Ofcom Annual Report on the BBC 2025-2026

Annexes 1-4

Report

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A1. Compliance with regulatory requirements

Introduction and summary

A1.1 This annex sets out our assessment of the BBC's compliance with the specified requirements set out in Clause 59 of the Framework Agreement (the Agreement). The specified requirements include various conditions and obligations as per Table A1.1 below.

Table A1.1 Specified requirements under clause 59 of the Agreement

Specified requirements under clause 59 of the Agreement	
The Operating Licence	This sets out the regulatory conditions Ofcom considers appropriate for requiring the BBC to: • fulfil its Mission and promote the Public Purposes; • secure the provision of distinctive output and services; and • secure that all audiences in England, Scotland, Wales and Northern Ireland are well served.
Schedule 3 of the Agreement	This includes obligations relating to the BBC's commissioning activity, as well as other matters.
The Operating Framework	This contains the provisions Ofcom considers appropriate to secure the effective regulation of the activities of the BBC as set out in the Royal Charter (the Charter) and the Agreement.
Other specified requirements	Which, amongst other things, include the information requirements in Article 47 of the Charter and clauses relating to complaints under clause 56 of the Agreement.

Summary of our findings

Our assessment is that in relation to the Operating Licence, the BBC has met all of the licence conditions for 2025/2026.

Following a complaint we received, we also found that, in the 2024/25 reporting period, the BBC did not comply with its Operating Licence condition for hours of original, locally-made programming at six Local Radio stations. We set out further details below and have written to the BBC setting out our wider concerns about the reasons that contributed to these breaches.

There are several areas of interest that we have drawn attention to in this annex and that we will continue to monitor over the next reporting period. Generally, we consider that the BBC continued to meet its transparency obligations during this reporting period and provided the information required by the Operating Licence. The BBC also maintained a strong level of detail within its Annual Plan 2026/27, including in the areas identified in our report last year.

BBC's compliance with its Operating Licence

A1.2 Our assessment of the BBC's compliance with its Operating Licence focuses on three main areas:

a) The BBC's compliance with its Operating Licence requirements for 2025/26, including a breach of condition 4.40.6 for the period 2024/25 in relation to its local radio output;
b) Whether the BBC achieved the plans it set out in its Annual Plan 2025/26 as part of the transparency requirements; and
c) The BBC's compliance with the transparency requirements in relation to its Annual Plan 2026/27.

A1.3 We set out our findings for each of these under the relevant headings below. We then set out further details of our assessment of the BBC's compliance with Schedule 3 of the Agreement, the Operating Framework and other specified requirements, in the rest of this annex.

Information relied on in assessing compliance

A1.4 In assessing the BBC's compliance with the specified requirements, Ofcom has relied on various sources of information. These range from information gathered using our formal powers,[1] information provided by the BBC informally and publicly available information such as the BBC's Annual Reports and Accounts 2025/26, the BBC's Annual Plan 2025/26, the BBC's Annual Plan 2026/27, and the 'Delivering Our Mission and Public Purposes' (DoMaPP) 2025/26 report.[2]

Our assessment of compliance with the Operating Licence conditions

A1.5 In its DoMaPP 2025/26 report, the BBC set out its performance during the relevant period, including delivery against the quotas and other requirements contained in the Operating Licence. We have reviewed the DoMaPP 2025/26 report, along with the other sources of information identified above and have concluded that between 1 April 2025 and 31 March 2026 the BBC complied with all of its Operating Licence conditions.[3]

A1.6 The DoMaPP report remains an important mechanism through which the BBC reports publicly on its performance against the Operating Licence and its commitments in the Annual Plan. This year's DoMaPP report continues to provide the transparency required by Ofcom, audiences and stakeholders alike to understand the BBC's performance and effectively hold the BBC to account.

A1.7 In particular, the BBC has provided a number of examples in the DoMaPP 2025/26 of how its ongoing investment is ensuring the discoverability of its content across BBC services and through external platforms. These include its continued collaboration with YouTube and other initiatives intended to help audiences find and engage with BBC content across

[1] Article 47 of the BBC Charter.
[2] Our assessment is based on the evidence gathered. It does not preclude us from looking further at any particular matter; for example, if we receive a complaint and/or if other evidence is relevant.
[3] Any conditions set for the calendar year have been measured across the 2025 calendar year.

different platforms. The inclusion of case studies was also insightful, providing a greater level of detail and understanding of the impact of specific tools, initiatives and investments designed to reach audiences and support delivery of the BBC's objectives.

A1.8 In our 2024/25 Compliance Annex, we concluded that the BBC complied with all of its Operating Licence conditions. We also made clear, however, that we may consider the matter further if a complaint is received and/or other relevant evidence emerges.
In March 2026, we received a complaint concerning the BBC's compliance with its local radio requirements for the compliance period 2024/25. We set out our consideration of that complaint below.

Condition 4.40.6 – Local Radio hours in England

Compliance issue

A1.9 The compliance issue concerns inaccuracies in the BBC's reporting of compliance with Operating Licence Condition 4.40.6. In July 2025, the BBC reported that all 39 local radio stations had met the locally-made programming quota for 2024/25, leading Ofcom to record the BBC as compliant.

A1.10 Following a complaint regarding the BBC's compliance with Condition 4.40.6 of the Operating Licence for the period 2024/25, Ofcom sought further information regarding the BBC's compliance reporting methodology and supporting evidence for local radio output.

A1.11 As part of this assessment, Ofcom raised concerns about the accuracy of the reported figures and the treatment of certain programming counting towards the quota. Following a review of all 39 local radio stations, the BBC acknowledged there were discrepancies in its reporting and it informed Ofcom it had now identified that six local radio stations had not met the requirements of Condition 4.40.6 during 2024/25: BBC Radio Norfolk, BBC Radio Essex, BBC Radio Cumbria, BBC Radio Shropshire, BBC Radio Coventry and Warwickshire and BBC Radio Stoke. The BBC acknowledged these were breaches of Condition 4.40.6 and it identified the shortfalls ranged from 24 to 133 hours, representing 0.5% to 2.7% of the relevant annual quota.

A1.12 The BBC informed Ofcom that the inaccuracies resulted from shortcomings in its reporting methodology and associated processes, including issues arising from the implementation of Local Radio Value for All. The BBC also stated that it was taking steps to strengthen the accuracy, monitoring and oversight of local radio compliance reporting.

Ofcom's response

A1.13 Ofcom takes any breach of the Operating Licence seriously. Having considered the circumstances of this case, including the nature of the breaches, the BBC's acknowledgment of them and the BBC's commitment to implement measures to strengthen its compliance arrangements, we do not consider it would be appropriate or proportionate to take enforcement action at this time.

A1.14 We have written separately to the BBC today to set out our concerns regarding the effectiveness of its governance, assurance and compliance reporting arrangements. Ofcom will continue to monitor the BBC's compliance reporting and its implementation of the measures intended to strengthen oversight of compliance with this condition.

Assessment of steps taken against the Annual Plan 2025/26

A1.15 The Operating Licence requires the BBC to publish extensive information, alongside its Annual Plan, about how it will deliver for audiences, including details of any significant changes it plans to make and the reasons for those changes. It is also required to publish a report on whether it has taken the steps set out in the Annual Plan and it does this through the DoMaPP report.

A1.16 We note although the BBC is required to publish this extensive information alongside its Annual Plan, the specific commitments it makes are not enforceable under the Operating Licence. Therefore, where the BBC reports in its DoMaPP report that its planned output is not achieved, this does not raise compliance concerns. However, the requirement to publish this information enables Ofcom (and industry stakeholders) to monitor the BBC's delivery against its plans over time. This supports broader performance assessment and scrutiny of the BBC's plans and reporting. It also ensures transparency and accountability, allowing Ofcom to intervene swiftly if necessary.

A1.17 Overall, the BBC delivered the majority of its Annual Plan 2025/26 commitments and often delivered significantly more than it had planned. Our analysis identified seven commitments where delivery was significantly below the level originally planned. The BBC explained why it did not achieve its planned output in all but one case, relating to comedy hours on iPlayer.[4] We followed this up with the BBC and it explained that it had "*overestimated the volumes of comedy repeats and archive that we expected to publish in 2025/26. The volumes of repeats and archive on BBC iPlayer can be influenced by the rights we are able to attain at any given time*". We are satisfied with the explanation provided by the BBC.[5]

Our assessment of the Annual Plan 2026/27

Compliance with transparency requirements

A1.18 As noted above, the Operating Licence includes transparency requirements that require the BBC to publish extensive information alongside its Annual Plan, about how it will deliver for audiences, including details of any significant changes it plans to make and the reasons for those changes. Although the Annual Plan 2026/27 relates to the next reporting period, we consider it appropriate to assess compliance with these requirements as part of this year's compliance assessment, in order to hold the BBC to account in a timely manner and provide clarity and transparency to stakeholders and the public regarding our assessment of compliance.

A1.19 Overall, we consider the BBC's Annual Plan 2026/27 to be comprehensive and that the information was clearly set out, enabling us to take an informed view of the BBC's plans for the year ahead and its compliance with the relevant transparency requirements. This also allows us, and stakeholders, to understand its plans over time and compare them with its actual output, which is an important factor in effectively holding the BBC to account.

[4] The BBC did not explain why it had not met two of its individual commitments in relation to arts and music acquisitions. However, as it exceeded its overall commitment for the relevant genres, we did not consider it necessary to seek further explanation.

[5] The BBC had planned for 2,500 hours and delivered 2,212 hours. We had already noticed this reduction as part of our assessment of its Annual Plan 2026/27 and sought clarification at the time – see Table 1.2 below.

A1.20 The Annual Plan 2026/27 contained all the information required by the Operating Licence, including explanations for significant changes in planned output and planned activity across services and genres.

Clarifications sought for the Annual Plan 2026/27

A1.21 While we did not identify any material information as missing from the Annual Plan 2026/27, there were a few areas that we requested further clarification from the BBC.

A1.22 As set out in Table A1.2 below, there were a small number of significant year-on-year changes in planned television, iPlayer and radio hours across a variety of genres, for which we sought further information to clarify the reasons for these changes. We have provided this information to be transparent with stakeholders but do not consider the changes raise concerns.

Table A1.2: Information that Ofcom identified as requiring further clarification from the BBC's Annual Plan 2026/27 in regard to the Operating Licence transparency conditions

Condition	Genre/Area	Platform	Year on year percentage change	Clarifications/information provided by BBC
3.2.3	Comedy	BBC iPlayer	20% decrease[6]	The BBC explained that "*We overestimated the total hours of Comedy we would have on BBC iPlayer in 2025/26*". It stated that "*It was the first year we changed the methodology for BBC iPlayer forecasts and consider we overestimated our capacity*". The BBC added that "*We did not meet the commitment for 2025/26, so have scaled back appropriately*".
3.2.3	First-run Documentaries	Radio 2	15% decrease	The BBC explained that it "*could only commit to 110 hours as some documentaries and their budget were unconfirmed at the time of publication*". It added "*We expect to broadcast closer to 130 hours of first-run documentaries but did not want to make this commitment whilst conversations were still occurring*."
3.2.3	Children's programming	BBC iPlayer (CBBC programming)	11% increase	The BBC explained that "*We increase our catalogue of commissioned content every year, which under our Children's framework has unlimited use for longer licence periods*" and that this

[6]The BBC planned 2,000 hours in 2026/27 which means the year-on-year decrease is 10% when compared to the 2,212 hours that were delivered in 2025/26.

				"*has contributed to our growing iPlayer hours for CBBC programming over the last few years*". The BBC also stated that it has *"implemented a strategy to bring back more of the older inhouse archive which has been retired for some years", including* "*Raven and Muddle Earth*". In addition, it noted that it has "*a growing off-schedule slate of content which is exclusive to iPlayer*".
3.5 + 3.14.3	First-run UK originations	BBC Three	12% decrease	The BBC explained that "*the fluctuations across BBC Three… are mainly due to sport… Additionally, BBC Three had a slight decrease in non-sport hours mainly due to the year-on-year changes due to timing of productions and delivery patterns. This meant there would be less scripted and entertainment programming for 2026/27 – Doctor Who: Unleashed was paused as we aren't broadcasting a new series of Doctor Who in 2026/27 and RuPaul's Drag Race: UK vs. The World is broadcast every other year.*"
3.5 + 3.14.3	First-run UK originations	BBC Four	60% increase	The BBC explained that "*the fluctuations across… BBC Four are mainly due to sport. On BBC Four we have extended snooker coverage, hence the increase.*"
4.46.2	Programmes other than news and current affairs	BBC One Scotland	13% decrease	The BBC stated that, "*In line with our high-impact strategy, we continue to commission and broadcast programmes that are reflective of audiences in Scotland and that Scottish audiences will enjoy as well as other audiences across the UK", including "Granite Harbour, Inside Barlinnie, The Agency: Unfiltered and Half Man.*"
4.47.3	First-run programmes other than news	BBC Scotland	11% decrease	The BBC stated that, "*In line with our high-impact strategy, we continue to commission and broadcast programmes that are*

	and current affairs			*reflective of audiences in Scotland and that Scottish audiences will enjoy as well as other audiences across the UK", including "Granite Harbour, Inside Barlinnie, The Agency: Unfiltered and Half Man."*
4.65	First- run Irish language and Ulster Scots programming	BBC Two Northern Ireland	56% decrease	The BBC explained that it has been "*pivoting Indigenous Minority Language (IML) commissioning and investment toward higher cost and higher impact content/genres.*" It stated that "*Feature documentary and scripted content… can also deliver greater cut-through on BBC iPlayer and help us to engage with/reach younger, underserved audiences*". The BBC added that "*This approach means fewer IML commissions overall and a change to genre mix – something that's consistent with the BBC's wider commissioning strategy*". It also noted that "*BBC One Northern Ireland has traditionally delivered larger audiences and been the home/showcase for high-cost content*", while "*BBC Two Northern Ireland remains important for some IML content, including more specialist programming.*"

Schedule 3 obligations

A1.23 The following section sets out our assessment of the BBC's compliance in 2025/26 with the applicable regulatory obligations in Schedule 3 of the Agreement.[7]

A1.24 Table A1.3 contains the relevant regulatory obligations in Schedule 3 of the Agreement and our assessment of the BBC's compliance with them. We have found that the BBC was compliant with all the applicable regulatory requirements in Schedule 3 of the Agreement. We also provide further detail on Schedule 3, Paragraph 7, which is about competition in commissioning, at the end of this section.

[7] Schedule 3, Paragraph 2 of the Agreement is not a specified requirement (see Clause 59 of the Agreement).

Table A1.3: Our assessment of the BBC's compliance with the applicable regulatory obligations in Schedule 3 of the Agreement

Regulatory obligation	2025/26 assessment
Paragraph 1: No charge to be made for reception of UK public services and associated content	We required the BBC to report to us if, and in which cases, it charged for reception. It confirmed in its response to the 22 June 2026 Notice that it made no such charges.[8]
Paragraphs 3 – 5: Content standards, fairness code and party-political broadcasts	These are reported on separately in the content standards section of our 2025/26 Annual Report on the BBC.
Paragraph 6: Programmes to be reserved for independent production	The BBC has an obligation that 25% of the hours of qualifying programming in each year across its television public service channels are allocated to broadcasting a range and diversity of independent productions. It must also meet similar quotas for each of BBC One and BBC Two. In Ofcom's PSB Annual Compliance Report we set out that the BBC had exceeded each of these quotas achieving 36.3% of hours (up 2.4 percentage points) across all channels in 2025 and 33.3% and 49.3% of hours on BBC One and BBC Two respectively. The BBC also provided these figures in its BBC Commissioning Supply Report.
Paragraph 7: Television, radio and online production – securing competition between BBC producers and external producers	The BBC was required to meet an obligation to provide competition in commissioning for at least 60% of relevant radio programmes by 31 December 2022. For the reporting period 2025/26, the BBC reported it had achieved 62.4%. Further detail on our assessment of the BBC's compliance with Paragraph 7 is provided below this table.
Paragraph 8: Code relating to programme commissioning	Ofcom is required to review and approve changes to Public Service Broadcasters Commissioning Code of Practice. Following engagement with the BBC, Ofcom approved its updated code on 11th August 2026.
Paragraph 9: Code relating to provision for the hearing and visually impaired	In 2025, BBC channels continued to meet or exceed its requirements to provide access services. As set out in the Ofcom Television Access Services report the BBC maintained and applied the Code on Television Access Services and achieved all of its annual quotas for subtitling, signing and audio description and also promoted the availability of access services on the EPG.
Paragraph 10: Retention and production of recordings	Ofcom has set the periods of time that the BBC must retain recordings in its published complaint handling procedures. Ofcom is satisfied that the BBC has provided recordings upon request and has responded satisfactorily to the 22 June 2026 Notice.

[8] We issued the BBC with a Formal Information Request on 22 June 2026 to which it responded on 28 July 2026.

Regulatory obligation	2025/26 assessment
Paragraph 11: International obligations	We have not specifically notified the BBC of any international obligations during 2025/26.
Paragraph 12: Equal opportunities	The BBC provided information on actions taken to meet its obligations to promote equality of opportunity, including in its Annual Report and Accounts 2025/26 (pages 64-65) Equality Information Report 2025/26, the BBC Commissioning Report 2025/26 and its response to our 22 June 2026 Notice. This included information on progress it is making in representation of its workforce, as well as detail on its refreshed Diversity Commissioning Code of Practice. Having assessed this information, we are satisfied that the BBC has complied with this obligation in 2025/26.
Paragraph 13: Training	The BBC has provided information regarding how it met these obligations on pages 63-65 of its Annual Report and Accounts 2025/26 and has provided additional information in response to the 22 June 2026 Notice. Having assessed this information we are satisfied that the BBC has complied with this obligation for 2025/26.
Paragraph 14: General provisions about arrangements under paragraphs 12 and 13	The BBC has reported to Ofcom on the arrangements under paragraphs 12 and 13, including in its Annual Report and Accounts 2025/26, Equality Information Report 2025/26 and has provided additional information in response to the 22 June 2026 Notice. The BBC has set out how it has ensured those affected by the arrangements under paragraphs 12 and 13 are aware of them, and how the arrangements under paragraphs 12 and 13 are regularly reviewed. Having assessed this information, we are satisfied that the BBC has complied with this obligation for 2025/26.

Competition in commissioning

A1.25 Ofcom has two roles in relation to competition in the BBC's commissioning activity. First, to consider whether any additional intervention is necessary in the Operating Framework to protect fair and effective competition. Second, to consider the BBC's compliance with the requirements placed on it under Schedule 3, Paragraph 7 of the Agreement, and if necessary, to enforce them. Those requirements mean that the BBC must secure competition between BBC producers and external producers and the BBC must ensure that the competition is genuine and, on a fair, reasonable, non-discriminatory and transparent ("FRNDT") basis.

Schedule 3 Paragraph 7 requirements

A1.26 The specific quota requirements imposed on the BBC under Schedule 3 Paragraph 7 of the Agreement are, firstly in relation to making relevant television programmes,[9] that it must:

a) secure competition for the commissioning of at least 40% of the in-house guarantee for drama, comedy, entertainment and factual programmes by 31 December 2018, alongside maintaining existing levels of competition;
b) remove the in-house guarantee for children's, sport and non-news related current affairs programmes by 31 December 2019; and[10]
c) secure competition for 100% of relevant TV programmes by 31 December 2027.

A1.27 There are also quotas for radio and online public services. The BBC must secure competition in commissioning for at least 60%[11] of relevant radio programmes[12] by 31 December 2022, and it must secure competition for the commissioning of 100% of relevant online material[13] by 31 December 2027.

BBC's progress in meeting contestability quota requirements

A1.28 In its Commissioning Report 2025/26, the BBC reported that the percentage of hours of relevant TV programmes which were contested increased from 77% in 2024/25 to 87% in 2025/26. We will continue to monitor its progress on contestability in TV commissioning noting that the BBC states it is on track to achieve the target of 100% by the end of 2027.

A1.29 The BBC met its target to secure competition in commissioning for at least 60% of relevant radio programmes by 31st December 2022. In its Commissioning Report 2025/26 it reported contesting 62.4% of eligible hours, therefore continuing to exceed this requirement.[14] The BBC also reported that in 2025/26, 99.6% of its spend on relevant online material had been contested.[15]

A1.30 We will continue to monitor and report on the BBC's progress in working towards the remaining upcoming quota requirements.

The fair, reasonable, non-discriminatory and transparent requirement

A1.31 Schedule 3, Paragraph 7 is clear that, in meeting the quota, the BBC is required to ensure that there is genuine competition between BBC producers and external ones (whether independent producers or not) on a FRNDT basis.

A1.32 Ofcom has not received any complaints from stakeholders about commissioning processes and has not opened any investigations. We speak to TV producers and radio industry representative bodies as part of our ongoing sector engagement and no significant issues

[9] 'Relevant television programmes' means all television programmes included in the UK public services except: (a) Programmes reserved for independent productions; (b) News and news-related current affairs programmes; (c) Any programme where the BBC considers that complying with the obligation would not secure value for money.
[10] As we reported in our previous Annual Reports, the BBC met these requirements.
[11] Of the total time allocated to broadcasting relevant radio programmes on the UK public broadcast services.
[12] 'Relevant radio programmes' means all network radio programmes included in the UK public services except: (a) news programmes; and (b) repeats, continuity, simulcasts, EBU material and autoplayed music.
[13] 'Relevant online material' means all online material included in the UK public services except: (a) programmes included in the UK public on-demand programme services; (b) news and news-related current affairs material; and (c) any material where the BBC considers that complying with the obligation would not secure value for money.
[14] Page 4, BBC Commissioning Report 2025/26.
[15] Page 4, BBC Commissioning Report 2025/26.

about competition within the commissioning process were raised. No significant issues about the FRNDT nature of the BBC commissioning process were raised with us.

A1.33 We will continue to monitor whether the BBC is meeting its obligations regarding FRNDT commissioning. This will include ongoing engagement with production companies to understand more about the BBC commissioning process.

Operating Framework requirements

A1.34 Ofcom is required by Article 46 of the Charter to set an Operating Framework to secure effective regulation of the BBC's activities as set out in the Charter and the Agreement.

A1.35 The Operating Framework must include requirements to protect fair and effective competition in relation to:

a) material changes the BBC proposes to the UK public services and non-service activities;
b) the effect of UK public services, trading activities and non-service activities on fair and effective competition; and
c) agreements with, and conduct affecting, third parties in relation to UK public services, trading activities and non-service activities.

A1.36 We must also include requirements about the relationship between the BBC and its commercial and trading activities. These are described in more detail below.

A1.37 We have set out the Operating Framework in a series of documents which impose requirements on the BBC and provide guidance on our regulatory approach.[16] Table A1.4 below summarises the position in relation to the requirements we have set in the Operating Framework.

Table A1.4: Summary of the Operating Framework requirements

Relevant Charter/Agreement provision	Operating Framework requirement	Assessment of BBC compliance
The impact of proposed changes to the BBC's public service activities (Articles 11 and 20 of the Charter and Clauses 7 to 11 and 16 to 20 of the Agreement)	Specified requirements contained within: Guidance for assessing the impact of proposed changes to the BBC's public service activities[17]	We have set out in this annex and the main body of this report more detailed comments on what we and the BBC have done in these areas.
The impact of the BBC's ongoing public service activities (Article 11 of the Charter and Clauses 12, 15, 21 and 22 of the Agreement)	Specified requirements contained within: Assessing the impact of the BBC's public service activities: Ofcom's procedures and guidance	
The impact of the BBC's commercial and trading activities (Clauses 23 to 27, 28, 31 and 32 of the Agreement)	Specified requirements contained within: The BBC's commercial and trading activities: requirements and guidance	

[16] Most of these applied from 3 April 2017.
[17] In May 2026 we published our decision on these changes, Statement: Updates to Ofcom's Guidance for assessing changes to BBC's public service activities.

Relevant Charter/Agreement provision	Operating Framework requirement	Assessment of BBC compliance
The impact of the distribution of BBC public services (Article 11 of the Charter and Clauses 15 and 61 of the Agreement)	Specified requirements contained within: Distribution of BBC public services: Ofcom's requirements and guidance	

Commercial and trading activities

A1.38 We carried out ongoing monitoring of the BBC's performance in relation to its commercial activities, including assessing the annual reporting information provided by the BBC under our rules. There were no concerns arising from our review of its compliance with our commercial and trading activities reporting requirements in 2025/26.

Other specified requirements and relevant matters

A1.39 We are also required to report on the BBC's compliance with the additional specified requirements set out in Table A1.5 below. We have not identified any breaches of the specified requirements in Table A1.5 between 1 April 2025 and 31 March 2026. We have provided more detailed comments on the BBC's approach to complaints handling in our main report. We have also provided further information regarding complaints made to Ofcom at the end of this section.

Table A1.5: Our assessment of the BBC's compliance with other specified requirements

Relevant Charter/ Agreement provision	Requirement	Assessment of BBC compliance
Provision of information to Ofcom (Article 47, the Charter)	The BBC must provide information that Ofcom formally requires under Article 47.	We have not found the BBC in breach of this requirement.

Relevant Charter/ Agreement provision	Requirement	Assessment of BBC compliance
BBC complaints handling (Clause 56, the Agreement)	In September 2017, Ofcom published its first determinations in relation to the BBC's complaints handling, which set out: - the period for which the BBC must retain records of its handling of relevant editorial complaints; - the form and intervals at which the BBC must report editorial complaints to Ofcom; and - the form and intervals at which the BBC must publish information about the operation and effectiveness of its procedures for editorial complaints. Ofcom published revised determinations on 3 July 2020 and 22 June 2022, requiring more transparent publication of BBC Executive Complaints Unit findings on relevant editorial complaints. In October 2018, Ofcom published its equivalent determinations in relation to the BBC's non-editorial (competition and other regulatory) complaints handling.	The BBC has complied with the determinations Ofcom set in relation to editorial complaints handling and non-editorial (competition and other regulatory) complaints handling. As we explain further in the content standards section of our Annual Report 2025/26 on the BBC, our revised determinations in relation to editorial complaints has led to the BBC publishing its reasoning in 169 not upheld cases in the period 1 April 2025 to 31 March 2026. This is a fall from previous years and we will be discussing this issue with the BBC over the forthcoming year. We have set out in the main body of this report more detailed comments on what Ofcom and the BBC have done in the area of the BBC's approach to complaints handling more generally, including how we have implemented, and the BBC has responded, to our new duty under clause 57 of the Agreement, to review a representative sample of BBC complaints dealt with by the BBC's Executive Complaints Unit at Stage 2 of its complaints process that have not been sent by complainants to Ofcom.[18]

[18] Protocol for Ofcom's review of BBC Stage 2 complaints

Complaints made to Ofcom

A1.40 In enforcing compliance by the BBC with 'competition requirements'[19] and other 'relevant requirements',[20] Ofcom may consider complaints and carry out investigations into compliance as we consider appropriate.

A1.41 In March 2026, we received one regulatory complaint about the BBC's compliance with the Operating Licence concerning its broadcasting and reporting of local radio hours. This related to the compliance period of 2024/25 and is discussed in more detail in paragraphs A1.9 to A1.14 above. We also received another regulatory complaint in July 2026 in relation to competition requirements concerning the BBC's materiality assessment for its Radio 6 Music extension. Despite this falling outside of the 2025/26 compliance period, we have discussed the complaint and outcome in the Competition chapter of the main report.

[19] A 'competition requirement' is any requirement placed on the BBC by Ofcom to regulate the impact of the BBC's activities on competition. These requirements are set out in Ofcom's Procedures for enforcement of BBC competition requirements.

[20] A 'relevant requirement' is a specified requirement placed on the BBC by Ofcom or the Charter and Agreement, which is not covered by a more specific Ofcom enforcement procedure. These requirements are set out in Ofcom's Procedures for enforcement of requirements in the BBC Agreement and compliance with Ofcom enforcement action.

A2. Our approach to performance measurement

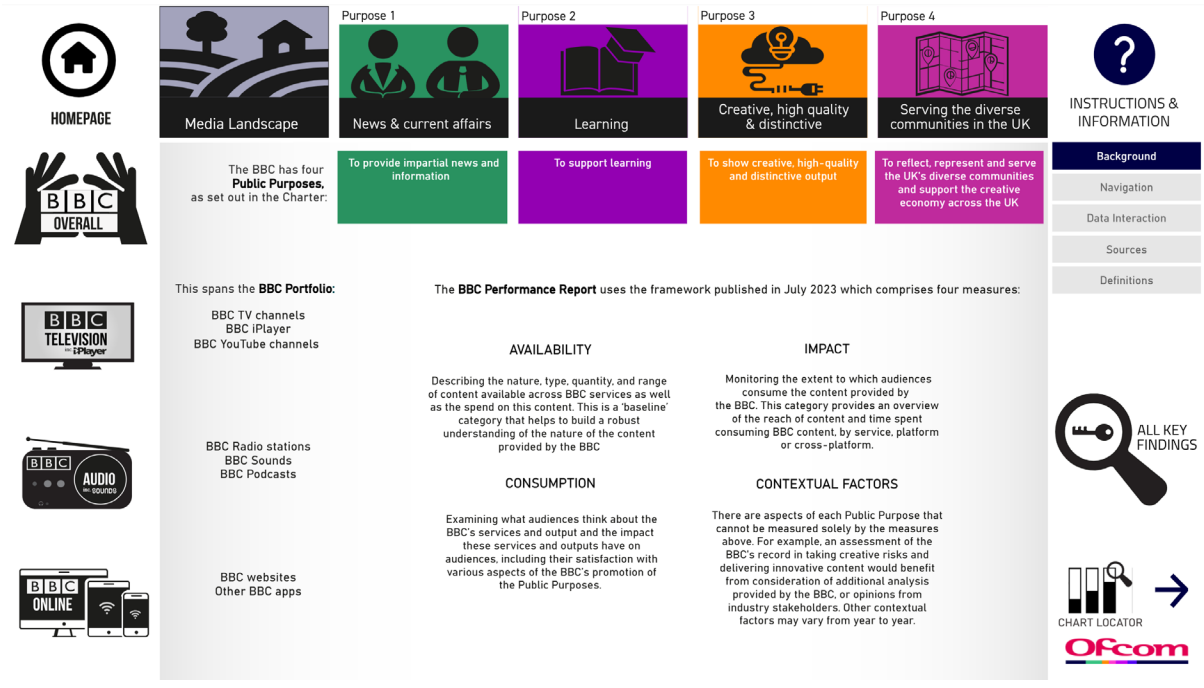
Approach to this year's report

A2.1 Each year, we must report on how the BBC has performed against the performance measures we set as detailed in the performance measurement framework. Underlying data and evidence that supports our assessment is included in the accompanying interactive report.

A2.2 The interactive report for our ninth annual report on the BBC, published in November 2026, used a wide range of sources including Ofcom annual trackers (e.g. Public Service Media Tracker, News Consumption Survey), industry sources (e.g. Barb, RAJAR), and other third-party sources (e.g. Ampere Analysis). In addition to this we also use a range of data sets supplied by the BBC including from their own trackers and internal analytics. See below for the full list of sources used in this year's assessment.

A2.3 For transparency, we publish the data from the majority of the different sources we have used in our assessment. The interactive report includes around 60 different sections, presented using a three-way matrix of media platform, Public Purpose and measurement area (availability, consumption, impact, contextual factors):

Figure A2.1: Interactive report overview page

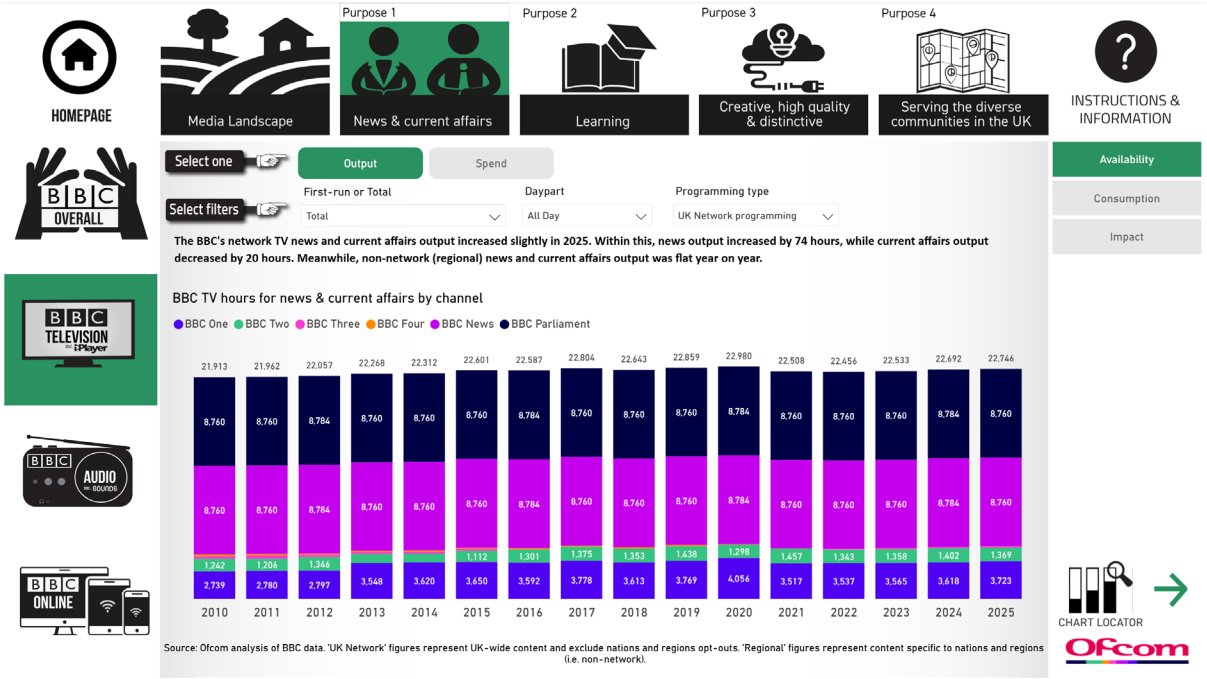


A2.4 In this section we have focused on Public Purpose 1 as an example of the type of information and data we use to assess the BBC's performance in delivering the Public Purposes. The examples we provide relate to BBC TV news but we collect data on the BBC news provision across all platforms to inform our assessment of Public Purpose 1.

A2.5 For example, Figure A2.2 shows the BBC TV network hours for news and current affairs output, split by channel. In assessing the BBC's performance here, we consider the hours of output the BBC has delivered during peak and non-peak times, how much content is first-

run UK originated, and the amount of regional programming. We can also assess the BBC's spend in this area in both real and nominal terms.

Figure A2.2: Interactive report Public Purpose 1 TV availability data



A2.6 Figure A2.3 shows Barb viewing data to the news genre across all BBC channels combined; we are also able to consider the audiences reached by each of the individual BBC TV channels. In assessing the consumption metrics for Public Purpose 1, we also draw on our annual News Consumption Survey to consider how audiences use BBC TV channels for news in relation to a range of other services.

Figure A2.3: Interactive report Public Purpose 1 TV consumption data



A2.7 The final example (Figure A2.4) shows how we also use a range of measures to consider the audience perceptions of the BBC's TV news output. For Public Purpose 1, we primarily use our annual News Consumption Survey to understand how audiences consider BBC TV news to be delivering against a number of attributes. We can also assess the BBC relative to audience perceptions of other TV news providers. These can be considered across a wide range of demographics including age, gender, region, socio-economic group and working status.

Figure A2.4: Interactive report Public Purpose 1 TV impact data



Sources used (2025/26 monitoring)

A2.8 We use a range of sources to inform our performance assessment of the BBC across all four purposes and for TV, radio and online:

Performance Measure	Sources
Availability	• Ampere Analysis • BBC Annual Report and Accounts • BBC supplied data: BBC Sounds genre analysis • Ofcom analysis of BBC data • Ofcom analysis of broadcaster data • Ofcom EDI in Broadcasting 2025

Consumption	• BBC supplied data:
	  ○ ATI/Piano Analytics (BBC Teach and BBC Bitesize traffic)
	  ○ YouTube Analytics
	  ○ DJS Research Student and Teacher Tracker 2025/26
	• Barb
	• Ipsos Iris
	• Ofcom Audio Survey
	• Ofcom News Consumption Survey
	• Ofcom Children's News Consumption Survey
	• Ofcom Public Service Media Tracker
	• Ofcom Children's Public Service Media Tracker
	• Ofcom Podcast Survey
	• Ofcom Audio Survey
	• RAJAR
	• BBC Sounds quarterly data

Impact	• Ofcom Audio Survey • Ofcom News Consumption Survey • Ofcom Children's News Consumption Survey • Ofcom Public Service Media Tracker • Ofcom Children's Public Service Media Tracker • Ofcom Video on Demand Survey • Ofcom Podcast Survey • BBC supplied data: DJS Research Student and Teacher Tracker 2025/26 • Reuters Digital News Report • DCMS 'Value of BBC' research • IPA TouchPoints 2026
Contextual Factors	Contextual factors are a broad measure, that include a range of metrics. Sources include quantitative data, which looks to understand the BBC's place in the context of the wider marketplace, or qualitative assessment of the BBC's record or strategy in a certain area.

Ongoing work

A2.9 Alongside the new Operating Licence, we published an updated performance measurement framework in July 2023.

A2.10 We continue to review our monitoring of the BBC's performance to ensure it remains up to date and also allows for flexibility. This includes:

- Regularly reviewing our annual tracking surveys, to ensure they capture the most relevant information;
- Reviewing data available from third-party sources, and ensuring we are using the best available data sources across metrics;
- Continued engagement with the BBC on their internal data; and
- Last year, we began work on a new combined research programme which merged our separate BBC and PSM Trackers to provide a single adults survey (the Public Service Media Tracker), along with a smaller complimentary online only survey for adults and a wider Children's Public Service Media Tracker. The results from the first year of fieldwork have been included in the current Annual Report. As a result, there are some areas that we are not able to compare or provide trend data for.

A3. Market assessment analysis

Audio and audiovisual

Figure A3.1: Viewing shares for linear, BVoD, SVoD services, and VSPs

	Aged 4+				Adults 16-34			
	2022	**2023**	**2024**	**2025**	**2022**	**2023**	**2024**	**2025**
Broadcast - Live + recorded playback share	**60%**	**56%**	**52%**	**48%**	**26%**	**20%**	**17%**	**13%**
BBC incl linear portfolio	19%	17%	16%	15%	7%	5%	5%	3%
ITV incl. portfolio channels	14%	12%	11%	10%	6%	5%	4%	3%
Channel 4 incl. portfolio channels	6%	6%	5%	5%	4%	3%	2%	1%
Channel 5 incl. portfolio channels	4%	4%	4%	3%	1%	1%	1%	1%
Multichannels	17%	17%	15%	15%	8%	7%	6%	5%
BVoD share	**7%**	**8%**	**10%**	**12%**	**8%**	**10%**	**11%**	**12%**
BBC iPlayer	3%	4%	5%	5%	4%	4%	5%	5%
ITVX	1%	2%	2%	2%	1%	2%	2%	2%
Channel 4 (All 4)	1%	1%	1%	1%	1%	2%	1%	2%
Other players	2%	2%	3%	3%	2%	3%	3%	3%
SVoD/AVoD share	**15%**	**16%**	**17%**	**18%**	**29%**	**30%**	**29%**	**32%**
Netflix	9%	9%	9%	10%	18%	16%	16%	18%
Amazon Prime Video	3%	3%	3%	3%	5%	5%	5%	5%
Disney+	3%	4%	4%	3%	6%	8%	8%	7%
Other SVoD	0%	1%	1%	1%	0%	1%	1%	1%
VSP share	**18%**	**20%**	**21%**	**22%**	**37%**	**40%**	**42%**	**43%**
YouTube	14%	15%	16%	18%	24%	26%	28%	30%
TikTok	4%	5%	4%	4%	10%	12%	12%	12%
Other VSPs	1%	1%	1%	0%	2%	2%	3%	1%
BBC live + recorded playback + iPlayer total	22%	20%	21%	20%	10%	9%	9%	8%
Total (identified in-home video)	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Source: Barb as-viewed on TV sets and other devices connected to the home's WiFi network.

Figure A3.2: Total audio listening shares

	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026
	All aged 15+*				Aged 15-34*			
Radio (live on a radio set)	***50%***	***47%***	***44%***	***40%***	***25%***	***25%***	***21%***	***19%***
BBC Radio	25%	22%	21%	18%	8%	8%	7%	6%
Global Radio	11%	11%	10%	10%	7%	8%	7%	6%
Bauer Media Audio	9%	9%	8%	7%	6%	6%	5%	4%
Wireless	2%	2%	2%	2%	1%	1%	1%	1%
Other	4%	3%	3%	3%	2%	2%	2%	2%
Radio (online - live and catchup)	***12%***	***13%***	***13%***	***14%***	***7%***	***8%***	***7%***	***6%***
BBC Radio	5%	4%	5%	5%	2%	2%	2%	1%
Global Radio	3%	4%	4%	4%	2%	3%	2%	2%
Bauer Media Audio	2%	3%	3%	3%	2%	2%	2%	1%
Wireless	1%	1%	1%	1%	0%	0%	0%	0%
Other	1%	1%	1%	1%	1%	1%	1%	0%
Podcasts	***6%***	***5%***	***6%***	***11%***	***10%***	***9%***	***8%***	***15%***
Spotify	4%	3%	4%	6%	6%	7%	5%	11%
Apple Music	1%	0%	1%	2%	2%	1%	1%	2%
Amazon Prime	0%	0%	0%	0%	1%	0%	0%	0%
Google	0%	0%	1%	1%	1%	0%	1%	1%
BBC Sounds	0%	0%	0%	1%	0%	0%	0%	0%
Global Player	0%	0%	0%	0%	0%	0%	0%	0%
Other	0%	0%	0%	0%	1%	0%	0%	0%
Streamed music	***20%***	***22%***	***24%***	***23%***	***44%***	***45%***	***49%***	***46%***
Spotify	14%	15%	17%	15%	32%	35%	38%	35%
Apple Music	2%	2%	3%	3%	4%	4%	5%	6%
Amazon Music	2%	2%	2%	2%	4%	2%	2%	2%
Google	1%	1%	1%	1%	2%	2%	2%	2%
BBC Sounds	0%	0%	0%	0%	0%	0%	0%	0%
Global Player	0%	0%	0%	0%	0%	0%	0%	0%
Other Music Streaming Service	1%	1%	1%	1%	1%	1%	1%	1%
Other forms of audio[2]	***12%***	***13%***	***12%***	***12%***	***14%***	***14%***	***14%***	***14%***
Personal music (CD and digital)	5%	7%	5%	5%	5%	4%	4%	4%

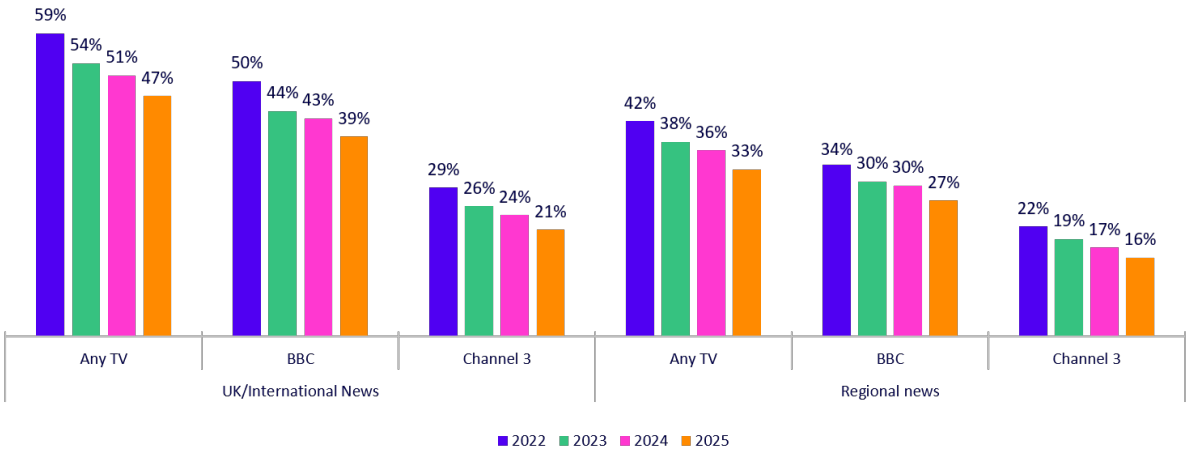
Music video sites/channels	4%	5%	4%	4%	7%	7%	7%	6%
Audiobooks	3%	2%	3%	4%	2%	3%	3%	3%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**
BBC (Radio and Sounds)	30%	27%	26%	25%	10%	11%	9%	8%

*Source: TouchPoints and RAJAR. *Note: from 2025/26 the age categories changed from 15+ and 15-34 to 16+ and 16-34.*

Local news

Regional news on TV

Figure A3.3: Average weekly reach (%) of nations / regions news on TV vs UK / international news, total vs. BBC vs. Channel 3 (linear and on-demand), 2022 – 2025



Source: Barb as-viewed, adults age 16+, TV sets and other connected devices in the home. Linear includes live viewing and recorded playback from TV channels. On-demand includes BBC iPlayer and ITVX (live and catch-up) and viewing to their content via other on-demand services like Sky Go/On-demand and Virgin Media Catch-up. Reach criteria: 3+ consecutive minutes.

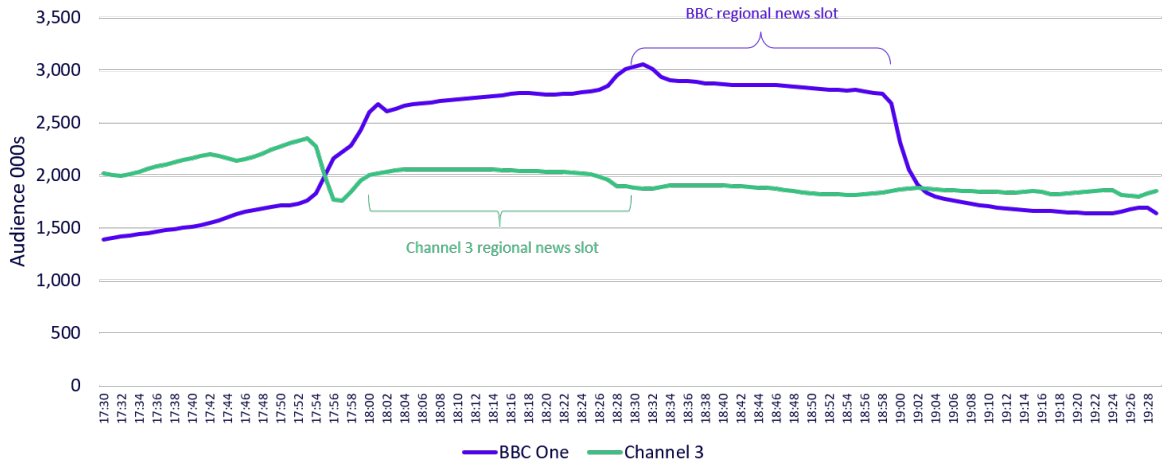
Figure A3.4: Channel shares of viewing for nations/regions news (linear and on-demand), BBC and Channel 3, 2022-2025

Country	Channel	2022	2023	2024	2025
UK	BBC	63%	63%	65%	65%
	Channel 3	36%	36%	35%	35%
England	BBC	64%	65%	67%	66%
	Channel 3	35%	35%	33%	34%
Northern Ireland	BBC	58%	55%	56%	53%
	Channel 3	42%	45%	44%	47%
Scotland	BBC	56%	53%	55%	56%
	Channel 3	44%	47%	44%	44%

Wales	BBC	66%	68%	71%	74%
	Channel 3	29%	28%	26%	25%

Source: Barb as-viewed, adults age 16+, TV sets and other connected devices in the home. Linear includes live viewing and recorded playback from TV channels. On-demand includes BBC iPlayer and ITVX (live and catch-up) and viewing to their content via other on-demand services like Sky Go/On-demand and Virgin Media Catch-up. Note: Shares may not sum to 100% due to rounding and BBC Scotland and S4C not being listed for some nations.

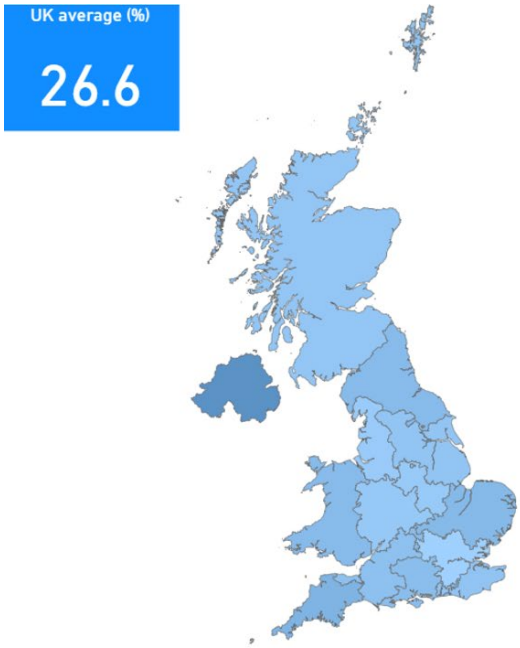
Figure A3.5: Average adult audience for weekday evening regional news and adjacent timeslots – BBC One vs. Channel 3: 2025



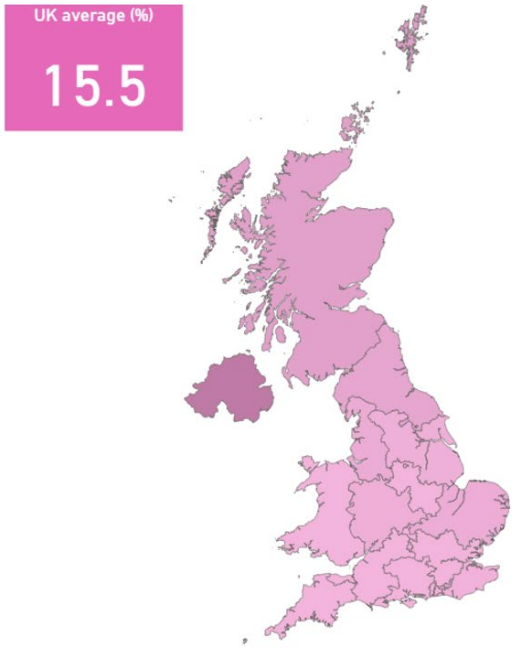
Source: Barb as-viewed, adults 16+. Live viewing only on TV sets and other devices connected to the home's WiFi network, Monday – Friday, average audience 000s. Note that the equivalent chart in last year's Annual Report was for live viewing on TV sets only and the pattern is almost identical.

Figure A3.6: Average weekly reach (%) to BBC nations/regions news vs. Channel 3 nations/regions news (linear and on-demand): 2025

BBC

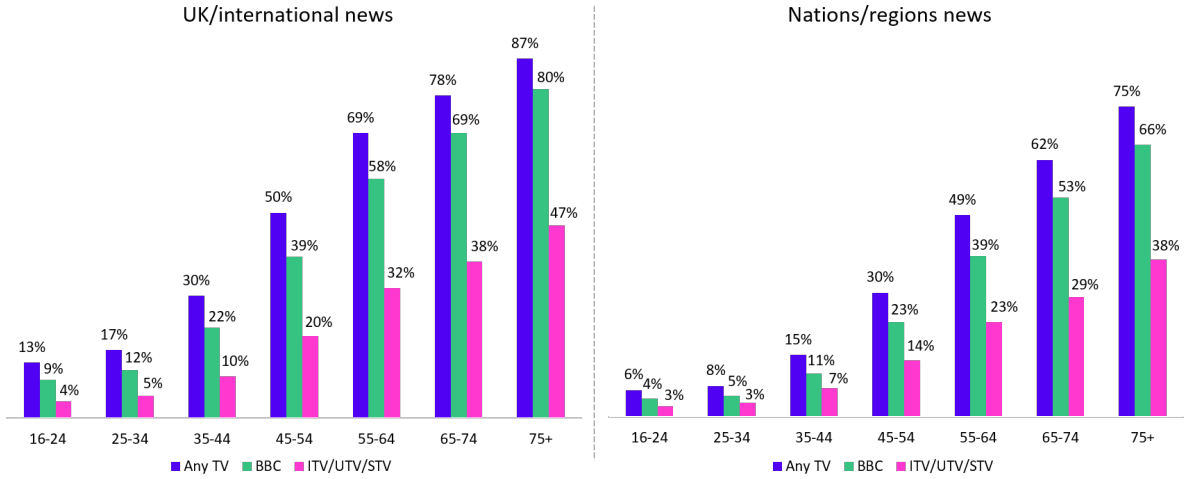


ITV



Source: Barb as-viewed, adults 16+, TV sets and other connected devices in the home. Reach criteria: 3+ mins %. Shading denotes the comparison to the UK average with darker colours achieving a higher-than-average UK reach and lighter shading lower than average.

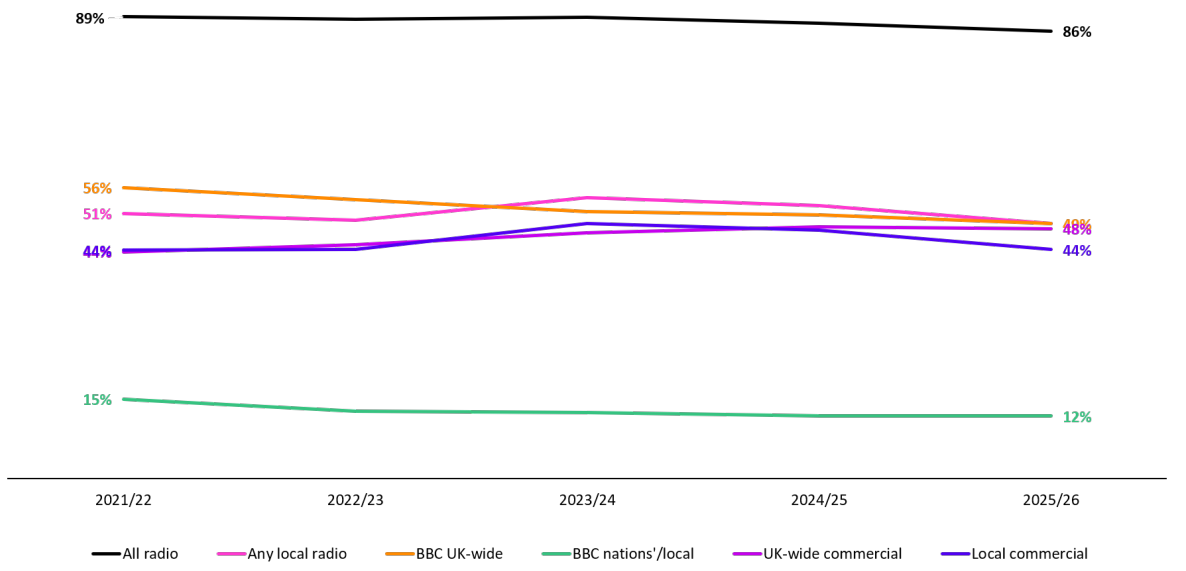
Figure A3.7: Weekly reach (%) by age of nations/regions news on TV vs. UK/international news, total vs. BBC vs. Channel 3 (linear and on-demand), 2025



Source: Barb, as-viewed, TV sets and other connected devices in the home. Linear includes live viewing and recorded playback from TV channels. On-demand includes BBC iPlayer and ITVX (live and catch-up) and viewing to their content via other on-demand services like Sky Go/On-demand and Virgin Media Catch-up.

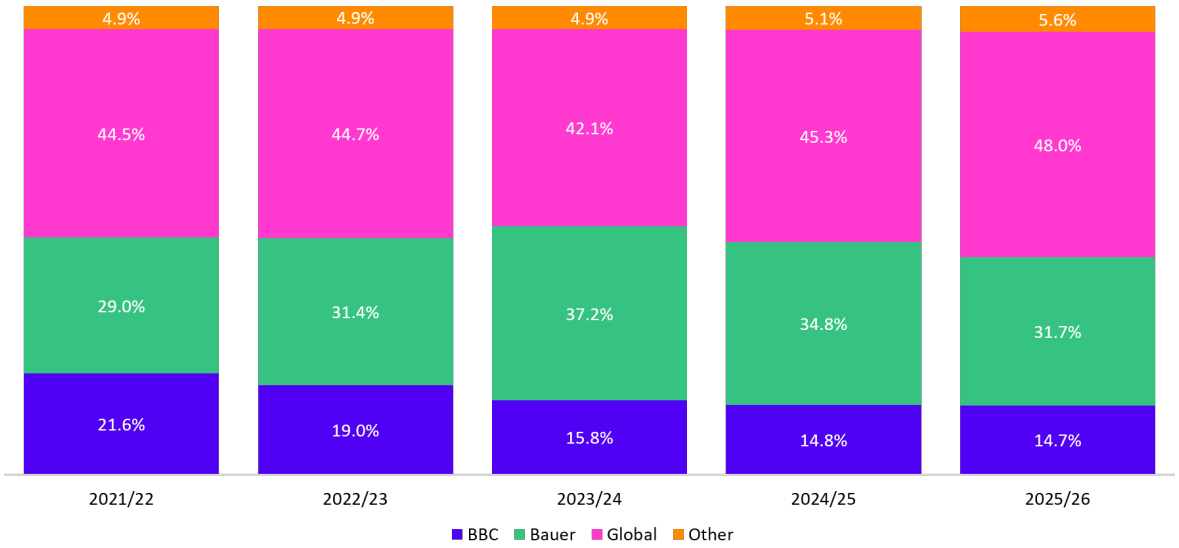
Local news on Radio

Figure A3.8: Average weekly reach by radio sector



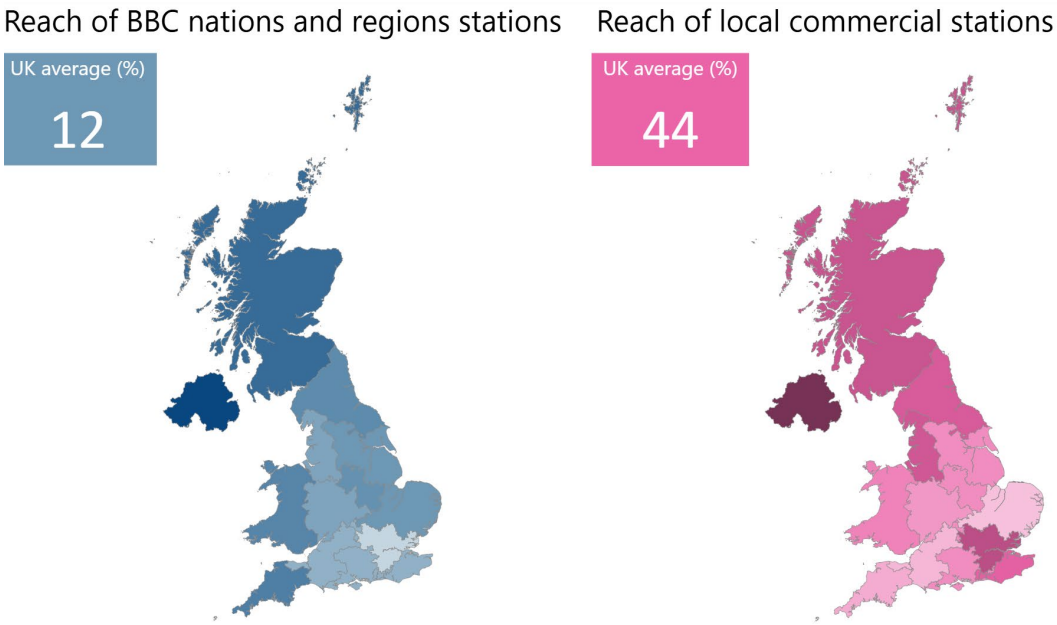
Source: RAJAR. TSA: Individual Stations. Q1 data on a 12-month weighting. Note: reach is average weekly reach among adults aged 15+ in each 12-month period. Note: 'Local commercial' includes some stations with output that is broadcast UK-wide.

Figure A3.9: Share of local radio listening by broadcaster group over time, financial year



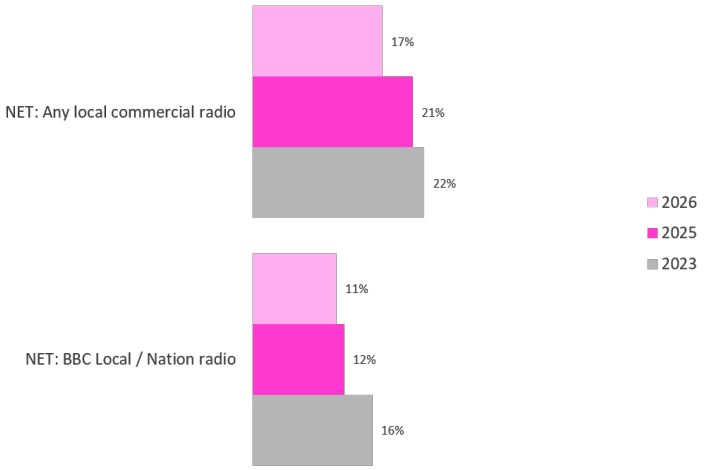
Source: RAJAR. TSA: Individual stations. Weighting: 12-months to Q1 of latest year shown. Note: figures reflect share of sum of BBC, Bauer, Global and Other local station hours.

Figure A3.10: Average weekly reach (%) of BBC Local Radio and local commercial radio



Source: RAJAR Q1 2026. All Radio TSA. 12-month weighting. Adults aged 15+. Note: shading denotes the comparison to the UK average, with darker colours achieving a higher than average UK reach and lighter shading lower than average.

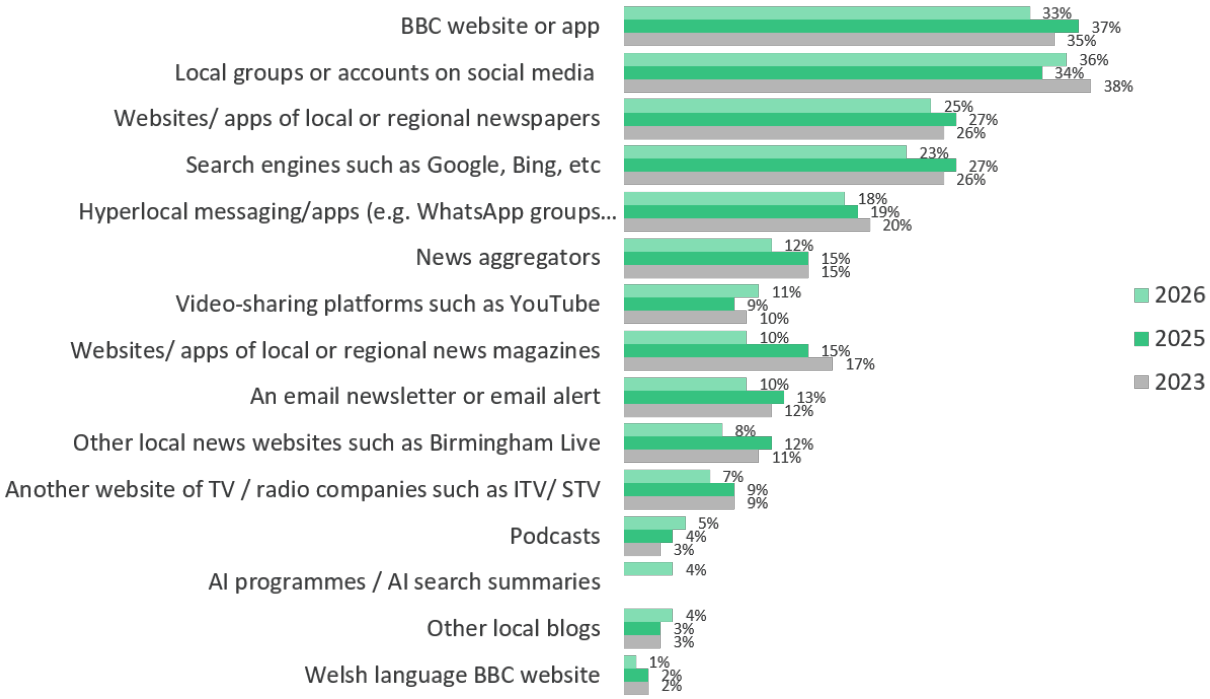
Figure A3.11: Sources of local news for radio



Source: Ofcom Local News and Media Survey (fieldwork conducted March 2026). Q5. Thinking specifically about radio sources, which of the following do you use for local news and information nowadays – i.e. which have you used in the last month or so for news? Base: All respondents 16+: 2023: 2778, 2025: 2828, 2026: 2831.

Local online news

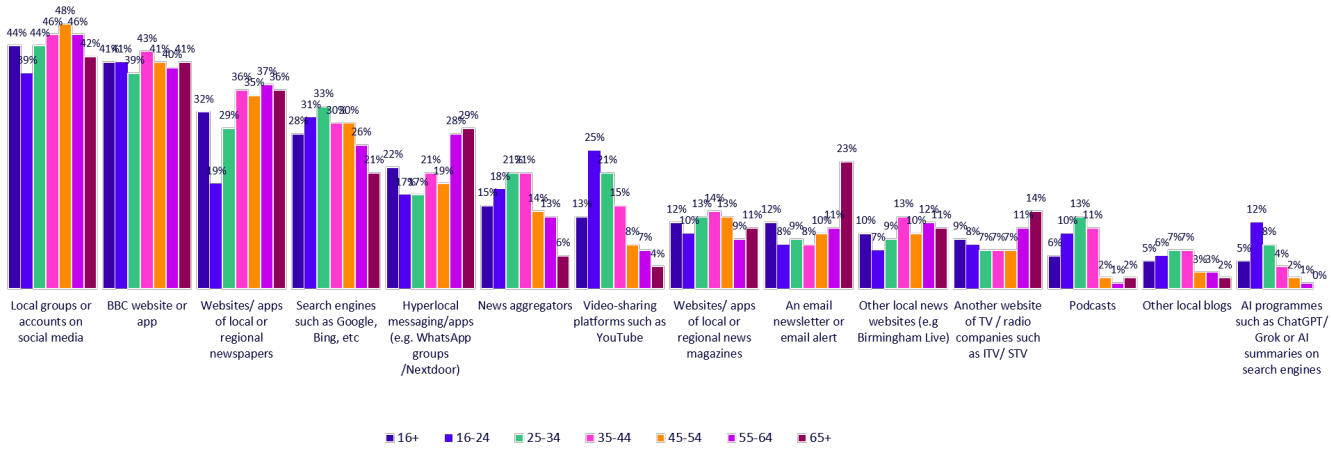
Figure A3.12: Online sources of local news and information



Source: Ofcom Local News and Media Survey (fieldwork conducted March 2026). Question: Q3. Thinking specifically about online sources, which of the following do you use for local news and information nowadays –

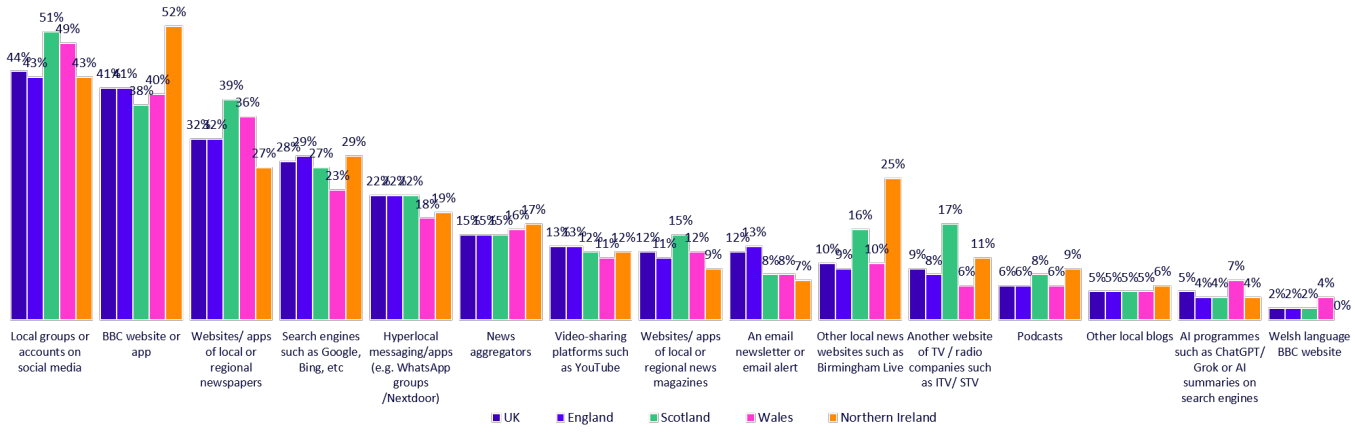
i.e. which have you used in the last month or so for news? Base: All respondents 16+: 2023: 2778, 2025: 2828, 2026: 2831

Figure A3.13: Use of online sources by age group, among users of online sources for local news and information, 2026



Source: Ofcom Local News and Media Survey (fieldwork conducted March 2026). Question: Q3. Question: Q3. Thinking specifically about online sources, which of the following do you use for local news and information nowadays – i.e. which have you used in the last month or so for news? Base: Amongst users of online for local news: 16+ (2303), 16-24 (266), 25-34 (375), 35-44 (356), 45-54 (401), 55-64 (354), 65+ (551)

Figure A3.14: Use of online sources by nation, amongst users of online sources for local news and information, 2026



Source: Ofcom Local News and Media Survey (fieldwork conducted March 2026) Question: Q3. Thinking specifically about online sources, which of the following do you use for local news and information nowadays – i.e. which have you used in the last month or so for news? Base: Amongst users of online for local news: UK (2303), England (1512), Scotland (266), Wales (271), Northern Ireland (254)

Figure A3.15: Indexed total H1 page views of local online news – UK and by nation (Base year = H1 2022)

Country/nation	Provider	H1 2022	H1 2023	H1 2024	H1 2025	H1 2026
UK	BBC	100%	119%	137%	160%	164%
	Commercial	100%	89%	77%	86%	60%

Country/nation	Provider	H1 2022	H1 2023	H1 2024	H1 2025	H1 2026
England	BBC	100%	121%	160%	195%	193%
	Commercial	100%	88%	75%	84%	59%
Wales	BBC	100%	105%	87%	88%	110%
	Commercial	100%	92%	86%	102%	66%
Scotland	BBC	100%	130%	128%	124%	134%
	Commercial	100%	93%	85%	87%	71%
Northern Ireland	BBC	100%	114%	91%	106%	106%
	Commercial	100%	113%	118%	143%	93%

Note: This table shows the total page views for H1 indexed to 2022. Figures in subsequent years show total page views in H1 of that year, as a percentage of page views in H1 2022. For example, a value of 90% in H1 2026 for the BBC would mean total BBC page views in H1 2026 were 90% of their 2022 level.

Source: BBC, Ipsos iris and Ofcom. Ipsos iris data UK online adults 15+ and only includes website page views and does not include viewing via apps. Note Ipsos iris made universal updates in October 2024, so comparisons with previous years should be made with caution. BBC data includes BBC website and app, Google AMP and Facebook instant articles until they were retired in April 2023. BBC data does not include viewing via Apple News.

A4. Review of BBC Stage 2 complaints

2026/27 Quarter One

Ofcom's review function

A4.1 Under the BBC Charter and Agreement, complaints concerning BBC television, radio and on-demand services are ordinarily considered by the BBC in the first instance. This is known as the "BBC First" system. Upon completion of the BBC's complaints process and receipt of a final response from the BBC's Executive Complaints Unit ("ECU"), complainants may refer their complaint to Ofcom for consideration.

A4.2 In line with recommendations made in the Mid-Term Review of the BBC Charter, amendments were made to the BBC Framework Agreement in December 2025 to give Ofcom a new function to review a representative sample of complaints resolved by the ECU which have not been referred to Ofcom. The Agreement requires Ofcom to report annually on the outcome of that review.

A4.3 This report presents the findings of Ofcom's first such review in accordance with the Protocol we published on 2 July 2026.

Approach and methodology

A4.4 Ofcom reviewed a representative sample of complaints that had been considered by the ECU at Stage 2 of the BBC complaints process and which had not been referred to Ofcom by the complainant.

A4.5 The sampling frame covered complaints that the ECU had made determinations on during the first quarter of the year 2026/2027 (i.e. April – June 2026). We decided to follow a quarterly approach, with a view to reporting the results on an annual basis.

A4.6 The BBC provided information about eligible complaints and the ECU's final decisions regarding them to Ofcom. This was used to create a sampling frame and complaints were then selected for review using a randomised process.

A4.7 Consistent with the Protocol, the sample was designed to provide representative coverage of the range of complaints ordinarily considered by the ECU at Stage 2 of the BBC's complaints process. We have begun by reviewing 25% of complaints and will keep this figure under review.

A4.8 The following complaints were excluded from our review:

a) Fairness & Privacy complaints (complaints from individuals appearing in and/or directly affected by programmes – this is because these complaints do not need to follow the BBC First process and can come straight to Ofcom);
b) BBC World Service complaints (Ofcom has no regulatory remit on such complaints); and
c) complaints which have already been referred to Ofcom by the complainant.

A4.9 This review also excluded complaints about BBC Online Material. Complaints about this kind of content will be considered in future reviews, following the implementation of Ofcom's BBC Online Material Code.

Review framework

A4.10 The review focused on the substantive issues raised by each complaint and the BBC's final response to those issues.

A4.11 The review did not assess the BBC's administrative or handling processes, as these are not within scope.

Review process

A4.12 For each complaint selected, Ofcom reviewed a summary of the complaint, the relevant content and the ECU's final determination.

A4.13 We considered whether the complaint raised potentially substantive issues under the Broadcasting Code that warranted investigation by Ofcom. We did so by reference to the gravity and/or extent of the matter complained of and whether Ofcom considered the BBC reached an appropriate decision on the matter.

Complaints reviewed and findings

A4.14 The random sampling process selected nine complaints about content across a range of BBC radio and television services. Six complaints related to due impartiality and accuracy concerns and three related to harm and offence concerns.

A4.15 Across all the complaints that we reviewed, Ofcom considered that none of the complaints raised potentially substantive issues under the Broadcasting Code warranting further investigation by Ofcom. As such, no further steps were taken.

Next steps

A4.16 We will continue our review and publish a second report in next year's Annual Report on the BBC. In the meantime, if Ofcom has any concerns that a complaint reviewed potentially raises substantive issues warranting investigation under our Broadcasting Code and/or our BBC Online Material Code, we will launch an investigation and carry it out in accordance with our existing Procedures. We will publish the opening of any investigations which have been launched as a result of this review, as well as their outcome, on an ongoing basis in our Broadcast, On Demand and BBC Online Material Bulletin.