
Annex 1: Performance measurement framework

For consultation

1. Introduction

- 1.1 The BBC is required under the Charter and Agreement to meet its Mission "to act in the public interest, serving all audiences through the provision of impartial, high-quality and distinctive output and services which inform, educate and entertain".¹ It is also required to promote the Public Purposes. In summary these are:
- a) to provide impartial news and information;
 - b) to support learning;
 - c) to show creative, high-quality and distinctive output; and
 - d) to reflect, represent and serve the UK's diverse communities and support the creative economy across the UK.²
- 1.2 As part of our regulatory duties, we may set measures to assess the BBC's performance³ and are required to report on its performance at least annually⁴ – we do this through our Annual Report on the BBC. At the same time, we also publish an annual [interactive data report](#) that collates the data used in our performance assessment of the BBC. This performance assessment process is separate from our work assessing the BBC's compliance against Operating Licence conditions.
- 1.3 We are also required to set conditions in the BBC Operating Licence we consider appropriate for requiring the BBC to fulfil the Mission and promote the Public Purposes.⁵
- 1.4 In March 2023 we published the new [Operating Licence](#) which featured three overarching principles: incorporating online provision more comprehensively; providing the BBC with greater flexibility to better deliver for audiences; and increased transparency to hold the BBC to account. In our statement on Modernising the BBC's Operating Licence, we noted that we will enhance our BBC performance monitoring and oversight programme of work.
- 1.5 This performance measurement framework (PMF) sets out the framework with which we measure the BBC's performance and feeds into our approach to BBC performance monitoring and oversight. It specifies the performance measures and examples of the underlying metrics Ofcom uses to assess the BBC's performance in fulfilling the Mission and promoting the Public Purposes.

¹ The BBC's [Mission, values and public purposes](#).

² Article 6 of the Charter.

³ Article 46(4) of the Charter and clause 14(2) of the Agreement.

⁴ Clause 14(5) of the Agreement.

⁵ Article 46(3) of the Charter and Clause 13 of the Agreement.

2. The performance measurement framework

- 2.1 Our framework comprises four performance measures and a set of principles to which we will have regard in applying the performance measures. Underlying the four performance measures are a number of metrics and data sources we use to assess the BBC's performance. The specific data sources and metrics we use may change as the BBC's output and audience behaviours change and as new and more suitable data sources become available.
- 2.2 The four performance measures set out below will be used for measuring broadcast TV and radio as well as online delivery via BBC iPlayer, BBC Sounds and the website and apps. They are broad enough to accommodate developments in technology and audience behaviours as we can adjust the detail of the metrics and data we use accordingly. These performance measures are applied across the four Public Purposes.
- 2.3 The four performance measures are:
- a) **Availability:** describing the nature, type, quantity, and range of content available across BBC services as well as the spend on this content. This is a 'baseline' category that helps to build a robust understanding of the nature of the content provided by the BBC.
 - b) **Consumption:** monitoring the extent to which audiences consume the content provided by the BBC. This category provides an overview of the reach of content and time spent consuming BBC content, by service, platform or cross-platform.
 - c) **Impact:** examining what audiences think about the BBC's services and output and the impact these services and outputs have on audiences, including their satisfaction with various aspects of the BBC's promotion of the Public Purposes.
 - d) **Contextual factors:** There are aspects of each Public Purpose that cannot be measured solely by the measures above. For example, an assessment of the BBC's record in taking creative risks and delivering innovative content would benefit from consideration of additional analysis provided by the BBC, or opinions from industry stakeholders. Other contextual factors may vary from year to year.
- 2.4 Our core principles which will guide the application of our performance measurement are set out in Figure 1.

Figure 1: Core principles of the performance measurement framework

	Description
Flexibility	We will take a flexible approach to the metrics associated with the performance measures. Flexibility is important within the framework: metrics and data sources can change and evolve, so we need to be able to use the most appropriate metrics in assessing the BBC’s performance.
Proportionality	We will take a proportionate approach to requesting and assessing evidence of the BBC’s output and performance. For example, when measuring performance for different audience groups, we will balance the desirability of understanding discrete sub-groups with the practicality and cost of doing so. We will gather evidence about the BBC as a whole, and service-specific data where informative and practicable. We will not exhaustively measure all aspects of each Public Purpose against each and every service, audience or parts of the day.
Practicability	In general, we will seek to use quantitative metrics where it is practical and realistic to do so. Where quantitative measurement is not possible, we will use qualitative metrics to help us assess the BBC’s performance and impact.
Transparency	We consider that the metrics associated with each measure should be clear and straightforward to understand.
Reliability/robustness	In the case of audience research, the measurement tools should be of sufficient sample size to be able to look at the views of particular sub-groups over time, where feasible.
Comparability	Where applicable and available, we will benchmark BBC delivery against other PSBs/the commercial sector/online content and services.

2.5 Figure 2 provides examples of some of the metrics that we use to monitor the BBC’s delivery of the Mission and promotion of the Public Purposes. While many of the metrics we use will remain consistent year to year to enable comparison, where appropriate we may update metrics and data sources to reflect developments in our thinking and to reflect changes in audience behaviours, technology and the market when assessing the BBC’s performance.

Figure 2: Examples of data sources relevant to the performance measurement framework

	Metric
Availability	BBC output: including, for example, hours by service, genre, time of day, and source (whether content is original or acquired, first-run or repeated).
	BBC content spend: including, for example, overall spend by platform (TV, radio, online), and TV programme spend by genre, channel, and source (first-run originations, acquisitions, and repeated content).
Consumption	TV viewing: including, for example, by genre and services, usually provided in minutes.
	Viewing on BBC iPlayer: including, for example, comparisons to other SVoD and BVoD platforms.
	Radio listening: including, for example, reach of stations, audience profiles of different stations and share of overall radio listening.
	Listening on BBC Sounds: including, for example, reach amongst podcast listeners, use of BBC Sounds for news content and audience profile by age.
	Consumption of content on the BBC website: including, for example, unique browsers to BBC news sites and reach by demographic.
Impact	Audience perceptions: including, for example, ratings of BBC services, perceptions of distinctiveness, opinions of content relevance and representation.
	Direct impact on audience: including, for example, developing metrics that help us evaluate the impact content has had on audiences.
Contextual Factors	Contextual factors are a broad measure, that could include a range of metrics, including, for example, understanding the BBC’s output in the context of wider market trends and data.

2.6 We derive data from a multitude of sources, including the BBC itself, which provides us with information through its strategic publications, responses to annual requests for information and regular information requests. We also use independent industry and third-party data sources and conduct our own market research and analysis. Regular stakeholder engagement also forms a critical input for monitoring. It should be noted that our overall assessment of delivery to each Public Purpose does not depend on any single data source.