



Annual Classification Decisions Trend Analysis Report

FINANCIAL YEAR 2018/2019

APRIL 2018 to MARCH 2019



Film and Publication Board™

Head Office:

Eco Glades 2, 420 Witch Hazel Avenue,
Eco Park, Centurion, 0169
Private Bag X31, Highveld Park, 0169
Tel: +27 12 003 1400 Fax: +27 12 661 0074
Email: clientsupport@fpb.org.za



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www.fpb.org.za

Cape Town:

301H - 9 Long Street, Cape Town, 8000 Tel: +27 21 418 3083 Fax: +27 21 418 2376

Durban:

Suite 4, Silver Oaks, 36 Silverton Road, Durban, 4001 Tel: +27 31 201 2509 Fax: +27 31 201 2158

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2018/2019 Classification Decisions Trend Analysis Report

PURPOSE OF THE REPORT

The first strategic outcome of the Operations Unit in the annual performance plan of the Film and Publication Board for the 2018/2019 financial year is the effective regulation of films, games and certain publications throughout the entire value chain whilst ensuring broad convergence with societal norms and values.

One of the strategic targets for 2018/2019 to achieve this framework is to classify 100% of all legible materials submitted for classification to the Board. Strategic outcome one of the Operations Unit annual performance plan is to classify 100% of legible material submitted to the Board.

The objective of the strategic outcome is aligned to the mandate of the Film and Publication Board under the Films and Publications Act 65 of 1996 as amended, to regulate the creation, production, possession and distribution of films, games and certain publication to: -

- (a) provide consumer advice to enable adults to make informed viewing, reading and gaming choices, both for themselves and for children in their care;
- (b) protect children from exposure to disturbing and harmful materials and from premature exposure to adult experiences; and
- (c) make the use of children in and the exposure of children to pornography punishable.

Regulation of content under the Films and Publications Act encompass registration with the Film and Publication Board as a distributor or exhibitor of content in the Republic of South Africa and to submit films, games and certain publications for classification prior to distributing or exhibiting such content in South Africa.

Certain persons or institutions, as well as content intended for exhibition at festivals may apply for content to be exempted from full classification. Every application for exemption is considered on its own merit as prescribed in Part 8 of the Films and Publications Regulations, 2014. The applicant is obliged to submit requisite reasons and information for the Board to decide whether the application is indeed a *bona fide* application. As such, only once the Board is satisfied the application qualifies to be considered as an exemption will the application be referred to the Classification Unit.

Upon examination of the content submitted for exemption, the Board may impose special conditions to the content or additional warnings that must be adhered to and displayed in the prescribed manner by the applicant.

Where content is not exempted from classification it is mandatory for distributors or

exhibitors to display classification decisions on the product that were classified by the Board in the prescribed manner as determined by the Films and Publications Act. Where content was classified by the Board, distributors and exhibitors are legally bound to enforce the distribution categories and age restrictions imposed on the product by the Board.

Activities conducted by the Classification Unit during the quarters of the 2018/2019 financial year is aligned with the strategic outcomes, objectives and initiatives to achieve the monthly, quarterly and annual targets of the Operations Unit.

The purpose of the classification decision trend analysis reports is to document and evaluate the patterns in classification decisions assigned to content submitted to the Board.

The reports will further provide an analysis of the type of materials submitted for classification and, where applicable, highlight changes or developments in the patterns of the types of categories of content submitted for classification or exemption.

The analysis further provides insights that assist with the review of the Classification Guidelines; identify more intensive training for Classifiers on specific and other stakeholders of the Film and Publication Board.

SCOPE OF THE ANALYSIS

The quarterly and annual Classification Decision Trend analysis is conducted using the data of the Electronic Management System (ERMS) that captures all submitted materials by industry to the Film and Publication Board. The specific sub-category that capture the decision date and certificate date, namely 'Certificates' is used for this analysis.

The Films and Publications Act and Films and Publications Regulations determine the decision of the classification committee is a decision of the Board. As such, only once the classification committee decision has been approved by the Film and Publication Board, is the decision released to the applicant.

The information under the certificates tab on ERMS where classification decisions are captured once approved by the Board and classification certificates are generated and dispatched to the applicants is used for the classification trend analysis. The sub-categories as captured on ERMS are: -

- (a) **General Materials** - made up of feature films and trailers submitted for classification. Trailers are content less than 10 minutes in duration;
- (b) **Games** - that are currently submitted manually to the Board for classification. Once an online submission system is available, distributors of games will use this platform to submit games for verification by the Film and Publication Board against the system-generated rating by the classification matrix;
- (c) **Adult Films;**
- (d) **Publications;**

- (e) **Bona fide Exemptions**, and
- (f) **Festival exemptions** - festival organisers submit all the content that will be screened during the festival to the Film and Publication Board for exemption from full classification. The exemption is only applicable to the specific festival, for the duration of the festival and at the determined venues where the content will be screened.

In instances where content has been classified by the Film and Publication Board and screened during the festival, the specific title will retain the classification decision. Festival organisers must ensure access to the screening is restricted to children under the assigned age rating. The festival organisers must further ensure the classification decision is displayed on all marketing material in the prescribed manner as determined in the Films and Publications Act.

The Films and Publications Regulations makes provision for Board not to grant an exemption for content screened during festivals. After examination for exempting the title, a Classifier may elect to refer the content for full classification. The title will be classified, and an appropriate age rating and consumer advice will be given. The festival organisers treat this in the same manner as other classified content.

The Film and Publication Board may also assign any other conditions or warnings it deems necessary to protect the public from potentially harmful content. This is to ensure the objects of the Film and Publication Act is upheld to protect



children and provide advice to the public where content may be deemed to be potentially harmful. An example would be “This film contains scenes of sexual violence that may be

disturbing to sensitive viewers”. In such instances, the festival organisers must adhere to the conditions and these must be advised before the screening starts.

METHODOLOGY

Introduction

The Classification Decision Trend Analysis is undertaken in the different categories of content regulated by the Film and Publication Board. Classification is done against the Films and Publications Board Classification Guidelines to assign distribution categories and consumer advice as described below: -

Distribution categories

The Film and Publication Board Classification Guidelines, 2014 make provision for three distribution categories of content distributed in South Africa. The unrestricted and age-restrictive distribution categories are based on the cognitive, moral, emotional and psychological development stages of children. Restricted distribution is determined by law in South Africa.

- a. **Unrestricted distribution** is assigned 'A' (all ages) or PG (parental guidance). This means that children of all ages may view, read or play the film or trailer, publication or game. However, PG in this category indicates that parents and caregivers may decide whether a child in their care may view content or when the content is viewed, guidance may be required for a child to understand the context of the themes or classifiable elements allowed within a PG rating. It is thus imperative that classifiable elements allowed in the content that has a low impact only is assigned consumer advice to aid the decision of the consumer. Content that is assigned PG may not contain any elements of criminal techniques, substance abuse, prejudice, sexually-related activities, sexual violence or blasphemy.
- b. **Age-restrictive distribution categories** are 7-9PG, '10', 10-12PG, '13', '16' and '18' which means children under the assigned age are not allowed to view, read or play the film or trailer, publication or game. Where PG is assigned to an age-restrictive distribution category it means children between the assigned ages must be accompanied by an adult when viewing the content.
- c. **Restrictive distribution categories** are assigned X18 or XX. **X18** content may only be distributed from or exhibited in licensed adult premises to persons older than 18 years old. **XX** material may not knowingly be broadcasted, distributed, exhibited, sold or hired to the public in South Africa, but individuals may be in possession of the content. Both X18 and XX content must be gazetted by the Film and Publication Board.
- d. Content will be **refused classification** in such instances it contains child pornography, propagates for war or imminent violence, or advocates hatred based on any identifiable group characteristics that incites to cause harm. However, if judged within context has a *bona fide* documentary, scientific, literary or artistic merit, or is of public interest, the provisions of

the Films and Publications Act will be applied, and the content will be classified accordingly.

Games are analysed as a separate a category in the report as the Classification Guidelines do not provide for games to be assigned an 'A' distribution category. Statistics on assigning consumer advice for games is also separate

Classifiable elements as consumer advice

The Film and Publication Board Classification Guidelines, 2014 make provision for six mandatory and two voluntary consumer advisories. The purpose of assigning consumer advice is to inform the public of the elements that may be present in content. This is in keeping with the mandate of the Board to protect consumers from exposure to unsolicited materials and protect children from harmful and disturbing content and premature exposure to adult experiences.

The mandatory classifiable elements for films and trailers warn consumers that the content may contain criminal techniques (CT); substance abuse (D); horror (H); imitative acts and techniques (IAT); language (L); nudity (N); prejudice (P); sexually-related activities (S); sexual violence (SV), and violence (V). Games has an additional element namely competitive intensity (CI).

The voluntary classifiable elements warn consumers that the content may contain instances of blasphemy (B) or elements that may be harmful to people that are photo or

from the general materials as games carry an additional consumer advice category, namely competitive intensity (CI). In such instances where copy of decisions is issued for a game that was submitted for classification in more than one format such as for example PC and console, the number of copy of decisions are included in the total analysis.

pattern sensitive or cause motion sickness and reactions to low frequency sound indicated by PPS.

Four of the mandatory consumer advisories where these classifiable elements are present in content that is of a mild, moderate, strong or strong impact, must be assigned consumer advice regardless of the age-restrictive distribution category it is classified in. These are 'D', 'L', 'N' and 'S'.

The impact levels of classifiable elements based on the context in which they occur, and the frequency of occurrence is assessed and considered when assigning an appropriate age rating in line with the Classification Guidelines.

Certain classifiable elements are not permitted in some of the lower age categories whilst the classifiable elements in age categories are only allowed based on their impact levels. Once the threshold of the impact level in a specific age category is present, the classification decision must include consumer advice for such classifiable elements.

2018/2019 TYPES OF CONTENT EXAMINED

A total of 1 545 legible titles were classified or exempted from full classification by the Classification Unit during the 2018/2019 financial year period 1 April 2018 to 22 March 2019 as shown in the below figure. This includes the recorded 12 film festivals exempted during the year but excludes the number of individual titles per film festival.

427 individual titles were screened during the 12 festivals with an approximate total running

time of 17 757 minutes (296 hours) (37 working days). A small number of titles were classified by the Film and Publication Board prior to their screenings and one title was referred for full classification namely the HBO release *The Tale* that was classified as '18' with consumer advice for sexual violence (SV). The purpose of examining film festival titles is to ensure content does not contain scenes or occurrences that would constitute restricted distribution as X18, XX or refused classification.

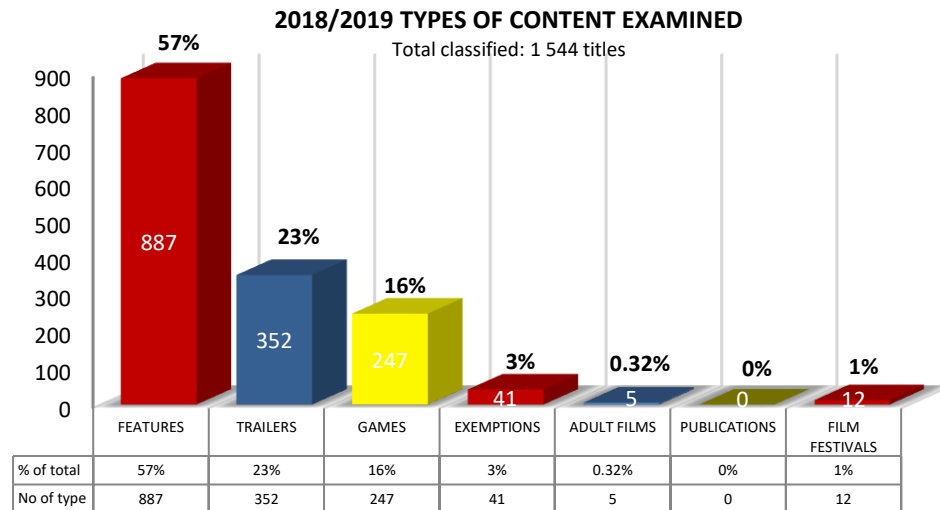


Figure 1: 2018/2019 Types of content examined

887 feature titles were classified amounting to 57% of the total number of contents examined followed by 352 trailers (23%) and a total of 247 games contributing to 16% of the total types of content. The classification certificate for one game was issued with an erroneous classification decision of 'A' and is therefore

excluded from the trend analysis as the least restrictive classification of a game is PG.

No publications were received for classification in the financial year and five adult films (erotica) was received from LuvLand Adult Entertainment to verify the X18 status of the films.

41 Faith-based titles were exempted from full classification during the 2018/2019 financial year from two church groups. Only one exemption application was referred for full classification during Q3 namely *Finger of God 2* that was classified 13LV.

A total of 189 online content was classified in 2018/2019 of which 146 were features and 43 were trailers. Online content classified made up

15% of the total general materials classified in 2018/2019 with online features accounting for 16% of the total features and 12% of the total trailers.

The highest number of titles examined in 2018/2019 was during Q3 (23 September to 22 December 2018) as 30% of the total contents for the year as illustrated in the below figure.

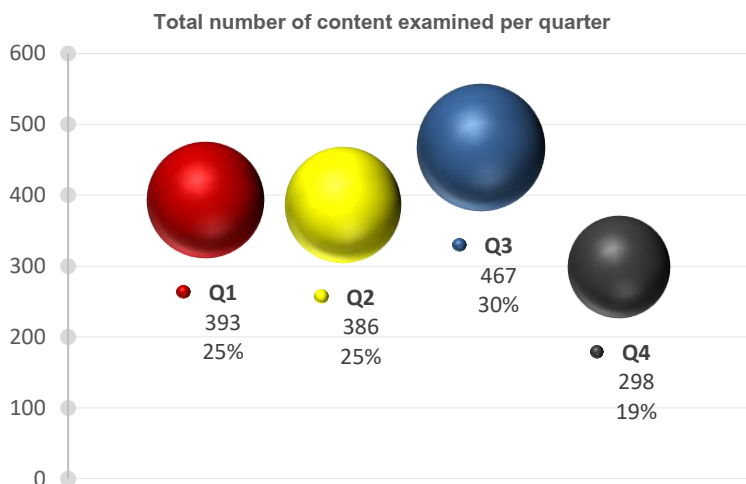


Figure 2: 2018/2019 quarter-on-quarter number of contents examined

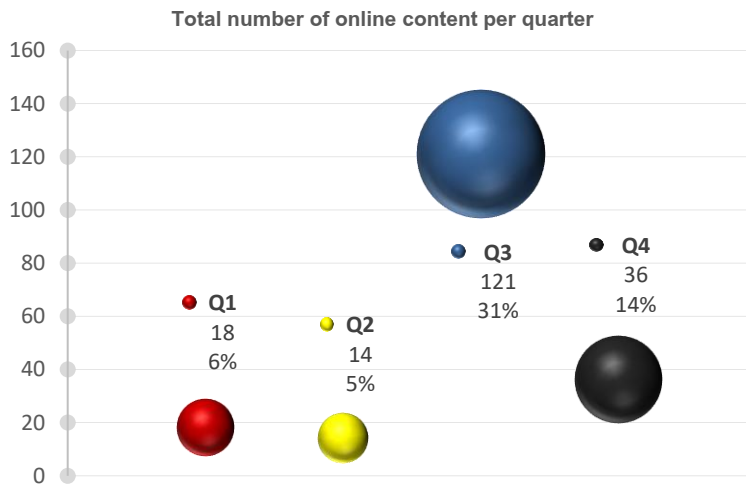
Q4 saw a decrease to only 19% of the overall total. This can be due to the festive period office closure from 23 December 2018 and closing period for submissions up to 7 January 2019.

Q1 and Q2 each contributed to 25% of content examined for the year with 393 and 386 titles respectively.

The same quarter-on-quarter trend prevailed for features, trailers and games examined and classified throughout 2018/2019.

Deviations from this trend is the quarter-on-quarter film festivals exempted and online content classified.

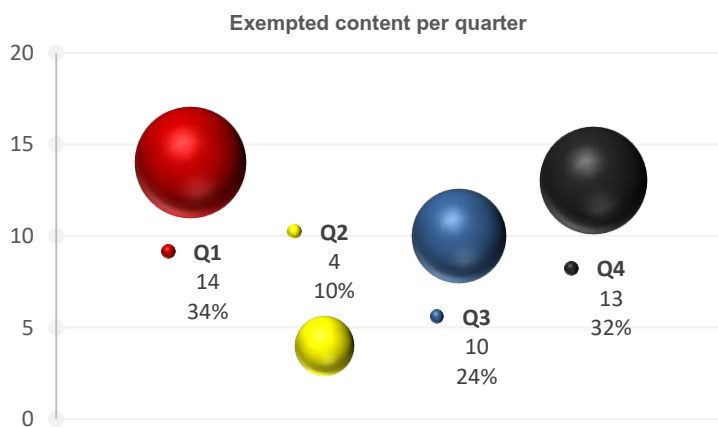
Eight film festivals were examined and exempted during Q2 as 67% of the total festivals exempted during 2018/2019 compared to one festival in Q1 and three in Q3.



121 online titles were classified in Q3 amounting to 31% of the total online contents for the year.

This is significantly higher than the number of online titles especially compared to Q1 and Q2's 18 and 14 titles respectively and the 36 titles classified in Q4.

Figure 3: 2018/2019 quarter-on-quarter online content classified



There was a significant decrease in the number of exemptions examined during Q2 of the financial year to only four (10%) compared to the 14 titles of Q1 that constituted the highest at 34% for the year followed by 13 exemptions (32%) in Q4 and 10 titles in Q3 as 24%.

Figure 4: 2018/2019 quarter-on-quarter exemptions examined

2018/2019 EXAMINATION TIME

Classifiers contracted to the Film and Publication Board examined 133,783 minutes (2,230 hours) of content during 2018/2019 that amounts to 279 working days. This excludes the 247 games because the time of game play footage and time spent to analyse the content rating analysis is not recorded on ERMS.

The running time of individual film festival titles that was examined for exemption from classification was 17,757 minutes in duration amounting to 296 hours and adding 37 working days for the Board.

This brings the total examination time to 142,636 minutes (2,377 hours) and a total of 316 working days. The duration of film festival titles contributed to 12% of the total examination time for the financial year.

General materials (features and trailers) constituted 94% of the total duration at 124,879 minutes amounting to 260 working days.

Feature films amounted to 124,141 minutes which provided South Africa with 2,069 hours of viewing time and 259 classification days and 93% of the content examined by Classifiers of the Film and Publication Board as shown in the below graph.

Trailers and adult films amounted to two working days each and 924 minutes of classified adult pornography (15 hours).

Exempted faith-based products are the second highest (6%) of the total duration of content examined during 2018/2019. Exemptions contributed to 7,979 minutes of examination time (133 hours viewing time) that was examined over 17 working days by the Board.

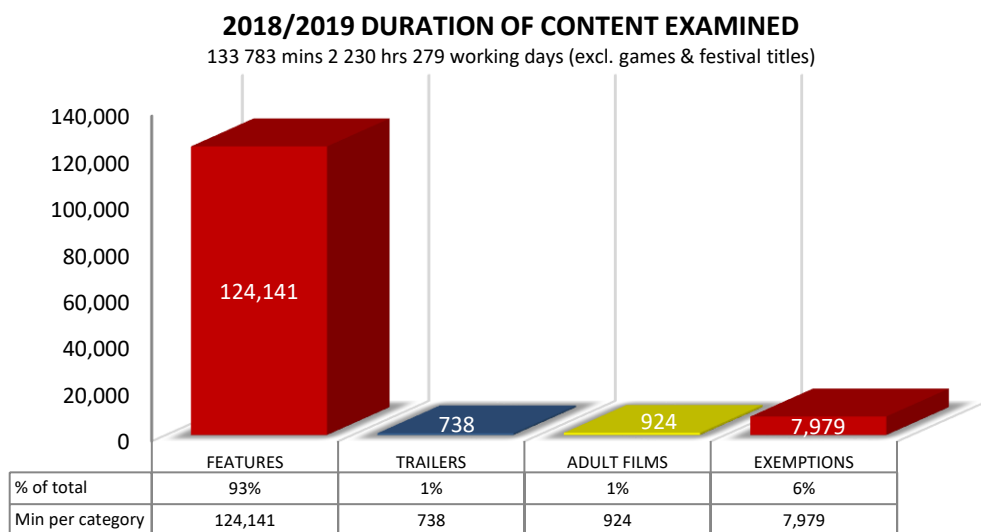
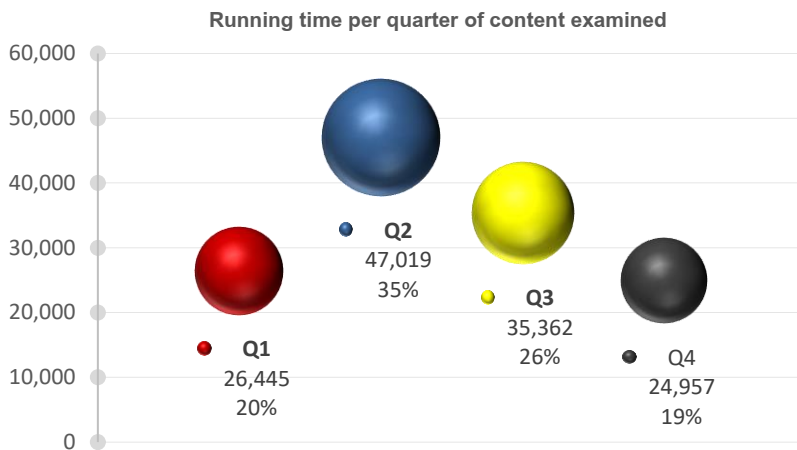


Figure 5: 2018/2019 duration of type content examined (excl. games and individual festival titles)

Online features amounted to 5,069 minutes (84 hours and 11 working days) and contributed 4% of the total running time of feature content during the financial year.

Trailers distributed online that was classified in 2018/2019 ran for 108 minutes amounting to 14.7% of the running times of all the trailers classified.



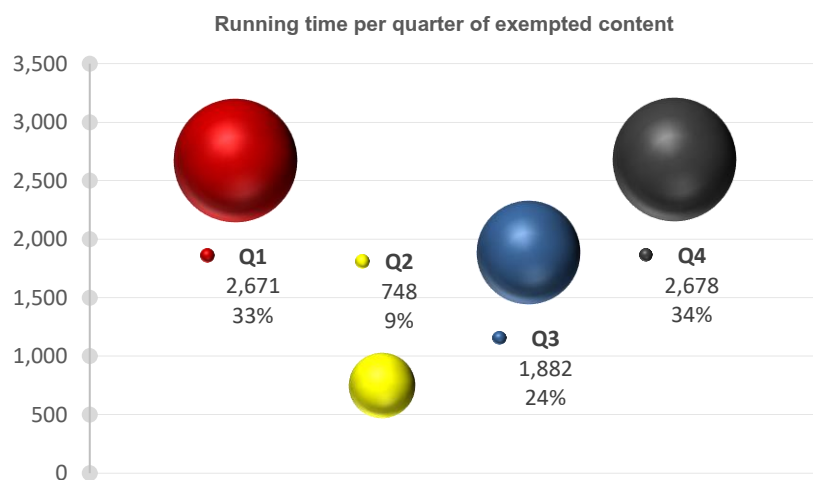
Unlike the number of titles examined being highest in Q3, the duration of content was highest in Q2 due to the 13 series titles submitted.

NCIS Season 14 was the longest running at 1 014 minutes and 243 VAM minutes making the product over 21 hours long.

Figure 6: 2018/2019 quarter-on-quarter duration of content examined (excl. games and individual festival titles)

A significant trend for the 2018/2019 financial year is the number and duration of exempted titles examined. The purpose of examining content that is submitted for exemption from full classification is to ensure the title does not contain scenes or occurrences of content that

may be harmful to children that would ordinarily attract an age-restrictive distribution category. The examiner will refer the title for full classification to a classification committee in such instances.



The longest duration of exemptions was examined in Q1 and Q4 combined amounting to 5,349 minutes (11 working days) of the total 7,979 minutes (17 working days).

Only 748 and 1,882 minutes of exempted content was examined in Q2 and Q3 respectively

Figure 7: 2018/2019 quarter-on-quarter duration of exempted content examined (excl. individual festival titles)

CONTENT DISTRIBUTION CATEGORIES AND TARGET MARKET

Introduction

An analysis of the distribution categories of content classified is an important means to understand the target market of content distributors and content aggregators/creators. It provides a holistic picture of the entertainment industry and viewing and gaming choices available to South Africans and the various platforms on which they are distributed.

To provide a clear picture of these choices, the analysis drills down into the different types of content classified by the Board in 2018/2019 rather than combining the types. When combined, the overall statistics are more equal due to the classification of trailers that is more often in the lower age-distribution categories.

All content

The below figure presents the distribution categories of all content, excluding games that was examined during the 2018/2019 financial year. Games cannot attract a classification for all ages because of the immersive nature of gaming.

When analysis the distribution categories by including all the content, a more balance statistic immerses due to the number of trailers that are generally classified in the lower age-restrictive distribution categories.

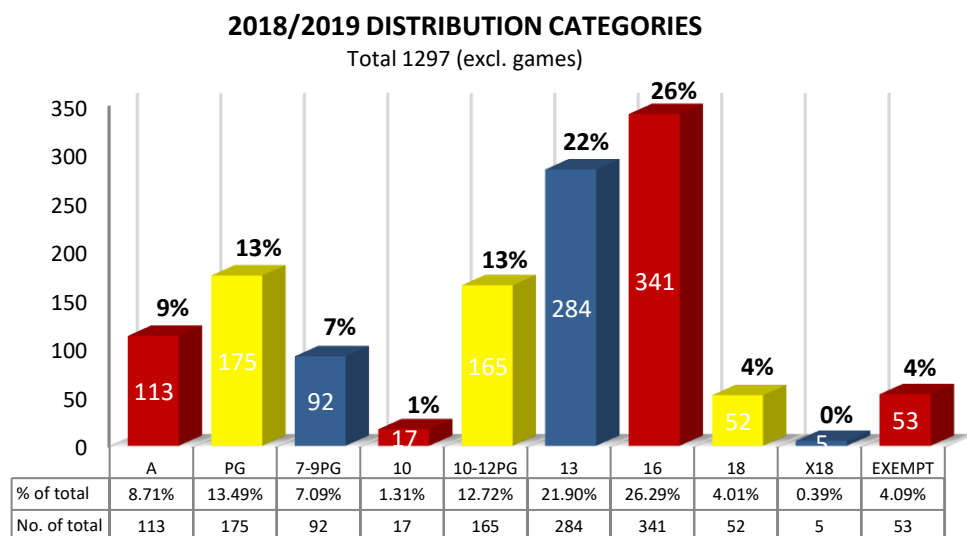


Figure 8: 2018/2019 distribution categories of all content examined

Features

The highest number of feature titles in 2018/2019 were classified as a '16' age-restricted distribution category with 314 titles (35%) followed by 23% (202 titles) classified not suitable for children under the age of 13 (23%).

The same trend holds true when analysing the duration of content classified as '16' and '13'

based on the running time of the individual titles but reduces in percentages across the categories of content not suitable for viewing by children under the age of 13. This means there are more titles in a longer duration available for teenage consumption.

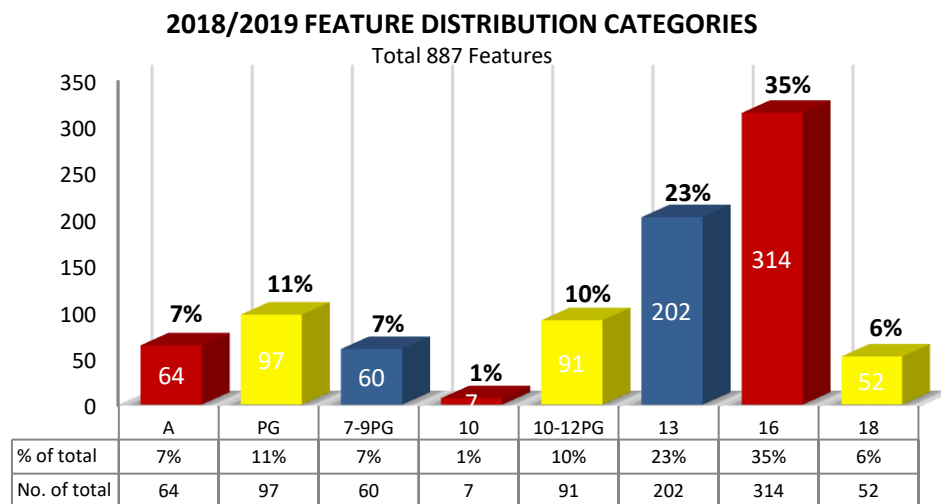


Figure 9: 2018/2019 distribution categories of feature titles

52 titles (6%) at a total duration of 9,768 minutes was classified as an '18' age-restrictive distribution category with the most of these titles being series. The number of titles classified PG (97) reduces in percentage when looking at the running time of the titles to more than half

based on the duration of the total content classified. The distribution categories of 'A', 7-9PG and 10-12PG similarly reduces in duration to just under 50% compared to the number of titles available to the South African audience as illustrated in the below figure.

2018/2019 FEATURE TIME DISTRIBUTION CATEGORIES

Total 124,141 min (2,069 hrs) (259 working days)

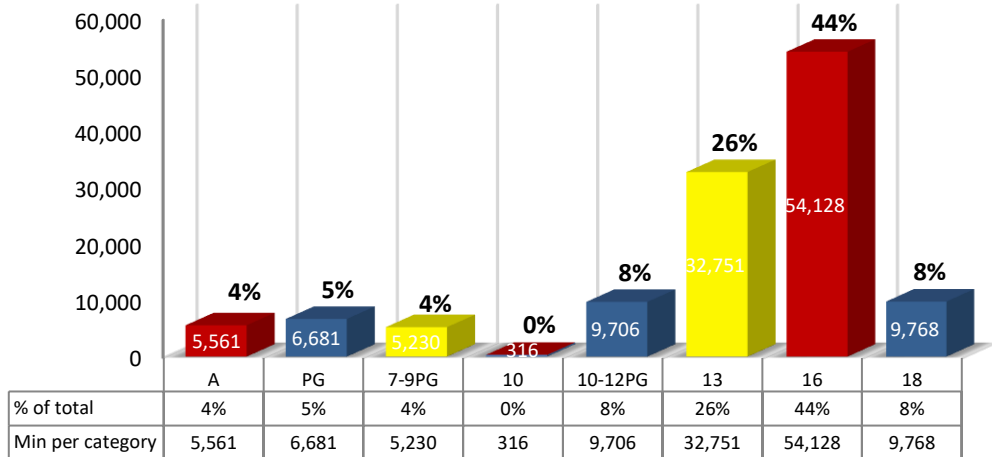


Figure 10: 2018/2019 distribution categories of feature running time

Family viewing content for consumption by all ages ('A') or accompanied by adults for guidance (PG) amounts to only 10% (12,242 minutes) when analysis the running time of the number of titles. Content classified 7-9PG, '10' and 10-12PG contributed to only 12% (15,252 minutes) of the titles classified for child-orientated viewing compared to 70% (86,879 minutes) of the content aimed at teenagers of 13 to 16 years old.

There is 47.8% less child-orientated ('A' to 12 years old) viewing content compared to teenagers, and 55.7% less when compared to '13', '16' and content suitable for viewing of children '18' and older. The below figure illustrates the amount of feature content classified in the different bands from family viewing to adult viewing based on the number of feature titles and their duration.

Target market of features classified

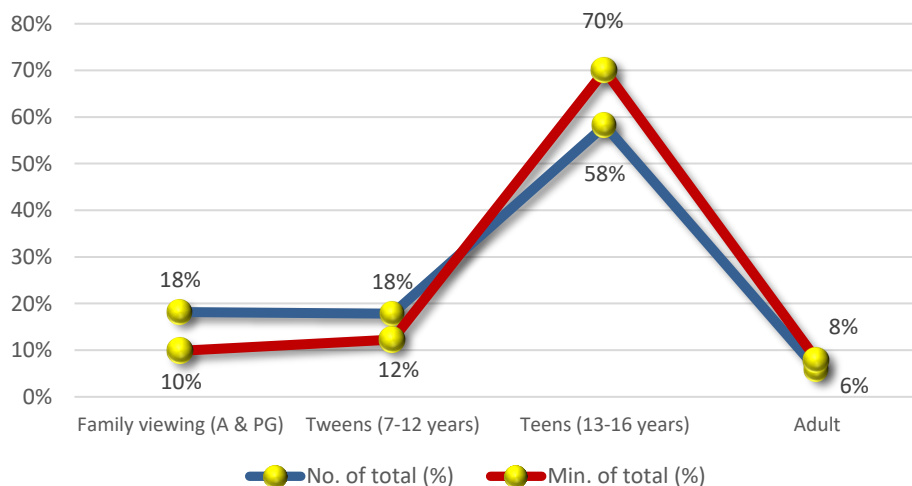


Figure 11: 2018/2019 features distribution categories compared based on number and duration

Games

The distribution categories for games pose a slight differentiation to features based on the number of games classified in the 2018/2019 financial year as shown below. There are 3% more games available for children under the age of 13-years old than for children 13 to 16-years old but 17% less games than for 13 to 18-years.

The higher number of games suitable for children under '13' compared to features is due the higher percentage (19%) of games classified as PG (28 games) but the bulk of games are still aimed at children 13-years and older.

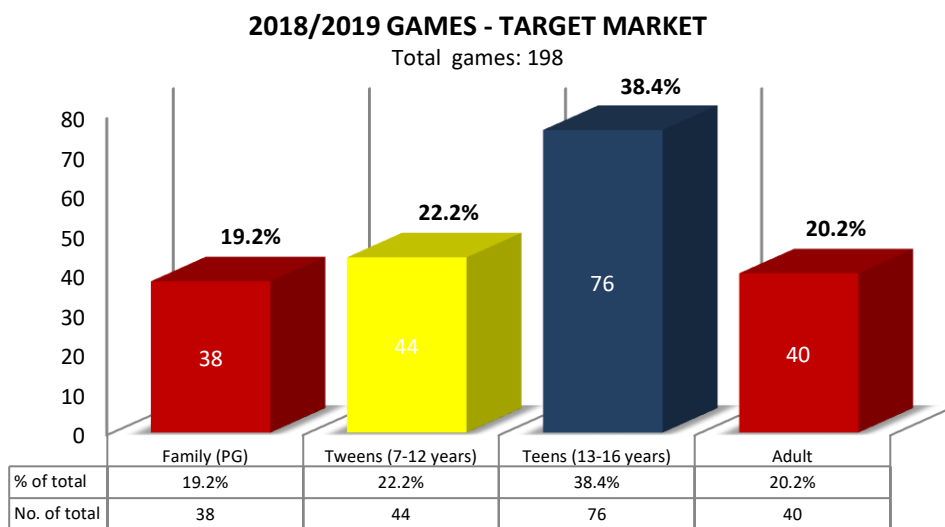


Figure 12: 2018/2019 games distribution categories based on target market

The highest number of games were classified in the '13' age-restrictive distribution followed by 40 games (20%) classified for playing by children

18-years and older. 19% (38 games) were classified as PG and 17% (34 games) as '16' restricted distribution.

2018/2019 DISTRIBUTION CATEGORIES: GAMES (excl. CODs)

Total: 198 (60 COD's)

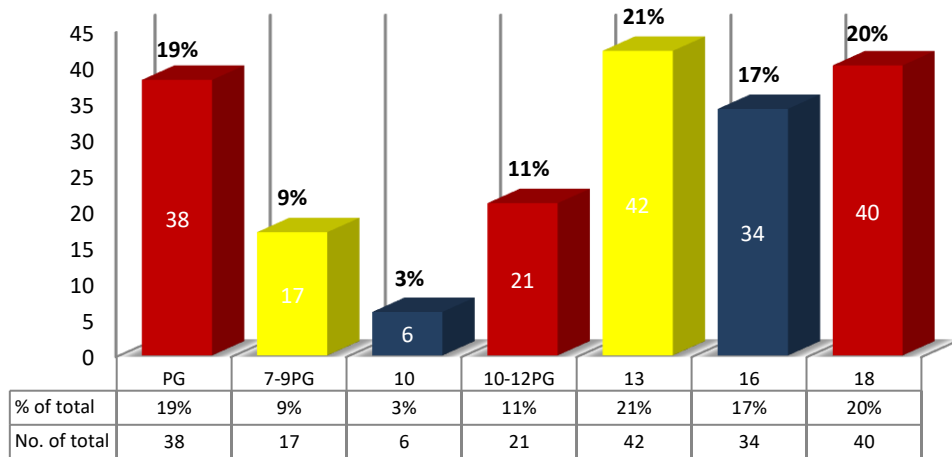


Figure 13: 2018/2019 games distribution categories

Games classified that is suitable for playing by children 10 to 12-years old with parental guidance amounted to 11% of the total games (21 games) submitted to the Board and six games can be played by children 10-years and

older without parental guidance. 17 games (9%) can be played by children 7 to 9-years old but must be supervised by an adult to explain some of the complexities that may be present in the game.

Trailers

The highest number of trailers were classified as '13' (23% 82 trailers) followed by PG with 78 trailers calculated at 22% of the total number of trailers and 21% (74 trailers) classified as suitable for children between the age of 10 to 12-years old with an adult present.

Trailers do not generally attract a classification of '18' and very few contents classified by the Board attracts an age-restrictive distribution category of '10'. Only 27 trailers (8%) were classified as '16' and 9% (32 trailers) were classified as 7-9PG shown in the below figure.

2018/2019 TRAILERS DISTRIBUTION CATEGORIES

Total 352 Trailers

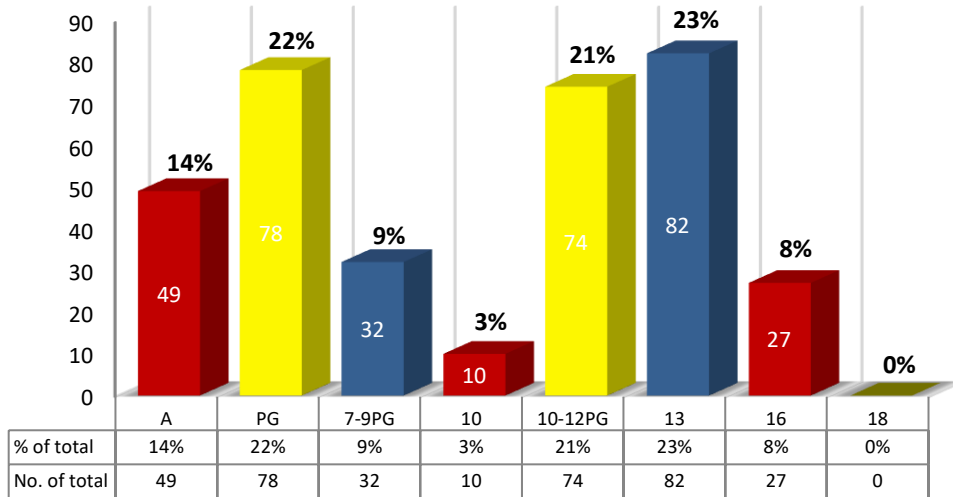


Figure 14: 2018/2019 trailer distribution categories

CLASSIFIABLE ELEMENTS IN CONTENT

Introduction

Content classified in the unrestricted distribution category for all ages ('A'), X18 and exempted content cannot attract consumer advice. When analysing the classifiable elements in content 'A' is excluded from the analysis.

In some instances, content examined for exemption may attract a special advisory or warning to alert consumers of specific elements or occurrences in the film. This happens in film festival features more often than *bona fide* exemption applications being faith-based products. The special advisory is in the form of a sentence that must be displayed on the physical packaging and/or before the start of the film.

Features

Consumer advice for violence and language was assigned to more than 50% of all features classified in the 2018/2019 financial year with 63% (555 titles) of the total 887 features assigned 'V'. Violence is followed closely by language with 542 titles (61%) assigned consumer advice for 'L'.

Sexual violence was present in 32 features (4%) classified '13' to '18' as films under '13' may not contain any occurrences of sexual violence.

Occurrence of excessive substance use or substance abuse was present in 38% (334 titles) of the total features followed by 22% (197 titles) that contained scenes of sexually-related activities or sexual conduct. Only 71 titles (8%) contained scenes of nudity in scenes of sexual conduct or a sexually suggestive manner.

Consumer advice for scenes or language that is prejudicial was assigned to 126 titles that constitutes 14% of the total features classified. 11% (98 titles) were features that contained horror or produced as a horror genre film.

2018/2019 FEATURES CONSUMER ADVICE

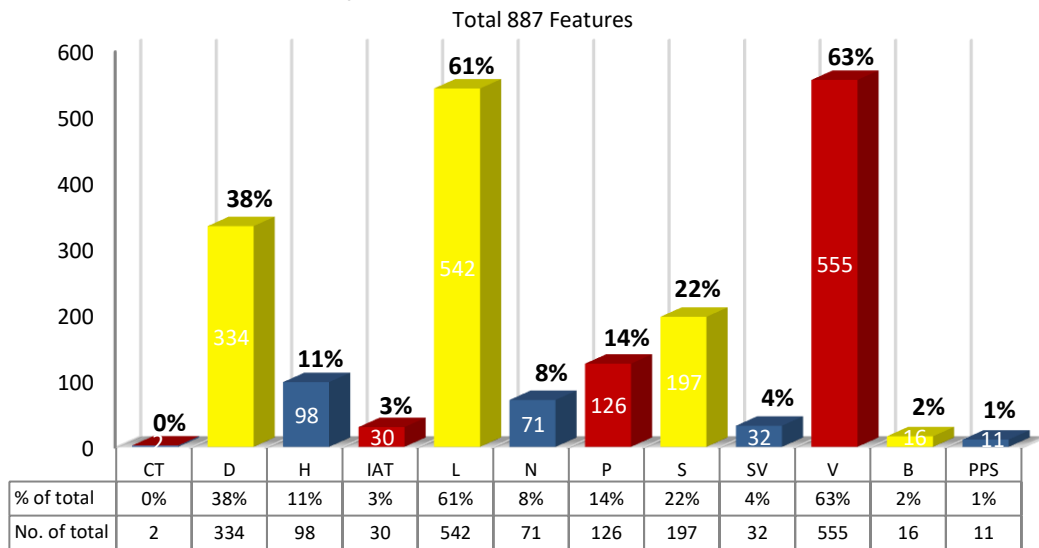


Figure 15: 2018/2019 features consumer advice

Only two features contained occurrence of criminal techniques (CT) that is instructional namely *American Animals* classified 18 (CT)DLV and *Thys & Trix*, a local production, classified 16 (CT)DLNPSV.

30 titles (3%) attracted consumer advice for actions or techniques that could be dangerous if imitated (IAT) by children, especially those younger than the age category assigned by the

Games

Competitive intensity (CI) is a classifiable element only present in games due to the immersive nature of games. CI is intensified in impact where in-game violence occurs that is rewarded in the game. Examples include progressing to higher levels in a game or where other rewards obtained based on acts of violence in a game.

Board who may not be able to yet understand that these may cause them harm. In instances where suicide or attempts to commit suicide is depicted in content, the Board will assign IAT to alert consumers of these that can be imitated by children.

Consumer advice for blasphemy was assigned to 16 titles (2%) of feature and PPS assigned to 1% (11) features.

76% (188 games) attracted consumer advice for CI with 160 of those games (65%) contained in-game violence. Only 87 (35%) of the total 247 games were not awarded consumer advice for violence. This may be because the impact level of violence was lower than that allowed in the allocated age-restrictive distribution category.

An example may be where a game was classified as '13' it contained only low impact violence such as in a puzzle or strategy game.

Unlike features, only 30% (73) of the total games attracted consumer advice for strong language whilst no games contained language that is

blasphemous. 39 games (16%) attracted consumer advice for substance use or abuse.

Two games attracted consumer advice for CT that is instructional namely *Ghost Recon Wildlands: Gold Edition* and *Divinity: Original Sin 2 Definitive Edition* both classified as '18'.

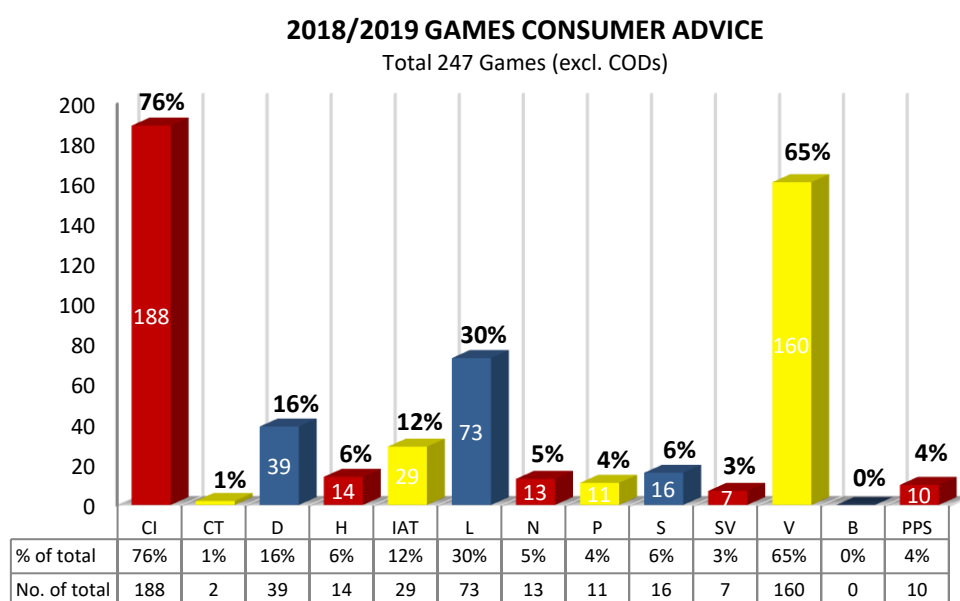


Figure 16: 2018/2019 games consumer advice

IAT was present in 29 (12%) of the games and 10 games (4%) was given consumer advice for PPS that contained flashing lights that may trigger epilepsy.

6% (16) games contained instances of sexual conduct or sexually-related activities with 13

games (5%) features nudity in a sexual manner or sexually suggestive nakedness.

Seven games contained occurrences of sexual violence whilst 11 games (4%) contains language or actions of a prejudicial nature. Only 6% (14 games) contained horror.

Trailers

Less than half (45%) of the trailers 352 trailers contained violence whilst no trailers attracted consumer advice for CT, nudity, SV, blasphemy or PPS.

9% of the trailers were assigned consumer advice for 'D' (30 trailers) and horror (31 trailers) whilst 34 trailers (10%) contained strong language. 15 trailers (4%) contained scenes of 'S' and 3% (11 trailers) had occurrences of prejudice.

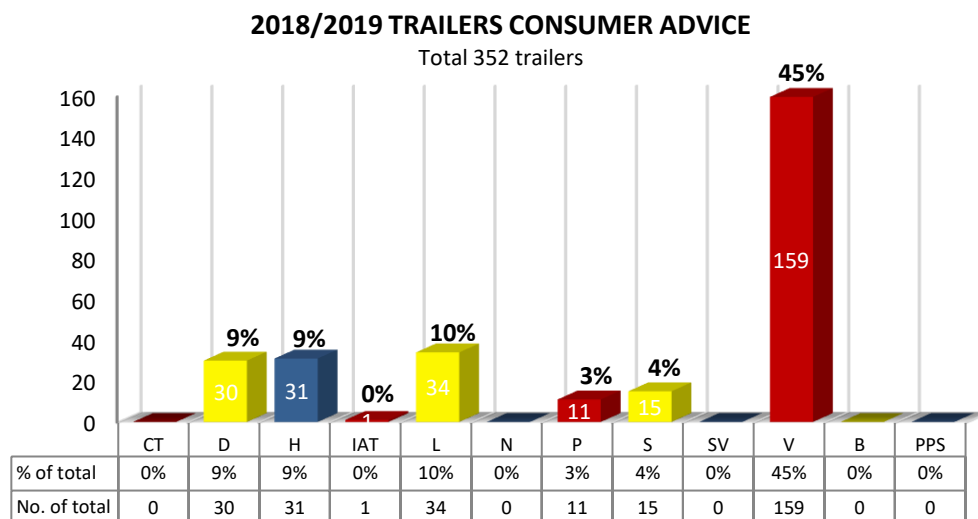


Figure 17: 2018/2019 trailer consumer advice

COMPILED BY:

ASSISTANT MANAGER: CLASSIFICATION

Signature: _____ Date: _____

Ms Riana Botes

APPROVED BY:

MANAGER: OPERATIONS

Signature: _____ Date: _____

Ms Relebohile Moloi