

Sanction Decision by Ofcom

Sanction: to be imposed on Salaam Radio Limited

For failure to provide a service in accordance with ‘Key Commitments’

Ofcom’s Decision of Sanction against:

Salaam Radio Limited (“Salaam” or the “Licensee”) in respect of its Community Radio licence (the “Licence”) for the service Salaam Radio (the “Licensed Service”) (CR100792BA)

For:

Breaches of Conditions 2(1) and 2(4) in Part 2 of the Schedule to Salaam’s Licence. These state:

“2(1) The Licensee...shall provide the service specified in Part I (b) of the Annex for the remainder of the licence period”
and

“2(4) Subject to Condition 2(5) below..., the Licensee shall ensure that the Licensed Service accords with the proposals set out in Part I (b) of the Annex so as to maintain the character of the Licensed Service throughout the licence period”.

Decision:

To impose a financial penalty (payable to HM Paymaster General) of **£400**.

Overview

1. Salaam Radio is a community radio service for the Muslim community of Peterborough, which is provided by Salaam Radio Limited (“Salaam” or the “Licensee”) under a licence granted by Ofcom under Part 3 of the Broadcasting Act 1990 (the “1990 Act”) as modified by the Community Radio Order 2025 (the “Order”).
2. The Licensee also holds a Wireless Telegraphy Act licence authorising it to establish, install and use radio equipment for the transmission of the Licensed Service on a specific frequency allocated to it by Ofcom. Salaam is licensed to broadcast the Licensed Service on 106.2 MHz on the FM band.
3. Under its 1990 Act licence, the Licensee is required to provide the Licensed Service, and to maintain the character of the Licensed Service throughout the licence period (Conditions 2(1) and 2(4) of Part 2 of the Schedule to Salaam’s licence).
4. Key Commitments form part of each community radio station’s licence and set out how the service will serve its target community. When Ofcom assesses compliance with Key Commitments (or compliance with other licence conditions relating to broadcast material), the Licensee is requested to supply recordings to Ofcom for assessment. This can be following receipt of a complaint or on Ofcom’s own initiative.
5. Ofcom found the Licensee in breach of Licence Conditions 2(1) and 2(4) for failing to comply with its Key Commitments in decisions dated February 2023 and October 2023.
6. Despite these previous breaches, when we monitored the service in June 2024, Ofcom found that Salaam had failed to comply with the following requirements of its Key Commitments: character of service, speech, original output and social gain. As a result, the Licensee had again breached Licence Conditions 2(1) and 2(4). Our decision (the “[2024 Breach Decision](#)”) was published on 7 October 2024 in issue 507 of the Broadcast and On Demand Bulletin (“the Bulletin”), and made clear that Ofcom would consider the imposition of a statutory sanction for the serious, and repeated, nature of the breaches. The sanctions panel has reconsidered this before reaching a Decision relating to sanction.
7. Taking into account the relevant factors discussed below, this document sets out our Decision that a financial penalty of £400 is an appropriate and proportionate sanction for the breaches of Licence Conditions 2(1) and 2(4) identified in our decision of 7 October 2024.
8. This penalty would have been higher had the Licensee not taken various additional steps to ensure compliance with its Key Commitments since the breaches were recorded. In light of those additional steps, we do not currently have concerns that Salaam remains non-compliant. If, however, Ofcom finds further breaches of the Licensee’s Key Commitments in the future, we will consider imposing a further sanction.

Background

9. The Licence was awarded to Salaam on 17 June 2015 and the station launched in 2016.

February 2023 Breach Decision

10. Ofcom received a complaint that Salaam Radio was not broadcasting the Licensed Service described in the Licensee's Key Commitments. In particular, the complainant stated that the station was not complying with its Key Commitments on original output.
11. Ofcom carried out an investigation, including monitoring full 24-hour recordings provided by the Licensee from the week commencing 11 to 17 July 2022, reviewing a full programme schedule for that period and an explanation from the Licensee of how Salaam was meeting its obligations under its Key Commitments. Ofcom found Salaam was not delivering its:
 - i) speech requirement (specifically with regard to sports and community news);
 - ii) original output requirement (for a minimum of six hours per day); or
 - iii) social gain objective to facilitate discussion and the expression of opinion.
12. As a result, we found Salaam in breach of Licence Conditions 2(1) and 2(4) for a failure to comply with the Key Commitments set out in the Licence. This decision dated 20 February 2023 was published in issue 468 of the Bulletin (the "[February 2023 Breach Decision](#)"). The decision made clear that Ofcom would monitor the service to ensure that the Licensee was complying with its Key Commitments.

October 2023 Breach Decision

13. Following the publication of the February 2023 Breach Decision, Ofcom monitored the service to ensure that Salaam was complying with its Key Commitments. Ofcom requested full 24-hour recordings for the week 12 to 18 June 2023, as well as a full programme schedule and information from the Licensee about how it was complying with its Key Commitments. Ofcom's monitoring found that Salaam Radio was not broadcasting in accordance with its Key Commitments in relation to: character of service; speech (specifically with regard to sports and community news); original output (for a minimum of six hours per day); and the social gain objectives in relation to: facilitation of discussion and expression of opinion; the provision of education and training; and achieving a better understanding of the target community and strengthening of community links within it. This was set out in our decision published in issue 483 of our Bulletin dated 9 October 2023 (the "[October 2023 Breach Decision](#)").
14. In this Decision we noted that it was the second occasion on which we had found the Licensee in breach of its Key Commitments in relation to the speech, original output and social gain requirements. We said that we expected the Licensee to make improvements to its service to comply with all of its Key Commitments and that we would monitor the service again to ensure that changes were implemented and effective. The Decision made clear that if Ofcom found further breaches of Licence Conditions 2(1) and 2(4), we would consider taking further regulatory action which could include the imposition of a statutory sanction.
15. During the investigation that led to our October 2023 Breach Decision, the Licensee informed us that it intended to request a change to its Key Commitments in relation to its

speech and original output requirements. Ofcom did not receive such a request from the Licensee, although as noted in paragraphs 24 to 28 below, Ofcom amended the Licence to remove these specific requirements on 24 April 2025.

2024 Breach Decision

16. Ofcom requested full 24-hour recordings for the week 10 to 16 June 2024, as well as a full programme schedule and information from the Licensee about how it was complying with its Key Commitment obligations. Ofcom’s monitoring showed that Salaam was again not delivering its Key Commitments in relation to its character of service, speech requirements (specifically with regard to sports and community news); original output (for a minimum of six hours per day); and its social gain objectives in relation to the facilitation of discussion and the expression of opinion and achieving a better understanding of the target community and strengthening of links within it.
17. Ofcom considered that this raised potential issues warranting investigation under Conditions 2(1) and 2(4) of Salaam’s Licence. These provide, respectively:
 - “2(1) The Licensee...shall provide the service specified in Part I (b) of the Annex for the remainder of the licence period” and
 - “2(4) Subject to Condition 2(5) below..., the Licensee shall ensure that the Licensed Service accords with the proposals set out in Part I (b) of the Annex so as to maintain the character of the Licensed Service throughout the licence period”.
18. Our investigation concluded the Licensee was in breach of these Licence Conditions and that it was the third occasion within 18 months that we had found Salaam in breach of these Licence Conditions for failing to comply with its Key Commitments in relation to its speech, original output and social gain requirements and the second time within ten months in relation to its character of service. This decision (the “[2024 Breach Decision](#)”) dated 7 October 2024 was published in issue 507 of the Bulletin.
19. Given the serious, and repeated, nature of the breaches contained in the 2024 Breach Decision, Ofcom put the Licensee on notice that it was minded to consider those breaches for the imposition of a statutory sanction.
20. This document sets out our decision on whether the breaches identified in the 2024 Breach Decision warranted a sanction and if so, what sanction was considered appropriate.

Simplification of Key Commitments

21. Salaam is subject to the Key Commitments in the version of its licence that is in force at any particular time. At the time of the breaches identified in the 2024 Breach Decision, Salaam was therefore subject to the Key Commitments in its licence before they had been amended as a result of the simplification process Ofcom completed in 2025. We have summarised this simplification process below and explained how we have taken it into account in reaching this Decision.

22. On 22 March 2024, Ofcom published a consultation on its proposal to simplify the Key Commitments for analogue community radio stations to remove some of the on-air requirements from licences.
23. Ofcom's 2024 Breach Decision against Salaam outlined the following Key Commitments the Licensee had failed to deliver between 10 and 16 June 2024:
 - a) Character of service.
 - b) Social gain requirements.
 - c) Speech requirements.
 - d) Original output quota.
24. On 13 November 2024, Ofcom published its statement, [Community Radio: future approach to Key Commitments](#) stating that we would be removing the vast majority of Key Commitment quotas from analogue community radio licences including the specific speech, music and language requirements as well as the original and locally-produced output quotas.
25. On 24 April 2025, Ofcom varied Salaam's Licence to amend its Key Commitments to remove these specific requirements. We also amended the wording of the character of service to remove references to various ethnic groups (e.g. White British, Pakistani, Bangladeshi, Indian, African, Middle Eastern, Far Eastern and Eastern European) and to incorporate its previous language requirement into the character of service.
26. Salaam Radio's [current Key Commitments](#) state: "Salaam Radio is for the Muslim community of Peterborough from various ethnic backgrounds. It promotes community cohesion and offers participation and training opportunities to members of the community to develop radio skills. Over the course of each week, programming in English is broadcast with some Urdu and Arabic and other relevant community languages."
27. In reaching this Decision, we have taken into account that since 24 April 2025, the Licensee has not been required to comply with the specific speech and original output Key Commitments that were included in its licence at the time of the 2024 Breach Decision. However, if we were to re-assess the content broadcast between 10 and 16 June 2024 against the revised Key Commitments in place since 24 April 2025, we are likely to still have found breaches of Licence Conditions 2(1) and 2(4) relating to the social gain requirements and the character of service (with the lack of original output a contributory factor).
28. We note that the [Compliance Principles for Key Commitments](#) published alongside our statement and re-published in June 2025, set out that we expect that most stations will continue to broadcast some original and locally-produced output each day. We consider that a station broadcasting no content of this type would struggle to meet its character of service and deliver social gain for its target community. In the event of Ofcom assessing a licensee's compliance with its Key Commitments (as a result of a complaint or monitoring), a licensee must be able to demonstrate to Ofcom how the amount of original and locally-produced content it broadcasts enables it to meet its character of service and social gain commitments.
29. In paragraphs 46 to 55 below, we set out why we consider the imposition of a statutory sanction is still appropriate.

Legal Framework

Ofcom's regulatory duties and functions

30. Ofcom's principal duties, which are set out in section 3(1) of the Communications Act 2003 (the "2003 Act"), are to further the interests of citizens in relation to communications matters and the interests of consumers, in carrying out its functions. In addition, Ofcom is required to secure certain outcomes. In particular: the availability throughout the United Kingdom of a wide range of television and radio services; and the maintenance of a sufficient plurality of providers of different television and radio services (section 3(2) of the 2003 Act). When performing our duties and where relevant, we are also required to have regard to the different interests of persons in the different parts of the United Kingdom and the different ethnic communities within the United Kingdom (section 3(4)(l) of the 2003 Act).
31. Under section 6 of the Human Rights Act 1998 there is a duty on Ofcom (as a public authority) to ensure that it does not act in a way which is incompatible with the European Convention on Human Rights ("the Convention").
32. Article 10 of the Convention provides for the right to freedom of expression. Applied to broadcasting, this right encompasses the broadcaster's right "to impart information and ideas" and also the audience's right "to receive information and ideas without interference by public authority" (Article 10(1) of the Convention). The exercise of these rights may be subject only to conditions and restrictions which are "prescribed in law and are necessary in a democratic society, in the interest of national security, territorial integrity or public safety, for the prevention of disorder or crime, for the protection of health and morals, for the protection of the reputation or rights of others, for preventing the disclosure of information received in confidence or for maintaining the authority and impartiality of the judiciary" (Article 10(2) of the Convention).
33. Ofcom must exercise its duties in light of these rights and not interfere with the exercise of these freedoms in broadcast services unless it is satisfied that the restrictions it seeks to apply are required by law and necessary to achieve a legitimate aim.
34. Further, Ofcom must also have due regard in the exercise of its functions to equality including the need to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not (section 149 of the Equality Act 2010).

Licensing and enforcement

35. Article 3(1)(b) of the Order provides that one of the characteristics of community radio services is that they are primarily provided in order to deliver "social gain". Social gain is defined in Article 2 as the achievement of the four objectives set out in paragraph (2) of that Article together with the achievement of any other objectives of a social nature. These may include those listed in paragraph (3) of Article 2 which specifies characteristics of community radio services. One of the objectives set out in paragraph (2) of Article 2 is the

provision of sound broadcasting services to individuals who are otherwise underserved by such services.

36. Section 106(1) of the 1990 Act provides that a licence shall include such conditions as appear to Ofcom to be appropriate for securing that the character of the licensed service is maintained during the period for which the licence is in force.
37. Section 106(2) of the 1990 Act provides that a licence shall include conditions requiring the licence holder to secure that the licensed service serves so much of the area or locality for which it is licensed to be provided as is for the time being reasonably practicable.
38. Where Ofcom has determined that a licensee is in breach of its licence, Ofcom has the power to impose the sanctions set out in sections 109, 110 and 111 of the 1990 Act. Under section 109, Ofcom may require a licensee to provide scripts in advance and/or require a licensee to publish a statement of our finding. Under section 110, Ofcom may impose a financial penalty on the holder of a community radio licence of up to £250,000. Section 110 also provides that Ofcom has the power to shorten the licence by up to two years or suspend the licence for up to six months. Under section 111, Ofcom has the power to revoke the licence.

Relevant Licence Conditions

39. Condition 2(1) of the Licence provides: “The Licensee...shall provide the service specified in Part I (b) of the Annex for the remainder of the licence period”.
40. Condition 2(4) provides: “Subject to Condition 2(5) below..., the Licensee shall ensure that the Licensed Service accords with the proposals set out in Part I (b) of the Annex so as to maintain the character of the Licensed Service throughout the licence period”.

Preliminary View on the imposition of a statutory sanction

41. Ofcom issued a Preliminary View on sanction (“the Sanction Preliminary View”) stating that we were minded to impose a statutory sanction on the Licensee in the form of a financial penalty. Ofcom sent a copy of the Sanction Preliminary View to the Licensee on 19 December 2025 and gave the Licensee the opportunity to provide written and oral representations on it.
42. The Licensee did not provide written representations on the Sanction Preliminary View, but did provide oral representations in an oral hearing on 4 February 2026. These representations are summarised below.

The Licensee’s representations

43. The Licensee’s representations focused on the outcomes of an internal review which highlighted areas of compliance that required improvement, such as managing scheduling changes and last-minute cover for presenters. It set out the ways in which it has worked to improve these areas and ensure it is meeting its Key Commitments.

44. Below we have summarised the improvements that Salaam said it had implemented, or are in progress, to comply with its Key Commitments:
- i. Salaam said it had introduced a seven-day advance confirmation system for all shows to prevent last-minute programming gaps. It explained that presenters must now provide to station management advance information such as topic details, guest information and planned questions. This system allows the station to maintain predictable, compliant output that is relevant to its target community. Salaam also said that it has developed and implemented a multi-layered contingency plan for when presenters are unavailable at short notice, which includes having two presenters available on standby, the ability to pre-record shows in advance and the ability for management to remote-access the studio to host a show as a last resort.
 - ii. Salaam said that it had conducted a “root and branch review” of its internal processes, staffing, volunteers, and roles and that responsibility for operations now sits clearly with a new operational lead. Salaam said that it had implemented “stronger internal controls” to ensure compliance with Ofcom’s requirements.
 - iii. Salaam said that focus has been placed on restructuring the schedule around local issues, community support, faith and culture. It gave examples of its programming, including shows covering domestic abuse, local issues, youth voices, women’s issues, the local Timorese community, and Islamic education. Salaam also referred to programming broadcast in several community languages such as Bengali, Urdu and Latvian. It said that it is planning new shows with community partners, including Romanian and Nigerian language shows, a Christian show, sports shows, a business/skills show and youth programming.
 - iv. Salaam said that it had transitioned from “informal volunteering to structured participation and training”. Salaam explained that, in partnership with Peterborough City Council, it had launched a six-month pilot youth programme to train 50 young people, who Salaam has already secured, and up to 200, in radio operations, presenting, interviewing, production, and Ofcom compliance. Salaam said that this scheme is intended to create a pipeline of new presenters for Salaam Radio and contribute to the station’s social gain commitments. It also explained that it is working to build stronger engagement with local schools, mosques, churches, community centres, and charities to bring young people into media and community work.
45. The Licensee stated that a financial penalty would not be necessary or proportionate to secure compliance going forward because Salaam’s priority is to be a compliant station delivering measurable social gain.

Ofcom's Decision to impose a statutory sanction

Serious and repeated nature of the breaches

46. As set out in paragraph 1.13 of the Procedures for the consideration of statutory sanctions in breaches of broadcast licences (“[Sanctions Procedures](#)”), the imposition of a sanction against a broadcaster is a serious matter. Ofcom may, following due process, impose a sanction if it considers that a broadcaster has seriously, deliberately, repeatedly¹ or recklessly breached a relevant requirement. This Decision therefore considers:
- a) whether Ofcom considers the breaches so serious as to warrant the imposition of a statutory sanction; and
 - b) if so, the appropriate and proportionate sanction and, if it is decided that a financial penalty is the appropriate and proportionate sanction, the amount of that penalty.
47. Having taken into account all the relevant information in this case, our Decision is that the breaches recorded in the 2024 Breach Decision are serious and repeated and so warrant the imposition of a statutory sanction. The reasons are set out below.
48. The Licensee's Key Commitments are based on assurances made by the Licensee in its original application for the Licence. Provision of the Licensed Service as described in the Key Commitments is a fundamental purpose for which the Licence was originally granted to Salaam. Through the provision of a Licensed Service, community radio services fulfil the requirement of Article 3 of the Order – including that these services are provided primarily for the good of members of the public, or of particular communities. In failing to meet its Key Commitments, the Licensee failed to reflect the characteristics of a community radio station as it was not being provided for the good of the particular community it is required to serve. The Licensee also failed to provide the service it made assurances it would provide, and which was a significant factor in Ofcom's decision to award the Licence to the Licensee.
49. Requiring the Licensee to observe the Key Commitments also facilitates Ofcom in carrying out its duty to secure the availability throughout the UK of a wide range of radio services which (taken as a whole) are both of high quality and appeal to a variety of tastes and interests. Where a licensed service is not being provided in accordance with Key Commitments, there is a potential disadvantage to listeners in the area served by the community radio service and, in addition, choice for listeners is reduced. In this case, Salaam did not provide a service in line with its Key Commitments specifically, in relation to, its character of service, speech, original output, and social gain objectives to:
- a) facilitate discussion and the expression of opinion;
 - b) provide education or training to individuals not employed by the Licensee; and

¹ Ofcom's Procedures for the consideration of statutory sanctions in breaches of broadcast licences explain the factors which may lead Ofcom to impose a sanction. They specify that a repeated breach of a relevant requirement, would include, for example: a repeat of the breach of the same requirement as has already been recorded; repetition of the same or similar conduct as that which earlier contravened a requirement; or multiple breaches of other requirements.

- c) achieve the better understanding of the target community and the strengthening of links within it.
- 50. It was the third time within 18 months that we had found Salaam in breach of Licence Conditions 2(1) and 2(4) for failing to comply with its Key Commitments in relation to its speech, original output and social gain requirements and the second time within ten months in relation to its character of service.
- 51. A failure to comply with Key Commitments also undermines or adversely impacts our obligation to:
 - a) have regard to the different interests of persons in the different parts of the United Kingdom and the different ethnic communities within the United Kingdom when performing our duties (section 3(4)(l) of the 2003 Act); and
 - b) have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and those who do not (section 149(1) of the Equality Act 2010).
- 52. For all these reasons, the Licensee's failure to comply with its Key Commitments is a serious matter.
- 53. Ofcom also considers these breaches to be particularly serious because of their repeated nature over an 18-month period. Despite the February 2023 Breach Decision and the October 2023 Breach Decision, we again found the Licensee in breach of its Key Commitments in the 2024 Breach Decision. These first two decisions do not therefore appear to have been a sufficient deterrent to incentivise the Licensee to changing its behaviour and ensure it complies with its Key Commitments.
- 54. We have taken into account that since 24 April 2025, the Licensee has not been required to comply with the specific speech and original output Key Commitments that were included in its licence at the time of the 2024 Breach Decision. However, if we were to re-assess the content broadcast between 10 and 16 June 2024 against the Key Commitments in place since 24 April 2025, we are likely to still have found breaches of Licence Conditions 2(1) and 2(4) relating to the social gain requirements and the character of service (with the lack of original output a contributory factor).
- 55. In view of the factors set out above, our Decision is that these breaches identified in the 2024 Breach Decision are sufficiently serious and repeated and therefore warrant the imposition of a statutory sanction.

Consideration of the appropriate sanction

Directions

- 56. We consider that a direction under section 109 of the 1990 Act would not be an appropriate sanction in this case as a deterrent to this or another licensee from breaching Licence Conditions 2(1), 2(4) and 9(1). Where we issue a direction, this is usually to direct

the broadcaster not to repeat the content that was found in breach. In this case, rather than being found in breach of its Licence for content that has been broadcast, the Licensee has been found in breach of its Licence for not broadcasting the types of content it is required to broadcast. Therefore, such a direction would be ineffective. More broadly, we do not generally consider issuing a direction to be appropriate where we have monitored content during a specific period and found that content as a whole breached a community radio licence. In this scenario, it is unlikely there would be an opportunity for a licensee to 'repeat' the breaches in terms of programming in the same way as a case involving, for example, breaches of broadcast standards relating to specific programming.

Licence revocation, suspension or shortening

57. The optimal outcome for Salaam's target audience is for the Licensee to remedy the breaches by meeting the obligations set out in its Key Commitments. Given the Licensee's repeated failure to comply with its Key Commitment to serve its target community, there is an open question over whether the Licensee is committed to complying with its requirements in the future. Therefore, the revocation of the Licence could be considered.
58. However, before issuing a revocation notice to the Licensee, Ofcom would need to satisfy itself that it was in the public interest to revoke the Licence. Revocation would result in the reduction of community radio services being available in the area and would remove the potential for the Licensee to take steps to improve its compliance going forward. On balance, Ofcom considers that it is generally in the interests of listeners to receive the community radio service for the full licence period and to give the Licensee a further opportunity to ensure compliance with its Licence Conditions, including its Key Commitments. As such, revocation is not Ofcom's preferred form of penalty at this stage.
59. If the Licensee fails to bring itself back into compliance with its licence conditions following any potential penalty imposed in this case, and Ofcom finds further breaches of the Licence, we will reconsider revocation of the Licence.
60. Ofcom could also consider shortening the Licence by a specified period not exceeding two years or suspending the Licence for a specified period not exceeding six months. However, as noted above, Ofcom considers that it is in the interests of listeners to give the Licensee a further opportunity to ensure compliance. As such, shortening or suspending the Licence are not Ofcom's preferred forms of penalty at this stage.

Financial penalty

61. Ofcom could consider the imposition of a financial penalty. The primary purpose of imposing a penalty is deterrence, both in terms of discouraging the Licensee from committing further breaches of its Key Commitments and discouraging other licensees from committing similar breaches. Ofcom would need to consider whether it is appropriate to impose a financial penalty taking into account the circumstances of the case.
62. In this case, Ofcom's Decision is that the imposition of a financial penalty would most effectively reflect the serious and repeated nature of the breaches recorded against the

Licensee in the 2024 Breach Decision, as well as act as an effective deterrent against further breaches of Key Commitments – both for Salaam and other licensees.

Amount of penalty

63. Under section 110 of the 1990 Act, the maximum level of financial penalty that can be imposed on the holder of a community radio licence in respect of each breach is £250,000.
64. Ofcom has also published [Penalty Guidelines](#) which set out some potentially relevant factors to take into account when determining the amount of the penalty. In accordance with section 392(6) of the 2003 Act, we have had regard to the Penalty Guidelines and have set out below the factors which we consider to be relevant to this case.

Deterrence

65. As set out in the Penalty Guidelines, the central objective of imposing a penalty is deterrence. The level of the penalty must be sufficient, having regard to the licensee's financial position, to have a material impact on the licensee so that it is incentivised to bring itself into compliance and avoid further breaches in the future. It is also important that the penalty imposed deters the wider industry from contravening licensing and regulatory requirements.
66. Any penalty we set should therefore be sufficiently high to discourage poor compliance and incentivise Salaam to comply with its Key Commitments. It should also incentivise Salaam to comply with the other terms and conditions of its community radio licence, as well as other licensing and regulatory requirements Salaam is subject to.
67. As a general matter, we are of the view that there is a particular need for any penalty to deter other community radio licensees from contravening their Key Commitments. We have found licensees in breach of Key Commitments on multiple occasions and compliance with those Commitments is fundamental to ensuring there are wide range of radio services in the UK which appeal to a variety of tastes and interests and serve particular communities. It is also important that licensees are aware of the seriousness of failing to provide a service they have committed to provide.

Seriousness, culpability and harm

68. As explained above, a failure to comply with Key Commitments is inherently serious. Ofcom considers that the Licensee's failure to provide a service for its target community essentially meant that the Licensee did not provide several fundamental characteristics of a community radio service.
69. The 2024 Breach Decision found that during the week 10 to 16 June 2024, the Licensee failed for the third time in 18 months to comply with its Key Commitments in relation to speech, original output and social gain, and the second time within ten months in relation to its character of service.

70. Where a licensed service is not being provided in accordance with Key Commitments, there is potential disadvantage to the target community, and in addition, choice for listeners is reduced. There is therefore inherent harm in failing to broadcast a service which complies with the character of service set out in Key Commitments.
71. The Licensee also failed to adhere to the commitments it made to Ofcom and that were a significant factor in the Licensee being awarded the licence.
72. We have no evidence to suggest that the Licensee made any financial or other gain from the breaches identified in the 2024 Breach Decision. However, there are costs involved in complying with Licence Conditions and Key Commitments (e.g. the expenses incurred by volunteers when they present shows) which the Licensee may have avoided by not complying with its Key Commitments.
73. For the reasons set out in more detail below, our Decision is that the breaches identified in the 2024 Breach Decision are particularly serious because:
 - a) the Licensee failed to take appropriate steps to prevent the breaches and the Licensee's senior management should have known that the breaches were occurring;
 - b) in response to being notified of the potential breaches, we are unaware of the Licensee taking any steps, or at least any timely and effective steps, to ensure compliance with its Key Commitments. We acknowledge that Ofcom was notified during the oral hearing on 4 February 2026, of steps the Licensee had taken since the 2024 Breach Decision, and intends to take in the future, to ensure compliance;
 - c) the breaches are repeated, in that during the week 10 to 16 June 2024, the Licensee failed for the third time in 18 months to comply with its Key Commitments in relation to speech, original output and social gain, and the second time within ten months in relation to its character of service; and
 - d) at the time of the breaches identified in the 2024 Breach Decision, we had previously imposed seven financial penalties on other licensees for breaches of Key Commitments, none of which appear to have had a sufficient deterrent effect on the Licensee.

Whether the Licensee took appropriate steps to prevent the breaches and whether senior management should have been aware

74. The Licence was awarded to the Licensee in June 2016 and the Licensee has therefore had a significant amount of time to ensure compliance with its Key Commitments.
75. We first made the Licensee aware of a potential breach of its Key Commitments in 2022 following a complaint we had received. This investigation resulted in the February 2023 Breach Decision which found the Licensee in breach of Licence Conditions 2(1) and 2(4) and therefore made the Licensee aware that steps were required to ensure it met its Key Commitments.

76. Following a monitoring exercise later that year, we published the October 2023 Breach Decision, noting that it was the second occasion on which we had found the Licensee in breach of its Key Commitments in relation to speech, original output and social gain. We stated in the decision that we expected the Licensee to make improvements to its service to comply with all of its Key Commitments and that we would monitor the service again to ensure that this was the case.
77. In August 2024, following a second monitoring exercise, we notified the Licensee of our Preliminary View that it was again in breach of the same Key Commitments as in the October 2023 Breach Decision, including its character of service, speech, original output, and the social gain requirements relating to the facilitation of: discussion and expression of opinion; and better understanding of the target community and the strengthening of links within it.
78. In our 2024 Breach Decision, we acknowledged that since the October 2023 Decision the Licensee had launched training programmes for its volunteers and had engaged the services of an individual with broadcasting experience to conduct the training covering various topics. We also acknowledged that the Licensee provided training to its presenters on its new transmission software in July 2024 and therefore we considered that the Licensee was meeting the requirement to provide training and education to volunteers.
79. During the investigation into the breaches identified in the 2024 Breach Decision, the Licensee provided representations² setting out the steps it had taken to comply with its Key Commitments. These are summarised below.
80. The Licensee said that it was dedicated to serving its target community and met its character of service by broadcasting live “multilingual programming” in English, Urdu, Bengali, Tetum and Latvian. The Licensee also stated that it has diverse presenters from African backgrounds who host its youth show ‘Tomorrow’s Voice’. However, Ofcom considered that overall, the output monitored did not reflect the character of service set out in the licence. In the 2024 Breach Decision we found that: “the content was repetitive, consisting of Quranic recitation, Islamic information and short segments of Islamic discussions from third party sources such as YouTube, and poetry and readings in the form of ‘naats.’ Apart from a single one-hour interview with a physiotherapist from the local community who was invited to speak on issues relating to Women’s Health, there was no content which targeted the Muslim community in Peterborough. The content was instead aimed at a Muslim audience which could have resided anywhere in the UK”.
81. In its representations Salaam also stated that it intended to request an amendment to its character of service to better reflect the community it serves. Ofcom has not received such a request.
82. In relation to the specific social gain requirements set out in paragraph 49, the Licensee stated that it meets its requirements by:

² For the Licensee’s full representations, see Annex 8.

- a) Collaborating with local organisations to provide educational content.
 - b) Broadcasting programmes to raise awareness of domestic abuse and related issues impacting local women, especially from ethnic minority backgrounds.
 - c) Collaborating with a national project which offers support to pregnant women from the radio station's target community, by broadcasting the 'Midwifery Insights' programme.
 - d) Promoting local events on-air and social media and collaborating with local organisations to support food banks, hot food services and homeless shelters.
83. Following receipt of Ofcom's Preliminary View, the Licensee stated that it considered that it was meeting its social gain requirements because it works with local organisations by encouraging them to create radio shows and also supports these organisations' events off-air as a "media partner". It highlighted the community news and information and interviews it provides in programming, as examples of providing social gain.
84. In our 2024 Breach Decision, we found that: "the Licensee did not broadcast any content to suggest that it was meeting its social gain objective of facilitating discussion and the expression of opinion on-air.... Salaam Radio delivered significantly fewer hours of original output than its requirement for the week monitored. A lack of original output makes it challenging for a station to facilitate discussion and the expression of opinion on-air. Whilst, in the Licensee's most recent response, it is encouraging to see that the station supports local organisations, the Licensee did not provide enough evidence to show that this social gain objective was being met off-air either".
85. In the Licensee's response to Ofcom's initial request for information and recordings, it stated that it was unable to broadcast a number of scheduled shows due to the:
- a) unavailability of presenters due to work commitments or family emergencies, or choosing to spend time with their families during Eid celebrations;
 - b) one of the presenters was a local councillor and, under purdah rules, was not allowed to present until after the General Election; and
 - c) guests cancelling at short notice.
86. From being awarded a licence in July 2016 to the time of Ofcom's second monitoring exercise in June 2024, the Licensee had approximately eight years to put appropriate measures in place to ensure it complied with its Key Commitments. In considering this case, Ofcom noted that the Licensee had been found in breach of Licence Conditions 2(1) and 2(4) of its licence [in February 2023](#) for failing to comply with its original output and speech requirements as well as its social gain objectives between 11 and 17 July 2022. The Licensee had again been found in breach of the same licence conditions in [October 2023](#) for failing to comply with its original output and speech requirements as well as its character of service and social gain objectives between 12 and 18 June 2023.
87. Our Decision, is that we have seen insufficient evidence of steps taken by the Licensee to ensure compliance with all of its Key Commitments and that the Licensee failed to take appropriate steps to prevent the breaches identified in the 2024 Breach Decision.

88. For the same reasons, our Decision is that senior management knew, or at least ought to have known, that the breaches identified in the 2024 Breach Decision were occurring. We also note that:

- a) The Key Commitments for the Licensee were agreed with a Director of the Licensee prior to the launch of the service and that Director was in role at the time of the 2024 Breach Decision. Senior management were therefore aware of the Key Commitments.
- b) In March 2023 the Licensee asked Ofcom to change its target community in its Key Commitments. Ofcom provided information about how to formally request a change to its Key Commitments, but to date we have not received a request from Salaam to do this. This suggests the Licensee knew, or at least ought to have known, that the service was not meeting its Key Commitments at that time. This was evidenced in the October 2023 Breach Decision which found the Licensee was broadcasting a service that was not relevant to the specific community of Peterborough as required by the station's character of service nor was it meeting its Key Commitments in relation to original output and social gain at that time.
- c) Representations from the Licensee during the investigation that led to both the October 2023 Breach Decision and 2024 Breach Decision were sent from the email address of Faisal Mahmood, one of the Directors of the Licensee company and the representations in relation to the February 2023 Breach Decision were "signed" by the "The Salaam Radio Management Team". Senior management were therefore aware of the investigations that led to the February and October 2023 Breach Decisions and the 2024 Breach Decision.

Whether the Licensee took timely and effective steps to ensure compliance once it became aware of the potential breaches

89. We notified Salaam of our investigation into its compliance with its Key Commitments in July 2024, at which point we informed the Licensee that we had concerns about its compliance with its character of service, speech, original output requirements and social gain objectives.
90. In its representations provided in response to our Preliminary View that the Licensee was in breach of conditions 2(1) and 2(4) of its Licence, the Licensee stated it felt that it was meeting its social gain requirements because it works with local organisations by encouraging them to create radio shows and also supports these organisations' events off air as a "media partner". It also highlighted the community news and information and interviews it provides in programming as examples of providing social gain.
91. In the 2024 Breach Decision, we explained that the Licensee had not provided enough evidence to demonstrate that it was facilitating discussion and expression of opinion off-air and we found it did not broadcast any content which would meet this social gain objective either.
92. The Licensee considered that it was meeting its speech requirements, but we found no evidence of sports news or community news during the period of monitoring. In relation to

sports news, the Licensee said it was trying to secure new presenters and was considering requesting a change to its Key Commitments in this area which Ofcom never received. However, as stated in paragraphs 21 to 28 above, since 24 April 2025, the Licensee's Key Commitments no longer contain a specific speech requirement.

93. While the Licensee admitted that it was falling short of its requirement to broadcast six hours of original output a day (which was the specific requirement until the Licence was varied on 24 April 2025), it explained that it had “recently invested in a new operating system”, which will allow presenters to present programmes remotely and in the studio. Having trained its presenters in July 2024, the Licensee stated that implementing “voice-tracked shows” will achieve 20 hours of original output on a weekly basis. Salaam stated that it intended to request an adjustment to its original output hours set out in its Key Commitments to ensure that it is able to meet its requirements. Ofcom did not receive a request from the Licensee to amend the amount of original output it was required to broadcast.
94. As stated in paragraphs 24 to 25 above, since 24 April 2025, the Licensee is no longer required to broadcast a specific number of hours of original output, but Ofcom expects that most stations will continue to broadcast some original output each day. Irrespective of the changes made on 24 April 2025 to the Key Commitments set out in the Licence, it is clear that the Licensee failed to comply with the Key Commitments in force at the time of the 2024 Breach Decision.
95. In reaching this Decision to impose a financial penalty and the size of that financial penalty, we have taken into account that the Licensee is no longer required to comply with the specific speech and original output Key Commitments that were set out in its licence at the time the breaches detailed above were recorded.
96. However, we have also taken into account that, as stated in our published [Compliance Principles for Key Commitments](#), we expect that most stations will continue to broadcast some original (and locally-produced) output each day. We would generally consider that a station broadcasting no content of this type would struggle to meet its character of service and deliver social gain for its target community. In our 2024 Breach Decision against Salaam, we stated that it had only broadcast six hours of original output during the week monitored with no original output on three of the days monitored, and that we considered that lack of original output contributed to the Licensee's failure to comply with its character of service and its social gain objective in relation to facilitation of discussion and expression on-air.
97. We acknowledged the steps that the Licensee has taken since the 2024 Breach Decision, as set out in its oral representations (see paragraphs 43 to 45) to ensure that its content and social gain provision meets the requirements of the Key Commitments.
98. Our Decision, therefore, is that while the Licensee has taken steps to ensure compliance with its Key Commitments since the 2024 Breach Decision, it failed to take sufficient steps, or at least any timely and effective steps, to end the potential breaches between Ofcom notifying the Licensee of its investigation in July 2024 and the publication of the 2024 Breach Decision in October 2024. Following the Licensee's oral representations, we do not currently have concerns that Salaam remains non-compliant with its Key Commitments

and have taken that into account considering an appropriate level of financial penalty in this case.

Whether the Licensee has a history of contraventions

99. As outlined above, the Licensee was found in breach of Licence Conditions 2(1) and 2(4) for failing to comply with its Key Commitments in the February 2023 Breach Decision and the October 2023 Breach Decision.
100. It is the repeated breaches of these Licence Conditions as well as the inherent serious of failing to deliver to its target community the service set out in its Key Commitments that have led to the consideration of this sanction.
101. In addition to these breaches, in July 2024, Ofcom published a [Decision](#) in issue 502 of the Bulletin relating to the Licensee's compliance with Rule 6.6 of the Ofcom Broadcasting Code. This rule requires that candidates in UK elections, and representatives of permitted participants in UK referendums, must not act as news presenters, interviewers or presenters of any type of programme during the election period. Rule 6.6 is intended to ensure electoral issues are reported in a partial manner. More broadly, it is designed to help secure the integrity of the democratic process, and the public's trust in that integrity, by preventing any unfair electoral advantage being afforded to a particular candidate through their appearance as a news presenter, interviewer or presenter on any type of programme on a licensed service during an election period.
102. In this case, Salaam broadcast a programme presented by a candidate in a local council election during the election period for the Peterborough city council elections taking place on 4 May 2023 and followed the publication of the statement of persons nominated on 5 April 2023, which confirmed that the presenter had made an administrative commitment to becoming a candidate for Peterborough city council elections.
103. While the breach of Rule 6.6 of the Broadcasting Code is not directly relevant to breaches of Licence Conditions 2(1) and 2(4), it does however demonstrate a wider pattern of non-compliance by the Licensee.

Precedent cases

104. The Penalty Guidelines provide that Ofcom will have regard to any relevant precedents set by previous cases. We have previously issued seven penalties for breaches of Conditions 2(1) and 2(4) of community radio licences, as summarised below.³
105. **March 2024, Big City Radio CIC** – [Ofcom imposed a penalty of £1,200 on Big City Radio CIC](#) in respect of its community radio service "Big City Radio" for breaches of Licence Conditions 2(1) and 2(4) and 9(1) in Part 2 of the Schedule to the 1990 Act licence, requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licensed period.

³ Paragraph 1.14 of the [Penalty Guidelines](#).

106. These were serious and repeated breaches of Big City Radio CIC's licence conditions. The breaches of Licence Conditions 2(1) and 2(4) relating to Key Commitments were the third breaches of these conditions within five years. This was despite a previous financial penalty of £500 being imposed in February 2020 and the fact we had agreed to halve Big City Radio CIC's requirement for original and local output in September 2020. In relation to the breach of Licence Condition 9(1) for failure to provide information, this was the second time we had recorded a breach against the Licensee for such a failure.
107. **September 2023, Revolution Radio Limited** – [Ofcom imposed a penalty of £400 on Revolution Radio Limited](#) in respect of its community radio service "Revolution Radio" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licensed period. Revolution Radio Limited failed to provide a service for its target community as set out in its character of service. This was the second time that Revolution Radio Limited had been found in breach of these conditions of its licence.
108. This penalty would have been higher had Revolution Radio Limited not taken various additional steps to ensure compliance with its Key Commitments from mid-2022. In light of those additional steps, we did not have concerns that Revolution Radio Limited remained non-compliant.
109. **June 2023, Retrocadia Limited** – [Ofcom imposed a penalty of £400 on Retrocadia Limited](#) in respect of its community radio service "Shoreline FM" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licensed period.
110. Retrocadia Limited failed to broadcast any original output on the service, was not broadcasting from a studio within the licensed coverage area, and members of the target community could not become involved in the management and operation of the service, all of which were required by the service's Key Commitments. The information provided by Retrocadia Limited indicated that it was failing to meet these Key Commitments between March 2020 and October 2021.
111. Ofcom took account that the breaches occurred under the previous management of Retrocadia Limited and that the new management brought the station into compliance and had made a significant investment in the station in terms of time and money in order to provide a community radio service to the target community. The breaches were the first breaches recorded against Retrocadia Limited.
112. **February 2020, Big City Radio CIC** – [Ofcom imposed a penalty of £500 on Big City Radio CIC](#) in respect of its community radio service "Big City Radio" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licensed period.

113. Big City Radio CIC failed to deliver its Key Commitments relating to the number of hours of original output. Additionally, there was no local news, travel, community/'what's on' information or national and local sport being broadcast over the period monitored. There was also no content which met the definition of information aimed at, and likely to appeal to, the target community in the licensed area. These findings concerned two separate two-day periods in July and August 2018.
114. Ofcom took into account Big City Radio CIC's representations that the staffing problems during holiday periods and a high turnover of volunteers had caused it not to meet its Key Commitments. However, Ofcom considered that Big City Radio CIC had been found in breach of Licence Conditions 2(1) and 2(4) on two occasions within an eight-month period so had been aware for some time that steps were required to ensure it could consistently meet its Key Commitments.
115. **December 2011, BBA Media Limited** – [Ofcom imposed a penalty of £500 on BBA Media Ltd](#), in respect of its community radio service "Westside Radio" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licence period.
116. BBA Media Ltd admitted that it had not been compliant throughout much of February 2011 during which a programme service had not been provided. Subsequently BBA Media Ltd provided an automated service that did not meet the requirement to provide typically 12 hours per day of live output. Ofcom found that BBA Media Ltd did not provide any service whatsoever for "the best part of a month", and then did not provide a service meeting its Key Commitments for a further period of more than 20 days. This was BBA Media Ltd's first breach.
117. **December 2011, Neath Port Talbot Broadcasting CIC** – [Ofcom imposed a penalty of £500 on Neath Port Talbot Broadcasting CIC](#) in respect of its community radio service "Afan FM" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, which sets out the conditions requiring the licensee to provide the licensed service and maintain the character of the licensed service throughout the licence period.
118. Ofcom launched an investigation following a complaint that Neath Port Talbot Broadcasting CIC was broadcasting non-stop music without presenters and was not broadcasting any news bulletins. Neath Port Talbot Broadcasting CIC admitted that the radio service broadcast had not been compliant during the relevant period in that it had broadcast back-to-back music and little else for much of this period. It did not provide the service for two separate periods, lasting six days and three days respectively. This was Neath Port Talbot Broadcasting CIC's first breach.
119. **August 2011, Voice of Africa Radio Limited** - [Ofcom imposed a penalty of £1,000 on Voice of Africa Radio Limited](#) in respect of its community radio service "Voice of Africa Radio" for breaches of Licence Conditions 2(1) and 2(4) in Part 2 of the Schedule to the 1990 Act licence, which sets out the conditions requiring Voice of Africa Radio Limited to

provide the licensed service and maintain the character of the licensed service throughout the licence period.

120. The licensed service was not broadcast between 18 December 2010 and 1 January 2011. Ofcom considered that this breach was sufficiently serious to warrant a financial penalty. Further, Ofcom was concerned that Voice of Africa Radio Limited did not have immediate access to transmission equipment, and at the nature of its response to Ofcom's investigation. This was Voice of Africa Radio Limited's first breach of this nature. It had one previous (unrelated) finding of a breach.
121. While Ofcom considers that the nature of the licence condition breaches in the cases listed in the paragraphs above are relevant to the current case, we note that, as set out in the Penalty Guidelines, Ofcom may depart from them depending on the facts and context of the current case.
122. We also note that some of the previous penalties identified above were issued before Ofcom updated its Penalty Guidelines in September 2017 to provide it with the flexibility to impose higher penalties in appropriate cases in order for a deterrent effect to be achieved.
123. At the time of the breaches identified in the 2024 Breach Decision, we had previously imposed seven financial penalties on other licensees for breaches of Key Commitments, none of which appear to have had a sufficient deterrent effect on the Licensee.

Cooperation with Ofcom's investigation

124. Our Decision is that the Licensee has been generally co-operative over the course of the investigation. The Licensee provided us with the recorded material and representations we requested. However, we were concerned that Salaam failed to fully engage in the sanctions process in that it did not acknowledge receipt of our Sanction Preliminary View when originally requested, and did not respond to our request about who would be attending the oral hearing when requested.

Size and turnover of the regulated body

125. Under section 110 of the 1990 Act, the maximum level of financial penalty that can be imposed on the holder of a community radio licence in respect of each breach is £250,000.
126. The Licensee's finance report to Ofcom for the calendar year 2024 – which the Licensee submitted to Ofcom separately from the sanctions process – stated that it received [REDACTED] in advertising income and had expenses of [REDACTED].

Decision on sanction to be imposed

127. Considering all of the above factors in the round, our Decision is to impose a financial penalty on the Licensee (payable to HM Paymaster General) of £400.

128. Our Decision is that this level of financial penalty is an appropriate and proportionate sanction for the breaches of Licence Conditions 2(1) and 2(4), taking into account:
- a) the serious and repeated nature of the breaches in this case, in particular:
 - i) the repeated failure to meet the character of service that was, and remains, a fundamental characteristic of a community radio service; and
 - ii) the repeated failure to provide the character of service and some aspects of its social gain requirements that the Licensee made assurances it would provide, which was a significant factor in Ofcom's decision to award the Licence to the Licensee, and which remain part of its Key Commitments following the April 2025 licence variation;
 - b) the fact that the Licensee is no longer required to comply with the specific speech and original output Key Commitments that were included in its licence at the time of the 2024 Breach Decision;
 - c) the Licensee's size and turnover and the fact that, as a community radio station, the Licensee is a not-for-profit organisation which is largely staffed by volunteers. We have carefully considered the potential impact of a financial penalty on the Licensee's ability to operate the service and the potential knock-on impact on the target audience which may be underserved by other radio services; and
 - d) the need to secure an appropriate deterrent effect on the Licensee, and other licensees, from further breaches of community radio licences.
129. This penalty would have been higher had the Licensee not taken various additional steps to ensure compliance with its Key Commitments since the 2024 Breach Decision.
130. The Licensee should be aware that following the imposition of this statutory sanction, if Ofcom records further breaches of Licence Conditions 2(1) and 2(4) in the future, Ofcom will consider the imposition of a further statutory sanction and would consider the full range of sanctions available to us.
131. The Licensee should be aware that following the imposition of this statutory sanction, if Ofcom records further breaches of Licence Conditions 2(1) and 2(4) in the future, Ofcom will consider the imposition of a further statutory sanction.

Ofcom

16 March 2026