Borough Council of King's Lynn & West Norfolk



LICENSING COMMITTEE

Agenda

Tuesday 21st May 2013 6pm

Committee Suite King's Court Chapel Street King's Lynn PE30 1EX



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LICENSING COMMITTEE

Democratic Services Section, Second Floor, King's Court, Chapel Street, King's Lynn, Norfolk, PE30 1EX.

My Ref: RAE/Licensing Committee

Your Ref: Please ask for: Rachael Edwards Direct Dial: (01553) 616275 Email: rachael.edwards@west-norfolk.gov.uk

13th May 2013

Dear Member

Licensing Committee

You are invited to attend a meeting of the full Licensing Committee on **Tuesday 21st May 2013** at **6pm** in the **Committee Suite**, **King's Court**, **Chapel Street**, **King's Lynn** to consider the business shown below.

Yours sincerely, Chief Executive

AGENDA

1. <u>APOLOGIES FOR ABSENCE</u>

2. URGENT BUSINESS

To consider any business which, by reason of special circumstances, the Chairman proposes to accept as urgent under Section 100(b)(4)(b) of the Local Government Act, 1972.

3. DECLARATION OF INTERESTS

Please indicate if there are any interests which should be declared. A declaration of an interest should indicate the nature of the interest (if not already declared on the Register of Interests) and the agenda item to which it relates. If a disclosable pecuniary interest is declared, the member should withdraw from the room whilst the matter is discussed.

These declarations apply to all Members present, whether the Member is part of the meeting, attending to speak as a local Member on an item or simply observing the meeting from the public seating area.

4. MEMBERS PURSUANT TO STANDING ORDER 34

- 5. <u>TO APPROVE THE MINUTES FROM THE LAST MEETING OF THE FULL</u> <u>LICENSING COMMITTEE AND SUB-COMMITTEE HEARINGS</u> (copy of minutes available on request)
 - (i) To approve the Minutes of the full Licensing Committee
 - 7th August 2012
 - (ii) To approve the Minutes of the Licensing Sub-Committee Hearings
 - 14th August 2012 Sub-Committee Members – Councillors R Groom, R Bird and D Tyler

15th August 2012 Sub-Committee Members – Councillors R Groom, R Bird and T Wright

3rd October 2012 Sub-Committee Members – Councillor R Groom, J Loveless and L Scott

30th October 2012 Sub-Committee Members – Councillor G Sandell, C Manning and D Tyler

21st December 2012 Sub-Committee Members – Councillors G Sandell, C J Crofts and Mrs S Smeaton

29th January 2013 Sub-Committee Members – Councillors R Groom, M Hopkins and C Sampson

22nd March 2013 Sub-Committee Members – Councillors G Sandell, C J Crofts and D Tyler

4th April 2013 Sub-Committee Members – Councillors G Sandell, C J Crofts and J Loveless

6. CLASSIFICATION OF FILMS

The Borough Council, as the Licensing Authority, is responsible for authorising the public exhibition of films. Section 20 of the Licensing Act 2003 (the Act) provides that where a Premises Licence or Club Premises Certificate authorises the exhibition of the film, the licence must include a condition requiring the admission of children to films to be restricted in accordance with recommendations given either by the British Board of Film Classification (the BBFC) or by the Licensing Authority itself.

The Licensing Manager will present a report that outlines proposals to set out a formal procedure that the Borough Council will follow when determining the classification of previously unclassified films (attached at pages 1 - 46).

7. DATE AND TIME OF NEXT MEETING

To: Councillors G Sandell (Chairman) C Crofts (Vice-Chairman), M Back, R Groom M Hopkins, G Howman, M Langwade, A Lovett, C Manning, M Pitcher, C Sampson, L Scott, Mrs S Smeaton, D Tyler and T Wright

Appropriate Officers – Rachael Edwards, John Gilbraith and Vicki Hopps

By Invitation: Councillor J Loveless Councillor M Tilbury Councillor A Lawrence - Portfolio Holder for Community

LICENSING COMMITTEE REPORT

Type of Report:	Portfolio(s): Cllr Adrian Lawrence
Author Name: John Gilbraith	Consultations:
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Email: john.gilbraith@west-norfolk.gov.uk	
OPEN / EXEMPT	

DATE: 21st May 2013

SUBJECT: Procedure for Determining the Classification of Films

Summary

The Borough Council, as the Licensing Authority, is responsible for authorising the public exhibition of films. Section 20 of the Licensing Act 2003 (the Act) provides that where a Premises Licence or Club Premises Certificate authorises the exhibition of a film, the licence must include a condition requiring the admission of children to films to be restricted in accordance with recommendations given either by the British Board of Film Classification (the BBFC) or by the Licensing Authority itself.

Recommendations

- 1. Adopt the procedure for dealing with the classification of films.
- 2. Adopt the Guidance issued by the BBFC to assist in the determination of classifying films.
- 3. Delegate responsibility for the authorisation of films which have not been classified by the BBFC to the Licensing Manager in conjunction with the Senior Licensing Officer.
- 4. Delegate responsibility for the authorisations of films which have not been classified by the BBFC and where the Licensing Manager and Senior Licensing Officer are unable to make a formal determination to a Licensing Sub-Committee.

Reasons for Recommendations

To set out a formal procedure that the Borough Council will follow when determining the classification of previously unclassified films.

1.0 Background

- 1.1 There is currently no formal procedure for the Borough Council to deal with requests to classify films not classified by the BBFC. As the Borough Council's responsibilities in relation to film classifications are incorporated within the Licensing Act 2003 it is considered appropriate to adopt such a procedure.
- 1.2 Whilst the BBFC performs a national film classification role, the Borough Council, as a Licensing Authority, is the classification body for the public exhibition of films shown in the Borough by virtue of the Licensing Act 2003.

- 1.3 The BBFC is an independent, non-governmental body funded through the fees it charges to those who submit films, videos, DVDs and digital games for classification. The BBFC classifies films intended for public exhibition on behalf of the local authorities that licence premises for that purpose under the Licensing Act 2003. The BBFC also classifies videos, DVDs and digital games under the Video Recordings Act 1984. A copy of the BBFC's guidelines is attached to this report at Appendix 1.
- 1.4 The Borough Council may be required to classify a film that has not been classified by the BBFC. It is prudent therefore to have a formal procedure in place to determine this classification. The proposed procedure to be adopted is attached to this report at Appendix 2.

2.0 The Licensing Act 2003

- 2.1 Section 20 of the Act provides that a mandatory condition shall be applied to all premises licences that authorise the exhibition of a film. This relates to the restriction of the admission of children (defined in the Act as "persons aged under 18") to the exhibition of any film in accordance with film classification recommendations. Schedule 1 of the Act defines the exhibition of a film as "any exhibition of moving pictures".
- 2.2 The Act provides for a number of exemptions for certain types of films such as those exhibited for the purposes of demonstration of products, advertising goods or services, information, education or instruction and films exhibited in a museum or art gallery that consist of, or form part of, an exhibition.
- 2.3 Under Section 4 of the Act, the Borough Council as the licensing authority must carry out its functions with a view to promoting the licensing objectives. These licensing objectives are:
 - The prevention of crime and disorder
 - Public safety
 - Prevention of public nuisance
 - Protection of children from harm
- 2.4 In terms of film exhibitions, the most relevant licensing objective is the 'protection of children from harm'. There may, however, be instances where there could be a case for relying on the prevention of crime and disorder objective.

3.0 Other Matters

- 3.1 As a requirement is placed on the Borough Council to carry out this function it is not proposed to carry out any formal consultation as this is a procedural matter for Licensing Authorities contained within the Act. If the procedure is adopted it will be implemented with immediate effect.
- 3.2 It will not be necessary to change the terms of reference of the Licensing Committee as it is already responsible for all matters relating to the discharge of its functions relating to licensing under the Act.

3.3 Notwithstanding paragraph 3.1 above, the adoption of the BBFC Guidance and the proposed procedure for determining film classifications will be incorporated into the next revision of the Borough Council's Statement of Licensing Policy.

4.0 Financial

4.1 There are no financial implications of the proposed action.

5.0 Risk Assessment

- 5.1 Not having a procedure might result in the moral and psychological harm being caused to members of the public, in particular children, by film exhibitions containing strong language, horror/violence or sexual images.
- 5.2 In adopting and approving the recommendations the Council will be exercising due diligence in licensing matters

6.0 Equalities Impact Assessment

6.1 There are no adverse or negative impacts of opportunity for any equality group.

7.0 Access to Information

- 7.1 The Licensing Act 2003
- 7.2 Section 182 Guidance issued under the Licensing Act 2003
- 7.3 Borough Council's Statement of Licensing Policy (January 2011)

8.0 Appendixes

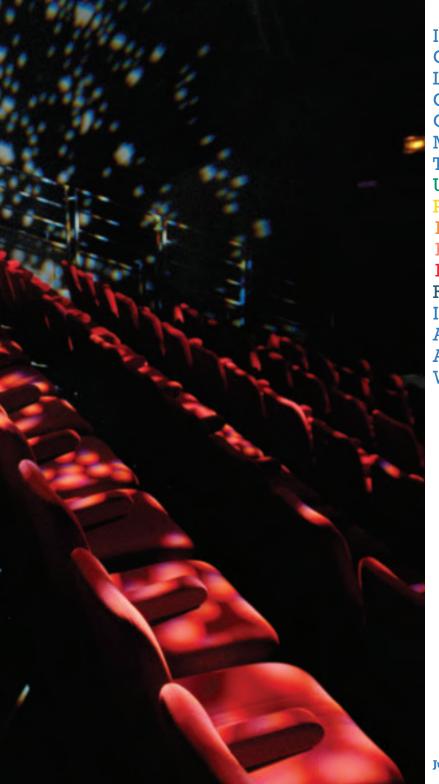
- 1 Guidance issued by the BBFC (June 2009).
- 2 Proposed Procedure for Determining Film Classifications.

J Gilbraith Licensing Manager Environmental Health – Licensing 8th May 2013 Appendix 1 to Report to Licensing Committee - 21st May 2013 Re: Classification of Films Dated 8th May 2012



The Guidelines





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Introduction

1. The British Board of Film Classification (BBFC) is an independent, non-governmental body funded through the fees it charges to those who submit films and video works for classification. Here, and throughout the Guidelines, video works are taken to include video games, and films and programmes released on DVD or Blu-ray, or distributed by means of download or streaming on the internet.

2. The BBFC classifies films on behalf of the local authorities who license cinemas under the Licensing Act 2003.

3. The BBFC classifies video works which are released as video recordings under the Video Recordings Act 1984. (The video games covered by the VRA are those whose exemption is forfeited under section 2(2) because they depict human sexual activity, gross violence or other matters of concern.) 4. The BBFC classifies video works which are distributed other than as a video recording (for example, by means of download or streaming over the internet) under a voluntary scheme called BBFC.online.

5. The BBFC will not classify material which it believes to be in breach of the criminal law.

6. Where possible the BBFC will carry out its responsibilities through appropriate use of the classification categories, particularly in order to protect children from any harm which may be caused. If necessary, however, the BBFC may cut or even reject a film or video work. The BBFC's approach to material which is unacceptable at any category is set out in the 'Intervention' section of these Guidelines on page 32. 7. In line with domestic administrative law principles and the requirements of the Human Rights Act 1998, there is a particular need to make the classification criteria clear. This is fulfilled by the publication of these Guidelines and their availability on the BBFC website (www.bbfc.co.uk) or directly from the BBFC. (Contact details can be found on the back cover.)

8. The BBFC Classification Guidelines reflect all these considerations and are the product of public consultation with children and adults, research and the accumulated experience of the BBFC over many years. The Guidelines, and the BBFC's practice in applying them, have particular regard to any changes in public taste, attitudes and concerns; changes in the law; or new evidence from research or expert sources; and will be reviewed periodically. 9. The Guidelines, however, are not a legal document and should be interpreted in the spirit of what is intended as well as in the letter. They cannot be a comprehensive account of everything that may at any time be of concern. Should issues arise which are not specifically covered here, they will be dealt with by the BBFC on their merits and in line with the standards expressed and implied in these Guidelines.

10. Responsibility for the Guidelines and for their interpretation rests with the **BBFC** and is subject to normal considerations of fairness and reasonableness.

11. The **BBFC** undertakes to provide guidance on the interpretation of these Guidelines on request.

12. Before allowing a child to view a work, parents are advised to consider carefully the classification, together with any accompanying Consumer Advice.

General Principles

The detail of the Guidelines is contained in the following pages. But it is right to set out here the general underlying grounds on which the BBFC exercises the broad discretion conferred on it. There are two guiding principles:

- that works should be allowed to reach the widest audience that is appropriate for their theme and treatment
- that adults should, as far as possible, be free to choose what they see, provided that it remains within the law and is not potentially harmful.

When applying these guiding principles, there are three main qualifications:

1. whether the material is in conflict with the law, or has been created through the commission of a criminal offence

2. whether the material, either on its own, or in combination with other content of a similar nature, may cause any harm at the category concerned. This includes not just any harm that may result from the behaviour of potential viewers, but also any 'moral harm' that may be caused by, for example, desensitising a potential viewer to the effects of violence, degrading a potential viewer's sense of empathy, encouraging a dehumanised view of others, suppressing pro-social attitudes, encouraging anti-social attitudes, reinforcing unhealthy fantasies, or eroding a sense of moral responsibility. Especially with regard to children, harm may also include retarding social and moral development, distorting a viewer's sense of right and wrong, and limiting their capacity for compassion

3. whether the availability of the material, at the age group concerned, is clearly unacceptable to broad public opinion. It is on this ground, for example, that the BBFC intervenes in respect of bad language.

In assessing legal issues, potential harm or acceptability to broad public opinion, the BBFC takes account of relevant research and expert opinion. However, such research and expert opinion is often lacking, imperfect, disputed, inconclusive or contradictory. In many cases the BBFC must therefore rely on its collective experience and expertise to make a judgement as to the suitability of a work for classification, or for classification at a particular category.

Legal Considerations

Human Rights Act 1998

Among the rights established under this Act are the right of respect for private and family life, and the right to freedom of expression. When classifying works, the **BBFC** will have regard to the impact of any decision on the rights of any relevant person. The Act permits such restrictions on freedom of expression as are prescribed by law and are necessary in a democratic society, in the interests of national security, territorial integrity or public safety, for the prevention of disorder or crime, for the protection of health or morals, for the protection of the reputation or rights of others, for preventing the disclosure of information received in confidence, or for maintaining the authority and impartiality of the judiciary.

The Licensing Act 2003

Cinemas require a licence from the local authority in which they operate. The licence must include a condition requiring the admission of children (under 18) to any film to be restricted in accordance with the recommendations of the BBFC or the licensing authority.

The objectives of the Licensing Act are:

- the prevention of crime and disorder
- public safety
- the prevention of public nuisance
- the protection of children from harm.

The Video Recordings Act 1984 Video works (including films, TV programmes and video games) which are supplied on a disc, tape or any other device capable of storing data electronically must be classified by the BBFC unless they fall within the definition of an exempted work.

When considering whether to award a classification certificate to a work, or whether to classify a work at a particular category, the BBFC is required by the Act to have special regard (among the other relevant factors) to the likelihood of works being viewed in the home, and to any harm that may be caused to potential viewers or, through their behaviour, to society by the manner in which the work deals with:

- criminal behaviour
- illegal drugs
- violent behaviour or incidents
- horrific behaviour or incidents
- human sexual activity.

In considering these issues the BBFC has in mind the possible effect not only on children but also on other vulnerable people.

The Obscene Publications Act 1959 & 1964

It is illegal to publish a work which is obscene. A work is obscene if, taken as a whole, it has a tendency to deprave and corrupt (ie, make morally bad) a significant proportion of those likely to see it. However, no offence is committed if publication is justified as being for the public good on the grounds that it is in the interests of science, art, literature or learning or other objects of general concern.

Criminal Justice and Immigration Act 2008 It is illegal to be in possession of an extreme pornographic image. An extreme pornographic image is one which is pornographic and grossly offensive, disgusting or otherwise of an obscene character, which features an apparently real person, and which portrays, in an explicit and realistic way, an act which: threatens a person's life; results, or is likely to result, in serious injury to a person's anus, breasts or genitals; involves sexual interference with a human corpse; or involves bestiality. Works classified by the BBFC under the Video Recordings Act are excluded from the scope of the offence.

The Protection of Children Act 1978 It is illegal to make, distribute, show or possess indecent photographs or pseudo-photographs of a child. It is also illegal to make, distribute, show or possess indecent images of children which have been derived from a photograph or pseudophotograph (for example, by tracing). A child is defined as a person under the age of 18.

The Sexual Offences Act 2003 It is illegal to expose oneself with intent to cause alarm or distress – this offence augments the common law misdemeanour of indecent exposure. The Act also prohibits a person recording the private act of another, where the intention of the recording is for the sexual gratification of himself or a third party and where the recorded party has not consented to so being filmed.

The Public Order Act 1986 It is illegal to distribute, show or play to the public a recording of visual images or sounds which are threatening, abusive or insulting if the intention is to stir up racial hatred or hatred on the grounds of sexual orientation, or if racial hatred or hatred on the grounds of sexual orientation is likely to be stirred up. It is also illegal to distribute, show or play to the public a recording of visual images or sounds which are threatening if the intention is to stir up religious hatred.

The Cinematograph Films (Animals) Act 1937 It is illegal to show any scene 'organised or directed' for the purposes of the film that involves actual cruelty to animals. This Act applies to the exhibition of films in public cinemas but the BBFC also applies the same test to video works. For the purposes of this legislation and The Animal Welfare Act 2006, only vertebrates which are domesticated or otherwise under the control of man are defined as 'animals'.

The Animal Welfare Act 2006

It is illegal to supply, publish or show or possess with intent to supply a video recording of an 'animal fight' that has taken place within Great Britain since 6 April 2007. The Tobacco Advertising and Promotion Act 2002 It is illegal, in the course of a business, to publish a tobacco advertisement.

Other unlawful material

In carrying out its responsibilities, the BBFC will have regard to whether the material itself appears to be unlawful in the United Kingdom, or has arisen from the commission of an unlawful act.

Consumer Advice

The BBFC's Consumer Advice enables the public to make informed choices about the films, DVDs and interactive works available to them. **Consumer Advice is a brief** description of the content which determined the classification of a film, DVD or video game. As well as noting particular issues such as violence, sex, language, drugs or any other matters likely to be of concern, it can also highlight themes, such as suicide, or contexts, such as comedy or fantasy, which can influence the strength of the material. At the junior categories Consumer Advice can also warn of behaviour which may be potentially harmful if copied, or highlight content, such as characters in dangerous situations, which might frighten or upset younger viewers.

Consumer Advice indicates the strength of individual issues by using the terms 'mild', 'moderate', 'strong' and 'very strong', across the categories. For example, language at 'U' and 'PG' is likely to be 'mild' while at '15' and '18' language can be 'strong' and 'very strong'. Where relevant, the frequency with which the issue appears in the work is also indicated. With the co-operation of the film and video industry, Consumer Advice is routinely displayed on both film advertising, including posters, on print media and television, and on packaging for video works.

On film posters, the Consumer Advice should be found in a box near the film's title, alongside the classification, for example:

12A CONTAINS MODERATE HORROR AND COMIC ACTION-ADVENTURE VIOLENCE

On DVDs or video games classified by the BBFC, Consumer Advice should be found on the back of the packaging, alongside the classification symbol, for example:



CONTAINS FREQUENT STRONG BLOODY VIOLENCE AND VERY STRONG LANGUAGE

Suitable for persons of 18 years and over. Not to be supplied to any person below that age

Consumer Advice is also available on the BBFC websites, www.bbfc.co.uk and www.pbbfc.co.uk.

Extended

Classification Information For cinema films classified after July 2007, and video games classified after September 2007, the BBFC website also carries Extended Classification Information (ECI).

ECI provides, over several paragraphs, a more detailed explanation of the classification issues that defined the work's category. It also notes any additional content which did not determine the classification but may be of interest to the likely audience.

The Parents BBFC website also provides detailed content information tailored specifically for parents and guardians. It is designed for adults who want a more detailed understanding of the issues they are likely to find in a film, DVD or video game before they allow a child to see or play it. Parents BBFC can be found at www.pbbfc.co.uk.

Overarching Factors

There are certain overarching factors that may influence a classification decision at any level and in connection with any issue. These factors are of particular importance when a work lies on the borderline between two categories. The guidance set out under 'The Categories' should therefore be read in the light of the more general advice offered here and under 'Main Issues' and 'General Principles'.

Context

The context in which an issue (such as sex, language or violence) is presented is central to the question of its acceptability.

When considering context, the following factors, amongst others, may be taken into account:

- the expectations of the public in general and the work's audience in particular
- the work's genre. For example, a realistic or contemporary approach may intensify the effect. By contrast a historical or fantasy setting, or comic presentation, may soften the effect
- the manner in which an issue is presented. For example, language used aggressively may be dealt with more stringently than the same terms used in a comic way
- the apparent intention of the film maker, as reflected in its effect.
 For example, whether the work is intended to be educational

- the original production date of the work. For example, outdated attitudes which might be considered offensive in a contemporary work may be treated more leniently in a much older, and obviously dated, work
- any special merits of the work.

Tone and impact

The overall tone of a work may also affect the classification decision. While the presentation of specific issues, such as sex and violence, may not be problematic at a particular category, if the work has a generally dark or unsettling tone that may disturb the audience at that category, then it may receive a more restrictive classification. At the junior categories, and on the borderline between categories, such considerations as the degree of fantasy; the level of connection to the real world; and the extent to which the work presents a despairing view of the world or lacks a clear moral perspective may be important factors. The impact of a work (ie, how it makes the audience feel) is also taken into account, for example in relation to horror films where threat may be more significant than violence.

Release format

Classification decisions may be stricter on video works than on film. This is on account of the increased possibility of under-age viewing or game playing recognised in the Video Recordings Act, and of works being replayed or viewed out of context. Accordingly, a video work may occasionally receive a higher classification than on film, or require new or different cuts.

Main Issues

This section of the Guidelines identifies some concerns which apply, to a greater or a lesser degree, at all classification levels. It sets out the general approach taken with regard to such concerns, given the general principles set out earlier.

The pages following this section provide specific guidance for 'U' through to '18' under the heading 'The Categories'. The guidance there should be read in the light of the more general advice offered here and under 'Overarching Factors' and 'General Principles'.

Discrimination

Potentially offensive content, relating to such matters as race, gender, religion, disability or sexuality, may arise in a wide range of works, and the classification decision will take account of the strength or impact of its inclusion. The context in which such content may appear also has a bearing on the classification. Works with such content may receive a less restrictive category where discriminatory language and behaviour is implicitly or explicitly criticised; or the work as a whole seeks to challenge such attitudes, or is obviously dated.

Drugs

No work taken as a whole may promote the misuse of drugs and any detailed portrayal of drug misuse likely to promote or glamorise the activity may be cut. Works which show drug misuse while emphasising the dangers may receive less restrictive classifications than works that present drug misuse in a neutral manner.

Where smoking, alcohol abuse or substance misuse feature to a significant extent in works which appeal to children, this will normally be indicated in the Consumer Advice and/or Extended Classification Information. Classification decisions will also take into account any promotion or glamorisation of such activities.

Horror

The use of frightening elements which might scare or unsettle an audience is part of a long tradition of story telling and film making. Many children enjoy the excitement of scary sequences, but, where films are targeted at a younger audience, classification decisions will take into account such factors as the frequency, length and detail of scary scenes as well as horror effects, including music and sound, and whether there is a swift and reassuring outcome.

Older audiences often pay to see horror films because they like being frightened or shocked and such works are classified at an appropriate category to ensure that the young and vulnerable are protected from too intense an experience.

Imitable behaviour

Classification decisions will take into account any detailed portrayal of criminal and violent techniques, and any glamorisation of easily accessible weapons, such as knives. Works which portray anti-social behaviour (for example, bullying) uncritically are likely to receive a more restrictive classification. Works which, taken as a whole, actively promote illegal behaviour will be cut or rejected.

Portrayals of potentially dangerous behaviour (especially relating to hanging, suicide and self-harm) which children and young people are likely to copy, will be cut if a more restrictive classification is not appropriate.

Language

Many people are offended, some of them deeply, by bad language. This may include the use of expletives with a sexual, religious or racial association, offensive language about minority groups and commonly understood rude gestures. The extent of that offence may vary according to age, gender, race, background, beliefs and expectations brought by viewers to the work, as well as the context in which the word, expression or gesture is used.

For these reasons, it is impossible to set out comprehensive lists of words, expressions or gestures which are acceptable at each category. The advice at different classification levels, therefore, provides general guidance taking account of the views expressed in public consultation exercises. **Nudity**

Natural nudity with no sexual context is acceptable at all classification levels, but will not occur more than occasionally in the lowest category.

Nudity with a sexual context will receive a more restrictive classification and strong detail in such a context will only be passed in the adult categories.

Sex

The portrayal of sexual activity can range from kissing and verbal references to 'making love', to detail of real sex. This is reflected in the classification system, in which progressively stronger portrayals are allowed as the categories rise.

Sex works (works whose primary purpose is sexual arousal or stimulation) are likely to be passed only in the adult categories. Sex works containing only material which may be simulated are generally passed '18'. Sex works containing clear images of real sex, strong fetish material, sexually explicit animated images, or other very strong sexual images will be confined to the 'R18' category. 'R18' video works may be supplied only in licensed sex shops which no one under 18 may enter. 'R18'films may be shown only in specially licensed cinemas.

These Guidelines will be applied to the same standard regardless of sexual orientation.

Theme

Classification decisions will take into account the theme of a work. but will depend significantly on the treatment of that theme, and especially the sensitivity of its presentation. However, the most problematic themes (for example. drug abuse, sexual violence, paedophilia, incitement to racial hatred or violence) are unlikely to be appropriate at the most junior levels of classification. Correspondingly, there is no reason in principle why most themes, however difficult, could not be presented in a manner which allowed classification at '18' or even '15'.

Violence

Violence has always been a feature of entertainment for children and adults. Classification decisions will take account of the degree and nature of any violence in a work. Works which feature the following are likely to receive more restrictive classifications: portrayal of violence as a normal solution to problems, heroes who inflict pain and injury, callousness towards victims, the encouragement of aggressive attitudes, and content which depicts characters taking pleasure in pain or humiliation.

Sexualised violence or works which glorify or glamorise violence will receive a more restrictive classification and may even be cut.

A strict policy on sexual violence and rape is applied. Content which might eroticise or endorse sexual violence may require cuts at any classification level. This is more likely with video works than film because of the potential for replaying scenes out of context. Any association of sex with non-consensual restraint, pain or humiliation may be cut.

Titles

If the title of a work incites hatred on grounds of race, religion or sexual orientation, or incites other criminal behaviour; or encourages an interest in abusive or illegal sexual activity, changes will be required as a condition of classification. If the title of a work is likely to cause significant offence to a significant number of people if displayed in a public place, the distributor will be advised to consider carefully the places in which it is likely to be seen and to take appropriate action, for example by obscuring certain words on packaging or marketing materials. (This advice is not given in relation to works classified 'R18' as such works can only be supplied or offered for supply in a licensed sex shop.) In extreme cases, assurances on public display of the full title, or changes to the title, may be required as a condition of classification.

Photo or pattern sensitivity, motion sickness and reactions to low frequency sound

A small number of viewers are sensitive to flashing and flickering light, or some shapes and patterns, and may experience seizures or other serious physical effects. In addition, some viewers experience feelings of motion sickness or other symptoms when viewing works which feature hand held or otherwise moving camerawork, or which feature very low frequency sounds.

It is the responsibility of film makers and distributors to identify works in which such issues may arise and to ensure that, when required, appropriate warnings are given to viewers.

Such effects are therefore not normally taken into account when reaching a classification decision. However, if it is obvious during viewing that the work is highly likely to affect a significant number of viewers, the BBFC may advise the distributor of the need to ensure that appropriate warnings are in place. In extreme cases, assurances regarding the display of appropriate warnings may be required as a condition of classification.

Trailers/advertisements Audiences actively choose to see a full length feature based on expectations of the particular genre at the given classification and on the **Consumer Advice and Extended Classification Information provided by** the **BBFC**. In contrast, audiences have no choice about the accompanying trailers or advertisements which may be very different in tone and content to the film the audience has chosen to view. In addition, because trailers and advertisements are short and self-contained, borderline material is less likely to be justified by context and more likely to cause offence.

For these reasons, classification decisions for trailers and advertisements may be more restrictive than for equivalent material in a main feature, for example:

- strong language is not permitted in trailers or advertisements at any category below '15'
- only one use of strong language is permitted in a trailer or advertisement at '15' and must be neither threatening nor aggressive.

Advertisements for alcohol of any type can be passed at any category. However, these may receive a more restrictive classification if there are overt attempts to associate alcohol with sexual prowess and/or a glamorous or successful lifestyle.

Advertisements for tobacco are prohibited by law.

The BBFC is not responsible for the exhibition of cinema trailers and advertisements, including alcohol advertising, and has no involvement in deciding which films they appear before. This process is the responsibility of the cinema.

Public information advertisements/charity advertisements

Where an advertisement is part of a public information campaign or has a charitable purpose, the more restrictive approach set out above will not normally apply. However, potentially shocking or offensive content in such advertisements must not go beyond what is likely to be acceptable to the particular audience.

Video games

Video games are classified under the same Guidelines and using the same categories as 'linear' works such as film or DVD.

The BBFC acknowledges the difference between watching a film or DVD and the more interactive experience of playing a game but recognises that, to date, limited research has been done into whether 'interactivity' has any significant effect on the potential for harm.

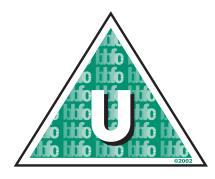
In addition, the interactivity inherent in video games may, in certain contexts, lead to a greater potential for some content to be considered unsuitable for certain age groups. The ability of a game to make a young player complicit in behaviour involving, for example, sex, drugs or realistic violence, may be as important as the level of detail shown, especially where such behaviour forms a major component of the game, and where the level of interactivity is high.

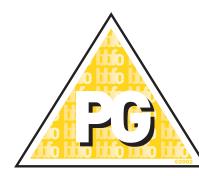
In a video game, the frequency with which an issue occurs is also often difficult to quantify, as it will depend on how the player chooses to play the game, and how many times a particular level is attempted before completion. Where frequency is a category defining issue (for example, with respect to strong language), the BBFC bases its judgement on an assessment of the frequency with which a player is likely to encounter the issue during normal gameplay.

Given the lack of research, especially in relation to harm, and given the rapid developments in the sophistication of video games, the BBFC may take a more cautious approach when a video game lies on the borderline between two categories, or contains material which raises issues of acceptability at the adult categories.

The Categories

The BBFC endeavours to classify submitted works in one of the following categories:







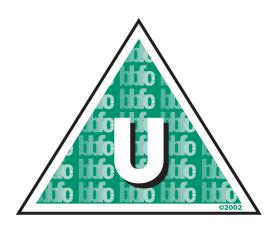
The following pages set out guidance on how the main issues (for example, sex and violence) are specifically applied from 'U' through to 'R18'. The criteria should be read in the light of the general approach set out earlier under 'General Principles', 'Overarching Factors' and 'Main Issues'. Because works from time to time present issues in ways which cannot be anticipated, these criteria will not be applied in an over-literal way if such an interpretation would lead to an outcome which would confound audience expectations.













U Universal – Suitable for all

It is impossible to predict what might upset any particular child. But a 'U' film should be suitable for audiences aged four years and over. 'U' films should be set within a positive moral framework and should offer reassuring counterbalances to any violence, threat or horror.

If a work is particularly suitable for a pre-school child to view alone, this will be indicated in the Consumer Advice.

Discrimination

No discriminatory language or behaviour unless clearly disapproved of.

Drugs

No references to illegal drugs or drug misuse unless they are infrequent and innocuous, or there is a clear educational purpose or anti-drug message suitable for young children.

Horror

Scary sequences should be mild, brief and unlikely to cause undue anxiety to young children. The outcome should be reassuring.

Imitable behaviour

No potentially dangerous behaviour which young children are likely to copy. No emphasis on realistic or easily accessible weapons.

Language

Infrequent use only of very mild bad language.

Nudity

Occasional natural nudity, with no sexual context.

Sex

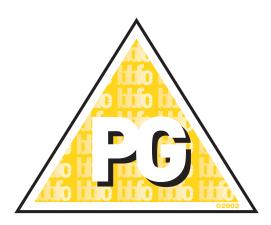
Mild sexual behaviour (for example, kissing) and references only (for example, to 'making love').

Theme

While problematic themes may be present, their treatment must be sensitive and appropriate for young children.

Violence

Mild violence only. Occasional mild threat or menace only.





PG Parental Guidance – General viewing, but some scenes may be unsuitable for young children

Unaccompanied children of any age may watch. A 'PG' film should not disturb a child aged around eight or older. However, parents are advised to consider whether the content may upset younger or more sensitive children.

Discrimination

Discriminatory language or behaviour is unlikely to be acceptable unless clearly disapproved of or in an educational or historical context. Discrimination by a character with which children can readily identify is unlikely to be acceptable.

Drugs

References to illegal drugs or drug misuse must be innocuous or carry a suitable anti-drug message.

Horror

Frightening sequences should not be prolonged or intense. Fantasy settings may be a mitigating factor.

Imitable behaviour

No detail of potentially dangerous behaviour which young children are likely to copy. No glamorisation of realistic or easily accessible weapons.

Language Mild bad language only.

Nudity Natural nudity, with no sexual context.

Sex

Sexual activity may be implied, but should be discreet and infrequent. Mild sex references and innuendo only.

Theme

Where more serious issues are featured (for example, domestic violence) nothing in their treatment should condone unacceptable behaviour.

Violence

Moderate violence, without detail, may be allowed, if justified by its context (for example, history, comedy or fantasy).





12A/12 – Suitable for 12 years and over

Exactly the same criteria are used to classify works at '12A' and '12'. These categories are awarded where the material is suitable, in general, only for those aged 12 and over. Works classified at these categories may upset children under 12 or contain material which many parents will find unsuitable for them.

The '12A' category exists only for cinema films. No one younger than 12 may see a '12A' film in a cinema unless accompanied by an adult, and films classified '12A' are not recommended for a child below 12. An adult may take a younger child if, in their judgement, the film is suitable for that particular child. In such circumstances, responsibility for allowing a child under 12 to view lies with the accompanying adult.

The '12' category exists only for video works. No one younger than 12 may rent or buy a '12' rated video work.

Discrimination

Discriminatory language or behaviour must not be endorsed by the work as a whole. Aggressive discriminatory language or behaviour is unlikely to be acceptable unless clearly condemned.

Drugs

Any misuse of drugs must be infrequent and should not be glamorised or give instructional detail.

Horror

Moderate physical and psychological threat may be permitted, provided disturbing sequences are not frequent or sustained.

Imitable behaviour

Dangerous behaviour (for example, hanging, suicide and self-harming) should not dwell on detail which could be copied, or appear pain or harm free. Easily accessible weapons should not be glamorised.

Language

Moderate language is allowed. The use of strong language (for example, 'fuck') must be infrequent.

Nudity

Nudity is allowed, but in a sexual context must be brief and discreet.

Sex

Sexual activity may be briefly and discreetly portrayed. Sex references should not go beyond what is suitable for young teenagers. Frequent crude references are unlikely to be acceptable.

Theme

Mature themes are acceptable, but their treatment must be suitable for young teenagers.

Violence

Moderate violence is allowed but should not dwell on detail. There should be no emphasis on injuries or blood, but occasional gory moments may be permitted if justified by the context.

Sexual violence may only be implied or briefly and discreetly indicated, and must have a strong contextual justification.





15 –

Suitable only for 15 years and over

No one younger than 15 may see a '15' film in a cinema. No one younger than 15 may rent or buy a '15' rated video work.

Discrimination

The work as a whole must not endorse discriminatory language or behaviour.

Drugs

Drug taking may be shown but the film as a whole must not promote or encourage drug misuse. The misuse of easily accessible and highly dangerous substances (for example, aerosols or solvents) is unlikely to be acceptable.

Horror

Strong threat and menace are permitted unless sadistic or sexualised.

Imitable behaviour

Dangerous behaviour (for example, hanging, suicide and self-harming) should not dwell on detail which could be copied. Easily accessible weapons should not be glamorised.

Language

There may be frequent use of strong language (for example, 'fuck'). The strongest terms (for example, 'cunt') may be acceptable if justified by the context. Aggressive or repeated use of the strongest language is unlikely to be acceptable.

Nudity

Nudity may be allowed in a sexual context but without strong detail. There are no constraints on nudity in a non-sexual or educational context.

Sex

Sexual activity may be portrayed without strong detail. There may be strong verbal references to sexual behaviour, but the strongest references are unlikely to be acceptable unless justified by context. Works whose primary purpose is sexual arousal or stimulation are unlikely to be acceptable.

Theme

No theme is prohibited, provided the treatment is appropriate for 15 year olds.

Violence

Violence may be strong but should not dwell on the infliction of pain or injury. The strongest gory images are unlikely to be acceptable. Strong sadistic or sexualised violence is also unlikely to be acceptable.

There may be detailed verbal references to sexual violence but any portrayal of sexual violence must be discreet and have a strong contextual justification.





Suitable only for adults

No-one younger than 18 may see an '18' film in a cinema. No-one younger than 18 may rent or buy an '18' rated video. In line with the consistent findings of the BBFC's public consultations and The Human Rights Act 1998, at '18' the BBFC's guideline concerns will not normally override the principle that adults should be free to choose their own entertainment. Exceptions are most likely in the following areas:

- where the material is in breach of the criminal law, or has been created through the commission of a criminal offence
- where material or treatment appears to the BBFC to risk harm to individuals or, through their behaviour, to society – for example, any detailed portrayal of violent or dangerous acts, or of illegal drug use, which may cause harm to public health or morals. This may include portrayals of sexual or sexualised violence which might, for example, eroticise or endorse sexual assault
- where there are more explicit images of sexual activity which cannot be justified by context. Such images may be appropriate in 'R18' works, and in 'sex works' (see below) would normally be confined to that category.

In the case of video works (including video games), which may be more accessible to younger viewers, intervention may be more frequent than for cinema films.

Sex education at '18'

Where sex material genuinely seeks to inform and educate in matters such as human sexuality, safer sex and health, explicit images of sexual activity may be permitted.

Sex works at '18'

Sex works are works whose primary purpose is sexual arousal or stimulation. Sex works containing only material which may be simulated are generally passed '18'. Sex works containing clear images of real sex, strong fetish material, sexually explicit animated images, or other very strong sexual images will be confined to the 'R18' category. Material which is unacceptable in a sex work at 'R18' is also unacceptable in a sex work at '18'.





R18 - To be shown only in specially licensed cinemas, or supplied only in licensed sex shops, and to adults of not less than 18 years

The 'R18' category is a special and legally restricted classification primarily for explicit works of consenting sex or strong fetish material involving adults. Films may only be shown to adults in specially licensed cinemas, and video works may be supplied to adults only in licensed sex shops. 'R18' video works may not be supplied by mail order.

The following content is not acceptable:

- any material which is in breach of the criminal law, including material judged to be obscene under the current interpretation of the Obscene Publications Act 1959
- material (including dialogue) likely to encourage an interest in sexually abusive activity (for example, paedophilia, incest or rape) which may include adults role-playing as non-adults
- the portrayal of any sexual activity which involves lack of consent (whether real or simulated). Any form of physical restraint which prevents participants from indicating a withdrawal of consent
- the infliction of pain or acts which may cause lasting physical harm, whether real or (in a sexual context) simulated. Some allowance may be made for moderate, non-abusive, consensual activity
- penetration by any object associated with violence or likely to cause physical harm
- any sexual threats, humiliation or abuse which does not form part of a clearly consenting role-playing game. Strong physical or verbal abuse, even if consensual, is unlikely to be acceptable.

These Guidelines will be applied to the same standard regardless of sexual orientation.

Intervention

Where possible, the BBFC deals with any issues raised in a submitted work through classification at the appropriate category. In some cases, however, assurances, cuts or other changes (for example, the addition of warning captions) will be required as a condition of classification. or as a condition of classification at a particular category. In some circumstances a work may be rejected, ie refused a classification at any category. The General Principles under which such decisions are made are set out on page 4. Details of interventions are published on the main **BBFC** website.

Cuts for category

If the submitted work is suitable for classification, but only at a category higher than that requested by the submitting company, the BBFC will consider whether a lower category could be achieved through relatively minor or simple changes. If so, the BBFC may offer the submitting company a choice of accepting the higher category or making defined changes to achieve a lower category.

The decision to offer such 'cuts for category' is at the discretion of the BBFC and this option is unlikely to be available if the required changes would be extensive or complex, or if the effect of possible changes would be difficult to predict. In such circumstances, the submitting company may choose to make a new submission of a different version of the work at a later date.

Compulsory cuts

If a submitted work raises issues or concerns that cannot be addressed by classification at a particular category, cuts or other changes may be required as a condition of classification. Such intervention is most likely with regard to the following:

- material which may promote illegal activity
- material which is obscene or otherwise illegal
- material created by means of the commission of a criminal offence
- portrayals of children in a sexualised or abusive context
- sexual violence or sexualised violence which endorses or eroticises the behaviour
- sadistic violence or torture which invites the viewer to identify with the perpetrator in a way which raises a risk of harm
- graphic images of real injury, violence or death presented in a salacious or sensationalist manner which risks harm by encouraging callous or sadistic attitudes

• sex works which contain material listed as unacceptable at 'R18'.

When the issue relates to the circumstances of filming (for example, in relation to animal cruelty or public indecency) the submitting company will normally be given an opportunity to present evidence before a final decision is reached.

Rejects

If a central concept of the work is unacceptable (for example, a sex work with a rape theme); or if intervention in any of the ways noted above is not acceptable to the submitting company; or if the changes required would be extensive or complex; the work may be rejected, ie refused a classification at any category.

Advice viewings

A distributor may submit works for advice at any stage of the production process. Advice given in such circumstances is not binding and the BBFC reserves the right to reach a different decision when the work is submitted for classification in finished form. If the version of the work submitted for classification differs in any significant respect to that seen for advice, and if the changes appear to reflect advice given by the BBFC, then details of the changes will be noted on the main BBFC website.

Appeals

The BBFC offers a formal 'reconsideration' procedure which is open to any distributor dissatisfied with the determination made in respect of their work. The reconsideration is free of charge and will normally take less than 10 working days.

A distributor may also appeal directly to an independent authority. Such an appeal may take place following, or instead of, a request for reconsideration by the BBFC. In the case of films, the distributor (or any member of the public) may address itself to the local authority which licenses cinemas in a particular area. In the case of video works (including DVDs, video games, etc) a distributor may appeal to the Video Appeals **Committee which is independent of the BBFC** and can be contacted by post at: VAC, PO Box 6949, London, W1A 3TZ or by email at enquiries@vacappeal.co.uk

Distributors should note that a reconsideration or an appeal involves looking at the issues afresh. This means that the outcome could, in some circumstances, be more restrictive than the original determination.

The public can make its views known to the BBFC at any stage of the classification process.

Websites



The main **BBFC** website

www.bbfc.co.uk is designed to keep the public and the industry informed about the work of the organisation. It includes up to the minute information about classification decisions; the policies and Guidelines used by the BBFC when classifying a work; how to submit a film, DVD or video game for classification; as well as general information about the BBFC.

There is a page for each work classified by the BBFC, giving details of the classification together with Consumer Advice (for most works classified since 1996) and Extended Classification Information (for most video games and cinema films classified since mid-2007). If a work has been cut, or subject to some other form of intervention as a condition of the classification awarded, this will be shown. Details of works refused classification ('Rejects') are also displayed.



The Parents BBFC website

www.pbbfc.co.uk provides parents with clear, concise, specially tailored information about films, video games and classification, helping them make informed choices about what is suitable for their children. This information includes the relevant Consumer Advice, a brief summary of the film or video game, and several paragraphs of Extended Consumer Advice. For cinema films, the site also offers the opportunity to watch the trailer and find out where the film is showing.



Students' BBFC

www.sbbfc.co.uk is our educational website for teachers and students from GCSE to postgraduate levels. The site contains information and news about classification; timelines; case studies on controversial, famous and historical classification decisions; regularly updated articles; and study guides. There is also a special area for teachers.



Children's BBFC

www.cbbfc.co.uk is our fun website for younger children offering games, puzzles, information about films and video games, news, and a chance to classify trailers.





British Board of Film Classification 3 Soho Square London W1D 3HD

T 020 7440 1570 F 020 7287 0141 e-mail: contact_the_bbfc@bbfc.co.uk

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Procedure for Determining Film Classifications

1.0 General Guidance

- 1.1 In accordance with paragraph 10.15 of the Section 182 Guidance, other than in the context of film classification for film exhibitions, the Borough Council will not use its powers under the Act to seek to impose conditions which censor the content of any form of regulated entertainment. This is not a proper function of licensing law and cannot be properly related to the licensing objectives. The content of regulated entertainment is a matter which is addressed by existing laws governing indecency and obscenity. Where the concern is about protecting children, their access should be restricted where appropriate. But no other limitation should normally be imposed.
- 1.2 In terms of film exhibitions, the Borough Council recognises that the most relevant licensing objective is the Protection of Children from Harm.
- 1.3 Paragraph 2.25 of the Section 182 Guidance advises that the protection of children from harm includes the protection of children from moral, psychological and physical harm. This includes not only protecting children from the harms associated with alcohol but also wider harms such as exposure to strong language and sexual expletives (for example, in the context of exposure to certain films or adult entertainment).

2.0 Principles in Determining Film Classifications

- 2.1 The BBFC classifies films in accordance with its published Guidelines. These guidelines are based on research into public opinion and professional advice.
- 2.2 The Borough Council considers the classification system used by the BBFC to be nationally accepted. It will therefore use this system and any amendments thereto, as a reference point for determining its recommendation on the restriction of access of children to the film.
- 2.3 The Borough Council recognises the principle within the Human Rights Act 1998 that adults should be free to choose their own entertainment. Material should not be in breach of the criminal law, including material judged to be obscene under the current interpretation of the Obscene Publications Act or has been created through the commission of a criminal offence.
- 2.4 Applicants for the classification of a film must ensure that all material that is the subject of an application complies with the current interpretation of the Obscene Publications Act, the Copyright Design and Patents Act or any other relevant legislation and has not been created through the commission of a criminal offence.
- 2.5 Any classification for the exhibition of film issued by the Borough Council shall only apply when the film is exhibited within the Borough of King's Lynn & West Norfolk and does not affect the classification or recommendations in any other licensing authority.

- 2.6 Once classified by the Borough Council a film will be authorised for a particular showing or festival only subject to the recommendations made by the Borough Council (unless a further application for classification is made). Details of the authorisation including any recommendations shall be available from Environmental Health Licensing.
- 2.7 The issue of a classification by the Borough Council is strictly limited to the authorisation within the borough and it is assumed that all relevant third party consents and licences in respect of any and all copyright, confidential information and all other intellectual property rights have been obtained.
- 2.8 Where the Borough Council authorises unclassified material to be shown it will require an undertaking from the applicant that he has satisfied himself after proper enquiry that no material to be exhibited contravenes the current interpretation of the Obscene Publications Act, the Copyright Design and Patents Act or any other relevant legislation and has not been created through the commission of a criminal offence.
- 2.9 The Borough Council shall also not be liable for any material that has been created through the commission of a criminal offence. It is the responsibility of the applicant to ensure that no film or trailer contravenes the law.
- 2.10 Where the Borough Council has determined to refuse to classify a film, full reasons shall be given.

3.0 Authorisation of Films Already Classified by the BBFC

3.1 The Borough Council recognises the BBFC and will not seek to overturn any classification of a film made by that body. The Borough Council will not therefore consider films already classified by the BBFC.

4.0 Authorisation of Films Not Classified by the BBFC

- 4.1 Applications for classification will in the first instance be considered by officers under delegated powers. However, any request may at the Licensing Manager's discretion be referred to the Licensing Sub Committee for determination.
- 4.2 Applications should be submitted to the Borough Council a minimum of 28days before the proposed screening.
- 4.3 An application for classification should include the following information:
 - the film maker;
 - such recommendation as may have been made by the film maker upon age limit for the intended audience for exhibition of the film;
 - any existing classification issued by an existing classification body, whether within or outside the UK;
 - a synopsis identifying the material within the film considered by the exhibitor to be likely to have a bearing on the age limit for the audience for exhibition of the film. Where an applicant seeks an authorisation allowing exhibition of the film to persons 18 years and over only, a detailed synopsis will not be required;
 - if known, a legitimate and legal internet site where the film, or a portion of the film is available to view without charge;

- any proposals on age restrictions for viewing the film that the applicant intends to impose;
- details of how age restrictions will be enforced; and
- the proposed venue and date.
- 4.4 All requests shall be accompanied by the film either in DVD format or with a www address to access the film on-line. Any costs incurred shall be borne by the applicant. All requests should be submitted to the Borough Council a minimum of 28-days before the proposed screening.
- 4.5 Officer's whilst viewing the film will have regard to BBFC Guidelines and any other guidance and shall issue a Notice of Determination of the application within five working days from the date of the viewing.
- 4.6 When considering all such requests officers will pay particular attention to the protection of children from harm licensing objective.
- 4.7 Where a film is recommended by the Borough Council as falling into an age restrictive category, no person under the age specified shall be admitted. Where a film is recommended by the Borough Council as falling into a category requiring any persons under a specified age to be accompanied by an adult, no person under the age specified shall be admitted unless accompanied by an adult. In these circumstances the premises licence holder shall display a notice in a conspicuous position clearly stating one of the following:
 - 4.7.1 Persons Under the Age Of [insert appropriate age] Cannot Be Admitted To Any Part of The Programme
 - 4.7.2 Persons Under the Age Of [insert appropriate age] Can Only Be Admitted To The Programme If Accompanied By An Adult.
- 4.8 In order to ensure the promotion of the protection of children from harm and prevention of crime and disorder licensing objectives, the Borough Council will formally advise the licence holder and applicant of any recommendation(s) on the restriction on the age of access for children to the film. This may also include any relevant notices required to be displayed by the licence holder inside and outside the premises. The licensed premises hosting the exhibition of film will be expected to comply with these recommendations.
- 4.9 The Borough Council recognises the principle that adults should be free to choose their own entertainment and will not normally override this principle as such requests shall not normally be refused.
- 4.10 Any authorisation made by the Borough Council will not over-ride the requirement for the premises user to have in place either:
 - 4.10.1 A premises licence or club premises certificate authorising the exhibition of a film; or
 - 4.10.2 A temporary event notice (TEN) authorising regulated entertainment.