- Tuesday, 4 October 2016
- 2 (10.00 am)

- 3 THE CHAIRMAN: Good morning, Mr Holmes.
- 4 MR HOLMES: Good morning, sir.
- 5 Opening submissions by MR HOLMES (continued)
- 6 MR HOLMES: There are two outstanding points from yesterday
- 7 which I should briefly address. The first is whether
- 8 Ofcom's review was under section 318 of
- 9 the Communications Act. The answer, sir, is that Ofcom
- 10 was not required to conduct the review under section 318
- 11 which applies, on its face, to codes, guidance or
- 12 directions, but not to conditions themselves.
- 13 THE CHAIRMAN: I won't ask why that should be, but I will
- 14 take that clarification, thank you.
- 15 MR HOLMES: Of course, sir, no-one in the proceedings
- 16 disputes that Ofcom was entitled to conduct a review of
- 17 the WMO statement. It made good sense to do so in the
- 18 light of the tribunal's judgment, and indeed Ofcom had
- said in the 2010 statement that it would, and both BT
- and Sky welcomed the review when it came. But the basis
- 21 for it, I think, is not section 318.
- 22 THE CHAIRMAN: So an intervention on the basis of
- 23 section 316 which takes the form of a licence condition
- does not fall to be reviewed under section 318?
- 25 MR HOLMES: No, sir, but it is, of course, subject to the

general obligation to review under section 6.

The other loose end was the Court of Appeal's reasoning on BT's further appeal. We should perhaps look briefly at the judgment. It is at AB1 at tab 6. This is BT's appeal against the reasoning at paragraph 821 of the tribunal's pay TV judgment. We can pick it up in the judgment of Lord Justice Aikens, who gave the leading judgment, and his conclusions begin at paragraph 81 on page 697 of the version in your bundle.

In paragraphs 82 to 84, he considers what Ofcom concluded in the statement concerning rate card prices and penetration discounts. His conclusion can be seen at paragraph 84, where he says that the following is clear from the statements that he has considered:

"First, Ofcom concluded that, insofar as Sky might be prepared to offer the core premium sports channels on a wholesale basis to other broadcasters, the basis for doing so would be the rate card price. Secondly, the only reductions Sky would offer would be discounts on the basis of platform penetration by the wholesale buyer, but that in itself produced a competition concern. Thirdly, both the rate card price itself and the proposed basis of discounts were 'competition concerns' ... Although the Ofcom statement does not expressly use the statutory terminology, Ofcom's

phraseology in the statement is only consistent with a conclusion by it that these were 'practices' of Sky that Ofcom considered were prejudicial to 'fair and effective' competition ... Fourthly, because of these conclusions, it was necessary for Ofcom to set actual prices for the WMO remedy, in relation to the provision of standard definition versions of the [core channels]."

So he found that Ofcom's decision was based in part upon pricing concerns, both as to the rate card price itself and as to the penetration discount that Sky had been prepared to offer.

Lord Justice Aikens then considered how the tribunal had dealt with this, and he considered that it had not dealt with the aspects of the Ofcom's decision which were the subject of paragraph 84. It had not considered whether Ofcom was right that Sky's wholesale pricing at the time would not allow other retailers than Virgin to compete effectively, and he found that the tribunal's reasons in paragraph 821 of its judgment for not considering the issue were insufficient. One sees this at 98 to 99 of the judgment on page 702:

"Two reasons were given in [821]. In my view, neither was satisfactory. First ... the [tribunal] did not perform any analysis of what the discounts 'referable to penetration rates achieved by the

retailer' would have been ... [and, therefore] did not,

and could not, have made any conclusion on whether those

discounts would not have given rise to any competition

concern", as Ofcom had found that they did.

As regards the tribunal's observation that the outcome of genuine commercial negotiations would have been -- sorry, "there was no way of knowing what the outcome of 'genuine commercial negotiations' would have been", he reaches the same conclusion:

"If such an outcome was unknown, then it cannot be said that this must remove the basis for a competition concern."

So, in short, the tribunal lacked any basis for rejecting on appeal Ofcom's conclusions that Sky's wholesale pricing was prejudicial to fair and effective competition. This is relevant to BT's submission that Lord Justice Aikens' reasoning is inconsistent with Ofcom's observation in the WMO statement that the negotiations between Sky and BT on the issue of reciprocity had never reached a conclusion, given BT's recourse to regulation, and that it could not be known what the ultimate outcome would have been.

But in my submission, BT's argument neglects the different context in which Lord Justice Aikens made his comments about uncertainty.

- 1 The Court of Appeal's point that was Ofcom had found
- 2 that there was already a practice prejudicial to fair
- and effective competition in the market, and the
- 4 tribunal had to have some reason for setting it aside.
- 5 It could not decline to consider the correctness of
- 6 Ofcom's finding as to the practice in question on the
- 7 basis that, if matters had been otherwise, Sky might
- 8 have behaved differently. It had to consider the
- 9 evidence in fact relied on by Ofcom in support of its
- 10 finding.
- In the WMO statement, Ofcom was conducting
- 12 a different exercise from the tribunal. It was
- 13 considering, as the primary decision maker, whether
- 14 a practice prejudicial to fair and effective competition
- 15 had already crystallised as BT was alleging, and it
- found that this was not the case. So, in my submission,
- 17 there is nothing in the Court of Appeal's judgment to
- suggest any error of principle in Ofcom's approach.
- 19 THE CHAIRMAN: Can you just remind us where in the statement
- 20 Ofcom say this?
- 21 MR HOLMES: Where they say --
- 22 THE CHAIRMAN: In terms.
- 23 MR HOLMES: The passage to which BT takes exception, yes,
- 24 sir. If you turn to section 6 and to the part relating
- 25 to reciprocity, at 6.90 Ofcom says:

- 1 "Because the negotiations between Sky and BT over
- 2 reciprocal supply were not concluded, we do not consider
- 3 that it is possible to rely on the negotiating positions
- 4 or offers made during those negotiations as evidence of
- 5 what would have happened in practice. Therefore, we do
- 6 not consider those negotiations provide evidence that
- 7 any deal agreed would have contained terms prejudicial
- 8 to fair and effective competition."
- 9 THE CHAIRMAN: So the practice we're considering is the
- 10 conclusion of a deal which is prejudicial to fair and
- 11 effective competition, not the process of negotiation?
- 12 MR HOLMES: Or the failure to conclude a deal on the basis
- 13 of a settled position following the outcome of such
- 14 negotiations. But we have never reached that stage.
- That's Ofcom's position in the statement.
- 16 THE CHAIRMAN: So we are not considering the rightness or
- 17 wrongness of that at the moment; we are considering
- 18 whether it is the same situation that the Court of
- 19 Appeal considered?
- 20 MR HOLMES: Indeed, sir, yes.
- 21 THE CHAIRMAN: I think there will be further debate on the
- 22 correctness of that view.
- 23 MR HOLMES: Indeed, sir. It will be a matter for evidence.
- 24 THE CHAIRMAN: Thank you.
- 25 MR HOLMES: So that concludes my consideration of

- 1 the regulatory context to the appealed decision.
- I want now, if I may, to turn to the decision itself
- and to address Mr Beard's criticisms of Ofcom's
- 4 reasoning and analysis. I propose that we work, sir,
- from the fully confidential version of this document.
- 6 You may have it in another place, but you can find that
- 7 in defence bundle 1 at tab 4.
- 8 The first point to note is that Ofcom focused,
- 9 unsurprisingly, on establishing whether there was
- 10 a concern about prejudicial conduct of the kind which
- 11 had led it to introduce the WMO obligation in 2010.
- 12 On page 5, you see the heading:
- 13 "We have reviewed whether there are practices which
- 14 may prejudice fair and effective competition in pay TV
- 15 services."
- 16 Then at paragraph 1.8, two practices are identified
- that might give rise to concern -- paragraph 1.9, I beg
- 18 your pardon -- and which form the basis for Ofcom's
- 19 consultation prior to the WMO statement. The first is
- 20 non-supply of channels containing key content, that is,
- 21 key sports content not being supplied to certain pay TV
- retailers and/or platforms; and, second, distribution of
- 23 channels containing key sports content on terms which
- 24 would not enable retailers to compete effectively in
- 25 pay TV retailing and other parts of the value chain.

Then at paragraph 1.11, Ofcom sets out the three main questions which its assessment has considered to determine whether these practices may be prejudicial to fair and effective competition. First, what is key content? That is, is there content which is important enough to influence the choice of pay TV provider for a significant number of consumers? Second, what is the impact of that content on the ability of pay TV retailers to compete effectively, taking account of the amount of content held and the market position of the content holders? And, third, what is the likelihood of content holders engaging in the practices identified, taking into account both their incentives and their current supply arrangements.

So, as the third question shows, Ofcom recognised that the enquiry encompassed the risk of future prejudicial practices, the likelihood of content holders engaging in the practices identified, as well as existing conduct in the market.

In relation to the first and second questions, Ofcom found that Sky's sports channels include important content for consumer subscription decisions, and that conclusion is summarised at paragraph 1.19: "because of the importance of Sky's content to a significant proportion of consumers, we consider that the way in

which Sky's key content is distributed has the potential to have an impact on pay TV competition. In particular, without access to this content, competing retailers are likely to struggle to compete for a sizeable and valuable segment of the retail pay TV sector, and, therefore, would be less able to contest Sky's strong market position in pay TV."

Pausing there, in this respect, its conclusion aligned closely with that in 2010. Sky held valuable content that was important to consumers' decision making in the market and competing pay TV retailers would struggle if they did not have access to it.

It is in relation to this response to the first two questions that BT alleges that Ofcom erred in failing to conduct an orthodox competition analysis. It says that Ofcom was required to define the relevant markets at wholesaler retailer level and to assess market power on the markets thus defined. The question which arises, however, is what difference this would have made. As Mr Beard accepted during the course of his submissions, Ofcom and BT are basically agreed in relation to the upshot of Ofcom's analysis of questions 1 and 2, namely, that Sky holds important content and that competition problems may arise if it's not supplied or is supplied on terms that do not permit an efficient competitor to

- 1 compete effectively.
- 2 BT complains that Ofcom did not take account of
- 3 content aggregation. The combination of key sports
- 4 content with other sporting content into channels and
- 5 packages of channels which are the relevant products.
- 6 BT says that the focal product is the full suite of
- 7 Sky Sports channels, which it calls the "Sky Sports
- 8 proposition".
- 9 BT is incorrect to contend that Ofcom did not take
- 10 account of content aggregation. Ofcom recognised, of
- 11 course, that key content was provided as part of
- 12 channels and packages of channels, and one sees this at
- paragraph A1.41 in the first annex to the decision,
- which in my copy is on page 96. I think it is on 98 of
- 15 yours.
- 16 THE CHAIRMAN: 96 of mine.
- 17 MR HOLMES: Oh, very good.
- 18 You see there:
- 19 "Ofcom observes that Virgin, Real Digital and BT all
- 20 said that consumers value access to a range of sports
- 21 content. We agree that this is the case. We also
- 22 recognise that, in practice, consumers purchase channels
- and packages of channels rather than individual sporting
- events. Accordingly, as BT acknowledges, in section 5
- 25 we consider the importance of packages of content, ie,

- channels or bundles of channels to consumers'
- 2 subscription decisions. This assessment takes into
- 3 account all content on each channel package, not only
- 4 the content we have found to be capable of influencing
- 5 the choice of pay TV provider for a significant number
- 6 of consumers. We therefore consider that our analytical
- 7 framework is appropriate because ..."
- 8 There is an omitted word there:
- 9 "... it takes account of the fact that consumers'
- 10 actual purchasing decisions are based around such
- 11 packages of content."
- 12 If one then turns to section 5, one sees that Ofcom
- 13 refers generally, and without distinction, to
- 14 Sky Sports, the Sky Sports proposition. Its analysis
- does not turn on a distinction as to the particular
- sports channels in the bundle that contain the key
- 17 content.
- So turning to 5.1 in section 5 on page 43 of my
- version, you see at paragraph 5.1 Ofcom assessing the
- 20 impact that Sky Sports and BT Sport may have on
- 21 competition, the assessment based on the sports content
- 22 that the channels carry -- the channels carry; evidence
- on the influence of Sky Sports and BT Sport on
- 24 consumers' pay TV subscription decisions and the market
- positions of Sky and BT.

1 Then the heading below 5.2, "Key sports content is 2 currently shown on Sky Sports", not Sky Sports 1 and 2, 3 but Sky Sports as a whole. 4 Over the page, the heading at the top of page 45 above 5.10: 5 6 "Sky Sports is important to a significant proportion 7 of pay TV subscribers." Over the page again, the conclusion, the heading: 8 9 "The Premier League content on Sky Sports is the main driver of its importance." 10 Now, BT takes issue with this, but my question, 11 12 rhetorical question, is, to what end? Ofcom is still 13 considering Sky Sports as a package. 14 At page 51, the heading above paragraph 5.32: 15 "Sky maintains a strong market position in the supply of sports channels." 16 17 Again, the discussion is by reference to the Sky Sports proposition as a whole. Then the conclusion 18 19 as to potential anti-competitive practices at page 59, 20 the heading above paragraph 5.69, "Limited distribution 21 of Sky Sports may harm competition." 22 Over the page, at the bottom of paragraph 5.73, the 23 passage Mr Beard took you to:

that limited distribution of Sky Sports could prejudice

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"Therefore, we consider it is sufficient to indicate

- 1 fair and effective competition between pay TV
- 2 retailers."
- 3 Then the assessment of practices. We will go
- 4 through the substance of section 6 in a moment, but just
- 5 to look for a moment at the executive summary. At
- 6 page 8 --
- 7 THE CHAIRMAN: Just on 5.73, that sentence, as I understand
- 8 it, it means that it's the evidence set out above which
- 9 is sufficient. That's right, isn't it? You have to
- 10 read the last sentence in the light of --
- 11 MR HOLMES: In the context -- yes, indeed.
- 12 THE CHAIRMAN: Not that it is sufficient to indicate in some
- 13 detached way.
- 14 MR HOLMES: Indeed, sir, you are correct. The sentence
- 15 stands in the light of what is said before:
- 16 "The evidence set out above as to the importance of
- 17 content to a significant and valuable proportion of
- subscribers and on Sky's market position."
- 19 But the consideration of Sky's market position, as
- I have submitted, is by reference to the Sky Sports
- 21 proposition.
- 22 MS POTTER: Just quickly, Mr Holmes, I suppose looking at
- something like 5.74, obviously the emphasis is on Sky's
- 24 key content, and that in fact is the Premier League
- 25 rights. Now, in the event, given that the decision was

- that the WMO was no longer required, it wasn't necessary
- 2 to look at which particular elements of Sky Sports were
- 3 essential, but if you look at the passages you have
- 4 taken us to in section 5, it is probably the case that,
- if you had been going to retain the WMO and look at
- 6 scope, then the analysis about the distinction between
- 7 the Premier League content and other content doesn't
- 8 seem to be there. Would you say that's --
- 9 MR HOLMES: That's correct. Had it come to the imposition
- 10 of a remedy, Ofcom would have needed to consider what
- 11 a proportionate solution would be, and would no doubt
- 12 have taken account of the fact that particular content
- 13 shown on particular channels from within the Sky Sports
- 14 proposition was particularly important.
- 15 MS POTTER: As far as analysis of a remedy.
- 16 MR HOLMES: Exactly. But for the purposes of determining
- 17 the practices which Ofcom had regard to, the references
- are to Sky Sports as a whole, the entire package of
- 19 channels which contain the key content rather than
- 20 individual elements.
- 21 The paragraph I showed you in the annex is important
- 22 because it shows that that was intentional and that it
- 23 provides an answer to the ground which is now pursued by
- 24 BT in this appeal under ground 3, that it matters
- 25 whether the key content consists only of Premier League

- or extends to other types of sporting --
- 2 THE CHAIRMAN: Is this basically a criticism that you didn't
- define the market correctly, and your answer to that is
- 4 that it doesn't matter?
- 5 MR HOLMES: Yes, sir. In a nutshell, yes.
- 6 My submission, you have anticipated, is that BT is
- 7 really arguing here about the scope of a remedy which
- 8 Ofcom decided not to impose. One sees that most clearly
- 9 from the evidence of Mr Petter. He will of course be
- 10 cross-examined on his evidence, so the tribunal will
- 11 hear more about this, but if I could just show you how
- 12 he puts it in his witness statement, it's at bundle N1
- 13 at tab B.
- 14 His discussion of content aggregation is on page --
- it begins on page 56 in section E. My point is a very
- 16 simple one. If one looks at the heading, "The required
- 17 scope of the WMO obligation", one sees where the cash
- 18 value of what follows lies. It is in the scope of
- 19 a remedy that Ofcom decided not to impose. One sees
- 20 that at paragraph 117 on page 61:
- 21 "Once the importance of content aggregation and the
- fact that the product is bought and sold is sports
- channels and packages of channels ..."
- 24 Your point, sir, that the market is the market for
- 25 channels:

1 "... is appreciated, in my view the importance of 2 competing retailers having wholesale access to the 3 complete Sky Sports proposition becomes more apparent." 4 So he's saying, "We need access to all of 5 the Sky Sports channels". That's the scope of the WMO 6 obligation that Ofcom would need to impose. 7 THE CHAIRMAN: You can see how he gets there, though, can't 8 you? I think the BT argument is that, if you had done 9 your analysis properly, then you would have realised that a broader WMO was necessary, and you shouldn't have 10 taken it away. I'm summarising, but I think that's how 11 12 it's been put. The fact you didn't do it properly means 13 you never realised that there were all these other 14 aspects. 15 MR HOLMES: But the difficulty with that argument is, if one 16 looks at the substance of the analysis which led Ofcom 17 to the decision to withdraw the WMO remedy, it analyses Sky's market position by reference to Sky Sports without 18 19 distinction. The practice which it considers is 20 identified by reference to Sky Sports without distinction. But if one then comes to consider the 21 22 evidence of supply arrangements in the market, Ofcom 23 found that the full suite of Sky Sports channels was 24 being supplied on commercial terms outside the WMO

remedy. This is why I say that the point might have

- 1 assumed some importance had Ofcom decided to impose
- 2 a remedy but to confine it in scope to the remedy that
- 3 was already in place. But given that it decided not to
- 4 impose a remedy on the basis of an analysis that doesn't
- turn on any distinction between Sky Sports 1 and 2, on
- 6 the one hand, and the wider suite of Sky Sports
- 7 channels, on the other, our submission is that this
- 8 ground goes nowhere.
- 9 THE CHAIRMAN: Understood. Thank you.
- 10 MR HOLMES: Just to make good my point about the actual
- 11 supply arrangements that Ofcom found in the market, if
- 12 I could take you to the summary, executive summary, to
- 13 page 8 --
- 14 THE CHAIRMAN: Have you finished with Mr Petter?
- 15 MR HOLMES: Yes, sir, that is all I need from Mr Petter.
- 16 On page 8, Ofcom summarises its conclusions about
- 17 Sky's current practices:
- 18 "Sky is currently supplying its sports channels on
- 19 commercial terms outside the WMO obligation."
- 20 At paragraph 1.24, you see that the wholesale
- 21 arrangement with TalkTalk since 2012 has encompassed all
- 22 Sky Sports channels and the long-term agreement with
- Virgin Media, in the following bullet, covers all
- 24 Sky Sports channels. Then the conclusion at 1.25:
- 25 "Sky is therefore supplying its content widely."

So my submission is, in conclusion on this point, the distinction between particular channels, which include the key content and the broader Sky Sports proposition, does not materially affect Ofcom's reasoning.

the statement.

Returning to the three questions identified in paragraph 1.11 of the WMO statement, we have considered now the first two, what is key content and what is the impact of that content on the ability of pay TV retailers to compete effectively, and we have seen how Ofcom answered those questions. The third question was, what is the likelihood of content holders engaging in the practices identified, taking into account their incentives and their current supply arrangements? Ofcom considered incentives and current supply arrangements as part of its assessment of likelihood in section 6 of

If I could take you first to 6.23, which summarises Ofcom's conclusions about incentives, these were the conclusions it had already arrived at in December 2014, and it remained of the view that it had expressed there:

"We recognised that it was difficult to conclude definitively on the likely conduct of Sky with regard to the supply of Sky Sports because it depended on a complex commercial trade-off which could be affected

- 1 by a number of factors that were inherently uncertain.
- 2 However, we considered that there were risks that Sky
- 3 might have incentives to not supply other retailers'
- 4 platforms and, having considered stakeholder comments,
- 5 we remain of the view that this is the case. However,
- 6 in considering the likelihood of Sky acting on these
- 7 incentives, we have further considered Sky's existing
- 8 supply arrangements, as we discuss in more detail
- 9 below."
- 10 Again, sir, I would attach significance to the word
- 11 "likelihood" there. It shows that the consideration of
- 12 current supply arrangements was partly to see whether
- 13 there was already a practice in the market,
- 14 a prejudicial practice, but it was also to consider the
- risk of a prejudicial practice for the future.
- 16 Just to explain the complex commercial trade-off,
- 17 one sees at 6.24:
- 18 For Virgin Media, Ofcom considered that, "because of
- 19 the significant wholesale revenues from subscribers to
- 20 Sky Sports on Virgin, the static incentive to carry on
- 21 receiving revenues and making profits, and because of
- 22 the relatively low proportion of customers on that
- 23 platform that Sky might expect to win back at the retail
- level, Sky may have static incentives to supply
- Virgin Media on a wholesale basis. There might be

- dynamic incentive to withdraw supply. However, in our
- 2 view, it is still not clear as to whether any dynamic
- 3 incentives to Sky, as a result of limited distribution,
- 4 would overcome its likely static incentive to supply."
- 5 Sir, I just note in relation to Virgin Media that in
- 6 2010 Ofcom considered that the likelihood of Sky
- 7 withdrawing supply to Virgin Media was low. So we have
- 8 a similar --
- 9 THE CHAIRMAN: This is because Virgin Media is cable,
- 10 effectively?
- 11 MR HOLMES: Yes, sir. There is a category of retail
- 12 customers there that might very well not go to Sky
- 13 because, for example, they are not permitted to have
- 14 a satellite dish on the side of their house or they have
- some other reason for not wanting a satellite dish or
- supply from Sky, so they are likely to remain with
- 17 Virgin Media. But also there is the consideration that
- a bird in the hand is worth two in the bush. They have
- 19 already revenues and profits of a substantial nature
- 20 from the number of subscribers that they have on
- 21 Virgin Media as a result of the wholesale arrangements
- 22 and they have to be weighed against any dynamic
- 23 incentive.
- 24 At 6.25, one sees that for other pay TV platforms
- 25 Sky's "static incentives to supply or not supply will

still depend on the amount of subscribers who might

switch, the additional subscribers to whom Sky could not

otherwise retail Sky Sports and the relative margins

earned by wholesaling or retailing." So a complex

equation even within the static incentives.

At 6.26, "Overall commercial incentives to supply key content will be driven by the net impact of the static and dynamic incentives."

To address a point that I discussed briefly with Professor Mayer yesterday at paragraph 6.28, one sees:

"One of the possible strategic benefits to Sky of limited distribution was that limited distribution could reduce competition for future sports rights. We still consider that platforms with fewer subscribers may be less able to monetise rights and consequently less effective when competing for sports rights."

So Ofcom did consider the risk that there would be a strategic benefit to Sky in withdrawing supply or limiting distribution to competitors so that they would be less likely to go upstream and acquire the sports rights for themselves.

So a complex equation in relation to both static and dynamic, and uncertainty as to the balance. Ofcom therefore considered also how Sky was actually acting in the market to see what light that shed on Sky's

1 propensity to act on its incentives.

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In attending to Sky's current conduct in the market, Ofcom was taking a course that was being urged upon it in consultation by both BT and Sky, and it would perhaps be worth showing you briefly the consultation responses that Ofcom received to its December 2014 consultation, beginning with BT's first consultation response, this is in bundle N2 at tab Q. The passage which I would like to show you is on page 151, at paragraph 6.17, under the heading "It is evident that Sky has limited the distribution of its Sky Sports proposition in practice": "While BT believes that it is instructive to consider Sky's incentives to limit the distribution of Sky Sports proposition as explained in annex 1 consistent with competition law orthodoxy Ofcom's analysis should focus on the objective observable market outcome that limited distribution of the Sky Sports proposition is occurring and has had an impact on fair and effective competition in pay TV markets. Thus an appreciation of the importance of the Sky Sports proposition, Sky's market position, the observable fact of limited distribution of the Sky Sports proposition and the observable fact of a lack of fair and effective competition in pay TV markets provides a more than

sufficient basis for Ofcom to intervene.

- 1 considering Sky's incentives, Ofcom is not required by
- 2 section 316 to consider whether Sky acted in
- 3 a particular way out of any subjective, malign,
- 4 anti-competitive intent, ie, Ofcom should avoid getting
- 5 drawn into speculation as to Sky's intent and whether or
- 6 not Sky deliberately limits the distribution of its
- 7 Sky Sports proposition specifically to impede
- 8 competition. It is sufficient for Ofcom to observe, on
- 9 the basis of its economic analysis, that the limited
- 10 distribution of the Sky Sports proposition is likely to
- 11 have the effect of limiting the emergence of fair and
- 12 effective competition."
- 13 That point is developed in annex 1 at page 179 of
- 14 the document, at paragraphs 10 and 11, under the heading
- 15 "Objective evidence provides the best indicator that the
- 16 limited distribution of Sky Sports has an effect on fair
- 17 and effective competition".
- 18 THE CHAIRMAN: Is that paragraph 11?
- 19 MR HOLMES: Paragraphs 10 and 11, sir, are both relevant to
- 20 this point. But the key point to take home is that BT
- 21 considers in paragraph 11, as you say, sir, that Ofcom's
- 22 analysis should focus upon the objective observable
- 23 market outcomes:
- "Limited distribution is occurring and has had an
- 25 impact."

- 1 So BT founding itself principally on evidence of
- 2 objective market outcomes and allegation of existing
- 3 conduct in the market.
- 4 THE CHAIRMAN: I think the gist of what they were saying is
- 5 that you should look and see whether fair and effective
- 6 competition is affected.
- 7 MR HOLMES: By having regard to observable market outcomes,
- 8 indeed, sir.
- 9 THE CHAIRMAN: But go further than just ascertaining whether
- 10 there are agreements in place.
- 11 MR HOLMES: Yes, but not to focus on the intention, on Sky's
- 12 purposes, but, rather, on whether it is actually
- restricting supply and what effect that's having.
- 14 My attention has been drawn to paragraph 12, at the
- 15 end. The point, sir, is that in the final sentence of
- 16 paragraph 12 BT observe that in assessing whether an
- 17 impediment to effective competition will eventuate,
- 18 future conduct, the commission will in particular take
- into account the type of strategies presently and/or
- 20 previously adopted on the market. There is reference to
- 21 various merger documents in support of that proposition.
- 22 It is a short point, but it is just -- and an obvious
- one, perhaps, but it is just to show that, when
- 24 assessing likely conduct, actual conduct in the market
- in the past or in the present is a relevant

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1	consideration.	
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2 Sky's consultation response similarly urges Ofcom to focus on conduct in the market. That's at bundle G1, 3 4 tab 3 on page 31. You will see from the front page that this is Sky's response to the first consultation 6 document. At page 31, section 4 begins: 7 "Whether Sky is likely to limit distribution ..." And then above paragraph 4.3: 8 9 "Ofcom should focus on Sky's behaviour rather than 10 attempting to determine its incentives in a vacuum." At 4.5: 11 12 "Focusing on propositions about Sky's incentives 13 derived from speculation or hypothetical theories about Sky's motivations, however, is an inapt approach to the 14 15 assessment of the issues raised in the consultation. This is because, while the so-called static incentive to 16 17 distribute Sky's key sports channels widely associated with their high fixed-costs basis is clear cut, 18

At 4.6:

extremely difficult."

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"Ofcom should instead focus on what Sky is likely to do in reality absent regulation, and the best evidence on that issue in Sky's case is what it has done in the past and what it does now, which are discussed in the

attempting to discern what other incentives Sky faces is

- following part A."
- 2 At 4.8:

3 "A robust, evidence-based analysis of Sky's actual
4 behaviour in relation to the distribution of key sports
5 channels is a superior approach to the issues raised in
6 the consultation to focusing on an abstract analysis of
7 Sky's incentives that is not grounded in any evidence."

8 Then, in the preceding section, you see the heading 9 of part A, "Sky distributes its key content widely".

So an element of consensus between Sky and BT in urging Ofcom to look at present conduct and examine what's happening in terms of practices in the market today. Just to complete the picture, BT's supplemental consultation response contains BT's comments on Sky's consultation response, and that is in bundle N2 at tab S.

Within that tab, the relevant passage is in annex 1, which begins after the pink interleaf, the first pink interleaf. It is green in some of the bundles, and absent in others. Do you see the document begins with the body of the consultation response, which runs to page 28, and then you see another BT cover sheet, annex 1, "BT comments on third party responses". Do you have that, sir?

25 THE CHAIRMAN: Yes.

- 1 MR HOLMES: Within that, at page 12, you see BT emphasising
- 2 the "Importance of examining actual behaviour" in the
- 3 heading above 3.8:
- 4 "Sky asserts that Ofcom should assess whether 'in
- 5 practice, (a) it is plausible that Sky has particular
- 6 incentives and/or disincentives to distribute ... and
- 7 (b) the overall balance of those incentives' as 'theory
- 8 alone cannot determine those matters'. Similarly, FAPL
- 9 states that it considers that 'Ofcom's whole case on
- 10 potential consumer harm is thus entirely theoretical.
- 11 This is not and cannot be an adequate basis for
- intervention'. BT agrees that Ofcom needs to have
- 13 regard to whether Sky has limited the wholesale
- 14 distribution of Sky Sports in practice. However, as set
- out below, it is disingenuous to argue that Ofcom's case
- in respect of [BT's] behaviour is entirely theoretical
- 17 or unsubstantiated. BT has provided ample evidence that
- 18 Sky has limited the distribution of its Sky Sports
- 19 proposition in practice.
- "Sky argues that, on an allegedly 'evidence-based
- 21 approach', it does not limit the distribution ...
- 22 Contrary to Sky's assertions, objective and observable
- 23 market outcomes demonstrate that the limited
- 24 distribution of the Sky Sports proposition is occurring
- and has had an impact on fair and effective competition

in pay TV markets. For the avoidance of doubt this is not about Sky's subjective intent."

I'm not seeking to suggest, sir -- you are right to make that clear -- that anyone was suggesting that conduct was the end of the story. But it was clearly an important aspect of the analysis. There are passages in BT's notice of appeal which criticise Ofcom for its focus on present conduct in the market. So my submission is a narrow one, sir. It is simply to point out that the parties were urging Ofcom to adopt that focus in assessing likelihood of conduct.

Sir, with that observation in place, let me turn to consider Ofcom's conclusions on Sky's conduct in the market. The discussion begins at 6.30, or 6.29, which Mr Beard has already shown you, in which Ofcom makes the point that the incentives analysis is inconclusive, but that there is a risk, but that they further consider the relevance of existing supply arrangements for Sky's key content in assessing whether Sky is engaging in a practice of non-supply.

Now, I think Mr Beard suggested that there was a non-sequitur there, Ofcom moved rather too briskly from incentives relevant to future conduct to existing supply arrangements on the market, and that showed that its focus was exclusively on present practices and not

- 1 on the future.
- 2 But, sir, 6.29 needs to be read in light of
- 3 the other passages which I showed you, 6.23 and in the
- 4 questions at paragraph 1.11, which show that Ofcom was
- 5 considering existing conduct as an indicator of
- 6 likelihood of future conduct, as in accordance with the
- 7 approach that BT commended to Ofcom.
- 8 Then one sees at 6.30 evidence as to Sky's current
- 9 supply arrangements which have been agreed outside the
- scope of the WMO obligation, and these arrangements will
- 11 remain in force for a period even if the WMO obligation
- 12 were removed.
- 13 Mr Beard skated over this paragraph somewhat, but it
- is worth pausing on it. The first bullet relates to an
- agreement with TalkTalk. The first point to note is
- that the agreement is in respect of all Sky Sports
- 17 channels. The second point to note is that it is
- 18 confined to standard definition. But there is relevant
- 19 evidence before the tribunal about that. It is
- 20 confidential, but I can show you it so that you can read
- 21 it and have it in mind.
- 22 If you take up Sky's bundle, Sky 1, Sky's witness
- evidence is given by Ms Fyfield, Sky's chief strategy
- 24 and commercial officer. Her statement is at
- 25 subdivider B within the bundle. If you turn within the

statement to page 44, you see that she gives evidence there as to the wholesale supply of Sky's premium sports channels to TalkTalk. The point that I want to take you to now is in paragraph 129 on page 47. If I could ask you to review that, please. The point that I take from that is simply the evidence that it contains as to why TalkTalk does not take HD channels from Sky. This was consistent with the evidence that was before Ofcom at the time.

The third point to note about the TalkTalk deal concerns the terms of supply. Now, we are still on the first limb, if you like, the fact of supply, but while we are here, let me just pick this point up.

You see the confidential material at the end of the first bullet in paragraph 6.30. The significance of this information is that it suggests commercial flexibility and a willingness to negotiate on a commercial basis.

- 1 I particularly rely upon are, in the second paragraph
- 2 under the heading [redacted]xxxxxxxxxxxx the second
- 3 sentence and the first line of the final paragraph above
- 4 the heading [redacted]
- 5 THE CHAIRMAN: What about the rest of that paragraph?
- 6 MR HOLMES: The final paragraph? Sir, without revealing the
- 7 contents of that, I can't really address that now, but
- 8 I will come to the argument which it contains and show
- 9 you how Ofcom dealt with it.
- 10 THE CHAIRMAN: You can bear that in mind, the fact that it
- is mentioned here.
- 12 MR HOLMES: If I might, can I address it subsequently, sir?
- 13 THE CHAIRMAN: Yes.
- 14 MR HOLMES: [redacted].

- 21 xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx We can put that away
- 22 now, sir, unless there are any other questions.
- 23 If I could now return to paragraph 6.30 of the WMO
- 24 statement, the second bullet concerns an agreement with
- 25 Virgin Media for the supply, and my first point, the

- agreement again covers all Sky Sports channels; the
- 2 second, that this agreement covers both SD and HD; the
- 3 third, that the agreement is a long-term agreement,
- 4 running until 2019.
- 5 Mr Beard sought to cast doubt on the relevance of
- 6 the Virgin agreement, saying that there was already
- 7 a commercial agreement in place with Virgin at the time
- 8 of the WMO statement.
- 9 [redacted]xxxxxxxxxxxxxxxxxThe agreement with Virgin
- 10 at the time of the pay TV statement was limited to
- 11 standard definition, and this was indeed a specific
- 13 The term of the agreement is obviously different.
- 14 Ms Fyfield's evidence is again instructive. We should
- 15 perhaps look at it. I am sorry to jump around, but the
- 16 material is scattered somewhat. It is in Sky,
- 17 subdivider B, tab B, page 37. This is where Ms Fyfield
- 18 discusses the wholesale supply arrangements with
- 19 Virgin Media.
- The first point, at paragraph 108:
- 21 "Sky has deepened and broadened its wholesale
- 22 relationship with Virgin Media."
- Paragraph 109. In June 2010, Sky Sports 1 and 2
- 24 added in high definition and red button interactive
- 25 content was supplied.

1 At paragraph 113, new negotiations commenced when 2 the existing arrangement expired in June 2013.

At paragraph 121(i), all Sky Sports channels in HD and SD and associated subscription video on demand content were supplied, much of that new supply.

As to price, you will see Ms Fyfield's evidence at (ii) and (iii). It is confidential, so I won't read it in open court. My point on term is illustrated by (iv). At (vi), a right to distribute Sky Sports channels off platform, allowing its consumers to watch on mobile and tablet for the first time.

Paragraphs 121(viii) and (ix) show the depth of the relationship between Virgin Media and Sky and are again, in our submission, consistent with Sky wanting to promote the uptake of its channels on cable via this wholesale arrangement.

- the BT witnesses. The document is on page 39. You see
- 2 at the bottom of the page

- 5 THE CHAIRMAN: [redacted]xxxxxxx

- 8 xxxxxxxxxxxxxxxxxxxxxxx
- 10 xxxxxxxxxxxxxxxxxxxxxxxxxxxxxx This is another
- 11 allegedly confidential document. I should give the
- tribunal a moment to review it.
- 13 THE CHAIRMAN: We remember it.
- 14 MR HOLMES: Very good.

- 25 Returning to paragraph 6.30 in the statement, the

third bullet refers to BT's agreement for supply on

Cardinal, which covers the Sky Sports 1 and 2 channels

but also 5, and it is via IPTV, which was excluded from

the scope of the original interim relief order.

The final bullet concerns the wide distribution of Sky's material on various platforms, including EE and [redacted]xxxxxxxxxxxxxx indicated in the confidential material, but with various others as well -- Sony, Apple and Google are named.

Mr Beard suggested that these arrangements were not relevant because they were self-retail arrangements. In our submission, they are relevant. First, the tribunal will recall that one of the types of consumer detriment identified in the pay TV statement was that Sky's sports content was altogether absent from some types of platform. That is no longer the case.

The second point is that some platform providers are happy enough with self-retail arrangements. For those pay TV operators, there is no particular difficulty with self-retail. Ofcom's concern in the pay TV statement

- 1 about self-retail was always that Sky might insist upon
- 2 self-retail rather than wholesale, but self-retail is
- 3 a healthy part of a mix of supply, provided that there
- 4 is also the option for wholesale.
- 5 THE CHAIRMAN: When you say "the pay TV statement", do you
- 6 mean the 2010 statement?
- 7 MR HOLMES: I do mean the 2010 statement. For your note --
- 8 I don't propose to take you there now -- paragraphs 7.72
- 9 to 7.74 address that point.
- 10 The tribunal's judgment also contains relevant
- 11 material on self-retail at paragraphs 177 to 183, and
- 12 the tribunal notes there in summary that Sky has
- 13 a preference for self-retail, that Ofcom's position was
- 14 that it was legitimate for Sky to prefer self-retail,
- but that other pay TV retailers had legitimate reasons
- 16 not to want it.
- 17 Finally, Ofcom's belief in the 2010 statement that
- 18 Sky would rather not deal at all if it cannot
- 19 self-retail. That was found to be incorrect by the
- 20 tribunal.

- 25 xxxxxxxxxxxx Given the time, I won't take you there

- 1 now.
- 2 THE CHAIRMAN: The point against you is that these means of
- 3 distribution may increase availability of the Sky Sports
- 4 offering, but they don't contribute to competition,
- 5 that's put very simply. You are going to deal with
- 6 that, are you?
- 7 MR HOLMES: Yes, sir, certainly. The concern that Ofcom has
- 8 is that there is some type of content that a pay TV
- 9 retailer needs to offer on its platform for the platform
- 10 to be attractive to consumers. The risk is that,
- 11 without that content, the consumer may be driven to
- 12 adopt a different platform, which may not be their first
- 13 choice platform, and that not only harms competition,
- but it also causes detriment to consumers, who are
- forced to go for a less desirable option.
- Now, some pay TV retailers may attach importance to
- 17 wholesaling the channel for various reasons, and Ofcom's
- 18 view in 2010 was that that was a legitimate preference.
- 19 Other retailers, on the other hand, may be perfectly
- 20 content to serve as a marketplace for a variety of types
- of content, and they may be happy to receive -- for
- 22 their consumers to receive content via a third party.
- 23 The payment methods for receiving content are now much
- 24 more straightforward than they used to be. It is easy
- 25 enough to set up accounts. People are used to having

1 multiple subscriptions on their television set, to 2 Netflix, to NOW TV, to various providers from which they 3 obtain content via a single platform. Therefore, this 4 is no longer necessarily a significant problem, and there may be retailers who benefit from having supply 5 6 and being able to compete on the retail market to 7 promote their platform who do not receive Sky's content 8 by way of wholesale but rather by way of self-retail. 9 Sir, paragraph 6.30 of the WMO statement expressly 10 identifies the point that I was making about self-retail as part of a mix in circumstances where there's no 11 12 theological objection to wholesale, Ofcom's concern at 13 the time of the 2010 statement. PROFESSOR MAYER: Can I just clarify, you are putting this 14 15 in terms of whether there are objections by providers, but of course providers may prefer this on the grounds 16 17 that it does have different implications for prices from 18 wholesale competition. Are you presenting this in the 19 correct way? 20 MR HOLMES: Well, sir, the concern that Ofcom was seeking to address in both the 2010 statement and in the WMO review 21 22 process was promoting competition in the provision of 23 pay TV services generally. Its concern was not 24 specifically either about the ability of competitors to

resell Sky Sports content or about the ability of

- 1 competitors to move upstream and acquire key sports
- 2 content for themselves. Its concern was to ensure that
- 3 people could enter the pay TV market as a whole, or the
- 4 pay TV field as a whole, and supply bundles of content,
- 5 including the core sports content, given the importance
- 6 of that content to a significant number of consumers,
- 7 which might therefore affect their ability to make
- 8 a sustainable proposition as a pay TV retailer.
- 9 So, in my submission, it is relevant and correct to
- 10 consider the ability of retailers to supply pay
- 11 television services with the Sky content included by
- means of self-retail. That's a relevant consideration
- as to the health and effectiveness of competition at the
- level that Ofcom was considering.
- 15 That's probably as far as I can take it. You will
- 16 of course, sir, hear expert evidence. You will have
- Ofcom's witness who may be able to give you a more
- developed answer to it. But that's my understanding of
- 19 the position.
- 20 PROFESSOR MAYER: Thank you.
- 21 MR HOLMES: Let me turn, sir, to the second limb of Ofcom's
- 22 analysis which concerns Sky's terms of supply. Ofcom's
- 23 consideration of price began at 6.38 of the WMO
- 24 statement -- at 6.40, and it first considers the
- 25 consultation responses which it had received on this

1	issue. The long and the short of paragraphs 6.40 to
2	6.48 was that it was BT that alleged a current problem
3	with Sky's prices. One sees at paragraph 6.44 the
4	observation that other stakeholders did not comment
5	directly on current wholesale prices in response to
6	the December 2014 consultation, and you have seen
7	already TalkTalk's information to Ofcom about that.
8	At 6.48, there is the [redacted]xxxxxxxxxxxx
9	xxxxxxxxxxxxx which I showed to you.
10	[redacted]xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx
11	xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx
12	Otherwise, the representations are all made by BT.
13	6.40 explains that in its December 2014 consultation
14	response, BT argued that rate card prices were too high
15	but gave little of substance in support of that
16	allegation.
17	At paragraph 6.41, there is an allegation by BT
18	about the competitiveness of TalkTalk's retail pricing,
19	but it focuses only on the incremental cost of
20	the Sky Sports add-on. It doesn't consider the cost of
21	the basic channels which consumers must purchase before
22	they take Sky Sports either from TalkTalk or from Sky.
23	So the comparison is not the correct one.
24	At paragraph 6.42, BT referred to Sky's alleged

unwillingness to depart from wholesale rate card prices,

- and the tribunal will hear evidence on this point.
- 2 Then at paragraph 6.45, one sees the additional
- 3 submission made in October 2015 in the form of BT's
- 4 pricing model. There is a description of the model,
- 5 and, again, this will be the subject of evidence.
- 6 For present purposes, it is sufficient to note that
- 7 the model did not suggest that BT could not itself
- 8 operate profitably. Rather, it sought to create
- 9 a hypothetical stand-alone pay TV retailer, using
- internet protocol TV.
- It imagined as its central case a retailer
- 12 distributing IPTV by means of a dedicated broadband
- 13 connection but who did not actually supply the
- 14 broadband:
- 15 BT also did a sensitivity test which modelled
- 16 a triple-play operator, but based on a narrower product
- 17 range than BT itself supplies.
- 18 At paragraph 6.46, BT's submission was that Ofcom
- should do its own modelling. At 6.47,

- 23 xxxxxxxxxxx So those were the submissions that Ofcom
- 24 received on price.
- 25 Ofcom's analysis commences at 6.49. Ofcom first

- 1 describes the view it reached in 2010 and the final
- 2 sentence observes that Ofcom found then that Sky was
- 3 reluctant to depart from the rate card. So there was
- 4 one price and that was the price that Sky was considered
- 5 to offer inflexibly to consumers -- to retail
- 6 competitors.
- 7 MS POTTER: Mr Holmes, can I just say, I think we had
- 8 a reference to a paragraph that is confidential a couple
- 9 of minutes ago, so we might just amend that on the
- 10 transcript.
- 11 MR HOLMES: I shall watch that. I'm grateful.
- 12 At 6.50, there is a discussion of the tribunal's
- judgment which found that Virgin Media could compete
- 14 effectively and noted that effective competition did not
- 15 require symmetry between retailers, and that, whilst Sky
- 16 had certain scale advantages, Virgin Media had its own
- 17 set of advantages, the difference in scale did not
- 18 materially affect Virgin Media's ability to compete
- 19 effectively.
- I should pick up one point that was raised by
- 21 Ms Potter with me yesterday, who asked whether the
- 22 significance of the tribunal's judgment loomed somewhat
- larger in the defence than in the statement. The answer
- is that Ofcom did refer to the tribunal judgment in
- 25 places in the statement and, in this context, it was

- 1 relevant because BT was urging Ofcom to follow the same
- 2 approach as in 2010, but the tribunal's judgment
- 3 required Ofcom to proceed cautiously, given the findings
- 4 that are set out in paragraph 6.50.
- 5 More generally --
- 6 THE CHAIRMAN: I think it was my intervention, actually.
- 7 I think it was in the context of Sky's strategy rather
- 8 than the pricing.
- 9 MR HOLMES: I see, yes. The point is that, generally, and
- 10 throughout the statement, Ofcom didn't treat the 2010
- 11 statement as the starting point. It didn't always
- 12 expressly set that out. But it would obviously have
- been wrong for it to do so, given the various findings
- 14 that were made by the tribunal, and that assumed greater
- prominence in the defence because of the case that we
- 16 have to meet there, namely, BT's contention that Ofcom
- 17 was required to take the 2010 statement as a starting
- 18 point.
- 19 At paragraph 6.52, Ofcom observes the need to
- 20 proceed with caution when disturbing prices agreed in
- 21 the market:
- "We are mindful of the need to be cautious in
- 23 examining commercially agreed prices unless there are
- good reasons for doing so."
- 25 The tribunal will recall the 2012 judgment on this

- 1 point. Of course competitors would always like higher
- 2 margins and lower prices, but that itself is not
- 3 a reason to intervene.
- 4 Then at table 6.1, the prices themselves. By way of
- 5 explanation of the table, the BT YouView column is the
- 6 WMO price, because that is supply -- the only supply
- 7 under the WMO remedy. BT's and the small cable
- 8 operator's commercial deal, shown in the BT Cardinal
- 9 column and the final column, is effectively the rate
- 10 card price.
- 12 6.55 to 6.56 describe Sky's retail arrangements
- 13 based on Sky's submissions to Ofcom. Those are
- 14 confidential, so I shan't read them now.
- 15 6.57 notes that neither Virgin Media nor TalkTalk
- 16 have suggested that the wholesale prices they currently
- 17 pay are set at a level which does not enable them to
- 18 compete.
- 19 At 6.58, we come to consideration of BT's model.
- The first point, at paragraph 6.58, is that BT and Sky
- 21 have not done a commercial deal on YouView, and the
- tribunal will hear evidence about why not. Ofcom's
- point is that the charges that would result cannot be
- 24 known, but Ofcom had before it evidence as to the prices
- that Sky was charging to other operators on the market,

and it was legitimate for Ofcom to have regard to those.

2 The second point, at paragraph 6.59, is

a methodological observation. Of com gently points out

4 that a stand-alone pay TV entrant is not necessarily now

5 appropriate, given market developments. The reality is

6 that the competition comes in the form of big

7 competitors supplying various triple-play bundles, not

8 stand alone and not just a basic offer.

The third point -- this is not a criticism of BT, but an observation about what conclusions can be drawn from BT's model itself -- is that the model relies on BT's costs, and there are very large differences between BT's and Sky's retail pay TV operations. BT uses a different distribution technology, IPTV rather than DSat. That is a difference from the exercise that Ofcom conducted in 2010. You will recall that Ofcom considered using a DTT measure of costs in the consultation process, but ultimately determined that it was appropriate to model Sky's own satellite costs for the purposes of determining the WMO remedy level of price subject to a scale adjustment.

Now, Ofcom recognised, of course, that BT had used the information that was available to it, and this is in the second sentence of paragraph 6.60, and that BT's analysis was therefore necessarily dependent upon BT's

- 1 own retail costs. So there was no criticism of BT for
- 2 the approach that it had taken.
- 3 The point being made at 6.60 is simply that the
- 4 model does not, in itself, show a margin squeeze on
- 5 Sky's part and is not, in itself, evidence of
- 6 anti-competitive conduct.
- 7 THE CHAIRMAN: I think BT's point is that it should have put
- 8 you on notice and you should have adopted an incremental
- 9 approach and asked a few questions and then seen what
- 10 the answer was.
- 11 MR HOLMES: Yes, sir, absolutely.
- 12 THE CHAIRMAN: It's not suggesting that the model itself is
- 13 complete evidence of anything.
- 14 MR HOLMES: No, indeed. They call it their best effort.
- 15 But Ofcom, in considering the model in the statement --
- 16 it was a legitimate observation for it to make at 6.60
- 17 that the model did not demonstrate the existence of
- 18 a practice prejudicial to fair and effective
- 19 competition, the question that Ofcom was seeking to
- 20 address. Now, Ofcom didn't stop there --
- 21 THE CHAIRMAN: They might put it on enquiry, I think is the
- 22 point.
- 23 MR HOLMES: Indeed, that is BT's point, but BT appeared in
- 24 submission to be critical of Ofcom's approach in this
- 25 paragraph, that it was making an unfair criticism of

- 1 Ofcom's -- sorry, of BT's modelling, but I take your
- 2 point, sir, that another of BT's points is that this
- 3 modelling was enough to require a further investigation
- 4 and enquiry.
- 5 THE CHAIRMAN: Mr Holmes, where would be a good point to
- 6 pause briefly?
- 7 MR HOLMES: Indeed, sir. I am reaching the home straight.
- 8 THE CHAIRMAN: We have one or two questions we want to put
- 9 to you, and we do want to hear Sky before 1 o'clock.
- 10 That is all catered for, is it?
- 11 MR HOLMES: With a fair wind, I can, I think, conclude my
- 12 script within another 10 minutes, which would leave
- 13 10 minutes or so for questioning, if that was
- 14 sufficient. I am looking to Mr Flynn. He indicated
- that he needed an hour, but that he was somewhat
- 16 flexible about that. So unless he shouts --
- 17 THE CHAIRMAN: I think, unusually, our deadline of 1 o'clock
- is an absolute one. Otherwise, we would flex that, but
- 19 we are a bit stuck. Let's reconvene literally at
- 20 11.40 am.
- 21 (11.35 am)
- 22 (A short break)
- 23 (11.40 am)
- 24 MR HOLMES: Sir, I was just coming to the fourth point which
- 25 Ofcom considered in relation to BT's model, which is, in

- our submission, the answer to the suggestion that it
 should have put Ofcom on notice of the need for further
 enquiry.
- As Ofcom sets out briefly in 6.61, but sufficiently
 clearly, Ofcom did not consider that BT's model on its
 own terms was sufficient to show, or even suggest the
 possibility of a competition problem. It does not show
 that BT cannot operate profitably using its triple-play
 business model and it produces a [redacted] based on
 adjustments which Ofcom did not find persuasive.
- 11 BT's model will be explored further in evidence, but
 12 for present purposes, my submission is simply that Ofcom
 13 had reasons for concluding that the modelling did not
 14 show a competition problem, and that it did not even
 15 raise a concern such as to justify further extensive
 16 analysis. I'm not sure that we can take the point much
 17 further before hearing the witnesses.
- 18 THE CHAIRMAN: We will leave it until after the witnesses.
- 19 MR HOLMES: Then Ofcom's conclusion is given in
- 20 paragraph 6.62 to 6.64. Mr Beard took objection to the
- 21 phraseology in 6.62 and, in particular, Ofcom's
- 22 statement that it did not consider that the analysis
- which BT subsequently provided provides sufficient
- 24 grounds to demonstrate that Sky's wholesale pricing
- 25 amounts to a practice which is prejudicial to fair and

- 1 effective competition, particularly given the context of 2 the existing commercial supply arrangements and Ofcom therefore does not consider it appropriate to conduct 3 a more detailed pricing analysis. But in my submission, 4 Ofcom's point is clear enough: there are commercial 5 6 deals in the market; Sky's counterparties are not 7 suggesting any difficulty in their ability to compete; 8 BT comes along with modelling of a hypothetical operator 9 following a different business model from BT's own, 10 a model which no-one in the market in fact adopts, based on unsatisfactory assumptions, and Ofcom doesn't 11 12 consider that this provides enough of a basis for 13 a further and more intensive investigation of Sky's prices. In my submission, that was an entirely lawful 14 15 and legitimate conclusion for Ofcom to reach. 16 The other term of supply considered by Ofcom is even 17 more clearly at issue, an issue that is specific to BT and Sky. It is the question of reciprocity and Ofcom's 18 19 conclusions on this topic start at 6.82. 20 THE CHAIRMAN: Just a minute, Mr Holmes. At some stage you are going to address the point about whatever commercial
- are going to address the point about whatever commercial deals Ofcom found present in the market were "concluded against the backdrop of the WMO obligation".
- MR HOLMES: Yes, sir, it may be necessary to clear the court for me to do so.

- 1 THE CHAIRMAN: We are in your hands on that.
- 2 MR HOLMES: Let me finish, if I may, sir --
- 3 THE CHAIRMAN: Do you want to do it in this round or in the
- 4 conclusion or what?
- 5 MR HOLMES: I think it might be sensible for me just to make
- 6 the submission in this round.
- 7 THE CHAIRMAN: I think it seems -- somebody described a seam
- 8 running through the argument. I think it needs to be
- 9 dealt with at some stage or another. It has been put to
- 10 you.
- 11 MR HOLMES: It is a very short point that I will be making
- 12 in response, sir, so I can do that perhaps when I have
- 13 finished -- shall I run through and then we can deal
- with it as a final point, perhaps as one of your
- 15 questions in conclusion? How would you prefer to
- 16 proceed?
- 17 THE CHAIRMAN: That would do. I just don't want to squeeze
- 18 Mr Flynn more than is fair.
- 19 MR HOLMES: I understand, sir.
- 20 At the outset, at paragraph 6.82 and 6.83, Ofcom
- 21 makes clear that there is, in principle, potential for
- 22 concern where a vertically integrated operator in
- 23 a strong market position such as Sky makes the supply of
- its key content subject to a requirement which may
- 25 condition the way in which a competitor chooses to

supply its own content to the detriment of effective competition, and Ofcom identifies various circumstances in which such a requirement might be problematic, where it's used to appropriate the benefit of an investment or an innovation made by a competitor, given the potential impact on the competitor's incentives to invest and innovate; where it is used to unduly restrict the commercial strategy of another provider; and where it's used to prevent key content from being supplied to a competing platform.

At paragraph 6.84 there is then the observation that this is in reality and substance a BT/Sky problem. The following paragraphs contain some confidential text, but the key point being made is that Ofcom considers that a reciprocity requirement -- that is to say, a requirement to supply some key content in exchange for other key content -- is not necessarily distortive of competition. It depends on the particular circumstances. It needs to be considered in its context, looking at the reasonableness of each party's position, at what key content is being sought and offered, and taking account of what other content each party holds. This is not an industry-wide problem that requires a comprehensive solution. In this context, sir, you asked Mr Beard yesterday whether insistence on

a reciprocity requirement by a dominant undertaking could infringe article 102. I think that where we got to was that Mr Beard accepted that it could, and that must clearly be BT's position, as it lodged a Competition Act complaint on exactly that question.

In my submission, one can see why BT turned to the article 102, or the chapter 2, prohibition in this context: this is a specific dispute between two parties and it turns on a specific analysis of the situation. Those provisions would also, of course, allow interim measures to be taken in an appropriate case.

So, in summary, Ofcom's findings on the question of whether there were or might be practices prejudicial to competition were starkly different in 2015 to 2010. In 2010, Ofcom found that Sky was acting to restrict the distribution of its key sports content, and that concern was shared by Sky's retail competitors who were aligned in alleging a restriction of supply, both absolute and by reference to price. In 2015, Ofcom found that Sky was supplying that content widely on commercial terms. The counterparties to those agreements were not complaining about Sky's current prices. BT and Sky represented a particular difficulty, with BT complaining about both price and reciprocity. But as regards price, Ofcom did not agree that there was concern, and as

- regards reciprocity, the concern was both complex and
 fact specific, and Ofcom did not consider that
 a practice had yet crystallised or that it would be
 appropriate to intervene by way of a condition under
- 5 section 316.

There are two further points that I wish briefly to make before your questioning, in relation to the WMO statement. I will do them both by reference, if I may. The first is that the WMO statement considered the pay TV landscape to see whether there was evidence of consumer harm of the kind that it had identified in 2010. The conclusions are set out in section 3 but are summarised in paragraphs 1.4 to 1.6 of the WMO statement. They are worth noting because they show that Mr Beard's suggestion that nothing in the pay TV landscape had changed since 2010 is not quite correct. That wasn't the finding that Ofcom had made. If one looks at the matters that are covered in 1.4 to 1.6 and compares them with paragraph 1.31 of the pay TV statement, specifically referred to in footnote 2 to

The final point concerns Ofcom's decision. In the light of its finding as to Sky's current and expected

address the particular concerns about consumer detriment

those paragraphs, one sees that they systematically

which had motivated the remedy in 2010.

- 1 conduct, and as to the current consumer experience,
- 2 Ofcom had to determine whether a WMO remedy remained
- 3 appropriate for ensuring fair and effective competition.
- 4 A question of that kind is not an easy one. It is
- 5 a policy choice for a regulator which will inevitably
- 6 upset one stakeholder or another.
- 7 Ofcom decided on this occasion that it should
- 8 deregulate the market but that it would keep matters
- 9 under review so that it could intervene if needed.
- 10 Mr Beard has shown you the relevant parts of section 7,
- 11 and in view of the time I won't revisit those. He
- 12 suggested that the decision does not show any assessment
- of proportionality. In my submission, that is
- 14 incorrect. The whole of Ofcom's decision is suffused by
- an awareness of its responsibility to act
- 16 proportionately, doing the best it could on the basis of
- 17 the evidence before it. There are two particular
- 18 paragraphs I would also like to show you. The first is
- in 1.25. Of com there observes:
- 20 "Sky is supplying its content widely. The only
- 21 current supply arrangement under the WMO is to
- 22 BT YouView, but Sky said it is willing to wholesale its
- 23 Premier League content to BT subject to a requirement of
- 24 reciprocal supply of BT Sport. Stakeholders argue that
- 25 Sky's existing arrangements could not be used to inform

- 1 what would happen in the absence of the WMO obligation
- and, therefore, regulation was necessary to ensure
- 3 continued supply in future. However, given the evidence
- 4 before us of Sky's existing supply arrangements, we do
- 5 not consider that it would be justifiable or
- 6 proportionate to impose regulation effectively as
- 7 a backstop to address a potential concern. We will
- 8 continue to monitor Sky's practices to determine whether
- 9 regulation might be appropriate in future."
- 10 So an express reference to proportionality as an
- 11 aspect of Ofcom's assessment.
- 12 THE CHAIRMAN: I think Mr Beard's point was that there was
- no proportionality analysis, not that it wasn't
- 14 mentioned from time to time.
- 15 MR HOLMES: Sir, I would say this paragraph contains an
- analysis for the purposes of proportionality. It
- 17 assesses the nature of the conduct which Ofcom has
- 18 identified and it concludes that an intervention would
- 19 not be appropriate against the risk of conduct
- 20 eventuating at some future point in time.
- Now, one might cavil at that, but that was Ofcom's
- decision.
- 23 The other paragraph is 1.33, which specifically
- 24 addresses the question of reciprocity. You see there:
- 25 "On the basis of the current evidence, and the fact

1 that BT's and Sky's negotiations were not concluded, it 2 is not clear that the identified concerns would be borne 3 out in practice. Ofcom has a duty to have regard to the need to act in a manner which is proportionate and 4 targeted only at cases in which action is needed. We do 5 6 not consider that the concerns relating to Sky's 7 requirement for reciprocal supply warrant the imposition 8 of regulation. Should future negotiations conclude in 9 such a way as to suggest that Sky's practice is 10 resulting in outcomes which are prejudicial to fair and effective competition, we may reassess this position." 11 12 Sir, I had had the suspicion that we might never 13 come to argue over some of the grounds which are advanced today, either because a deal would be done by 14 15 BT or Sky over the course of the summer -- and I believe you adverted to that possibility at the prehearing --16 17 THE CHAIRMAN: I have adverted to lots of possibilities. MR HOLMES: I'm not pinning any responsibility --18 19 THE CHAIRMAN: Perhaps I should advert a little less. 20 MR HOLMES: The point is that no deal has been done but, 21 equally, supply has not been withdrawn and there has 22 been no complaint made to Ofcom. Ofcom stands ready to 23 address concerns insofar as a practice has crystallised. 24 Grant-back is a point in relation to which action could be taken easily and quickly in relation to the two

industry participants to which it is relevant. has been no complaint to Ofcom. Ofcom has not yet been called upon to address the position, although it continues to monitor the market and has published a statement indicating its current assessment of the market and has also collected other material which it keeps for its own purposes as part of the monitoring of the market.

Mr Beard also suggested that you could keep a WMO remedy in place, because that would be a costless solution. There are two points to make in relation to that. A requirement simply to require the offer of supply would not resolve the specific difficulties which appear to arise between BT and Sky because it would require the question of price to be assessed with the process that would be necessary to determine that price, and also with the type of intervention that would be required in consequence, and Ofcom had to have regard to section 6 based on the evidence available and the other options that were possible, both as regards how to intervene and when to intervene. It did not regard the balance -- that the balance lay in favour of intervention.

So those, sir, are my submissions. I said in opening that I would take you through the grounds, but

- 1 unless you would like me to do so, sir, I think you have
- 2 a fairly clear view, I hope, of where the land lies.
- 3 THE CHAIRMAN: We are joining up the dots here.
- 4 MR HOLMES: Very good. I know you have questions. Would
- 5 you like me first to address the point you have raised
- 6 with me?
- 7 THE CHAIRMAN: Do you actually need to do that on
- 8 a confidential basis? It is really a point of
- 9 principle.
- 10 MR HOLMES: It is, sir, but it turns upon the level of
- 11 the prices that are in place in the market.
- 12 THE CHAIRMAN: You need to be specific.
- 13 MR HOLMES: It is not specific.
- 14 THE CHAIRMAN: We have already been sailing quite close to
- the wind, I think, in discussing various aspects of who
- 16 is supplying what at various prices. So everybody who
- 17 is not privy to this information needs to leave the
- 18 court.
- 19 MR HOLMES: That, sir, I fear confines the court to the
- 20 confidentiality ring, as neither Sky -- well, Sky is
- 21 privy to the information, of course it is, but BT's
- 22 people aren't, so they will have to leave for this
- 23 submission.
- 24 THE CHAIRMAN: Mr Beard, what do you think?
- 25 MR BEARD: I don't want to presume I know the words that

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will fall from Mr Holmes' lips, but I would be surprised
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2
        if it was necessary to clear the BT people from the room
3
        in order for this submission to be made. They obviously
4
        don't know the specific details of the pricing on these
5
        arrangements, but I have to say it is surprising. If he
6
        insists that that is the case, there is nothing more
7
        I can do. They are not part of the confidentiality
8
        ring. If he is going to refer to specifics, they have
9
        to go.
10
    THE CHAIRMAN: I think they have to go. I'm very sorry.
11
        Can we do that now, please.
12
              (In camera session)[Redacted pages 59-63]
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12	(Public session)
13	MR FLYNN: I hope I'm sufficiently audible and
14	transcribable. I thought the tribunal had a couple of
15	questions for Mr Holmes. I would have risen faster.
16	Now it is time to hear from the squeezed middleman.
17	THE CHAIRMAN: In view of the passage of time, we are going
18	to keep our questions for later.
19	MR FLYNN: Very well. I should just for the record point
20	out that there has been inserted into your hand-up
21	bundle at tab 16 a very short second witness statement
22	from Ms Fyfield. I am not going to refer to that now
23	because it is full of information which is confidential
24	to one or other or more parties. But it does contain
25	some updated information some of which was gone over

- 1 this morning. It is two pages long. You might like to
- 2 glance at that.
- 3 MS POTTER: Mr Flynn, could I just say I think you are
- 4 between microphones and I can't hear you clearly.
- 5 MR FLYNN: I was slightly worried that would be the case.
- 6 You will find at tab 16 in your hand-up bundle the
- 7 second witness statement of Ms Fyfield which will give
- 8 you some updates on material that's been gone over this
- 9 morning.
- 10 You have our skeleton, you have our statement of
- intervention. I was not going to read it all onto the
- 12 record now, you won't be surprised to hear that.
- 13 Opening submissions by MR FLYNN
- 14 MR FLYNN: What we say about this appeal is that it is
- a non-too-subtle attempt to secure a regulatory
- 16 advantage for BT that it couldn't obtain through
- 17 ordinary commercial discussions. Whatever might have
- been thought in 2010, by the time of the 2015 statement,
- 19 Ofcom has come to appreciate that Sky is willing and
- 20 does deal and distribute its channels widely, and Ofcom
- 21 sees no absolute roadblock to a genuine and acceptable
- 22 commercial supply deal being entered into between Sky
- and the only company it's ever had any real difficulty
- 24 with in this field, which is BT.
- Just to pick up the last point, in our submission,

what the shadow of regulation has done is to prevent -
over successive negotiations, prevent successive deals

with BT.

We have explained in our submissions the extent to which we say BT is distorting or misreading the statutory provisions that govern the statutory powers and duties that Ofcom has under the Communications Act and has fallen back on some rather abstract economic modelling and special pleading on behalf of the stand-alone pay TV new entrant.

Somewhat unconvincingly, it presents itself not as the rich and powerful Goliath that it really is, but as a valiant little David that needs the regulator to even up the playing field and give it an extra tool to finish the job.

Ofcom has taken the position that it is not appropriate to mandate supply generally in circumstances where other operators are receiving wholesale supply on commercial terms which they regard as acceptable and that Sky is otherwise making its channels available on a very large variety of platforms.

I think you have probably been sufficiently reminded that in these proceedings BT is not simply seeking to go back to the future. They don't just want the reinstatement of the WMO obligation which was introduced

by the 2010 statement. They wouldn't be satisfied with Sky Sports 1 and 2, which they have actually received since 2010 in an uninterrupted fashion and still receive today together with Sky Sports 5, despite the fact that for the best part of a year there has been no regulatory obligation on Sky to provide them.

What they want is what they call the entire

Sky Sports proposition, and no doubt they want it at
a very attractive price as well. That is what they call
the properly constituted WMO remedy, which Mr Beard
referred to a few times yesterday.

Not only is this argument, we say, advanced on the basis of mischaracterisation of the law, but also the scope and purpose of both the 2010 statement and the 2015 statement. The point has been made and explained well by Mr Holmes that the 2010 statement is a radically depleted force, given the tribunal's judgment as to Sky's willingness to supply, which was never affected at all by any part of the vicissitudes of the appeal to the Court of Appeal, the remittal. That finding by the tribunal has simply never been in issue. As I say, Mr Holmes has explained some of the consequences.

As far as the statutory provisions go -- I am not going to go into this in any detail, you have heard it quite a bit and you have our written case on this -- the

crucial two points you should bear in mind are, you can't use section 316(2) unless -- I say "you", this would be Ofcom -- without first identifying a practice that it considers would prejudice fair and effective competition in the provision of the relevant services, and it then has to consider what, if any, conditions are appropriate for ensuring the fair and effective competition.

In doing that, it has to be guided by reference to substantive competition law, as I think the term was used in the previous proceedings -- one will try to avoid "ex post" -- and it is also required to consider whether use of its Competition Act powers would be more appropriate, a point which is of importance in this case and to which we will come back.

So it is not the case, and any argument that is based on this sort of view of section 316 is false, that Ofcom can simply take the view that certain licence conditions would promote fair and effective competition. It first has to identify the practice.

As we said in our statement of intervention, the duty to promote competition that the statute refers to has to be exercised in the context of the statutory powers and isn't a freestanding ability to extend and do what it likes to promote competition.

There has been some discussion, I think the upshot is we are actually a little uncertain as to how now BT is putting its case, if it has a case, on analogies or symmetry with telecoms regulation. Mr Beard first of all referred to Sky as a utility, which was an interesting characterisation, and then seemed to be turning the point around and accepting that telecoms regulation was different, so that insofar as Ofcom was guided by principles applicable to telecoms regulation, it was wrong.

I think, like Mr Holmes, we will have to see how the submission is developed in closing before saying anything more. That is the first we heard of that point.

The second point about the Act is that it imposes duties of caution on Ofcom, vigilance and caution. You have had pointed out to you section 3(3) which requires Ofcom to pay constant regard to the need for its action to be proportionate, targeted, et cetera, and to observe what it considers to be best regulatory practice, which, as we pointed out in our statement of intervention, incorporates its regulatory principles of bias against regulation. That is absolutely crucial.

Secondly, Mr Holmes rightly laid the stress on section 6(1) requiring Ofcom to keep measures under

review to avoid imposition or maintenance of unnecessary regulatory burdens. That's the mind-set in which it has to approach reviews of existing regulation.

The 2012 judgment, as we have emphasised, probably to the point of losing impact, found that the non-supply, the raison d'etre that was non-supply for the original WMO obligation was baseless. In our submission, that strengthens the duty on Ofcom to consider whether there is a positive justification for retaining the regulation. It had to consider whether Sky in 2015, or 2014, when it was carrying out its review, was engaging in a practice, or would engage in a practice, which was contrary to fair and effective competition, and then to ask itself whether in that case the WMO obligation as it stood, or some variant of it, was appropriate to be inserted as a licence condition as a remedy to address those actual or potential practices.

The way BT puts its case, which in our submission is entirely wrong, is that what Ofcom had to show in 2015 was that conditions of competition had changed to an extent that regulation was no longer needed. In our submission, that is not what the statute says. That was not the point of the exercise.

Coming to the bottom line, Ofcom's diffident conclusion, or as Mr Holmes puts it, finding that the

analysis was inconclusive, it found that it couldn't
wholly exclude the possibility of restricted or limited
supply, but in our submission it was perfectly open to
Ofcom to consider all the evidence in the round, bearing
in mind the statutory duties which I have emphasised,
and the evidence included extensive commercial wholesale
and other supply deals which are in place.

Now, we have been mindful of the tribunal's injunction, and we are only here to help the tribunal and we are not here to fight other battles. You know, and we have explained why, we take a different view from Ofcom on the incentives facing Sky in these circumstances and the risk of restricted supply.

For the reason that I have just given, Ofcom's conclusion is a perfectly justifiable one, so, on one view, nothing turns on that difference between us. Our

evidence there, we would suggest, can simply act as

a matter of comfort for the tribunal. No doubt

Ms Fyfield will be or at least is available for

cross-examination on the point.

The evidence she puts forward is entirely consistent with what Sky has always told Ofcom, and including in the review leading from the 2015 statement, and you will have seen -- I think we went over some of the paragraphs in around 6.14 and 6.18 where those points of view are put forward. In our submission, the evidence from Sky underpins the diffidence that Ofcom has had in reaching its conclusions.

We do say we are entitled, in these proceedings, to the extent necessary, to differ from Ofcom, but what we really do object to is where BT takes what I might call a pick-and-mix approach to the 2010 statement, saying that consistency or some other regulatory principle requires Ofcom to take that as a starting point. That principally arises in relation to ground 2. But, in circumstances where it is plain that BT itself has never been happy with various aspects of the 2010 statement, it was of course an appellant here arguing that the remedy should have been wider in terms of scope and that the price should have been lower, we say it is not open to BT in these proceedings to point to certain bits —

- 1 to cherry pick bits of the statement that it likes and
- 2 say should have bound Ofcom, especially where those are
- 3 the subject of the undetermined and withdrawn appeals.
- 4 THE CHAIRMAN: Mr Flynn, can I interrupt you? I need to be
- 5 clear. What is your reason for saying that Ofcom was
- 6 justified in not taking the 2010 statement as a starting
- 7 point? What is Sky's position on that?
- 8 MR FLYNN: Our position, as I think we have explained, is
- 9 the founding -- the rationale for the 2010 statement was
- 10 a concern that Sky was unwilling to supply. You will
- 11 find that principally, as Mr Holmes said, summarised in
- 12 various provisions in the statement. Sky --
- 13 THE CHAIRMAN: The CAT judgment?
- 14 MR FLYNN: It is the CAT judgment. It is the case we made.
- Of com was of the view that, as they put it in one of
- 16 the paragraphs, Sky would prefer to be absent from the
- 17 platform rather than wholesale to it. That was just
- found to be a misreading, a misunderstanding, of
- 19 the evidence. So the whole unwilling supplier point
- 20 falls away, and that is what -- if there is a seam in
- 21 the 2010 statement, that's what it is, that Sky is
- 22 unwilling to deal -- and while it might be prepared to
- do self-retail arrangements, it is simply unwilling to
- let other people, as it were, have control of its
- channels even though they are, in Ofcom's view, an

essential input into any pay TV retail operation. that is why we say you just cannot take the 2010 statement. I have a bit more to say about that. You cannot take the 2010 statement at face value anymore because the tribunal found that, if not its only leg, it is certainly the leg it was putting the weight on, it couldn't bear the weight. That is why we say it is perfectly sensible of Ofcom to take a fresh approach. It can't start from the same place. That would have been a waste of time and would have led them up all sorts of alleys.

I will say something about proportionality. Perhaps it would be just worth clarifying the extent to which the WMO obligation laid down in the 2010 statement was in force, because I think that came up in discussion.

It was never fully in force. It never has been fully in force. That was an obligation — the licence condition would have required Sky effectively to supply Sky Sports 1 and 2 to any prospective retail operation. It was immediately suspended on terms with four beneficiaries, as you will recall, and, as has been mentioned by Mr Holmes earlier, TalkTalk was not one, the beneficiaries being Virgin Media, BT and Top-up, and subsequently another company, Real Digital, brought itself by application to the then president of

the tribunal, brought itself within the scope of the order.

So it was only ever available, subject to the interim order, to named beneficiaries and only on certain platforms, which I think, as has already been mentioned, did not originally extend to BT's IPTV platform.

What happened in respect of BT's IPTV platform is that by a commercial arrangement Sky agreed with BT to extend supply to the Cardinal boxes but drew the line at doing the same for YouView and that's what led to the extension of the interim relief order by the current president of the tribunal, Mr Justice Roth, in the proceedings which have been referred to. I will probably come back to those.

So the WMO was only available subject to the terms of the interim relief order at any time in its life.

Then, of course, we had the tribunal's judgment and the appeal. As I say, that didn't affect the basis on which the tribunal did reach its judgment. What the appeal concerned was matters that the tribunal had not, in the Court of Appeal's view, sufficiently addressed. The matter is then remitted and, at the same time as the remittal, we had the review leading to the statement we are talking about in these proceedings. So that's the

- 1 sort of chequered history of the status of the WMO
- 2 since --
- 3 THE CHAIRMAN: So it would be wrong to consider that the
- 4 market had had this regulatory measure applying to it in
- 5 an unconditional way during the five years of 2010 to
- 6 2015?
- 7 MR FLYNN: Yes, you would say that. I think we
- 8 characterised it in the proceedings as a contrast
- 9 between WMO unbound, which was the full extent, and --
- 10 THE CHAIRMAN: A terrifying thought.
- 11 MR FLYNN: A terrifying thought, and really I think it was
- 12 a terrifying thought, but the Court of Appeal -- it
- didn't happen. On the other hand, in effect, everyone
- 14 who wanted supply, wanted wholesale supply, was within
- its terms. So you won't find anyone at the time it was
- 16 entered into who was seeking supply. As has already
- 17 been mentioned, TalkTalk came along later and didn't
- 18 need to go down the WMO route to secure supply from Sky.
- I don't think it is right to say the market didn't have
- the benefit, in one sense, in that actually I think
- 21 there was probably only one at least of the traditional
- 22 pay TV retailers at the time who didn't benefit from it.
- 23 What it --
- 24 THE CHAIRMAN: Are you saying that, subject to the
- 25 uncertainties of the litigation, it worked?

- 1 MR FLYNN: It was in force under the terms of the interim
- 2 relief order, as we have said. Virgin never took supply
- 3 pursuant to the order, never has. It was always -- it
- 4 was a pre-existing supply, and then other deals have
- 5 come along, so Virgin has never taken supply under the
- 6 WMO. The only parties who have are Top-Up, who are no
- 7 longer with us, and BT.
- 8 It was there that -- the crucial point, from our
- 9 perspective, is that it was there for the wrong reason.
- 10 It was there on a false premise, that Sky wouldn't be
- 11 prepared to enter into wholesale deals, and it wasn't
- interested in a wide distribution of its channels.
- 13 THE CHAIRMAN: I'm not sure that's the point that's in front
- of us today.
- 15 MR FLYNN: I only started down this line because you asked
- 16 at an earlier point to what extent the WMO was in force.
- 17 I'm not here to reargue or rake over those old coals.
- Moving to the state of retail competition, which we
- 19 have heard a lot about and it comes up I think
- 20 particularly in ground 2, where they go as far as to say
- 21 that it's parlous. Again, that is not something that we
- 22 agree with or that I think necessarily Ofcom agrees
- with. But certainly you have Ms Fyfield's evidence on
- the point and she can be asked, if BT wants to, how she
- 25 comes to that view.

We do suggest that, from the tribunal's perspective, there is no basis for the suggestion that in some way Dr Padilla's evidence should trump what she has to say because he is an expert. He is in these proceedings, of course, present as an expert economist and subject to the duties and privileges of an expert, including having access to confidential information, but he is not, in our submission, any more an expert or knowledgeable about the state of retail competition in the pay TV sector than Ms Fyfield and others. This is something which you will have to listen, we say, to the factual witnesses.

But, in any event, for the reasons that I have already given, the task that Ofcom had in reaching its conclusion in the review was not one of assessing the state of competition in retail pay TV and devising some regulatory scheme that could improve it. The question was to work out whether Sky was engaging in practices that would prejudice fair and effective competition and take any appropriate action, if so found.

I have been over the reasons why we say the 2010 statement was not the right starting point for that exercise, so I shan't dwell on that much further.

The important point, because of what I have called the false premise on which the 2010 statement proceeded,

there was no basis, we say, for Ofcom to presume in its review leading to the 2015 statement that any aspect of retail competition which it might have found to be unsatisfactory could be ascribed to a practice of Sky's relating to supply.

In the 2010 statement, Ofcom says, "These things are not happening, there is not enough innovation, there are no retail packages, it could be a whole lot better", and any consequences that they drew, all of which they ascribe to a practice of Sky of not supplying or being unwilling to supply. Now that is gone. You can't say any feature of the retail market that you don't think is satisfactory is all down to Sky. The 2010 statement is no basis for that.

Furthermore, as Mr Holmes has pointed out in submissions yesterday, building on Ofcom's skeleton at paragraph 42, I think it is, the whole purpose of the WMO obligation was not to deprive Sky of its market power or produce another retailer of equal power. It was a fairly simple, in some ways, behavioural remedy designed to counter this wrongly perceived practice of withholding supply.

So the task for the tribunal in this case is not to determine whether there are features of competition in the retail market that could be improved or to determine

whether or not Sky has market power or of what sort, the job is to assess whether Ofcom was wrong by reference to the facts that it had in 2015 to conclude that it wasn't appropriate to subject Sky to a WMO obligation or some other behavioural remedy of that kind in respect of its key content.

I have already said we don't share BT's assessment of the state of competition in the retail market, and we don't share Ofcom's concerns about Sky's consensus. You have in open evidence Ms Fyfield saying that the idea that supply might make a recipient a stronger bidder when it comes to a sports rights auction doesn't play a part in her calculations. That is what she says.

But, as I have already said, that difference between Sky and Ofcom is not going to be relevant, assuming that you, like us, support Ofcom's overall conclusion that, despite what you might regard as a theoretical risk, the probability was sufficiently low, or the likelihood of it eventuating was sufficiently low that it wouldn't be appropriate to regulate for it now.

We have had some discussion about the relevance of Sky's current wholesale deals which BT seeks to downplay.

Can I just make a couple of points, because obviously there are confidential elements and this is

not the time or the place to go into that, and there will be evidence on the scope of those arrangements.

But if I can just make these two points, really. The first is, as regards supply to BT, the suggestion that is made at various places in their documents that supply to BT is a result of the WMO obligation is not correct or fair. Firstly, as you will know, the tribunal itself concluded that BT, through regulatory gaming, bore a significant share of responsibility for the fact that there wasn't a wholesale deal in place before the 2010 statement. I think you have been shown that.

so the idea that -- and Ms Fyfield also gives evidence on this point. So the idea that BT is only supplied to the extent that it is because of the WMO obligation we say is a false one. I have explained the extension of supply to BT outside the regulation and the tribunal's interim relief extension order which applied that supply also to the YouView platform. That comes up more specifically under ground 5, but as I shan't be going into much detail on the grounds, I might just say now that the reference or the reliance that Mr Beard placed on that interim relief extension order by which Mr Justice Roth amended, as it were, the interim relief order to require supply to BT's YouView platform was on the basis that BT should not be deprived of the benefit

- of the WMO while it was in force and while the remittal
- 2 was still pending and that they shouldn't have to give
- 3 up something in order to benefit from the WMO, so
- 4 leaving entirely aside and expressly any consideration
- of whether the WMO was itself justified, he was simply
- 6 taking that as a given. Now, of course -- so those are
- 7 the very specific circumstances in which he made that
- 8 order. Now, of course, the WMO regulation is not in
- 9 place, and so the premise of his judgment is irrelevant
- 10 in our submission in present circumstances, and I repeat
- 11 has been supplied without any regulatory obligation on
- 12 a continuous basis since the WMO obligation was
- 13 withdrawn last year.
- 14 THE CHAIRMAN: It is still a slightly unreal position, isn't
- it, partly because of this litigation?
- 16 MR FLYNN: I'm not sure I understand the full purport of
- 17 your question, but I would say that this is possibly the
- shadow of regulation point that I was making earlier.
- 19 The fact is, the prospect that there might be
- a regulatory outcome that might lead to, from BT's
- 21 perspective, a more attractive commercial deal is what
- 22 has driven a great deal of this for many years.
- 23 THE CHAIRMAN: Your proposition, if I understand you
- 24 correctly, is if there had never been a WMO, Sky would
- 25 have supplied BT Sky Sports 1 and 2 at least on

- 1 appropriate commercial terms?
- 2 MR FLYNN: Yes, that is correct. That's in our evidence.
- 3 THE CHAIRMAN: With a reciprocity requirement?
- 4 MR FLYNN: That didn't arise back in 2009, but it might well
- 5 have had a reciprocity requirement, even if that was
- 6 a theoretical risk at the time. I probably shouldn't go
- 7 further than that. There may be material I can take you
- 8 to elsewhere. Undoubtedly, there would have been
- 9 supply. So that was BT.
- 10 As regards the other current wholesale deals, I will
- 11 only say that the attempt to discredit them we say is
- inconsistent with the weight of the evidence. Obviously
- 13 the BT factual witnesses do not, and cannot, know the
- 14 full terms of those deals. But for reasons that we no
- doubt will need to explore, the points that are made on
- 16 their behalf by their advisers in the ring don't carry
- 17 any conviction either. The essential point is obviously
- 18 that there are

- 21 inference that they were only entered into because of
- the licence condition a hard one to defend.
- In relation to the grounds, without sort of, as it
- 24 were, taking you through a full argument, firstly, in
- 25 relation to ground 3, we continue to suggest in

accordance with Ofcom, this is an ineffective ground and is really about what BT thinks Ofcom should do or should have done if imposing a WMO remedy, what is the scope of that. But we also say in our submissions that nothing in BT's case makes out a suspicion that there's any kind of practice that Sky has engaged in with regard to the entire portfolio, sports portfolio, sports proposition, as I think it is called, that would prejudice fair and effective competition. It supplies, as you have seen, all the sports to Virgin Media and to TalkTalk, and the reasons why BT doesn't get all the sports no doubt we will come to in connection with ground 5.

 on. And BT says that Ofcom should have been

sufficiently put on notice by BT's own pricing analysis

to realise that something needed to be looked into

a little harder, which I think was the point you were

making earlier, sir.

BT accepts that its model has significant data limitations because it doesn't know Sky's costs, but nevertheless it suggests that Ofcom should have been put on notice.

Once again, consistency with the 2010 statement, in our submission there are a number of reasons why Ofcom should not have been consistent with that statement and it would have been wrong to take the same approach. The pricing analysis carried out in the 2010 statement was -- I think Ofcom puts it that it arose in the context of the finding that Sky was unwilling to wholesale so that a WMO obligation was needed. So what it was principally there for, we have said, is to inform the remedy design, because Ofcom said -- Mr Holmes said it once again, if you have a WMO obligation, the Ofcom view is it is not going to be effective unless you set the terms of supply, because having an obligation to supply but leaving the terms at large is not necessarily a recipe to a fast conclusion of an agreement.

So the 2010 statement was looking at a different

1 point for much of its pricing analyses.

Secondly, and I think this is the point that was made to you early on, so I don't need to dwell on it,
Ofcom in 2010 concluded that Sky's rate card, which was then applicable to Virgin Media, prejudiced Virgin's ability to offer fair and effective competition to Sky, and the tribunal found that conclusion to be wholly wrong, basically. The tribunal said paragraphs -I think you were taken to them earlier -- 809 to 815 of the judgment explain why the tribunal reaches that conclusion. So Virgin was perfectly able to be a significant competitor at Sky's prices.

There were other elements of the 2010 statement going to supposedly excessive pricing by Sky and excessive profitability that were not defended by Ofcom in the appeal proceedings. Sky challenged them, but there was no response to the arguments and expert reports put in by Ofcom or indeed by the interveners in its support, including of BT. The judgment records that at paragraphs 816 to 819. So there are elements of the WMO statement that are just, as it were, not plugged into the analysis. So they are there but you can't really get anything from them.

Lastly, of course, it is precisely the pricing grounds of appeal which are the ones that were left to

one side by the withdrawal of the appeal and, as we have explained in our statement of intervention, paragraph 57, you see the breadth of the undetermined pricing issues. For all those reasons, we say that using the 2010 statement as your launch pad for the 2015 review would have been extremely problematic, but fortunately we say there is nothing in the statutory regime as we sought to explain it that requires Ofcom either to do that or indeed to engage in any particular level of economic and financial modelling in the reviews it carries out. They have to be justifiable, but they have to be appropriate for the task being carried out.

For the same reasons, we would say that the regulatory principle of consistency has to have some limits, particularly when you don't want to be consistent with decisions that have been holed below the waterline, if I could put it slightly colourfully.

In any event, in practice, for reasons we are probably going around for the third time, the circumstances in 2015 that Ofcom examined were in fact rather different from those in 2010, because although Sky's consistent position has been that it wants and needs to secure wide distribution of its sports channels and it was doing so a long time before the WMO came into force, and Ms Fyfield gives evidence on that at

As Ofcom says in paragraph 6.52 of the statement, it was cautious about second-guessing commercially agreed prices and we would support that approach.

Again, I think I have probably already made the point that it is not valid for BT to suggest in these proceedings that the prices that are the terms on which

those supply deals rest can be said to influence what BT would see as a lack of fair and effective competition in the retail pay TV sector by reference to supposedly not much movement in subscriber numbers.

As I have already said, the 2010 statement ascribed any problems or ills that it found in the retail market to a non-existent unwillingness of Sky to supply. Now that myth has been exploded, it is not appropriate to maintain that you have to have regulation because the retail market hasn't improved.

We don't accept BT's description of the retail market. We don't accept the bar chart that was put in yesterday. That will no doubt be addressed with the witnesses. But it is just not -- there is a disconnect between regulation put in place in 2010 and the state of retail competition today.

We say that particularly where those two sensible, well-advised parties have not made any complaint to Ofcom about the terms on which they were supplied, there is plenty of evidence to suggest that they are not shrinking violets in the regulatory arena, if they have got something to complain about they will, and I think you may have seen something of that earlier. They haven't complained. They haven't complained to Sky and Ofcom's conclusion seems to us, and we submit,

- a reasonable one in accordance with the statutory scheme.
- We don't make specific observations on BT's modelling, so I will pass over that.

Very briefly, I will address reciprocity, what BT rather grandly likes to call the grant-back condition. 6 7 In short, and obviously this is a matter that will be 8 gone over in factual and expert evidence, there is 9 a problem with the thesis, which is that BT is in fact 10 willing to contemplate deals which involve reciprocal supply. Mr Beard sought to draw some distinction 11 12 between narrow agreement that was just, as it were, 13 a reciprocal supply of sports channels and a wider one. 14 I don't know how wide he was going, but it doesn't 15 really matter because the reciprocity of sports channels would be, as it were, a subset of any of these deals. 16 17 That is a fundamental problem for BT's case.

It goes on to say -- and possibly this is now the particular emphasis we would like to give on this ground -- that Sky articulated a desire for reciprocity and this involves conditionality or compulsion.

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We probably were slow, but we are not quite sure how you distinguish the two, but we still say it is not evident why, even if Sky were to insist on it, that would be prejudicial to fair and effective competition.

- 1 Obviously BT might like, from its perspective, a better
- deal -- more content, less money, different channel
- 3 balance -- but why it is necessarily a problem for fair
- 4 and effective competition isn't explained.
- 5 As we have said, there is a perfectly rational
- 6 reason for Sky's position, that it doesn't want BT to be
- 7 the place where you can see all Premier League football
- 8 and BT's games not being available to Sky when you see
- 9 the balance of investment that each of these parties has
- 10 put into those extraordinarily expensive rights. So in
- 11 our submission, there is a fair explanation for what is
- 12 going on here and the way to sort it out is through
- 13 commercial arrangement rather than a regulatory leg-up.
- 14 THE CHAIRMAN: Mr Flynn, your position on ground 5 is
- 15 a little different from Ofcom's. I think what we heard
- 16 from Mr Holmes was that the mischief, if there was one,
- 17 hadn't crystallised yet. I think you are saying that
- there is no mischief. Is that right?
- 19 MR FLYNN: We do say, and I dare say we differ from Ofcom on
- that, that if, in the end, BT said, "Well, actually, we
- 21 would rather not do anything", that wasn't necessarily
- 22 prejudicial to fair and effective competition. I fully
- 23 accept that what Ofcom would say, I think, is,
- 24 ultimately, if these channels aren't supplied, there is
- 25 a problem.

- 1 THE CHAIRMAN: You would accept that?
- 2 MR FLYNN: I'm sure that is what Ofcom would say and that is
- 3 where these proceedings go. I don't say --
- 4 THE CHAIRMAN: Ofcom will assess it against the tests they
- 5 have set out in the statement.
- 6 MR FLYNN: Yes, they would.
- 7 THE CHAIRMAN: You are not dissociating yourselves from
- 8 those. You are just saying you don't think there is
- 9 a problem?
- 10 MR FLYNN: We don't think there is a problem with
- 11 a reciprocity arrangement. We don't see that that is
- 12 necessarily prejudicial to fair and effective
- 13 competition. We absolutely do support Ofcom and say,
- 14 well, nothing has crystallised, this could go a number
- of ways, and it's, as it were, still early days.
- 16 THE CHAIRMAN: We will hear evidence on that.
- 17 MR FLYNN: A lot of that will come out in the evidence.
- This possibly brings me to a last quick point, which
- is section 317. This is quintessentially, and Mr Beard
- 20 accepted yesterday that any issue between Sky and BT in
- 21 relation to, let's call it, the grant-back condition was
- 22 something which fell squarely within the
- Competition Act, and, as we have already seen, they
- 24 sought interim measures under the Competition Act in
- 25 respect of advanced -- conduct which had not taken

1	place, so once again giving the lie to the ex post							
2	label, but the conclusion to be drawn from that in these							
3	proceedings, that it can hardly be a criticism of Ofcom							
4	for saying no general licence condition is needed to							
5	solve this BT/Sky specific problem. They have taken, in							
6	our submission, an entirely proportionate approach to							
7	that.							
8	Obviously the detail of the grant-back condition is							
9	going to be thrashed out in witness and expert evidence,							
10	so we will make our position clear to you when that is							
11	being heard. I am going to stop there because I know							
12	you have a hard stop. There is plenty more I could say							
13	or could have said, and maybe one day will, but not							
14	today.							
15	THE CHAIRMAN: I am sure we will find a time to hear what							
16	you have to say, Mr Flynn.							
17	Thank you very much. We will resume at 10.30 am							
18	tomorrow.							
19	(1.02 pm)							
20	(The hearing was adjourned until							
21	Wednesday, 5 October 2016 at 10.30 am)							
22	I N D E X							
23								
24	Opening submissions by MR HOLMES1							

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2	Opening	submissions	by	MR	FLYNN	64
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