

Small-scale DAB coverage change: Southampton

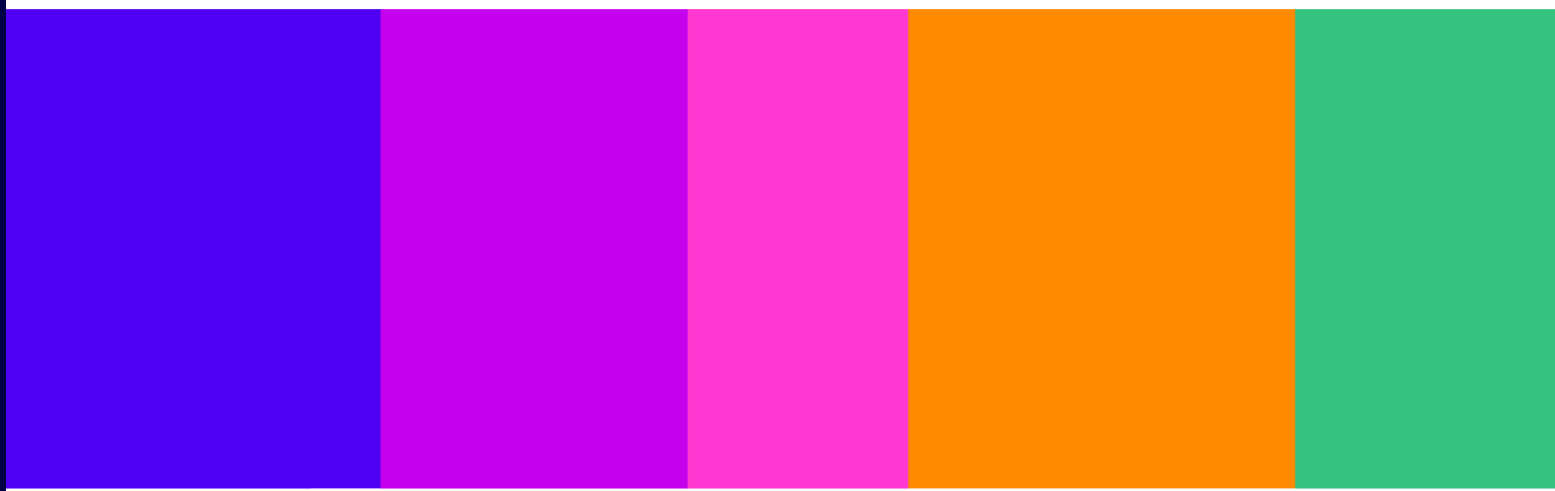
Consultation on request to vary the licensed area of the Southampton small-scale radio multiplex

Consultation

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For more information on this publication, please visit [ofcom.org.uk](https://www.ofcom.org.uk)



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1. Overview

- 1.1 This document seeks views on a request to change the area to be served by the Southampton small-scale radio multiplex service. A radio multiplex service is the means by which DAB digital radio stations are broadcast. Ofcom is required to consult before deciding whether to agree to such a request.
- 1.2 This document is the consultation and includes questions to help respondents frame their responses. The closing-date for responses to this consultation is **5pm on 25 August 2026**.

What we are proposing – in brief

We are minded to approve an application from Southampton DAB C.I.C. to vary the small-scale radio multiplex licence for Southampton so as to change the area in which the service is required to be available.

The Overview section in this document is a simplified high-level summary only. The proposals we are consulting on and our reasoning are set out in the full document.

2. Process for changing a radio multiplex licence area

Licence areas for small-scale radio multiplexes

- 2.1 Small-scale radio multiplex licences are granted by Ofcom principally to enable the provision of community and local digital sound programme services on the DAB (Digital Audio Broadcasting) platform. The statutory basis for licensing small-scale radio multiplexes is the Broadcasting Act 1996, as modified by the Small-scale Radio Multiplex and Community Digital Radio Order 2019 (the “Broadcasting Act”).
- 2.2 The holder of a small-scale radio multiplex licence is responsible for, among other things, delivering its service in accordance with a technical plan agreed by Ofcom prior to grant of the licence. The technical plan contains details of the transmitter site(s) from which the multiplex service is broadcast, and other technical details such as power levels and aerial patterns etc.
- 2.3 For small-scale radio multiplexes, the technical plan effectively defines the licensed area of the service. Ofcom publishes coverage maps showing the coverage and therefore extent of the licensed areas for such services. It should be noted these are indicative only, based on computer models rather than actual measurement, and on a defined predicted signal level deemed sufficient to qualify as “receivable”. They are subject to some variation due to possible interference from other services and seek to estimate in-building coverage only. Nevertheless, such models provide a reasonable estimate of the coverage achieved by the technical plan appended to a licence.

Statutory framework for variations

- 2.4 Under section 54A(2) of the Broadcasting Act, Ofcom is able to vary a small-scale radio multiplex licence by—
 - a) varying the frequency on which the licensed service is required to be provided,
 - b) reducing the area or locality in which the licensed service is required to be available, or
 - c) extending that area or locality to include an adjoining area or locality.
- 2.5 Section 54A(3) and (4) further specify that Ofcom must have received an application for the variation from the licence holder, and that this application must include a technical plan relating to the service proposed to be provided under the licence indicating, in particular—
 - a) the area or locality which would be within the coverage area of the service,
 - b) the timetable in accordance with which that coverage would be achieved, and
 - c) the technical means by which it would be achieved.
- 2.6 Under section 54A(5), before deciding whether to grant the application, OFCOM must publish a notice specifying—
 - a) the proposed variation of the licence, and
 - b) a period in which representations may be made to OFCOM about the proposal.
- 2.7 Finally, section 54(7) states that Ofcom may vary a licence in accordance with an application, “*only if they are satisfied that doing so would not unacceptably reduce the*

number of community or local digital sound programme services available to persons living in the area or locality for which, before the proposed variation, the small-scale radio multiplex service is required to be available.”

Policy framework for variations

- 2.8 Whilst the above sets out the statutory framework for variations, section 54A(2) provides Ofcom with a discretionary power. That is, we can give approval if the statutory conditions are met but we are not required to do so.
- 2.9 We first assess whether a requested change in transmission arrangements constitutes a frequency change, a reduction in the licensed area, or an extension of the licensed area to an adjoining area.
- 2.10 Where a request, if approved, would result in a change of frequency or a decrease in overall coverage of the multiplex service (as measured by adult population coverage), Ofcom will generally consider these to fall within the scope of section 54A and thus will need to be consulted upon before Ofcom can reach a decision.
- 2.11 Where a request, if approved, would result in an overall increase in coverage for the multiplex service (as measured by adult population coverage), Ofcom will determine whether it constitutes an extension of the area in which the licensed service is required to be available to include an adjoining area. We interpret ‘adjoining area’ in this context to mean an area of new coverage outside the existing licensed area which, whether measured in terms of the specific location(s), geographical size(s) or population coverage(s), could reasonably be considered to be material – we recognise there is a difference between overspill coverage that is unavoidable and intentional extra coverage. We will also take account of whether that adjoining area is, or will potentially be, served by another small-scale radio multiplex service, and whether it was or wasn’t part of the original area advertised by Ofcom.
- 2.12 If we determine that the proposed change in transmission arrangements would result in an extension of the licensed area to an adjoining area, the request will need to be consulted upon before Ofcom can reach a decision.
- 2.13 In circumstances where a change would result in an overall increase in coverage for the multiplex service but not constitute an extension of the licensed area to an adjoining area, we will nevertheless also consider whether any coverage which is lost as a result of the changes is of sufficient magnitude and/or significance such that a consultation would still be appropriate. In reaching this view, we will have regard to the extent of any coverage losses both in terms of the absolute numbers of people who are predicted to lose coverage of the multiplex service, but also in terms of the geographical location(s) where coverage is predicted to be lost. We are likely to attach greater weight to coverage losses in the core population centre(s) of the licensed area than to losses at the periphery of the licensed area, or where losses are dispersed across sparsely populated areas.
- 2.14 For all requests to change transmission arrangements, Ofcom will not give its approval unless it is satisfied in relation to all the following technical requirements:
- a) Overlap with any relevant local multiplex(es) remains not greater than 40% (in line with the policy intention of section 50(2A)(c) of the BA1996 to limit such overlaps).
 - b) Any international constraints are adhered to.

- c) There is no significant increase in the level of interference to multiplexes elsewhere.¹

2.15 Ofcom will also consider:

- a) Whether the reason(s) for making the change is adequately supported by evidence. In particular, we would not normally approve a reduction in coverage unless continuing with the current technical plan is demonstrably not feasible, and feasibility cannot reasonably be achieved through less impactful means.
- b) Whether there is evidence the licensee has taken reasonable steps to minimise any adverse impacts from changes to its coverage, and that any changes in coverage involving coverage reduction or extension into the coverage area of neighbouring small-scale multiplexes are unavoidable. This should include an indication of all other sites that were investigated and any reasons for selecting a preferred site.
- c) Whether any increase of overlap (or new overlaps) with the coverage of other small-scale radio multiplex services is excessive. Whilst some overlap between small-scale multiplexes is inevitable, and changes to transmission arrangements may alter this overlap, in general we would consider this should represent no more than a small proportion of the other multiplex's coverage (if on-air) or polygon (if not yet launched, or yet to be advertised), and extending coverage to a material extent into a key population centre served by a launched or planned small scale multiplex service should be avoided.

2.16 In addition, for any variation requests which are subject to consultation, if we are satisfied in relation to the statutory criterion specified in paragraph 2.7 we will also have regard to the following additional criteria when determining whether to vary the licence:

- a) whether the change in transmission arrangements would be calculated to maintain or promote the development of digital sound broadcasting otherwise than by satellite;
- b) whether the licensee's proposed coverage plan is satisfactory;
- c) whether the licensee has the ability to maintain the licensed service;
- d) whether there are sufficient safeguards in place to protect the rights and interests of stations carried on the multiplex and the rights and interests of other multiplex operators (and the stations they carry); and
- e) any other factors that appear relevant to the particular case.

¹ For on-air multiplexes elsewhere, this means no significant impact to their actual coverage. For polygon areas that have not yet been advertised, or small-scale multiplexes where a licence has been awarded but not yet granted, this means protecting the entire population in the polygon area as at initial assessment.

3. The variation request

Proposed new technical plan

- 3.1 The licence to provide the Southampton small-scale radio multiplex service was awarded to Southampton Digital Radio Limited in February 2023. The multiplex launched in August 2024 using two transmitters to cover the area, located at Dumbleton Tower and Millbrook Tower. Between them, these transmitters covered approximately 375,000 adults. The licence was transferred from Southampton Digital Radio Limited to Southampton DAB C.I.C ('Southampton DAB') in March 2025.
- 3.2 Southampton DAB has applied to vary its licence on the basis that, for reasons beyond its control, it is no longer able to use the Millbrook Tower transmission site. This is because, due to the implementation by the local authority of new fire risk legislation, third party equipment is no longer able to be stored in the lift motor room at Millbrook Tower (where the transmitter equipment was installed). Consequently, the Millbrook Tower transmitter, which delivered the majority of the multiplex's coverage, has been off the air since May.
- 3.3 In order to replace the Millbrook Tower site, Southampton DAB has proposed a new transmitter site at Romsey Golf Club, approximately 2.7 km to the north of Millbrook Tower. However, due to the reduced elevation of the proposed new site, Ofcom's coverage predictions show that there would be a loss of coverage to the west of the area previously served, and over the South Downs to the north. To try to compensate for this, Southampton DAB has also requested that its remaining transmitter at Dumbleton Tower is granted a power increase from 125W to 160W.
- 3.4 Annex 1 sets out a comparison between the coverage of the multiplex when the Millbrook Tower transmitter was still operational, and the new technical plan being proposed, as described in paragraph 3.3 above. We predict the changes would reduce coverage from 374,930 to 366,150 adults - a net loss in coverage of 8,780 adults. This net loss is comprised of around 24,165 adults who will no longer be served by the multiplex, offset by around 15,385 adults who will gain coverage.
- 3.5 Under the proposed changes, there is no extension of the multiplex coverage into any adjoining area.
- 3.6 Section 7 of Ofcom's [Guidance Notes](#) for small-scale multiplex applicants and licensees sets out our approach to considering requests for changes to the coverage of existing small-scale radio multiplexes. Having regard to the criteria set out in the guidance note, we consider that it is appropriate to consult on the licence variation request for Southampton given that the request would involve a net overall reduction (in terms of population coverage) in the area or locality in which the licensed service is required to be available.

Preliminary view

- 3.7 Ofcom considers the application received meets the requirements as set out in section 54A(3) and (4) of the Broadcasting Act.
- 3.8 In relation to the statutory requirements in section 54A(6), Ofcom notes that the proposed change results in a net decrease in coverage amounting to 8,870 adults, affecting a variety

of locations to the north and west of the existing licence area. In the context of a multiplex covering around 375,000 adults, this represents a material loss, albeit a relatively small one.

- 3.9 However, the statutory provision requires consideration of whether this is “unacceptable”. The acceptability of a loss is not simply a matter of the number of households affected but the circumstances of the particular case. In this case, Ofcom recognises that the licensee was required by the local authority to vacate its current main transmission site at very short notice due to changes in fire safety regulation. The licensee has identified a replacement transmitter at Romsey Golf Club, although - due its reduced elevation - the coverage that would be achieved by this site would be somewhat less than that achieved by the Millbrook Tower site. We also note that the licensee is proposing to increase the power at its other transmitter (Dumbleton Tower) with a view to minimising any coverage loss.
- 3.10 While the loss of coverage is disappointing for affected listeners, Ofcom’s provisional view is the applicant has genuinely sought to minimise these losses and the reduction (approximately 2.3% of the existing population coverage) is acceptable.
- 3.11 In relation to policy considerations, Ofcom provisionally considers that all technical requirements referred to in paragraph 2.14 above are met, as overlap with the relevant local radio multiplex (South Hampshire) remains below the 40% threshold and international constraints are still adhered to.
- 3.12 With regards to the considerations listed in paragraph 2.15, we are preliminarily satisfied. The licensee has provided evidence to demonstrate that continuing with the current technical plan is not possible due to the implementation of new fire regulations, and that the availability of other economically viable transmission sites which might have delivered greater coverage than the one being proposed had been investigated. Ofcom is also satisfied that the criteria listed in paragraph 2.16 have been met.

Next steps

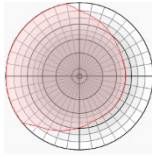
- 3.13 Ofcom is seeking views on whether the request from Southampton DAB satisfies the requirements of section 54A of the Broadcasting Act and, if it does, whether it is appropriate for Ofcom to exercise its discretion to consent to the application to vary the Southampton small-scale multiplex licensed area, with regard to the statutory and policy considerations set out in this document. Ofcom is also seeking views on its impact assessment.

A1. Proposed change

- A1.1 The licensee is proposing to change one of its two transmitter sites. The current site at Millbrook Tower would be replaced by a new site at Romsey Golf Club. It is also proposing a power increase at its Dumbleton Tower transmitter site.
- A1.2 A summary of the currently licensed and proposed coverages is given below, together with a comparison of the coverage provided by each technical plan, and population counts of the adults (aged 15+) within the areas.
- A1.3 The coverage maps indicate where the small-scale radio multiplex service should be receivable on a DAB digital radio within a typical domestic building.²
- A1.4 However, please note the following caveats:
- The maps are based on computer predictions rather than actual measurements, so is indicative only.
 - 'Receivable' is based on the defined signal level required by a receiver that meets the minimum receiver specification (available here: [Minimum specifications for DAB and DAB+ personal and domestic digital radio receivers: Digital radio action plan report - GOV.UK \(www.gov.uk\)](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/344441/Minimum_specifications_for_DAB_and_DAB_plus_personal_and_domestic_digital_radio_receivers_Digital_radio_action_plan_report_-_GOV.UK_(www.gov.uk).pdf)), although that level may not be adequate for receivers built to a poorer sensitivity, or be sufficient in every location.
 - The maps do not take account of any interference from other DAB digital radio services. The likelihood of any such interference will increase as more DAB services are launched, but Ofcom will seek to reduce the impact as far as is reasonably practicable.
 - The maps do not show where reception outside homes (e.g. along roads) may be possible.

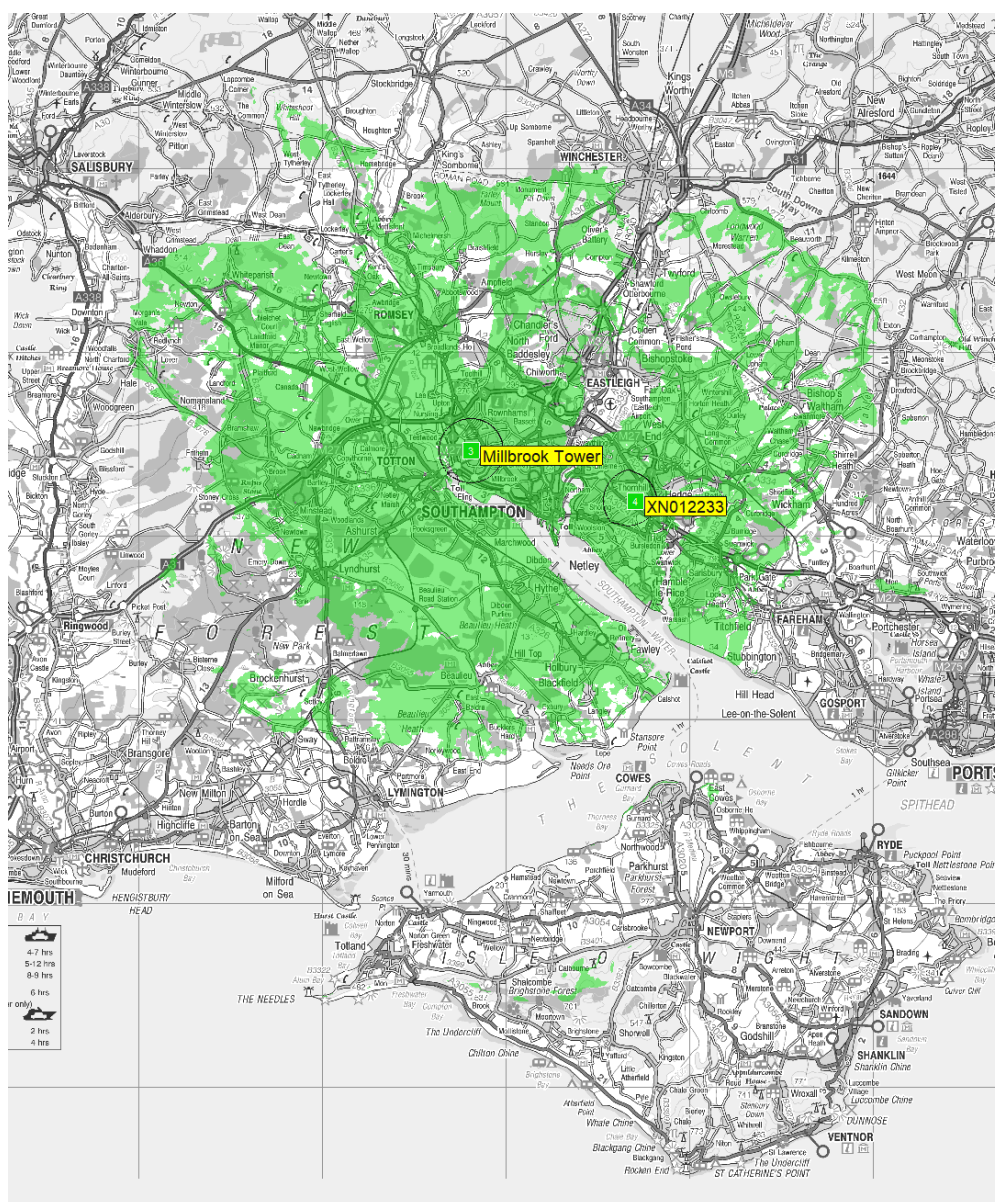
Coverage required by current licence

Currently licensed transmitter details

Site name	NGR	Site height	Power (W)	Aerial height	Aerial Pattern
Dumbleton Tower	SU 47085 11898	56m (57m HTZ)	125W	44m	
Millbrook Tower	SU 38094 14636	10m	200W	77m	ND

² The areas classed as served are where we predict a field strength of at least 63dBµV/m at 10m above ground level, which corresponds to providing a service at 80% location probability and 50% time availability, as set out in our [Technical policy guidance for DAB multiplex licensees \(ofcom.org.uk\)](http://www.ofcom.gov.uk/consult/condocs/dab/dab_multiplex_licensees/technical_policy_guidance_for_dab_multiplex_licensees.pdf)

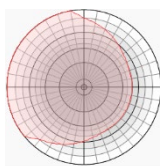
Map of currently licensed coverage



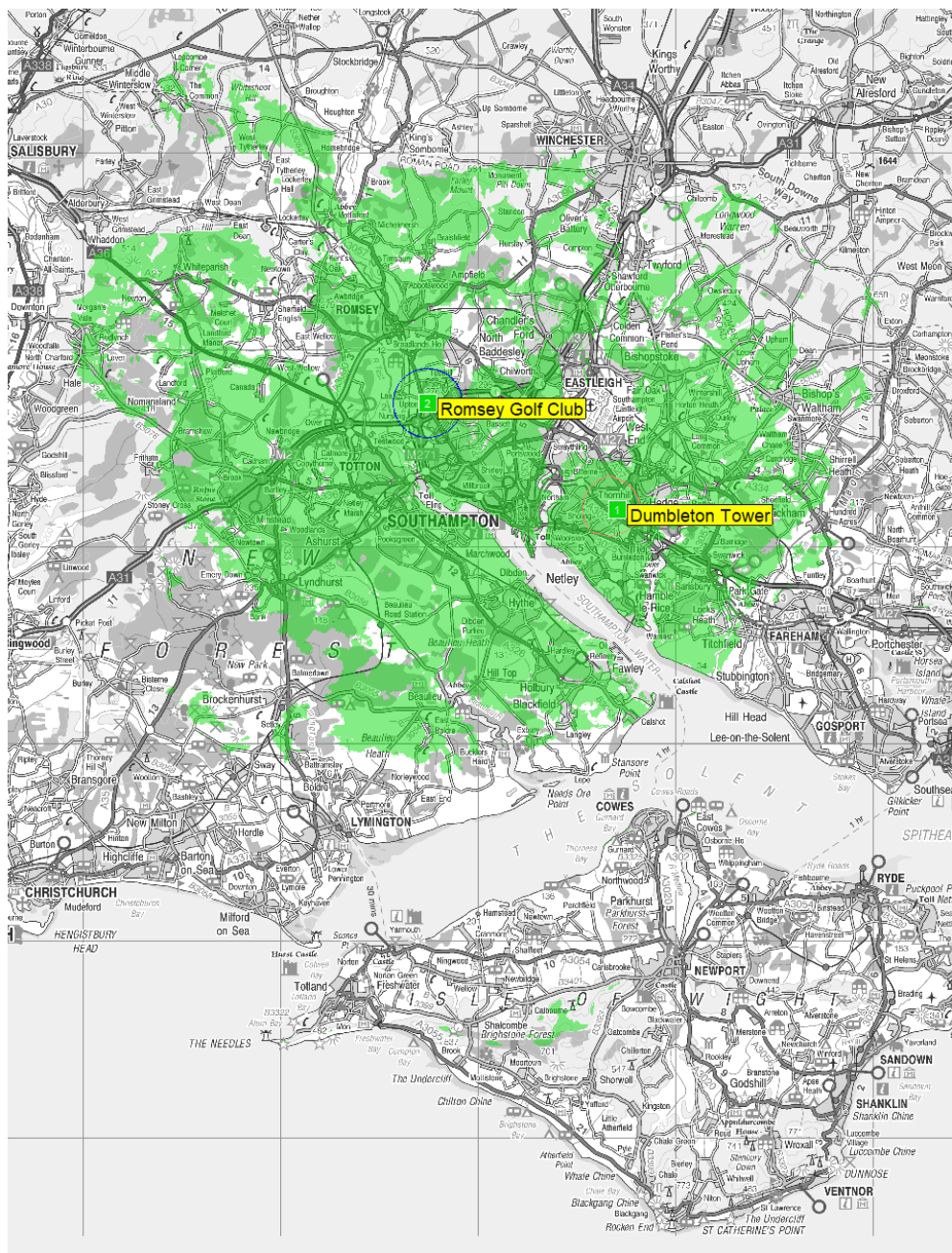
Coverage shown is for predicted indoor coverage (63dBμV/m at 10m above ground level)

Coverage proposed by the licensee

Proposed transmitter details (new site in bold)

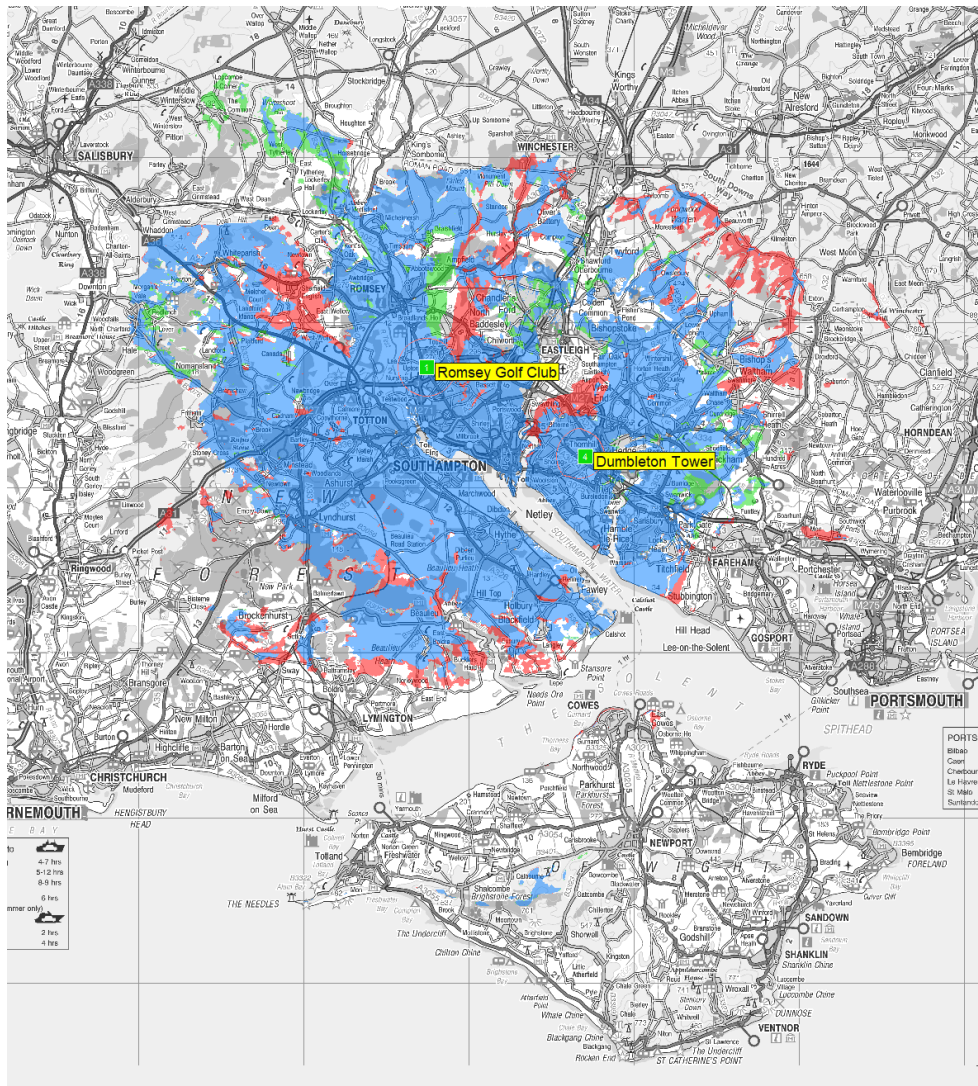
Site name	NGR	Site height	Power (W)	Aerial height	Aerial Pattern
Dumbleton Tower	SU 47085 11898	40m (57m HTZ)	160W	44m	
Romsey Golf Club	SU 37453 17279	65m (52m HTZ)	300W	15m	Omnidirectional

Map of proposed coverage



Coverage shown is for predicted indoor coverage (63dBµV/m at 10m above ground level)

Comparison of coverage



Coverage comparison for the Southampton small-scale multiplex. Red is lost coverage, green is gained coverage and blue is retained coverage.

Coverage summary table (adults 15+)

Population served by currently licensed coverage	374,930
Population served by proposed coverage	366,150
Net population change	- 8,870
Population retained (blue areas)	350,765
Population gained (green areas)	15,385
Population lost (red areas)	24,165

A2. Impact assessments

Impact assessment

- A2.1 Section 7 of the Communications Act 2003 requires that, where we are proposing to do anything for the purposes of, or in connection with, the carrying out of our functions, and it appears to us that the proposal is important, we are required to carry out and publish an assessment of the likely impact of implementing the proposal, or a statement setting out our reasons for thinking that it is unnecessary to carry out such an assessment.
- A2.2 If we approve the request, there will be reduced coverage by the multiplex service, compared with the service currently required to be provided. The multiplex is required to provide capacity for community digital sound programme services, a characteristic of which is that they are provided for the good of members of the public or particular communities, and social gain within the locality. Commercial digital sound programme services do not have requirements in relation to social gain, but it is recognised that some have a particular community focus and in practice provide some benefits to listeners.
- A2.3 Therefore, the changes will have an adverse effect on some consumers in the Southampton multiplex area when compared to the current coverage. This is due to the reduced coverage to the north and west of the existing licence area, which, while mitigated by relatively small coverage gains elsewhere, would amount to a net loss of 8,750 adults. However, Ofcom judges it appropriate to consider the alternative counterfactual that the Southampton small-scale radio multiplex service would either cease to be provided in the areas formerly served by the Millbrook Tower transmitter, or use an alternative transmitter site providing inferior coverage to that being proposed. As such, we believe the adverse impacts on consumers to be acceptable, as around 366,000 adults will continue to be able to access the service if the proposed changes are enacted.

Equality impact assessment

- A2.4 Section 149 of the Equality Act 2010 (the 2010 Act) imposes a duty on Ofcom, when carrying out its functions, to have due regard to the need to eliminate discrimination, harassment, victimisation and other prohibited conduct related to protected characteristics under the 2010 Act. The 2010 Act also requires Ofcom to have due regard to the need to advance equality of opportunity and foster good relations between persons who share specified protected characteristics and persons who do not.
- A2.5 Regarding Ofcom's duties under the Equality Act, community radio services in particular can provide benefits to listeners sharing protected characteristics, and foster good relations between such people and others. Under the proposals, there would be a net reduction in the availability of such services resulting from the change in location of the multiplex's main transmission site. However, referring to the general Impact Assessment above, Ofcom considers this to be acceptable due to the alternative, which would be that the Southampton small-scale radio multiplex service would cease to be provided in the areas formerly served by the Millbrook Tower transmitter, or use an alternative transmitter providing inferior coverage to that being proposed.
- A2.6 Ofcom has not identified any further disproportionate benefits or adverse impacts on consumers and communities.

A3. Consultation questions

Please tell us how you came across this consultation.

- ☐ Email from Ofcom
- ☐ Saw it on social media
- ☐ Found it on Ofcom's website
- ☐ Found it on another website
- ☐ Heard about it on TV or radio
- ☐ Read about it in a newspaper or magazine
- ☐ Heard about it at an event
- ☐ Somebody told me or shared it with me
- ☐ Other (please specify)

Question 1: Should Ofcom exercise its discretion to consent to the application to vary the Southampton small-scale multiplex licensed area, with regard to the statutory and policy considerations set out in this document?

Question 2: With reference to our impact assessment, do you agree with our assessment of the potential impacts of approving this application?

A4. Responding to this consultation

How to respond

- A4.1 Ofcom would like to receive views and comments on the issues raised in this document, by **5pm on Tuesday 25 August 2026**.
- A4.2 You can download a response form from [here](#). You can return this by email or post to the address provided in the response form.
- A4.3 If your response is a large file, or has supporting charts, tables or other data, please email it to smallscaleDAB@ofcom.org.uk, as an attachment in Microsoft Word format, together with the cover sheet.
- A4.4 We welcome responses in formats other than print, for example an audio recording or a British Sign Language video. To respond in BSL:
- > send us a recording of you signing your response. This should be no longer than 5 minutes. Suitable file formats are DVDs, wmv or QuickTime files; or
 - > upload a video of you signing your response directly to YouTube (or another hosting site) and send us the link.
- A4.5 We will publish a transcript of any audio or video responses we receive (unless your response is confidential)
- A4.6 We do not need a paper copy of your response as well as an electronic version. We will acknowledge receipt of a response submitted to us by email.
- A4.7 You do not have to answer all the questions in the consultation if you do not have a view; a short response on just one point is fine. We also welcome joint responses.
- A4.8 It would be helpful if your response could include direct answers to the questions asked in the consultation document. The questions are listed at Annex A3. It would also help if you could explain why you hold your views, and what you think the effect of Ofcom's proposals would be.
- A4.9 If you want to discuss the issues and questions raised in this consultation, please contact jon.heasman@ofcom.org.uk.

Confidentiality

- A4.10 Consultations are more effective if we publish the responses before the consultation period closes. This can help people and organisations with limited resources or familiarity with the issues to respond in a more informed way. So, in the interests of transparency and good regulatory practice, and because we believe it is important that everyone who is interested in an issue can see other respondents' views, we usually publish responses on the Ofcom website at regular intervals during and after the consultation period.
- A4.11 If you think your response should be kept confidential, please specify which part(s) this applies to and explain why. Please send any confidential sections as a separate annex. If you want your name, address, other contact details or job title to remain confidential, please provide them only in the cover sheet, so that we don't have to edit your response.
- A4.12 If someone asks us to keep part or all of a response confidential, we will treat this request seriously and try to respect it. But sometimes we will need to publish all responses, including those that are marked as confidential, in order to meet legal obligations.
- A4.13 To fulfil our pre-disclosure duty, we may share a copy of your response with the relevant government department before we publish it on our website.
- A4.14 Please also note that copyright and all other intellectual property in responses will be assumed to be licensed to Ofcom to use. Ofcom's intellectual property rights are explained further in our Terms of Use.

Next steps

- A4.15 Following this consultation period, Ofcom plans to publish a statement in September 2026.
- A4.16 If you wish, you can register to receive mail updates alerting you to new Ofcom publications.

Ofcom's consultation processes

- A4.17 Ofcom aims to make responding to a consultation as easy as possible. For more information, please see our consultation principles in Annex 5.
- A4.18 If you have any comments or suggestions on how we manage our consultations, please email us at consult@ofcom.org.uk. We particularly welcome ideas on how Ofcom could more effectively seek the views of groups or individuals, such as small businesses and residential consumers, who are less likely to give their opinions through a formal consultation.
- A4.19 If you would like to discuss these issues, or Ofcom's consultation processes more generally, please contact the corporation secretary:
- Corporation Secretary
Ofcom
Riverside House
2a Southwark Bridge Road
London SE1 9HA
Email: corporationsecretary@ofcom.org.uk

A5. Ofcom's consultation principles

Ofcom has seven principles that it follows for every public written consultation:

Before the consultation

1. Wherever possible, we will hold informal talks with people and organisations before announcing a big consultation, to find out whether we are thinking along the right lines. If we do not have enough time to do this, we will hold an open meeting to explain our proposals, shortly after announcing the consultation.

During the consultation

2. We will be clear about whom we are consulting, why, on what questions and for how long.
3. We will make the consultation document as short and simple as possible, with an overview of no more than two pages. We will try to make it as easy as possible for people to give us a written response.
4. When setting the length of the consultation period, we will consider the nature of our proposals and their potential impact. We will always make clear the closing date for responses.
5. A person within Ofcom will be in charge of making sure we follow our own guidelines and aim to reach the largest possible number of people and organisations who may be interested in the outcome of our decisions. Ofcom's Consultation Champion is the main person to contact if you have views on the way we run our consultations.
6. If we are not able to follow any of these principles, we will explain why.

After the consultation

7. We think it is important that everyone who is interested in an issue can see other people's views, so we usually publish the responses on our website at regular intervals during and after the consultation period. After the consultation we will make our decisions and publish a statement explaining what we are going to do, and why, showing how respondents' views helped to shape these decisions.

A6. Consultation coversheet

Basic details

Consultation title: Small-scale DAB coverage change - Southampton

To (Ofcom contact): Broadcast Licensing Team

Name of respondent:

Representing (self or organisation/s):

Address (if not received by email):

Confidentiality

Please tick below what part of your response you consider is confidential, giving your reasons why

- | | |
|----------------------------------|--------------------------|
| > Nothing | ☐ |
| > Name/contact details/job title | ☐ |
| > Whole response | ☐ |
| > Organisation | ☐ |
| > Part of the response | ☐ |

If you selected 'Part of the response', please specify which parts:

If you want part of your response, your name or your organisation not to be published, can Ofcom still publish a reference to the contents of your response (including, for any confidential parts, a general summary that does not disclose the specific information or enable you to be identified)?

Yes ☐ No ☐

Declaration

I confirm that the correspondence supplied with this cover sheet is a formal consultation response that Ofcom can publish. However, in supplying this response, I understand that Ofcom may need to publish all responses, including those which are marked as confidential, in order to meet legal obligations. If I have sent my response by email, Ofcom can disregard any standard e-mail text about not disclosing email contents and attachments.

Ofcom aims to publish responses at regular intervals during and after the consultation period. If your response is non-confidential (in whole or in part), and you would prefer us to publish your response only once the consultation has ended, please tick here.

Name

Signed (if hard copy)