
- How does this compare to the existing way of requiring commercial broadcasters to provide PSB? (probe on idea of competing for funds)
- Probe on:
 - o Flexibility to adapt to changing audience needs
 - o Ability to reach audiences with different media habits
 - o Ability to find content (where would it be? How would you find it?) How does this compare to now?
- What do you think about the idea of a funding body?
 - Explore pros and cons
 - How would this funding body need to work in order for it to be a success in your view?
- What do you think about the idea of contracts being long term? How important is this? Pros/cons

Section 2: Same process and questions as model 1 [20-25 mins]

2.50 – 2.55	Presentation: Detailed presentation of Model 2	
2.55 – 3.20	Discussion: Detailed discussion of Model 2 <u>SAME PROCESS AND QUESTIONS AS FOR MODEL 3</u>	Detailed handouts on Model 2
3.20 – 3.35	TEA BREAK	
3.35 – 3.45	Discussion: Reviewing Ofcom’s evaluation criteria	Assessment criteria handout

Facilitator note:

Explain that Ofcom have a list of criteria they are using to evaluate the models. We want to spend 10 minutes or so just looking at these and seeing what you think of them.

Read through evaluation criteria

- Looking at this list as a whole:
 - How comprehensive do you think it is?

- Are there any gaps?

Ask participants to fill rank their top 3 evaluation criteria individually on the sheets and think about whether they want to add any additional criteria they think Ofcom should take into account

Explore the following:

- Which criteria do you think are the most important?
- Which are the least important?
- Are there any additional criteria you think Ofcom should use to evaluate the models?

3.45 – Preparing feedback on your preferred solution 4.10

[3.45 – 4.00]

Set the group a task to work through on their own:

- As a table agree what you think is the most appropriate solution. This could be:
 - Do nothing – stick with the existing PSB model
 - One of the existing models
 - A hybrid
 - A new idea which builds on one of Ofcom's models
 - A totally new idea
- On a flipchart you need to do the following:
 - Explain your idea including how it would work (if a new idea or change of an existing model)
 - Explain why you believe this is the ideal model for the future
 - What are the advantages?
 - Are there any disadvantages?
 - Why is it better than any of the other models?
- Identify someone / a pair to feedback to the wider group

[4.00 – 4.10]

- Feedback to the room
- Discussion in plenary on new models generated

4.20

4.20 – **Discussion: Considering funding models**

Funding
mechanism
handout

4.45

Review each funding mechanism in turn and discuss for each:

- Explore the pros and cons
- Explore specifically:
 - How fair do you think this funding mechanism would be for (a) you as a viewer (b) consumers generally and (c) broadcasters?
 - How readily can the organisation be held to account? I.e. is there a clear relationship between funding and requirements?
 - Do you think this funding model is flexible enough to future change? [*i.e. could the organisations receiving the money be changed if required?*]
- Agree overall preference (identifying minority views/second choices as appropriate)

Moderator notes

4.45 –
5.00

Final voting/questionnaire and wrap up

Questionnaire

Appendix 10: Post workshop questionnaire

YOUR FULL NAME

CITY WHERE WORKSHOP HELD

DATE OF WORKSHOP

Please tick your preferred model out of the four options we discussed today:

Model 1: Evolution

BBC remains the key provider of PSB

More funding is provided to retain PSB programmes on ITV1, Channel 4 and Five

Model 2: BBC only

BBC is the only broadcaster obliged to provide PSB

The BBC is given an extended role to fill gaps in PSB provision by other broadcasters

Competition to BBC relies on the market

Model 3: BBC and Channel 4

BBC / Channel 4 are PSB providers

Channel 4's current PSB responsibilities are extended + given new funding

Model 4: BBC + competitive funding

BBC is the core provider of PSB

Additional funding for PSB content is made available to other providers to provide choice and competition to the BBC

Do nothing / keep things as they are

Why did you choose this model?

THANK YOU

PLEASE GIVE THIS TO YOUR MODERATOR, MAKING SURE THAT YOU HAVE FILLED IN
YOUR NAME

