Limiting the Exposure of Young People to Alcohol Advertising
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Foreword

by Peter Cassells, Chairman of the Monitoring Body

On behalf of the Alcohol Marketing Communications Monitoring Body, I am pleased to present our first Annual Report (for 2006) to the Minister for Health and Children.

Our task, as a Monitoring Body, was to oversee the implementation of and adherence to Voluntary Codes of Practice to limit the exposure of young people under the age of 18 years to alcohol advertising.

I would like to thank the television stations, the radio stations, the cinema contractors and the Outdoor Media Association for their cooperation with the monitoring process and their prompt response to our requests for information.

As this Annual Report shows, there was overall compliance in 2006 by television, radio, cinema and outdoor advertisers with the obligations set down in the Codes.

There were, however, a number of breaches of the Codes during the year. Where breaches were identified, immediate remedial action was taken to rectify the position. In that context, we have asked the media partners to the Codes to ensure that proper procedures are in place to prevent further breaches occurring.

The influence of alcohol advertising on young people has been and will continue to be the subject of considerable controversy. Some people have argued for a total ban on alcohol advertising, others have sought a 9pm watershed, while those who negotiated the Voluntary Codes are hopeful that the implementation of the Codes will result in a significant reduction in the exposure of young people to alcohol advertisements. Ultimately, these are matters for the Minister for Health and Children to decide on; they did not form part of the Monitoring Body’s deliberations.

As Chairman, I would like to thank the members of the Monitoring Body for the commitment and professionalism they brought to the task of monitoring compliance with these Codes. I would also like to express my gratitude to the Advertising Standards Authority for Ireland, in particular to Orla Twomey who provided us with secretarial and executive support, and to the Institute of Advertising Practitioners in Ireland for the research undertaken on our behalf.

Peter Cassells
Introduction

In December 2005 the Minister for Health and Children set up the Alcohol Marketing Communications Monitoring Body (the Monitoring Body) to oversee the implementation of and adherence to the Voluntary Codes of Practice to limit the exposure of young people to alcohol advertising. These Codes were agreed between the Department of Health and Children and representatives of the advertising, drinks and media communications industries.

Context for the introduction of the Voluntary Codes of Practice to limit the exposure of young people to alcoholic drink advertising

Prior to 2000, the number and range of alcoholic beverages had grown significantly in Ireland and included a range of new drinks, some of which had a strong appeal to those under age and to young adults, i.e. Ready To Drink products.1 The Health Promotion Unit of the Department of Health and Children had concerns in relation to the advertising of these drinks and commissioned the Centre for Health Promotion Studies at NUI Galway to examine the impact of alcohol advertising on teenagers.2

International and national research showed that alcohol marketing influences young people’s decision to drink through emotional appeal. A report prepared by research experts for the WHO concluded that “exposure to and enjoyment of alcohol advertising predicts heavier and more frequent drinking among young people”. The research undertaken by the Centre for Health Promotion Studies and published in November 2001 also supported the finding that teenagers were strongly attracted to alcohol advertising. Most believed that alcohol advertisements were targeted at young people, depicting activities synonymous with their social activities – dancing, clubbing, lively music and risqué activities. The study concluded that the most vulnerable among adolescents were the 12–14-year age group as they perceived the alcohol advertising messages as saying that alcohol could “help them have fun, make friends and become popular and those that don’t drink are missing out”.3

A Strategic Task Force on Alcohol was established by the Department of Health and Children in January 2002 and produced an Interim Report in May of that year. The Task Force published its second report in September 2004. Concerns around alcohol advertising were articulated at meetings of the Task Force and, on page 20 of its Interim Report, under the heading ‘Protect children and reduce the pressure on adolescents to drink’, the Task Force recommended, among other measures, the following:

Reduce the exposure of children and adolescents to alcohol marketing

(a) Limit where alcohol advertisements can be placed: TV, radio, cinema, magazines, schools, youth centres, public transport, public buildings, etc. (placement issues)

(b) Ensure the content of alcohol advertisements does not appeal to children or adolescents. (content issues)

(c) Ban drinks industry sponsorship of children and adolescents’ leisure-time activities. (sponsorship)

(d) Set up a steering group in co-operation with the drinks and advertising industries to establish an independent monitoring mechanism to ensure compliance with Codes and regulations. (monitoring)

The Department subsequently drafted the heads of a Bill to restrict alcohol advertising and the heads were approved by Government.

In parallel with this process, the Department approached representatives from the relevant industries. These representatives, from the advertising, drinks, communications and media sectors, were informed of the Department’s concerns. They were advised that a Bill on Alcohol Products, which would restrict alcohol advertising and marketing practices, was being drafted. The industry acknowledged the concerns and asked for time to respond on an incremental basis.

The first response of the industry was to establish Central Copy Clearance Ireland (CCCI). Details of the CCCI process are given on page 9.

In response to the Department’s concerns about placement and content, the industry proposed voluntary Codes of practice. In the case of broadcast and cinema placement, they proposed a system of audience profiling. It was agreed that, in relation to broadcasting, no advertising for alcohol would be booked by the drinks industry or placed by the broadcasters in any programming where more than 33% of the audience was under the age of eighteen years.

In addition, no advertising for alcohol would be placed in any programming specifically aimed at children or young people. This applied to television, radio and cinema. Some of the agreements reached in relation to outdoor advertising included a restriction that alcohol advertising would not be placed within 100 metres of schools and that buses and bus shelters would not contain wrap-around alcohol advertisements.

It was also agreed between the various parties to the Codes that an independently chaired monitoring body would be established to oversee the implementation of the Codes. The Department was hopeful that the Codes would result in a significant reduction in the exposure of young people to alcohol advertisements, which is the objective of the recommendation of the Task Force. Consequently, it was decided to delay the introduction of the Bill, pending the outcome of the implementation of the Voluntary Codes. The Minister for Health and Children retains the option of reactivating the Bill if the Codes do not prove to be effective.

1 From 2003, following a voluntary agreement by industry, Ready To Drink products were not advertised on Irish broadcast media.
2 The Impact of Alcohol Advertising on Teenagers in Ireland, Centre for Health Promotion Studies, NUI, Galway, and the Department of Health and Children.
3 Following representations from the Department of Health and Children in 2001 during the regular review of the ASAI Codes, the alcohol provisions of the Code of Advertising Standards for Ireland were strengthened in a number of areas. These included the prohibition of any suggestion that drinking could contribute to social or sexual success and the prohibition of treatments that would appeal to minors.
Obligations under the Voluntary Codes of Practice

• For the purposes of this policy, young people will be defined as those under age of eighteen years.
• All alcohol advertisements must carry the Central Copy Clearance Ireland (CCCI) stamp of approval before acceptance.

Cinema Code:
• The Cinema Industry will not accept alcohol advertising from strength alcohol brands.
• Advertising from non-strength alcohol brands to account for no more than 40% of total advertising minutage.
• Alcohol advertising will only be shown with films targeting an adult audience and where it is deemed that at least 75% of the attendances will be aged 18 or over.

Outdoor/Ambient Code:
• No advertising for any alcoholic drinks within 100 metres of a primary or secondary school entrance.
• No bus shelter wrap rounds on alcoholic drinks.
• No wrap rounds on individual buses.
• No train or light rail wrap rounds.
• No wrap rounds on taxis.
• There will be no domination by any alcoholic drinks brand of a train or bus station. (Domination here means more than 33% of available space).
• A maximum of one face on a Prismatic/Scrolling unit will display alcohol advertising.
• A maximum of one panel in any group of hoardings will display alcohol advertising.
• A maximum of one in three bus or train interior/exterior panels will display alcohol advertising.
• There will be no Mesh Building Banners for alcohol advertising.

Radio Code:
• Programmes aimed at young people do not carry branded alcohol advertising.
• The introduction of a Code of Conduct for presenters whereby speech content that glamorises or encourages over consumption or abuse of alcohol is banned.
  Independent Broadcasters of Ireland (IBI) will draft the Code in consultation with the BCI and the Department. IBI would undertake to develop appropriate training packages to ensure that its members fully comply with the Code and will agree to an appropriate monitoring mechanism.

Television Code:
• No advertising for alcohol would be booked by an alcoholic drinks advertiser or his agency or placed by the Broadcasters in any programming where more than 33% of the audience is under the age of eighteen years.
• No advertising for alcohol will be placed in any programming specifically aimed at children or young people.

The Codes are set out in full in Appendix 1.
Compliance with the Voluntary Codes of Practice
– Monitoring process

The process for the control and monitoring of alcohol advertisements involves a number of steps. These include the copy clearance by Central Copy Clearance Ireland (CCCI) of all alcohol advertisements published in Irish media, the monitoring by the Monitoring Body of adherence to the Voluntary Codes to limit exposure of young people to alcoholic drink advertising and the investigation by the Advertising Standards Authority for Ireland (ASAI) of complaints concerning possible breaches of these Voluntary Codes.

**Central Copy Clearance Ireland**
Following agreement by all media, all alcohol advertisements carried by Irish media must carry the CCCI Publication Certificate and Approval Number in order to be accepted for broadcast/display. The function of CCCI is to vet the content of alcohol advertisements to ensure adherence to the ASAI Code and the 1995 Ministerial Broadcast Media Code.

The CCCI system has been in place since mid-2003. The ASAI have said that they consider that the CCCI system has led to a significant reduction in the number of complaints upheld by the ASAI. In their 2006 Annual Report, the ASAI said: “As in 2005, no alcohol advertisement was found to be in breach of the ASAI Codes in 2006.”

**Alcohol Marketing Communications Monitoring Body**
The members of the Alcohol Marketing Communications Monitoring Body are listed in Appendix 2. The function of the Monitoring Body is to oversee the implementation of, and adherence to, the Voluntary Codes of Practice agreed between representatives of the advertising, drinks and media communications industries and the Department of Health and Children. The full terms of reference are set out in Appendix 3.

As regards the membership of the Monitoring Body, during the year the Monitoring Body received a letter from the Department of Health and Children in relation to the Report of the Working Group established under the Special Initiative on Tackling Alcohol Misuse in Sustaining Progress. The Working Group had made a recommendation in its report that Stakeholders who negotiated the Voluntary Code on Advertising should consider further representation from the Social Partners on the Monitoring Body.

The Monitoring Body considered that this was a matter for the parties involved in the negotiation and agreement of the Voluntary Codes, that is, the Department of Health and Children and the various industry partners. Since the work of the Monitoring Body was already under way, the Body recommended that the membership remain as it currently was until it had produced its first annual report.

The Monitoring Body actively monitored compliance with the Codes through quarterly reports, ongoing review of complaints examined by ASAI, and commissioned research; details are set out in the following section.

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*The Advertising Standards Authority for Ireland is the advertising self-regulatory body set up by the advertising industry (advertisers, agencies and media) to enforce the Code of Advertising Standards and the Code of Sales Promotion Practice.*
Active monitoring by the Monitoring Body
During the year, reports were received as follows:

Television:
Quarterly profiles for each day of the week giving the percentage of under-18s viewing for each half-hour segment between 3pm and 10pm.

Cinema:
Quarterly reports on the advertising reels for proscribed and non-proscribed films.

Radio:
Updates from Independent Broadcasters of Ireland on the development of a Code of Conduct for presenters.

Outdoor:
A detailed report from the Outdoor Media Association on the application of the Outdoor/Ambient Code.

Complaints system established by the Monitoring Body
At the request of the Monitoring Body, it was arranged that complaints concerning possible breaches of the Voluntary Codes to limit the exposure of young people to alcoholic drink advertising would be investigated by the ASAI. The ASAI submitted a report to each meeting of the Monitoring Body detailing the complaints received and the outcome. Details of the complaints are given on page 20.

Research commissioned by the Monitoring Body
The terms of reference provide that the Monitoring Body may commission research to assess adherence to the Codes.

Research – General
The Monitoring Body commissioned the Institute of Advertising Practitioners in Ireland (IAPI) to conduct research on their behalf into the trends in alcohol advertising from 2002 to 2006.

This research showed that alcohol advertising spend in 2002, at €43,435,091, was 4.2% of total advertising spend. In 2006, alcohol advertising spend, at €55,026,563, was 3.2% of total advertising spend.

Research – Television
IAPI was also commissioned to produce reports to allow the Monitoring Body to check compliance by the television broadcasters with the Code for each quarter. These reports detailed for each station all the alcohol advertisements that had run during the following periods nominated by the Monitoring Body:

- 13 – 19 January 2006
- 15 – 21 May 2006
- 14 – 20 August 2006
- 13 – 19 November 2006

Comparisons were then made with the profile information submitted by the broadcasters to check whether they were abiding by the Code.

A breach of the Television Code occurs if an alcohol advertisement is placed in a time period which the applicable quarterly profile indicates has an under-18 audience greater than 33%. (For example, the quarterly profile for October – December 2005 is the applicable profile for use in the period January – March 2006).

Research – Cinema
In relation to cinema, the Monitoring Body has developed an appropriate research methodology to check compliance with the Cinema Code requirements. A predetermined number of films in a number of urban centres will be checked during 2007. Those films in which alcohol advertisements are not permitted will be checked to ensure that they carry no alcohol advertisements. Those that are permitted to carry alcohol advertisements will be checked to ensure that they do not exceed the agreed threshold.

5 Rate card costs are used to determine advertising spend.
Details of active monitoring undertaken by the Monitoring Body

Television

The Monitoring Body received quarterly profiles from five broadcasters operating in Ireland. The profiles are based on information from Nielsen Media Research (NMR). During the year, the Monitoring Body also examined information from NMR on the audience profile of individual spots with alcohol advertising. While the occurrence of an individual spot having an under-18s audience in excess of 33% is not a breach of the Television Code, the relevant broadcasters were asked for their general comments when the information indicated such an occurrence. Their attention was also drawn to incidences where alcohol advertising had been screened during the morning and their comments invited, given the Monitoring Body’s understanding that there was agreement that alcohol advertising would not be screened during the morning. The broadcasters’ responses are detailed below.

Commissioned research: As explained earlier (Research – Television, page 10), comparisons were made with the profile information submitted by the television stations to check whether they were abiding by the Code.

A breach of the Television Code occurs if an alcohol advertisement is placed in a time period which the applicable quarterly profile indicates has an under-18 audience greater than 33%. (For example, the quarterly profile for October – December 2005 is the applicable profile for use in the period January – March 2006).

Radio Telefís Éireann (RTÉ):

RTÉ submitted quarterly profiles for October – December 2005, January – March 2006, April – June 2006, July – September 2006 and October – December 2006. The Monitoring Body noted that, although the profiles indicated an under-18 viewership of below 33%, alcohol advertising was not carried during the Saturday early evening movie as that time slot was designated ‘family movie’.

Outcome of commissioned research: No breaches

RTÉ One:

There were no half-hour periods which had an under-18 audience profile of greater than 33%.

RTÉ Two:

There were no incidences where alcohol advertising was placed in a half-hour period with an applicable under-18 audience profile of greater than 33%.

An alcohol advertisement ran in an advertisement break during the screening of a Champion’s League soccer match in May 2006. While the previous quarterly profile for this spot was in excess of 33%, this was not the applicable profile to assess compliance with the Code. The Monitoring Body considered that in the context of sporting events, the relevant previous

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*Nielson Media Research provides audience measurement ratings for television stations*
indicator was similar events. As noted in their conclusions (Page 21), broadcasters should be careful when scheduling alcohol advertising during sporting events.

Comments arising from issues raised by the Monitoring Body
Commenting on the occurrences of an individual spot having an under-18 audience greater than 33%, RTE said that examining spot-by-spot advertising was neither manageable nor statistically sound and for this reason the audience profiles were accepted as a more practical and reliable measure of compliance. Having examined the occurrences where individual spots exceeded 33%, RTE said that, in all but one case, the profile indicated that the Code had not been breached. In the one case where a breach had occurred, it had arisen as a result of a change in the audience profile and had already been identified and corrective action put in place.

In relation to the issue of alcohol advertising being broadcast during the morning, RTE said that there was no agreement or understanding to ban such advertising from morning programming. They said that they excluded alcohol advertising on the basis of the likely audience profile of a programme and not on time bands. The practice of taking no alcohol advertising on RTE Two until after 7.30pm was based on audience profiles and not on time bands. RTE One applied no time restriction and said that, based on all the analysis of profiles, this was in line with the Voluntary Codes.

**TV3:**

Outcome of commissioned research: **No breaches**

There were no half-hour periods which had an under-18s audience profile of greater than 33%.

Comments arising from issues raised by the Monitoring Body
Commenting on the occurrences of an individual spot having an under-18 audience greater than 33%, TV3 said that these occurrences fell into one of two categories:

a) The advertisement aired in a daytime slot that did not normally attract children. They pointed out that the Voluntary Code provides for an average profile over a certain time period which is then monitored. In respect of the February time period during which one of the advertisements ran, the average under-18 profile for that month for the time period was 15%, while in March it was 16%. TV3 did not therefore consider that they were in breach of the Code.

b) The advertisement aired in a slot that was definitively an adult time slot. TV3 said that this related to late-night movies and late-night programming generally, and were of the view that, ultimately, parents must take responsibility for the viewing habits of their children.

In relation to the issue of alcohol advertising being broadcast during the morning, TV3 said that they were not a children’s channel and did not broadcast programming that had an appeal to children. Accordingly, TV3 restricts alcohol advertising in programming in accordance with the Voluntary Code and as such uses, as its prime control, weightings related to audience profile. They said that the Code does not make reference to a ban on alcohol advertising before noon and therefore they did not operate one.
TG4:  

Outcomes of Commissioned Research: Eleven breaches

<table>
<thead>
<tr>
<th>Date</th>
<th>No of advertisements</th>
<th>Half-hour period</th>
<th>Under 18s audience profile (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 – 19 January 2006: Number of half-hour periods in breach of Code: One</td>
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<td></td>
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<tr>
<td>Monday, 16/01/06</td>
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<td>Tuesday, 14/11/06</td>
<td>1</td>
<td>17:30 – 17:59</td>
<td>37</td>
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Comments arising from issues raised by the Monitoring Body  
Commenting on the occurrences of an individual spot having an under-18 audience greater than 33%, TG4 said that, based on their analysis of the figures, they were discontinuing alcohol advertising during two particular programmes (One Tree Hill and Pimp My Ride). In relation to the number of individual spots during the afternoons, TG4 said that they appeared mainly during sports programmes and that, as with other broadcasters, their audience for live sport was much older than that for their usual afternoon output. TG4 data would indicate that their scheduling of these spots was not a transgression of the Code. In relation to the third time period (7pm – 10pm), TG4 said that there were no breaches of the Code and, in relation to advertisements broadcast after 10pm, they did not consider that their scheduling was a transgression of the Code.

TG4 commented that the period under scrutiny was very much an inaugural one for all concerned. A number of inadvertent breaches occurred during the period after their new sales system was introduced but they were confident that the new system would prevent any such incidents in future.

In relation to the issue of alcohol advertising being broadcast during the morning, TG4 undertook to put measures in place to exclude alcohol advertising from their own morning programming.
Channel 6:
Channel 6 launched on 30 March 2006. They submitted profiles for April – June 2006, July – September 2006 and October – December 2006. These profiles demonstrated that Channel 6 has a significant audience of under-18s in the afternoons.

Outcome of commissioned research: Three breaches

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13 – 29 November 2006: Number of half-hour periods in breach of Code: One

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<td>20:00 – 20:29</td>
<td>33.6</td>
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</table>

Comments arising from issues raised by the Monitoring Body
Commenting on the occurrences of an individual spot having an under-18 audience greater than 33%, Channel 6 said that the fluctuating nature of their ratings, which occur because of the small NMR sample size, meant that it was not possible to predict which particular individual advertisement break might exceed the 33% threshold. They said that as part of their own internal procedures they restrict alcohol advertising to after 7pm.

Channel 6 said that it takes its corporate social responsibility very seriously, and gave details about a campaign against drink driving that they worked on with the Road Safety Authority which they intended to run at no cost pre-Christmas.
Setanta Ireland:

Setanta Ireland told the Monitoring Body that they had a very small children’s audience. However, they do exclude alcohol advertising from their coverage of Schools’ Rugby or other sporting events featuring minor or school teams.

Outcome of Commissioned Research: Fourteen breaches

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Comments arising from issues raised by the Monitoring Body
Commenting on the occasions when an individual spot had an under-18s audience greater than 33%, Setanta Ireland pointed out that, of all the TV viewed by the 4–17-year-old audience, only 0.5% relates to Setanta Ireland programming (which is only available in 440,000 out of 1,542,000 homes). They also pointed out that the NMR panel size was approximately 650 nationally and that, as a result, viewing figures for niche stations should be treated with caution.

Setanta Ireland did not comment on the issue of alcohol advertisements being broadcast during the morning.

City Channel:
City Channel was not able to submit quarterly profiles as it is not profiled by NMR, who do not have a function in place which encompasses local or regional television channels. The Monitoring Body is examining methods by which compliance with the Voluntary Code by local and regional television channels can be monitored.
Radio

Independent Broadcasters of Ireland (IBI)

The Monitoring Body requested the IBI to submit details of all programmes aired on independent commercial radio stations which are aimed at young people (i.e. where greater than 33% of the listeners are young people). The IBI were also asked to indicate what steps were being taken to implement the introduction of the Code of Conduct for Presenters and to provide details on any training packages being developed.

Programmes

The IBI advised the Monitoring Body that data from the Joint National Listenership Report (JNLR), the audience measurement tool, is presented across a range of age bands (15–19, 20–24, 25–34, 35–44, 45–54, 55–64 and 65+). JNLR does not produce data for children under 15 and no demographic breakdown for those aged under 18 was possible. Therefore, the IBI members had agreed to regard alcohol advertising as undesirable for the cohort under 20 years old. They defined programmes with a ‘high youth listenership’ as those for which 33% or more of the audience was less than 20 years old.

IBI submitted a list of all ‘high youth listenership’ programmes to the Monitoring Body. A number of stations were identified as having ‘no applicable programme times’ as they had been identified as stations targeting a strictly adult audience. For the purposes of this classification, IBI took the view that a target audience of 25 years upwards was appropriate. The list was verified as appropriate by the BCI.

IBI said that they believed that the programme times submitted fulfilled their members’ commitments in respect of the Voluntary Code. Notwithstanding this, member stations were requested to re-examine programme schedules and to identify any additional times during which ‘high youth listenership’ might not be reflected in JNLR data. Arising from this, their members agreed ‘that no IBI member station will schedule alcohol advertising between the hours of 6am and 10am’. These additional hours were nominated because of the potential of under-18s listening as part of family listening during breakfast time and school commute time.

Code of Conduct for Presenters

The Radio Code provides that the “Independent Broadcasters of Ireland (IBI) will draft the Code [of conduct for presenters] in consultation with the BCI and the Department. IBI would undertake to develop appropriate training packages to ensure that its members fully comply with the Code and will agree to an appropriate monitoring mechanism.”

IBI informed the Monitoring Body that it was committed to alerting its members to the necessity for an appropriate Code of Conduct for Presenters. They said that their members were mindful of the current situation regarding alcohol abuse in Ireland and particularly the hardship, sorrow and tragedy which can result from excessive consumption.

IBI said that it had no power to enforce any such Code and that there were many views on this among their membership. Notwithstanding this, all members were in agreement that it was not acceptable for a programme presenter to encourage drinking, nor to revel in alcohol consumption. They therefore decided to hold a training seminar for Programme Controllers and Managers in order to assist them in the development of in-house Codes of conduct under which speech content that glamorises or encourages over-consumption or abuse of alcohol would be banned. The training seminar was held in conjunction with Éist, the independent broadcasters’ organisation. IBI worked with Polaris Consulting who have significant experience in developing material of this nature.

The feedback from the seminar was positive and IBI have indicated their intention to hold further seminars.

The Monitoring Body felt that the steps taken by IBI to assist their members in the development of in-house Codes of conduct were reasonable. The Monitoring Body was cognisant of the fact, however, that the Voluntary Code requirement was that the IBI would draft such a Code in consultation with the BCI and the Department. They did not consider that the IBI had as yet complied with this requirement of the Voluntary Code.

RTÉ Radio

Programmes

The Code to limit the exposure of young people to alcoholic drink advertising on radio requires that no alcohol advertising will be placed in programmes where more than 33% of the listeners are young people. In relation to RTÉ Radio 1, the Monitoring Body was aware that its audience profile did not bring its programming within the scope of the Code. They were also aware that RTÉ 2FM did not accept alcohol advertising.

Code of Conduct for Presenters

The Code requires the introduction of a Code of Conduct for Presenters whereby speech content that glamorises or encourages over-consumption or abuse of alcohol is banned. While there was specific reference to the development of a Code by the IBI in consultation with the BCI and the Department of Health and Children, there was no specific mention of the development of such a Code by RTÉ. The Monitoring Body thought it appropriate to raise the issue of a Code of Conduct for Presenters with RTÉ and their approach received a very positive response. RTÉ had recently reviewed their Programme Standards and Guidelines which they shared with the Monitoring Body. A section had been included concerning alcohol and advising presenters that glamorisation of alcohol and the suggestion that excessive drinking was the norm should be avoided.
It is widely recognised that there is a serious problem in Irish society in regard to the excessive consumption of alcohol. Its detrimental impact in terms of health, the economy, violence and anti-social behaviour is not disputed. RTÉ must play its part in contributing towards a responsible attitude to alcohol. Measures are in place to ensure that alcohol advertising on RTÉ is controlled. However programme-makers have a responsibility in this regard also. The glamorisation of alcohol and the suggestion that excessive drinking is the norm should be avoided. Presenters must take care to ensure that they do not encourage a view amongst the audience that excessive drinking does not have consequences, either in the short or long term. Particular care must be exercised when the target audience is young people. For example there should not be the suggestion of any necessary correlation between celebratory activity and alcohol consumption.

Alcohol and Sports Events
When reporting on sports events sponsored by alcohol brands there should not be excessive mention of the sponsor’s name. If the title of the event includes the sponsor’s name it is not necessary to refer to this every time the event is mentioned. An occasional use of the full title is sufficient.

Cinema
The two cinema contractors in Ireland, Carlton Screen Advertising and Pearl and Dean, submitted information on a quarterly basis. The information required by the Monitoring Body was

- the advertising reels of the proscribed films;
- the advertising reels for all other films (so that those reels that carry alcohol advertising could be assessed);
- a statement on the number of films screened per quarter and the percentage deemed unsuitable for alcohol advertising;
- a statement on the actual audience profiles for each film screened during the quarter.

The Monitoring Body appreciated the timely manner in which Carlton Screen Advertising submitted information. They were disappointed to note that Pearl and Dean had not been as timely in their submission of information and hoped that this situation would improve in the future.

An assessment of the advertising reels of non-proscribed films for 6 weeks selected at random by the Monitoring Body was carried out to check compliance with the Code requirement that “Advertising from non-strength alcohol brands to account for no more than 40% of total advertising minutage.” In a number of cases, minutage exceeded the 40% threshold, as follows:

- Carlton Screen Advertising: Three breaches
- Pearl and Dean: Four breaches

An explanation of these breaches of the Code was sought. Carlton Screen Advertising, who had been involved in the negotiation and development of the Code, said that while 40% was the threshold, there had been an agreement with the Department of Health and Children that a leeway of up to 46% would be acceptable to allow for situations where an advertisement might be longer than the time that it was booked for. The Monitoring Body considered that it had to monitor compliance in line with the criteria in the published Code. If, however, the parties who developed the Code agreed that there was such an understanding, then the Monitoring Body would take account of it.

The Department of Health and Children agreed that there had been an understanding that there would be a leeway of up to 46% to allow for situations as set out by Carlton Screen Advertising.

Profiling of films
The Code requirement is: “Alcohol advertising will only be shown with films targeting an adult audience and where it is deemed that at least 75% of the attendances will be aged 18 or over.”

The process by which it is decided whether a film is suitable for alcohol advertising to be included in the advertising reel is as follows:

- Genre
  The genre of the film is obtained from the International Movie Database (www.imdb.com).

- Certification
  The certificate of the film is checked on the Irish Film Censor website (www.ifco.ie). Where the certificate is not yet decided, the film is designated To Be Confirmed (with an estimate based on genre, etc. of what the certificate might be).

- Comparable film
  www.imdb.com is checked for a film that is similar, i.e., one that is: a) a film of a similar genre; b) a film with a similar storyline; and c) a film with a similar certificate (if confirmed certificate on new release is available). When it is decided what the most appropriate comparable film is, its audience profile is checked against Republic of Ireland Film Monitor (see page 18). If the comparable film had an audience where 75% or more were aged 18 years old or over, then the new release is deemed suitable to run with alcohol advertising, otherwise the new release is deemed unsuitable to run with alcohol advertising and is proscribed.

Films which have been considered likely to have an audience where more than 25% are under 18 years of age.

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7 Films which have been considered likely to have an audience where more than 25% are under 18 years of age.
Republic of Ireland Film Monitor

Carlton Screen Advertising explained that quarterly research is carried out by the cinema industry to identify trend information on cinema going and to establish cinema profiles. The research is conducted by Milward Brown IMS and is based on a quarterly sample of 1,000 – including a booster of 200 children. (The Monitoring Body noted that the Code referred to a sample size of 1,400 with 200 children. Carlton Screen Advertising said that Milward Brown IMS had notified them of a change in the Omnibus survey but had made it clear that the reduction would not make the research any less robust as the sample size was in line with international standards for comparable pieces of research.)

The Monitoring Body considered that the method by which a film was designated proscribed or non-proscribed was appropriate. They noted that in 2006, 50% of films released were designated as proscribed, that is, they were deemed unsuitable for alcohol advertising.

Carlton Screen Advertising submitted information on the results of research into the audience profiles of films which had screened during the year. The Monitoring Body noted that, while the total sample size (1000 adults with a booster of 200 children) was robust, a number of films had a sample size of less than 100. Carlton Screen Advertising said that such sample sizes may not be considered to be representative samples. Carlton Screen Advertising explained that that if a film screened on a small number of screens or if there was a large film release on the day of the survey this could affect the sample sizes of certain films.

The Monitoring Body noted that the audience profile returned by the subsequent research demonstrated on a number of occasions that less than 75% of the audience was aged 18 or over.

Of these, the sample size of 14 films was less than 100. Examples are as follows:

**Film – The Holiday:**
- Sample size: 143
- Audience profile: 68% 18 or over
- Comparable film: Love Actually
- Audience profile: 78% 18 or over

**Film – World Trade Centre:**
- Sample size: 310
- Audience profile: 73% 18 or over
- Comparable film: Assassination of Richard Nixon
- Audience profile: 80% 18 or over

In eight cases, the sample size was greater than 100. Examples are as follows:

**Film – The Holiday:**
- Sample size: 143
- Audience profile: 68% 18 or over
- Comparable film: Love Actually
- Audience profile: 78% 18 or over

**Film – World Trade Centre:**
- Sample size: 310
- Audience profile: 73% 18 or over
- Comparable film: Assassination of Richard Nixon
- Audience profile: 80% 18 or over

The Monitoring Body considered that in the context of the films involved, there had been no breach of the Code.
Outdoor
The Monitoring Body requested the Outdoor Media Association (OMA) to provide information on the application of the Voluntary Code and an explanation of the systems in place to ensure compliance, and whether any breaches had occurred in 2006 and what action was taken to ensure that they did not recur. Information was also requested on the prevalence of alcohol advertising in terms of wrap-arounds, dominance etc., prior to the introduction of the Code, in order to establish a context for the current situation.

The OMA gave the following information:

Application of Code and systems in place –

a) Audit of Panels – In order to ensure that advertising for any alcoholic drinks would not be placed within 100 metres of a primary or secondary school entrance, an audit of panels was carried out. Panels within 100 metres of schools were identified via the JNOR (Joint National Outdoor Research) panel classification system and marked on the planning and booking software. These sites cannot be booked for alcohol advertising.

b) IT Booking Systems – When the Code was implemented, the OMA member companies and Outdoor Buying specialists rebuilt their sales / booking systems so that a panel would be highlighted if an alcohol brand was booked on it, or if an alcohol brand could not be assigned to the site. This was to ensure that bookings contravening the Code could not be accepted.

c) Staffing – All employees are fully briefed in relation to the Code and how this relates to accepting bookings. They understand the importance of ensuring that the Code is adhered to.

d) Monthly OMA Board Meetings provide an opportunity for discussion of the Code between members. The OMA office is also a point of contact for any queries or concerns. Alcohol is consistently on the agenda.

e) The Terms and Conditions of the OMA are published on www.oma.ie and are circulated to Outdoor Buying Specialists. These outline that the media owner reserves the right not to accept any advertisement for alcohol-related products unless the advertisement is accompanied by certificate and approval number issued by Central Copy Clearance Ireland.

Occurrence of breaches
The OMA said that their members have at all times endeavoured to work within the Voluntary Code to limit the exposure of young people to alcoholic drink advertising in outdoor media. The OMA has not received notification of an actual breach of the Code since its development in 2005. Any instance of unintentional temporary breach due to late posting or human error was remedied with immediate effect by OMA members (within 24 hours).

As regards breaches, the OMA said that approximately 300,000 posters were carried by the outdoor industry in 2006. They said that they estimated that the Code may have been breached a maximum of 30 times in 2006 between the five member companies over the 26 posting periods.

Information on the prevalence of wrap-arounds, dominance etc., prior to the introduction of the Code in order to establish a context for the current situation

a) The Code requires that a maximum of one face on a prismatic/scrolling unit may display alcohol advertising.

In Ireland, prismatic and scrolling units account for approximately 15% of total large-format panels. Sales of both these formats to the alcohol sector have decreased, in keeping with the instruction that no more than one side of a three-sided prismatic unit and no more than one side of a four-sided scrolling unit can contain alcohol advertising.

b) The Code requires that a maximum of one panel in any group of hoardings may display alcohol advertising.

Over 60% of all 48 sheet panels in Ireland are part of a multi-panel advertising hoarding. Only one alcohol advertisement may appear in any hoarding (regardless of whether there are three or seven panels in the hoarding). Therefore, over half of all 48 sheets have been restricted for sale to alcohol brands in any one outdoor cycle.

c) The Code requires that there will be no wrap-around alcohol advertisements on individual buses.

In 2004, such wrap-arounds would have accounted for 35% of the outdoor company bus media business. They were used on long-term campaigns in Cork, Galway, Waterford and Dundalk.
Details of complaints received and action taken

The ASAI received 64 complaints during 2006 concerning possible breaches of the voluntary Codes. Fifty-five complaints were resolved during the year, with nine carried over to 2007. Details of the 55 complaints resolved are set out in the table below.

<table>
<thead>
<tr>
<th>Voluntary Code provision</th>
<th>Complaints</th>
<th>In breach</th>
<th>Not in breach</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poster – distance from school</td>
<td>9</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>Poster – wrap-around</td>
<td>4</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>TV – 33% profile</td>
<td>42</td>
<td>1</td>
<td>41</td>
</tr>
<tr>
<td></td>
<td><strong>55</strong></td>
<td><strong>1</strong></td>
<td><strong>54</strong></td>
</tr>
</tbody>
</table>

Of the 55 complaint investigations concluded in the year, one advertisement was found in breach of the Voluntary Code to limit the exposure of young people to alcoholic drink advertising on television. This advertisement had appeared during *Home & Away* on RTÉ 2 prior to 7pm. At the time, RTÉ excluded alcohol advertising on RTÉ 2 up until 7pm each weekday. Where a schedule changes, for example for a major football match or race meeting, they temporarily lift the restriction. This is based on their experience that major sports events have a very low profile of young audiences. A highlights programme for the Cheltenham races was due to follow the particular episode of *Home & Away* and inadvertently an alcohol advertisement appeared in *Home & Away*. RTÉ fully accepted that this was their responsibility and they put in place increased controls to ensure that it would not happen again.

RTÉ informed the ASAI that, in light of their recent analysis of their programme profile, they were extending the existing prohibition on alcohol advertising on RTÉ 2 until 7.30pm as there was some indication of growing young profile in the half hour between 7pm and 7.30pm.

**Issues which arose from complaints:**

- In relation to an alcohol advertisement that had been shown during a break in Father Ted, the Monitoring Body accepted that all other episodes had an under-18 audience profile of less than 33%, but advised the broadcaster that care should be taken if a programme had a profile consistently close to the 33% threshold. They considered that this was particularly of relevance as the voluntary Code includes a provision in relation to programming specifically aimed at children.

- A number of complaints were received about the broadcast of alcohol advertisements during the soccer World Cup. The ASAI considered that the previous quarterly profile was not the appropriate one to use in determining compliance with the Television Code. They considered that the most comparable profile was that of previous sporting events. Both these profiles and the actual audience figures were significantly below the 33% threshold.

  The complainant appealed this decision to the Monitoring Body. The Monitoring Body considered that, in the context of the World Cup and other sporting events, the audience profile for previous comparable events should be the one used to determine compliance with the Code. They understand that, generally speaking, sporting events have a very low under-18s profile and, in the case of the World Cup, the audience profiles ranged from 8% to 28%, with an average of 13%. As such, they consider that the approach taken by ASAI in assessing complaints about alcohol advertising during the World Cup was reasonable.

- A complaint was received about two advertisements at a bus shelter, on the basis that it constituted a “wrap-around” which was prohibited under the Outdoor Code. The ASAI considered that, as the two advertisements were not visible at the same time, a breach of the Code was not involved.

  The complainant appealed this decision to the Monitoring Body. Having considered the issue, the Monitoring Body did not consider that the posters involved were a wrap-around. They were influenced by the fact that the two posters were not in line of sight at the same time. They did consider, however, that it was not desirable that bus shelters where there were multiple advertisements should be dominated by alcohol advertisements and raised the issue with the poster representative body, Outdoor Media Association (OMA).
Overall outcome – Summary and conclusions

The Monitoring Body considered that there had been overall compliance with the Voluntary Codes to limit the exposure of young people to alcoholic drink advertising. There had, however, been a number of breaches of the Codes throughout the year. The Monitoring Body considered that the media partners to the Codes should ensure that proper procedures are in place to prevent breaches occurring. They were satisfied generally that where breaches were identified by the media partners, immediate remedial action was taken to rectify the situation and prevent a recurrence.

In order to improve the operation of the Codes, the Monitoring Body wished to make the following recommendations for consideration by the partners to the Codes.

Concerning Television:
That broadcasters should be careful when scheduling alcohol advertising during school mid-term breaks and holidays as, although the quarterly profiles might indicate that there would not be a breach of the Code, it is possible that higher than normal levels of young people would be watching television.

That broadcasters should be careful when scheduling alcohol advertising during certain sporting events, such as the World Cup held in 2006. Although audience profiles show that adults are the majority audience for such events, there nevertheless are also significant numbers of children watching them.

Concerning Cinema:
That consideration be given to the issue of the practice of placing an advertisement for alcohol outside of the main advertising reel, after the film certification information and before the start of the film.

Concerning Radio:
That the IBI should be encouraged to develop the Code of Conduct for Presenters which should be applicable to all member stations.

General:
That the partners might wish to examine the issue of electronic media which is not covered under the current Codes.
## Appendix 1

### Codes Of Practice

#### Voluntary Code to limit the exposure of young people to alcoholic drink advertising on cinemas

The Drinks Industry Group Ireland, together with the Association of Advertisers in Ireland, The Institute of Advertising Practitioners in Ireland and the Cinema Industry based in the Republic of Ireland accepting advertising aimed at the Irish marketplace, undertake to operate a policy as detailed below.

1. For the purposes of this policy, Young People will be defined as those under age of eighteen years.
2. All alcohol advertisements must carry the Central Copy Clearance Ireland (CCCI) stamp of approval before acceptance.
3. The Cinema Industry will not accept alcohol advertising from strength alcohol brands.
4. Advertising from non-strength alcohol brands to account for no more than 40% of total advertising minutage.
5. Alcohol advertising will only be shown with films targeting an adult audience and where it is \( \text{deemed} \) that at least 75% of the attendances will be aged 18 or over.
   - Each film’s suitability to exhibit alcohol is based on comparative film profiles drawn from the ROI Film Monitor which is part of the Cinema and Video Audience Industry Research. This is a quarterly monitor with a sample of 1,400 adults and a booster of 200 children nationally weighted within the ROI. It is conducted by Irish Marketing Surveys Ltd.
   - The results of this research consistently indicate that the certificate of a film does not always indicate the target audience of the film.
6. Every commercial exhibited on Cinema screens must be processed through The Cinema Advertising Association (CAA). The CAA is an independent committee of appointed experts from a variety of ages and backgrounds. An impartial and independent consultant with 19 year’s experience advises and overseas all decisions reached by the CAA.
7. The CAA strictly abides by the Code of Advertising Standard of Ireland.
8. The Irish Film Censor’s Office will advise Carlton Screen Advertising (the dominant organisation in this medium) on their judgement of the target audience of films.

#### Voluntary Code to limit the exposure of young people to alcoholic drink advertising on outdoor/ambient media

The Drinks Industry Group Ireland, together with the Association of Advertisers in Ireland, The Institute of Advertising Practitioners in Ireland and the Outdoor Media Association based in the Republic of Ireland accepting advertising aimed at the Irish marketplace, undertake to operate a policy as detailed below.

1. For the purposes of this policy Young People will be defined as those under age of eighteen years.
2. All alcohol advertisements must carry the Central Copy Clearance Ireland (CCCI) stamp of approval before acceptance.
3. The Outdoor Media Association (OMA) will not place advertising for any alcoholic drinks within 100 metres of a primary or secondary school entrance.
4. No bus shelter wrap rounds on alcoholic drinks.
5. No wrap rounds on individual buses.
6. No train or light rail wrap rounds.
7. No wrap rounds on taxis.
8. There will be no domination by any alcoholic drinks brand of a train or bus station. (Domination here means more than 33% of available space).
9. A maximum of one face on a Prismatic/Scrolling unit will display alcohol advertising.
10. A maximum of one panel in any group of hoardings will display alcohol advertising.
11. A maximum of one in three bus or train interior/exterior panels will display alcohol advertising.
12. There will be no Mesh Building Banners for alcohol advertising.
Voluntary Code to limit the exposure of young people to alcoholic drink advertising on radio

The Drinks Industry Group Ireland, together with the Association of Advertisers in Ireland, The Institute of Advertising Practitioners in Ireland and all Radio Broadcasters based in the Republic of Ireland accepting advertising aimed at the Irish marketplace, undertake to operate a policy as detailed below.

1. For the purposes of this policy Young People will be defined as those under age of eighteen years.
2. All alcohol advertisements must carry the Central Copy Clearance Ireland (CCCI) stamp of approval before acceptance.
3. Ensuring that programmes aimed at young people do not carry branded alcohol advertising. We propose to achieve this by:
   • Banning all alcohol advertising from programmes where greater than 33% of the listeners are young people.
   • These programmes will be identified through the Joint Nation Listenership Research (JNLR) on a station by station basis.
   • After the publication of the JNLR, on a twice yearly basis, we propose that each station will submit a list of programmes to the broadcasting Commission for Ireland (BCI) that will not carry alcohol advertising. The BCI will independently validate the list.
   • The BCI would include alcohol advertising on the schedule of criteria that are assessed in the course of its independent random sampling of each stations output.
   • Any breach of the alcohol advertising Code would be immediately notified to the Independent Monitoring Body and the station involved.
4. The introduction of a Code of Conduct for presenters whereby speech content that glamorises or encourages over consumption or abuse of alcohol is banned. Independent Broadcasters of Ireland (IBI) will draft the Code in consultation with the BCI and the Department. IBI would undertake to develop appropriate training packages to ensure that its members fully comply with the Code and will agree to an appropriate monitoring mechanism.
5. IBI and RTÉ Radio will co-operate and comply with other broader elements of the industry agreement including the Copy Clearance process and the Independent Monitoring Body.

Voluntary Code to limit the exposure of young people to alcoholic drink advertising on television

The Drinks Industry Group Ireland, together with the Association of Advertisers in Ireland, The Institute of Advertising Practitioners in Ireland and all Television Broadcasters based in the Republic of Ireland accepting advertising aimed at the Irish marketplace, undertake to operate a policy as detailed below.

1. For the purposes of this policy Young People will be defined as those under age of eighteen years.
2. All alcohol advertisements must carry the Central Copy Clearance Ireland (CCCI) stamp of approval before acceptance.
3. No advertising for alcohol would be booked by an alcoholic drinks advertiser or his agency or placed by the Broadcasters in any programming where more than 33% of the audience is under the age of eighteen years.
4. No advertising for alcohol will be placed in any programming specifically aimed at children or young people.
5. Each Broadcaster will produce and provide to an independent monitor a profile of its audience. The profile will:
   1. Be for each channel broadcast.
   2. Based on individuals up to eighteen years of age and those over eighteen years of age.
   3. Be for each half-hour between 3pm and 10pm.
   4. Updated every six months.
6. When new programmes are introduced to the schedule the profile previously achieved for that time block will be used to ascertain the audience profile. Once the new programme has had four transmissions the profile will be re-examined and subsequently used to decide on the suitability for alcohol advertising.
Appendix 2

Members of the Alcohol Marketing Communications Monitoring Body

The Body will have an independent Chair and will consist of one representative nominated by the advertising industry, one representative nominated by the drinks industry and two representatives nominated by the Department of Health and Children.

Independent Chair
Mr Peter Cassells, Managing Director,
Peter Cassells Consultants Ltd. Chair, NCPP

Representatives nominated by the Department of Health and Children
Mr Brian Mullen, Principal Officer,
Health Promotion Unit, Department of Health and Children
Mr Michael O’Keeffe, Chief Executive,
Broadcasting Commission of Ireland

Representative nominated by the advertising industry
Mr Brian Hayes, Managing Director,
Young Euro RSCG Communications Group

Representative nominated by the drinks industry
Mr Kieran Tobin, Communications & Corporate Affairs Director,
Irish Distillers Pernod Ricard
Appendix 3

Terms of Reference of the Alcohol Marketing Communications Monitoring Body

1. The Body will be known as the Alcohol Marketing Communications Monitoring Body.
2. The Body will have an independent Chair and will consist of one representative nominated by the advertising industry, one representative nominated by the drinks industry and two representatives nominated by the Department of Health and Children.
3. The Body will oversee the implementation of, and adherence to, the Voluntary Codes of Practice agreed between representatives of the advertising, drinks and media communications industries and the Department of Health and Children.
4. The purpose of the Code is to reduce the exposure of children and young people to alcohol advertisements. While the Body will largely decide on its operational methods it will have access to and will review data from the Advertising Standards Authority of Ireland, Central Copy Clearance Ireland, AC Nielson, Joint National Listenership Research (JNLR), Irish Film Censor Reports (cinema).
5. The Body will also commission, if necessary, independent research across all media to assess adherence to the Code. This research will be funded by the Department of Health and Children.
6. Where breaches occur, the Body will approach the relevant organisations with details and obtain agreement on the application of the Code.
7. Where agreement cannot be reached, the Body will report the issue to the Minister for Health and Children and will include details of such breaches and attempts to resolve the issue.
8. The Body will produce an Annual Report for the Minister for Health and Children.