

Small-scale radio multiplex licence award: South East London & North West Kent

Background

Ofcom has decided to award a new small-scale radio multiplex licence for South East London & North West Kent to GreenDAB Limited.

In considering the applications it receives for small-scale radio multiplex licences, Ofcom is required to have regard to each of the statutory criteria set out in section 51(2) of the Broadcasting Act 1996 as modified by the Small-scale Radio Multiplex and Community Digital Radio Order 2019. These are as follows:

1. the extent of the coverage area (within the area or locality specified in the Ofcom notice inviting applications) proposed to be achieved by the applicant in the technical plan submitted in its application; (section 51(2)(a))
2. the ability of the applicant to establish the proposed service; (section 51(2)(c))
3. the desirability of awarding the licence to an applicant that:
 - a. is a person providing or proposing to provide a community digital sound programme service in that area or locality, or
 - b. has as a participant a person providing or proposing to provide a community digital sound programme service in that area or locality; (section 51(2)(ca))
4. the extent to which there is evidence that, amongst persons providing or proposing to provide community or local digital sound programme services in that area or locality, there is a demand for, or support for, the provision of the proposed service; (section 51(2)(f)) and
5. whether, in contracting or offering to contract with persons providing or proposing to provide community or local digital sound programme services, the applicant has acted in a manner calculated to ensure fair and effective competition in the provision of those services. (section 51(2)(g)).

The legislation does not rate these requirements in order of priority, but it may be that Ofcom will regard one or more of the criteria as being particularly important in view of the characteristics of the licence to be awarded and the applications for it.

South East England, of which this locality is part, was designated as a 'macro area' because there was insufficient spectrum available to enable Ofcom to award a licence in all localities advertised. Ofcom therefore adopted a two-stage process. Firstly, we provisionally decided whether and to whom to award a licence in each individual locality applying the statutory criteria. Secondly, having reached a provisional view in relation to each area, we assessed whether there was sufficient spectrum to award licences in all areas where acceptable applications had been received. The notice inviting

applications set out that, if there was insufficient spectrum to enable us to make an award in all areas, we would give priority to areas where more capacity was reserved for community digital sound programme services (as specified in the notice) and, where there were equal numbers of reserved slots, to areas with more existing licensed community analogue services whose coverage area overlaps substantially with the proposed small-scale multiplex.

Assessment

On 30 March 2023, Ofcom published a notice inviting applications for licences to provide small-scale radio multiplex services in localities including South East London & North West Kent.

By the closing-date of 30 June 2023, Ofcom had received one application for South East London & North West Kent. This was from GreenDAB Limited (“GreenDAB”). Copies of the non-confidential parts of the application were made available for public scrutiny on the Ofcom website, and public comment was invited as required under section 50(7).

Ofcom colleagues assessed the detail of the application, including carrying out an assessment of the technical plan required to be submitted as part of all applications. The provisional decision in relation to South East London & North West Kent was made by a panel of Ofcom decision makers which convened on 1 March 2024. They carefully considered the application, public comments received, and professional advice from Ofcom colleagues. They applied the statutory criteria in reaching their decision on whether to award a licence to the sole applicant. Reasons for their decision to award a licence to GreenDAB are summarised below.

In relation to section 51(2)(a), the applicant proposed using three transmitters to provide its service. Ofcom calculations indicated that this would result in approximately 81% of the adult population in the advertised licence area being able to receive the service. Ofcom’s coverage predictions indicated that the proposed small-scale radio multiplex service would be available to well under 40% of the population in the licensed area of the overlapping Kent, London and Essex local radio multiplexes. However, overspill outside the advertised area was predicted to be well over 30% of the population of the advertised area. Ofcom considered mitigations to address overspill, which would be likely to reduce coverage to approximately 71%. No further mitigations were likely to be needed to address interference issues. Decision makers noted this represented a reasonably good level of coverage in most population centres although with slightly patchy coverage around Greenwich.

In relation to section 51(2)(c), Ofcom considered the applicant’s financial and business plan, technical plan, the timetable for coverage roll-out, and evidence of relevant expertise and experience. Decision makers noted that there was a lack of formal agreement in place for a key transmitter site, and this created some risk to establishing the service. Relatively limited levels of evidenced support given the high population of the advertised area (see further below) added to risks around establishment of the service. However, there was good evidence of people being involved in the application with experience of the radio industry in the area, and an experienced technical contractor had been engaged. Overall, decision makers had an adequate degree of confidence in the applicant’s ability to establish the service within the 18 month period allowed by legislation.

In relation to section 51(2)(ca), the applicant has as a participant a prospective provider of a C-DSP service, Greenwich Media CIC. Decision makers noted that the prospective provider is an existing analogue community radio licensee with an excellent prospect of being available on the service at launch, and that its 50% shareholding was significant. Bloomsbury Radio, a student radio service associated with the Bloomsbury Institute, was listed in GreenDAB’s application as a prospective C-

DSP but Bloomsbury Institute Limited, a participant in the GreenDAB, was not listed as a prospective C-DSP provider. The applicant has since clarified that Bloomsbury Radio intends to broadcast as a standard DSP service and Ofcom's assessment was made on that basis.

In relation to section 51(2)(f), Ofcom considered evidence of demand or support from persons providing or proposing to provide community or local digital sound programme services (C-DSP and DSP services) in the advertised area. The applicant listed interest from three prospective C-DSP services (including one from the participant noted above), and from 15 other DSP services. Decision makers considered that this represented a relatively modest level of demand in a what is a high population area in the context of small-scale multiplexes, and that evidence provided was limited in several cases indicating discussions were not well advanced in some cases. However, decision makers considered evidenced demand was sufficient to justify making an award.

In relation to section 51(2)(g) and based on the evidence received, Ofcom was satisfied that the applicant had, in contracting or offering to contract with persons providing or proposing to provide community or local digital sound programme services, acted in a manner calculated to ensure fair and effective competition in the provision of those services. However, decision makers had some concerns over the relatively limited evidence of outreach to prospective providers and further engagement should be considered a priority between award and launch of the service.

A panel of Ofcom decision makers convened again on 6 June 2024 to consider whether there was sufficient spectrum to award licences in all localities in the South East England 'macro area' where an acceptable application had been received and, if not, in which areas to confirm the provisional decision to make an award. Under the spectrum plan that was agreed at this meeting, the South East London & North West Kent multiplex has been allocated frequency block 9C, which we estimate would enable the proposed multiplex to cover 71% of the population in the coverage area advertised by Ofcom.

It is noted that the award of a licence does not confer on the awardee the right to implement all elements of the technical plan submitted to Ofcom as part of the successful application. Ofcom will treat proposals in that plan, on the basis of which the award was made, as things the successful applicant has committed to achieve within the 18 month period allowed between award and launch. However, for spectrum planning reasons, Ofcom may also require amendments to proposals between award and licence grant.

The South East England macro area is very congested in terms of spectrum availability. The final frequency plan for the macro area was optimised based on the technical plans submitted by all successful applicants, and therefore material changes to any of those plans would have an impact on interference to other licensed multiplexes in the macro area. Consequently, there will be very limited scope for licensees to build transmitter networks that do not closely match those submitted in their licence applications, together with any mitigations we have proposed to limit interference and overspill. Any revised final technical plans which would negatively impact the ability of other small-scale radio multiplex services to be established with the coverage proposed in their applications will be rejected.

June 2024