

The Digital Switchover Programme

Programme Structure

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Ofcom
OFFICE OF COMMUNICATIONS

DSHS Ltd

digitaluk



DEPARTMENT FOR BUSINESS

ENTERPRISE & REGULATORY REFORM

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Revision History

Jacqui Russell	DTI/DCMS	April 2007	Terms of Reference reviewed and Steering Group agreed
Diana Cashin	Programme Office	July version 0.2	Draft addition of DSHS Ltd and review of document
David Mahoney	Ofcom	August version 0.3	Review
Paul Wignall	DSHS Ltd	September 0.4	Review
Diana Cashin	Programme Office	October 0.5 and 0.6	Review September SPG comments and updates

1. Introduction

In September 2005, the Government confirmed that the UK would switch from analogue to fully digital television between 2008 and 2012¹, and that practical support would be provided for those groups of people who were expected to have the most difficulty in making the switch. At that time, 66% of UK households were already taking advantage of the extra channels and services that digital TV brings, a figure that has risen continuously since, reaching over 80% by March 2007².

Digital switchover will, for the first time, bring digital terrestrial television to almost every household, free up spectrum for re-use and help maintain the UK's position as a world leader in broadcasting.

To achieve switchover the existing analogue terrestrial television signal will be switched off TV region by TV region and the digital terrestrial signal will be boosted. After switchover digital terrestrial TV will reach the same proportion of households (98.5%) as can currently receive analogue signals. To continue to receive TV after switchover viewers will need to have converted or upgraded their TV equipment to receive digital signals, whether through their aerial, by satellite, cable or broadband.

Delivering switchover to meet the 2008-2012 timetable, in a way that is a positive experience for viewers, requires joint working by a wide range of interested parties.

The core partners are:

- Government. The Department for Culture, Media and Sport (DCMS) and the Department for Business Enterprise and Regulatory Reform (BERR) have joint responsibility for the policy of digital switchover
- Digital UK. An independent, not-for-profit organisation established by the public service broadcasters and digital terrestrial multiplex operators to lead the implementation of switchover.
- Ofcom. The communications regulator, responsible for licencing broadcasters and spectrum management.
- DSHS Ltd. A BBC subsidiary, established to manage the implementation of the Digital Switchover Help Scheme. DSHS Ltd reports to the DSHS Project Board, which is the formal body acting on behalf of the BBC in operating the scheme.

Successful implementation of switchover also relies on contributions from a wide range of other interested parties, summarised in Annex G.

This document, which was first published in January 2006, sets out the aims and objectives of the switchover programme; explains the roles and responsibilities of the core partners; and sets out the 'digital switchover programme structure', which provides a pragmatic means for DCMS, BERR, Ofcom, Digital UK and DSHS Ltd to work together effectively and efficiently to achieve digital switchover.

¹ Whitehaven and the surrounding Copeland area will lead out the UK's switch to digital in autumn 2007.

² The Communications Market: Digital Progress Report. Digital TV Q1 2007. Ofcom.

2. Objectives and Scope of the Programme

Goal

The goal of the digital switchover programme is to switch television in the UK to digital by the end of 2012, in a way that makes it a simple and positive experience for viewers, and providing appropriate assistance to those that need it.

Objectives

The Government is committed to:

- achieving digital switchover between 2008 and 2012 ensuring universal access to digital versions of the public service channels via a choice of digital platforms
- ensuring that the interests of those people who are expected to have the most difficulty in making the switch to digital TV are protected, through the Digital Switchover Help Scheme
- clearing fourteen frequency channels for reuse

Digital UK is committed to:

- implementing the Government policy of UK switchover within the agreed 2008-2012 timetable
- making the public's experience of switchover as simple as possible by communicating early, clearly and effectively to emphasise the benefits of digital TV and switchover, and clarify their options for going digital
- leading the switchover process from the front: fostering a positive atmosphere for switchover, being the hub of switchover activity for the industry, and the trusted source of information on switchover to all
- being independent and impartial: supporting all digital TV platforms and encouraging a diversity of digital TV options and services
- enabling the switching off of the analogue signal and the release of fourteen channels of spectrum

Ofcom is committed to:

- ensuring that the regulatory regime provides certainty to its licensees regarding their obligations to implement switchover to the timetable set out by Government and other obligations as are set out in the Communications Act 2003
- ensuring that the frequency plan for digital switchover is completed in time and that the necessary international agreements (from the RRC and through bilateral negotiations with neighbouring countries) are secured
- providing regular and up to date figures concerning consumer take-up of, and attitudes towards, digital television services
- ensuring fair and effective competition between all digital TV platforms

The DSHS Project Board, through DSHS Ltd., is committed to ensuring that:

- the Help Scheme is delivered in line with the Scheme Agreement between DCMS and the BBC
- all aspects of the Help Scheme are operated in a manner that fully supports the needs of those people who are eligible to the scheme
- DSHS Ltd's own activities and those of any contractors selected to manage the scheme are operated in a way that ensures value for money is achieved.

Benefits of Switchover

The main benefits of switchover are:

Switchover will bring digital terrestrial TV to nearly all households for the first time, increasing choice of affordable digital TV options. Currently only 73% of UK households are able to receive digital TV through an aerial. After switchover digital terrestrial TV will reach the same proportion of households (98.5%) as can currently receive analogue signals.

One-third of the spectrum that is currently used for analogue TV services will be released and could be used for a range of services, such as more TV services in either standard or high definition, wireless broadband, local TV, wireless home hubs and many others. Ofcom are managing the reallocation of spectrum through their Digital Dividend Review.

The transmission network will be upgraded to the best available technology, ensuring the UK continues as a world leader in broadcasting, and ending the duplication of analogue and digital for broadcasters

The cost-benefit analysis conducted by DCMS and DTI economists³ suggested that digital switchover in the UK will result in quantifiable benefits in the region of £1.1 to £2.2 billion in Net Present Value terms, with greater value the earlier that switchover takes place. Digital switchover is in the economic interest of the UK.

Costs of Switchover

The costs of switchover will be met largely by the public service broadcasters (BBC, ITV, Channel 4, Five, Teletext, S4C) and consumers. The key elements are:

- The Public Service Broadcasters are funding the upgrade to the transmission network and Digital UK's running costs. The BBC has some additional costs, which are ring fenced within the licence fee. These are £603 million to fund the delivery of the Digital Switchover Help Scheme (which is being managed by DSHS Ltd) and £200 million to fund public communications (which is being managed by Digital UK).
- For consumers, the cost will vary from household to household depending on: the number of TVs and recorders to be converted; the energy efficiency of the equipment they purchase; whether their aerial needs to be upgraded (including shared aerials in blocks of flats); and the type of service they opt for.

³ The 10 February 2005 version of the CBA analysis can be found at:
http://www.digitaltelevision.gov.uk/publications/pub_cba_feb05.htm

Notes on Scope

1. The digital switchover programme will aim to ensure that those who currently receive a good quality analogue terrestrial service can continue to receive public service broadcasting in digital terrestrial form. It will not directly address bringing digital television services to those who have not previously had access to analogue terrestrial services.
2. Although the digital switchover programme includes work to clear fourteen frequency channels for reuse at switchover, it does not include work on how this released spectrum is used. This is a spectrum management issue that remains Ofcom's responsibility, within the terms of the Communications Act. Ofcom has launched the 'Digital Dividend Review' to assess the potential uses of this released spectrum.

3. Responsibilities of Digital UK, Ofcom, Government & DSHS Ltd

Digital UK

Digital UK's mission is to create the conditions for all the UK's analogue terrestrial TV transmissions to cease by the end of 2012, in a way that makes it a positive and simple experience for consumers.

Digital UK will do this by:

1. Co-ordinating the technical roll out of a high power digital terrestrial television network across the UK, region by region, to the timetable set by Government (2008 to 2012);
2. Communicating with the public about digital switchover to ensure everyone knows what is happening, what they need to do and when. Working closely with local authorities, consumer groups and others to put in place or ensure access to practical help and assistance for those who will need it; and
3. Liaising with stakeholders including TV equipment manufacturers, retailers, installers, digital platform operators, local authorities, consumer groups and many other interested stakeholders to ensure understanding of and support for the switchover programme.

Digital UK's board members, who jointly fund Digital UK's budget, are the public service broadcasters (the BBC, ITV, Channel 4, five, S4C, and Teletext) and the commercial digital terrestrial multiplex operators (National Grid Wireless and SDN). They in turn are accountable to various regulatory bodies including the DCMS and Ofcom.

Ofcom

Ofcom's role is to ensure fair and effective competition in the communications sector; and it has a statutory duty to gather and publish data about developments in the communications sector.

It is responsible for ensuring commercial broadcasters and multiplex operators comply with their relevant licence obligations and for making any necessary variations to these licences.

Ofcom has specific obligations for spectrum management which are an implicit element of switchover. It was also responsible for negotiations on the behalf of the UK at the 2006 Regional Radiocommunications Conference that decided the overall frequency plan for the all digital future.

Its activities come under the oversight of the Ofcom Board and associated governance arrangements.

Government

Government has now finalised the overall switchover timetable, determined what help will be provided to those individuals who need it most and made funding available through the BBC licence fee for public communications (£200m) and the Help Scheme (£603m).

In terms of implementation, the Government will:

- keep under review the policy underpinning the Help Scheme;

- ensure that statutory and regulatory developments are informed by, and inform, the switchover programme;
- ensure the BBC and S4C are enabled to play their full role in digital switchover through, for example, the BBC Charter.
- work with partners across the programme to support delivery, as set out in the workstream structure document.

The Digital Switchover Help Scheme

As required under the BBC Charter, on 4 May 2007 a Scheme Agreement, setting out the detailed eligibility criteria and governance rules under which the BBC will operate the Digital Switchover Help Scheme, was published. The BBC through DSHS Ltd will ensure that the Help Scheme is delivered in line with the Agreement by:

- Preparing and publishing a code containing standards of service, and do all it can to secure that the Scheme is operated in accordance with these standards.
- Reviewing and informing the procurement exercise to identify a contractor or contractors who will be responsible for the physical delivery of the Scheme in the United Kingdom.
- Ensuring that at all times the contractor or contractors selected to manage the Scheme all operate in a way which ensures value for money.

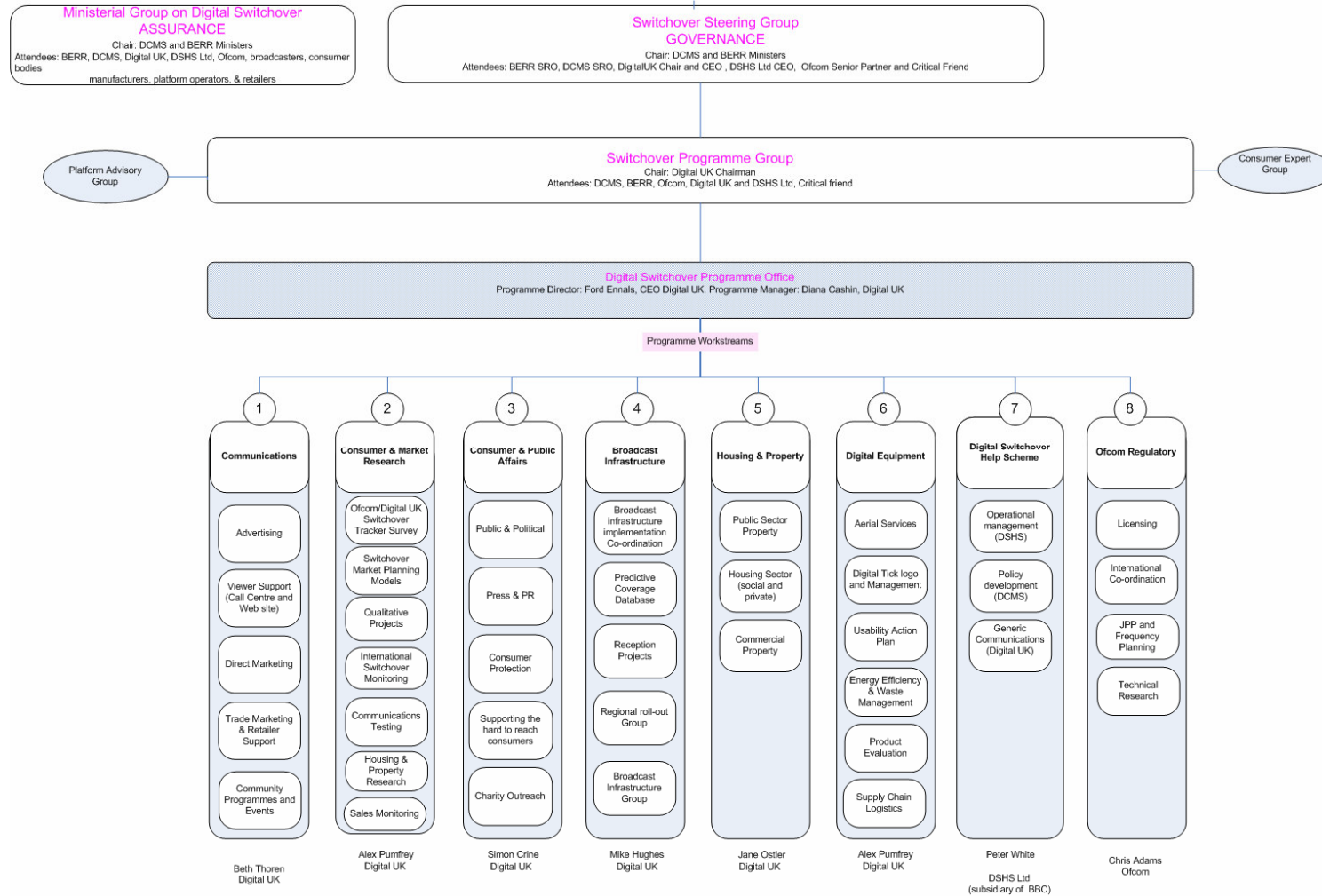
4. The Structure of the Programme

Achieving digital switchover requires co-ordinated activities by Digital UK, Government, Ofcom and DSHS Ltd, working in conjunction with a number of important stakeholders such as consumer representatives, the digital equipment supply chain, digital platforms and broadcasters. It is for this reason that the 'Digital Switchover Programme' was formed.

The programme structure aims to:

- Enable Digital UK, Government, Ofcom and DSHS Ltd to work in partnership to deliver switchover, through creating clarity of responsibility for the different areas of work and operating with a single programme manager, who can assess and manage dependencies between workstreams.
- Enable clear and timely decisions to be made about the direction of the programme, including situations where decisions are needed rapidly.
- Provide assurance that
 - (i) the management of the programme is enabling successful delivery
 - (ii) the activities are enabling successful delivery

The structure of the programme is set out in Figure 1, and a description of its component parts given below.



(A) Switchover Programme Group

The Switchover Programme Group lies at the heart of the joint working across the core partners in the switchover programme. It brings Digital UK, Government, Ofcom and DSHS Ltd together to monitor the progress of the programme, hold parties to account and agree actions, by:

- reviewing and acting on monthly summary reports from the Programme Manager
- ensuring that the programme is on course to deliver future milestones
- actively managing risks and resolving or escalating issues

The terms of reference for the Programme Group are at Annex B.

(B) The Switchover Steering Group

The Switchover Steering Group sits above the Switchover Programme Group and typically meets four times a year, chaired by ministers and involving senior executives from DCMS, BERR, Ofcom, DSHS Ltd and Digital UK. It has a high-level governance and assurance role, reviewing progress across the programme and taking decisions to resolve significant issues (i.e. those that cannot be resolved at the Switchover Programme Group or would have a major impact on the programme). It will also be convened where a high-level decision is needed before the next scheduled meeting (e.g. in the event of a 'crisis').

(C) The Ministerial Group on Digital Switchover

The Ministerial Group on Digital Switchover (MGDS) has an overview and advice role, providing assurance across the digital switchover programme. It brings Ministers and officials of BERR and DCMS, Digital UK, Ofcom, DSHS Ltd and representatives of key stakeholders together to review progress, discuss issues and consider options for refining the project. The terms of reference for the Ministerial Group are at Annex A.

(D) The Workstreams

The programme consists of eight functional workstreams, each with a single coordinator. The Workstream Co-ordinator has overview of all the activities within their area, the dependencies with other workstreams and the stakeholders with whom they need to engage.

The general responsibilities of Workstream Co-ordinators are set out in Annex E.

The Co-ordinators for each of the eight workstreams and the objectives of each workstream are shown in Figure 2 below.

(E) The Programme Office

The Programme Office consists of the Digital UK Director of Strategy & Policy, who oversees the project plan and carries responsibility for it; a Programme Manager, who is responsible for developing and maintaining the project plan for the whole programme

The Programme Manager sits within and is funded by Digital UK, but is a resource for the co-ordination of the whole switchover programme. The Programme Manager is responsible for producing an overall programme plan, for maintaining the up-to-date risk and issue register for the programme and for providing regular reports on progress against plans.

The responsibilities of the Programme Manager are given in Annex C.

The responsibilities of the BERR/DCMS programme co-ordinator, the Ofcom programme co-ordinator, and the DSHS Ltd co-ordinator are given in Annex D.

FIGURE 2: THE WORKSTREAMS

Workstream	Co-ordinator	Objective
1 Communications	Beth Thoren Digital UK	To ensure that all users of analogue television are smoothly converted to digital TV by creating awareness, providing support and cultivating the right climate for switchover
2 Consumer and Market Research	Alex Pumfrey Digital UK	To support the Digital Switchover Programme by providing consumer and market information which can be used to monitor the progress of the programme, inform communications strategies, and assist the equipment supply chain's logistics planning.
3 Consumer & Public Affairs	Simon Crine Digital UK	To establish two way communications channels with consumer groups and opinion formers to ensure that they are engaged. To develop networks to individuals who will have most difficulty in making the switch to digital
4 Broadcast Infrastructure	Mike Hughes Digital UK	To co-ordinate the conversion of the terrestrial transmitter network to digital within the 2008-2012 timeframe agreed with Government.
5 Housing & Property	Jane Ostler Digital UK	To ensure that owners, managers, tenants and residents of all properties, where there is a communal TV aerial system or those receiving television services outside of the home are able to continue to receive services after switchover.
6 Digital Equipment	Alex Pumfrey Digital UK	To supply the information and resources to the supply chain to enable them to drive sales of the right product, in the right quantity at the right time, in the right place, to meet 100% of the required consumer demand and satisfy the demand for related services as a result of digital switchover.
7 Digital Switchover Help Scheme	Peter White DSHS Ltd	To provide practical assistance and support through switchover to people who need it most.
8 Ofcom Regulatory	Chris Adams Ofcom	To ensure that the programme is informed and engaged where appropriate in Ofcom's regulatory activities including licensing; spectrum management; international co-ordination, research and policy development in areas relating to digital switchover.

ANNEX A: Terms of Reference for Ministerial Group on Digital Switchover April 2007

Purpose

The Ministerial Group on Digital Switchover (MGDS) has an overview and advice role, providing assurance across the digital switchover programme. It brings Ministers, Digital UK, Ofcom, DSHS Ltd and representatives of key stakeholders together to review progress, discuss issues and consider the way forward.

Membership

The Ministerial Group is jointly chaired by the appropriate DCMS/BERR Ministers.

The other members are:

- the chair and CEO of Digital UK
- the Government Senior Responsible Owners
- the CEO and other representatives from Ofcom as required
- two representatives in total from the non-terrestrial digital platform operators: satellite, cable and broadband/DSL
- two representatives of UK public service broadcasters
- one representative of retailers
- one representative of manufacturers
- two representatives from consumer bodies
- the chair of the switchover Housing Expert Group

Ministers and officials from other government departments attend where relevant items are on the agenda.

The digital switchover Programme Manager attends all meetings.

Mode of Operation

The Ministerial Group meets no less than four times a year, alternating in venue between DCMS (2-4 Cockspur Street) and BERR (1 Victoria Street).

Members of the Group are expected to express the views of the organisations/groups that they represent in all relevant discussions.

Working Methods

BERR/DCMS officials provide the Secretariat for meetings.

No less than five working days before each meeting members will receive a draft agenda from the Secretariat. No more than ten working days after each meeting the Secretariat will circulate a note of the meeting.

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Members of the Switchover Programme Group are invited to attend all meetings.

ANNEX B: Terms of Reference for Switchover Programme Group

Purpose

The Switchover Programme Group brings Digital UK, Government, Ofcom and DSHS Ltd together to monitor the progress of the programme, holds parties to account and agree actions, by:

- reviewing and acting on monthly summary reports from the Programme Manager
- ensuring that the programme is on course to deliver future milestones
- actively managing risks and resolving or escalating issues to the Switchover Steering Group.

Membership

The chair of the Programme group is the chair of Digital UK, Barry Cox.
The other members are:

- DCMS Representatives: Jon Zeff, Keith Smith, Stuart Brand
- BERR Representatives: Rachel Clark, Jane Humphreys
- BERR/DCMS co-ordinator: Jacqui Russell
- Ofcom Representatives: Greg Bensberg, Chris Adams, David Mahoney
- Digital UK Representatives: Ford Ennals, Alex Pumfrey, Diana Cashin
- DSHS Ltd: Wilf White
- Critical Friend: Andrew Pinder

In addition, the Government Senior Responsible Owners (Andrew Ramsay, DCMS and David Hendon, BERR) are invited to attend meetings and are copied papers.

Not all members of each organisation are obliged to attend meetings, but at least one member from each organisation is required to attend each meeting.

Mode of Operation

The Switchover Programme Group meets no less than once every month.

The role of the Chair is both to facilitate consensus agreement across the Group and to hold parties to account, demanding action where it is required.

Digital UK, Government, DSHS Ltd and Ofcom are responsible for driving their own contributions to the Programme, and are expected to take action on decisions that are agreed and assigned to their organisation by the Group.

Where an issue that would have a significant impact on the programme cannot be resolved by the Group it will be escalated to the Switchover Steering Group.

The critical friend provides independent and constructive challenge to the Group.

Working Methods

The digital switchover Programme Office provides the Secretariat for meetings.

The Secretariat will circulate agendas at least 5 working days in advance of each meeting and summarises key decisions and action points within 10 working days of each meeting. All documents considered by the group will be confidential to group members and the organisations that they represent.

ANNEX C: Terms of Reference for Switchover Steering Group

Purpose

The Switchover Steering Group has a high-level governance and assurance role, reviewing progress across the programme and taking decisions to resolve significant issues.

Membership

- | | |
|---|------------------------------|
| – DCMS and BERR ministers | James Purnell, Stephen Timms |
| – Digital UK Chair and CEO | Barry Cox, Ford Ennals |
| – Ofcom Senior Partner | Ian Hargreaves |
| – DCMS and BERR Senior Responsible Owners | Andrew Ramsay, David Hendon |
| – DSHS Ltd | Peter White |
| – Critical Friend | Andrew Pinder |

Mode of operation

The Switchover Steering Group will typically meet four times a year, reviewing progress on the programme at key milestones and resolving any issues that have been escalated by the Switchover Programme Group.

The Switchover Steering Group will be convened where a high-level decision involving multiple partners is needed before the next scheduled meeting. This group can, where the circumstances require, conduct business via email or conference calls.

BERR/DCMS officials provide the Secretariat for meetings.

ANNEX D: Responsibilities of the Programme Manager

The Programme Manager will have a strong track record in project management, experience of dealing with public policy projects with multiple stakeholders, and some prior knowledge of the broadcasting industry.

This individual will look across the workstreams of the programme and work with all the Workstream Co-ordinators to:

- develop a draft programme plan for the agreement of the Programme Group
- locate interdependencies between workstreams
- set the programme milestones
- track progress and update the plan as necessary
- maintain a risk and issue register for the programme and escalate as appropriate to the Switchover Programme Group.
- identify risks and recommend mitigation strategies
- facilitate communication between workstreams and organisations
- carry out contingency planning

With input from the Workstream Co-ordinators the Programme Manager will issue a monthly summary Progress Report to update members of the Programme Group; and draft a summarised version of that report (a Progress Highlights Report) to be agreed by the Programme Group before being forwarded to members of the Ministerial Group on Digital Switchover and being published on a website. The full risk register will be issued to the SPG quarterly. The Programme Manager will provide other reports on request of members of the Programme Group.

ANNEX E: Responsibilities of the government programme co-ordinator, DSHS Ltd programme co-ordinator and the Ofcom programme co-ordinator

The government programme co-ordinator, DSHS Ltd programme co-ordinator and the Ofcom programme co-ordinator work closely and constructively with the digital switchover Programme Manager at the centre of the programme to achieve delivery of switchover by 2012 and are responsible for:

- updating one another on progress
- identifying interdependencies between workstreams
- liaising across the programme to achieve a consensus where possible
- facilitating communication between workstreams and organisations
- contributing to the Risk Register and mitigation strategies.

They meet on a fortnightly basis to co-ordinate this programme.

ANNEX F: Responsibilities of Workstream Co-ordinators

Workstream Co-ordinators are responsible for:

- agreement of both the workstream participants and the Programme Group
- agreeing with workstream members tasks and milestones with the workstream participants and reporting this to the Programme Manager
- managing stakeholder relations with their workstream
- tracking and reporting on activities of the workstream to the Programme Manager
- reporting to the Programme Manager any anticipated exceptions to agreed plans
- raising any issues that cannot be resolved within the workstream with the Programme Manager
- actively managing any risks to the achievement of that workstream's objectives and plans

Workstream Co-ordinators will recognise the limits of their organisation's authority. They will not be able to direct workstream members belonging to different organisations to carry out any activities *but can request and seek agreement from others*.

ANNEX G: Key stakeholders

Key stakeholders in the switchover programme are:

- The public service broadcasters (PSBs) who will end analogue terrestrial transmissions in accordance with obligations in their Digital Replacement Licences (for commercial PSBs) or equivalent obligations for the BBC and S4C in, for example, the BBC Charter;
- The DTT multiplex operators who will fund the roll-out of the digital terrestrial network;
- Stakeholders from within the supply chain industry play a crucial role in ensuring appropriate and adequate reception equipment is available to consumers, although they are under no legal obligations to do so;
- Digital television service providers across all platforms (satellite, cable, terrestrial and broadband DSL) are instrumental in providing access to, and promoting, the range of digital television options available;
- Consumer organisations and groups are playing a key role in both advising the digital switchover programme and providing advice to their members;
- A number of Government departments, agencies and other bodies have roles to implement digital switchover in the public sector (e.g. in social housing, on public estates and where television services are provided in support of public services);
- All those who own or maintain television systems will need to ensure that they have been adapted/upgraded in preparation for digital switchover; including landlords and hoteliers.