Handbook

on developing and establishing supporters’ charters in Europe

- prepared by Thomas SCHNEIDER, Co-ordination Office for Supporter Projects of the German Sport Youth organisation and Daniela WURBS, Youth and Sport Association/Fanladen St. Pauli (supporters project of the FC St.Pauli)

as an independent document, not yet officially adopted by the Standing Committee of the European Convention on Spectator Violence.
European Convention on Spectator Violence and Misbehaviour at Sports Events 
and in particular at Football Matches (T-RV)

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Introduction

During the last 20 years, by consciously avoiding pure intervention and regulatory measures, various pre-emptive approaches to prevent and counter spectator misbehaviour and violence have been developed. These strategies have been professionalised and to some extent institutionalised in several European countries at local, national and international level.

The theoretical basics and methodology of the relevant practical models were found to be effective already by various parties concerned with the phenomenon directly or indirectly. In particular they were addressed in the handbook on the prevention of violence in sport issued by the “Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches” (Recommendation No 1/2003).

As the handbook on the prevention of violence in sport and recommendations of the Standing Committee (see Recommendations Nos. 2/1989, 1/2003) have already highlighted, the relationship between supporters and clubs plays an important role in the context of all preventive efforts. The significance of sport clubs as a social reference point within its community and social environment is not only restricted to periods of matches and competition.

It is therefore desirable that sports clubs and associations take further action to adopt a promotional policy for supporters which would initiate a process of getting to know one another and establish a new social link with their supporters.

A concrete and sustainable measure could be to adopt a supporters’ charter. Currently, there are various initiatives to negotiate and implement supporters’ charters in Europe, but so far there is no real strategy for promoting them and making them public.

The present handbook is to serve as a practical guide to assist clubs and fans in jointly developing and establishing a supporters’ charter. The described procedures apply to all areas of sport, in particular however to professional football, and they are primarily intended for clubs and their organised supporters’ representations as the parties to the charter. However, at local level the development of a supporters’ charter can also be initiated by sports associations and supporters’ institutions such as fan projects or umbrella organisations or other institutions dealing with the parties involved.

The potential target groups should use the handbook to identify basic rights and responsibilities of supporters and clubs and to implement them in the form of a mutually binding agreement – a supporters’ charter. In this context, theoretical basics, methods of negotiation and potential frameworks, as well as key elements of a supporters’ charter, are provided.

Finally, current examples of good practices of supporters’ charters in Europe will be presented and analysed.
The presented procedures and key elements of a potential charter are not to be understood as strict regulations or a complete summary but rather as a collection of hints, recommendations and suggestions. Anyone interested in the subject can choose the relevant modules and suggestions according to their individual local situation.
A. The role of supporters’ charters as part of an integrated prevention policy

1. Reasons for spectator violence in football

Today’s variety of measures to counter and prevent spectator violence and misbehaviour in sport, especially in football, is closely tied to a general change of perspective regarding the origin of such incidents.

Whereas in the 1970s and early 1980s violence in sport was generally put down to one distinct reason, contemporary theories take a more differentiated approach to the subject. Recommendation No 1/2003 of the Standing Committee stressed: “Such violence is part of a wider social phenomenon, which adversely affects genuine law-abiding supporters and local residents“. Thus, the reasons for spectator violence in sport have to be considered with regard to the specific conditions to which they are bound and the main actors involved. This is also based on the observation that the rise in violent outbreaks in sport, especially in football, seems to be associated with its commercialisation and professionalisation.

Just as our everyday actions are subject to various influences, violent behaviour can only be explained on the basis of such circumstances. These comprehensive as well as specific influences, which complement each other, can be identified at individual, group and structural level.

Moreover, the developments in modern sport in all its aspects always reflect changes in the overall social structure: traditional ties, perceptions and values disappear, and the individual is increasingly judged on grounds of prevailing economic principles, i.e. on economic performance and success.

The pressure that these social values of economic success exert entails emotional tensions. On the other hand, people in modern industrial societies feel forced to suppress their emotions. When people lack alternatives in handling their feelings and live under specific psychologically straining conditions with limited room for personal development and action, these suppressed emotions and emotional tensions can lead to an increased acceptance of violence and use of unlawful means to acquire status and acknowledgement.

Since the early 1990s it has been observed that in the course of globalisation and due to serious integration problems in numerous European countries violent behaviour more frequently comes along with racist or otherwise discriminatory attitudes.

The social focus on personal success is also reflected in the structures of modern sport. For example, the competition among players to gain a regular position in their team has become more aggressive. At the same time, rules are being changed to gradually make the sport more dynamic and gripping in order to meet the clubs’ economic ambitions of profit maximisation.
This tends to aggravate the spectators’ propensity to violence, in particular in dynamic sports, which to a major extent include aggressive actions, or it makes the sport attractive to them because they can use it as a platform to act out their inherent aggressiveness. By intensifying the suspense in sport the spectators are additionally emotionalised, and their tendency to use violence is reinforced.

As modern sport increasingly turns into commercial entertainment, and genuine supporters thus lose importance, they become more sensitive to their own presence at the stadium. Due to the structural debasement by the clubs, which the supporters have experienced in the course of the development of modern sport, as well as the growing social gap between supporters and clubs, the spectators have started turning away from the sport events and concentrating rather on themselves. This is reflected, amongst other things, in aesthetic acts such as doing the Mexican wave at the stadium or rehearsed self-centred performances, but also in outbreaks of violence among the spectators.

The media may also considerably contribute to violence in stadiums by their sports coverage. An inappropriate dramatisation of sports events and an aggressive language playing down violence as well as turning sports matches into events of highest priority provokes amplified aggressions among the fans. In order to promote sales, spectators are emotionalised and encouraged in their violent affections.

The attention of the mass media as a form of social acknowledgement might also play a crucial role for violent supporters. By being branded violent rowdies and criminalised in the media, they even feel encouraged in such behaviour as it provides them with public attention.

For a long time, the preferred method of countering spectator violence and misbehaviour had been repressive and regulatory interventions. But it has become evident that an inappropriate presence of public order resources at the stadium and in the stands may contribute to or even be the reason for an outbreak of violence.

Undifferentiated security strategies do not differentiate between the very few potential troublemakers and ordinary spectators, and generally therefore affect the majority of peaceful supporters who then feel wrongly restricted in their possibilities of participation and branded potential rowdies. This might lead to enhanced solidarity between peaceful fans and fans prone to violence but also of the respective groups among each other – targeted against the public order resources. Moreover, police officers in uniform dress further emotionalise the supporters in the stadium which is already charged with aggressive stimulus.

Extensive regulatory monitoring might also disturb basic existing mechanisms of self-regulation among the supporters. This might finally seriously aggravate uncontrolled violence and, as can currently be observed, lead to its relocation to other, less controlled spaces outside the stadium.

The special situation and atmosphere of sports events and their organisation may also critically influence the spectators’ behaviour. In this respect, important aspects are the behaviour of security staff in specific situations as well as the dynamics and the degree of
suspense of the sports event itself. In particular, the general conditions in and around the stadium may have a vital impact on the spectators’ reactions in specific situations. A troublesome journey and poor access to the stadium, spectators standing too tightly in crowds and too close to the actual pitch, insufficient measures to separate the fans (especially of rival groups), poor state and availability of sanitary facilities and poor availability and service of catering – all of these increase the probability of the raised excitement of the spectators turning to violence. The more important the sports event is for ‘their’ club and the more they identify with this club and team, the more aggressive the underlying mood of the supporters.

It should be emphasised that the majority of fans are peaceful and that it is only a minority of spectators who attract attention through their violent, negative behaviour. Nevertheless, it is this minority of which the public is particularly aware.

The variety of reasons for spectator violence requires an equally varied approach to counter and prevent it. In this regard, the Standing Committee stressed the necessity of an integrated approach in its handbook on the prevention of violence in sport (Recommendation No 1/2003).

The regulatory intervention and control measures, which had been the predominant solution for a long time, have been amended by various proactive, integrative measures of prevention. Taking into account the complexity of reasons, these measures are aimed at establishing constructive and participatory co-operation with various perspectives as well as a continuous dialogue between all competent parties, including the supporters, in order to sustainably reduce spectator violence and misbehaviour at sports events.

2. The relationship between supporters and clubs as a focus of preventive strategies

Fans are often seen only as trouble makers or victims of violence. They should be considered as actors, as people potentially able to contribute actively to solving the problem.

Based on the above analysis of reasons, the relationship between clubs and fans provides an extensive framework for a number of preventive measures.

Sports clubs are highly valued for their social and local environment. In this respect, they can represent a genuine driving force for the promotion of sport and thus substantially contribute to social education and integration processes, especially of young people, by promoting values such as fair play and tolerance.

In this context, the immensely positive potential of supporters’/spectators’ affiliation with a club should be taken advantage of to actively promote the positive social behaviour of the fans.

Positive fan behaviour crucially depends on how they are treated and perceived by the relevant authorities and on the possibilities they are given to participate in their favourite sports event.
When fans are frustrated about lacking possibilities to participate, poor event organisation or undifferentiated security strategies, they are more likely to exhibit aggressive behaviour, and violence-prone troublemakers gain a larger sphere of influence because with an increasing dissatisfaction of the other supporters they can also extend their scope of action.

The commercialisation of modern sports and stadiums through sponsors and, as a consequence thereof, conflicts of interest and alienation of fans and clubs (e.g. by reducing standing areas, higher ticket prices and a stronger focus on security aspects, in particular at big sports events) hold the risk that genuine supporters are excluded and not appropriately integrated.

The clubs should recognise that they have some responsibility for their spectators/supporters and their behaviour, and acknowledge that they have considerable influence on it.

In the framework of the supporters-clubs relationship it is vital to reduce the structural debasement of supporters in modern sports in order to prevent spectator violence. Therefore, they have to be provided with the opportunity to participate in the relevant activities and decision-making procedures within the clubs.

Sports clubs should take the initiative and strive to initiate active communication and relations with their supporters. They should value and enhance the role of fan clubs as a lobby within their organisational structure, encourage their creation and consult them on issues concerning club management and activities. The more such groups are involved in the club’s decision-making, the more likely they are to be committed to the creation of an enjoyable trouble-free environment for all spectators. This has been particularly noticeable in the anti-racism initiatives adopted by clubs and supporters’ groups in many countries.

The clubs could demonstrate a greater sense of responsibility towards the fans and their interests by appointing a fan liaison officer or even by establishing specific “supporters’ departments”. The clubs should employ people for these departments who know much about football supporters, supporters culture and their interests. These people in the supporters departments provide a specific link between the club and its supporters. Within the scope of this partially very sensitive task, it is also necessary that the supporters departments are an independent element of the club management structure (e.g. not linked to security departments) and therefore equipped with a large scale of decision-making authority.

In all professional clubs in Germany, for example, there is a club official with decision-making authority who is responsible for relations with fans, so as to ensure support for fan associations as well as concrete and permanent communication between the club and supporters.

Not all supporters are share holders of the clubs (and want to be funded in any ways by clubs). People in charge of the supporters departments should be aware of this fact and open dialogue with all parties within their local supporter scene.
In addition, the social role of sports clubs cannot be reduced to mere sportive aspects and related club activities.

Due to their high symbolic value and the club’s work within numerous institutional networks of their neighbourhood, they can play a pivotal role in developing and implementing social policies in their community. Against this background, clubs can even support good citizenship within their neighbourhood.

In this context, there are some noteworthy examples of practical implementation in several European Member States, which are already described in the handbook on the prevention of violence in sport issued by the Standing Committee (Recommendation No 1/2003).

Again, close co-operation with the local supporters’ groups would be desirable. In the context of joint neighbourhood projects beyond regular club activities, this would cast a positive light on the club, and with its help dispel common prejudice against fans.

Including relevant measures in a supporters’ charter and in a comprehensive network of preventive strategies and initiatives (e.g. preventive social work with fans) could largely contribute to the further reduction of spectator violence.

3. The relationship between supporters / fan clubs as the driving factor of self-regulation

The general relationship and the existing structures of communication between fan groups / fan clubs, in particular between opposing fans, however also between the supporters of a fan club, also entails a great deal of potential in approaching the prevention of violence.

The more effective or harmonious the relationships in question, the more developed the cooperation and network structures and the more constructive the distinction between the culture of discussion and conflict resolution model, the lower the likelihood of violent intent between fans / fan groups.

The improvement of self-regulation mechanisms within and among fan groups / fan clubs should therefore be viewed as the most important maxim in terms of the preventative strategies to be developed in this regard.

Promoting personal exchange and improving communication structures between the fans / fan clubs as well as promoting strategies for solving problems may therefore help to break down prejudices and the potential for aggressive behaviour.

The establishment of a continuous and direct dialogue between the groups of fans / fan clubs within a club by means of the construction of organised unions (e.g. creation of a fan club spokesgroup) and regular meetings thereof, as already practiced by some clubs in Europe, represents a major element in this approach.

These types of communicative processes could also be facilitated via the provision, not limited to match days, of premises for the fans / fan clubs as a collective meeting place,
whether located in the stadium or in the fan project or even in the form of a separate supporters’ house.
There are also many ways in which new media could make an important contribution to improving communication and information channels both within a supporter scene and in a wider context. For example club or supporter scene oriented discussion forums should be established on the internet, where the fans can provide each other with up-to-date information and discuss relevant topics regardless of location. Existing websites and/or alternative contact information for club fan groups / fan clubs should also include links to those of other clubs on the club homepage and/or the homepage of the fan project.

In the event of disputes between different fan groups within a club a rapid, constructive solution to the problem amongst them is desirable. However if the conflict cannot be resolved internally, the attitudes are hardened and/or it has already resulted in acts of violence, the fan project or the fan department of a club for example could act as a neutral middleman and invite representatives from the opposing parties to mediation talks.

Existing friendships between supporters as well as the establishment of friendly connections between the supporter groups of opposing clubs should also be cultivated and promoted in particular and actively supported by the respective clubs themselves.

For example, the targeted organisation of meetings between the members of opposing fan groups (e.g. in the context of a friendly) is desirable, particularly in advance of important matches. This also applies to clashes between clubs with rival fan groups, whereby potential risks should be carefully considered.

In this regard it would also be conceivable to feature information pages and guest books specially aimed at supporters from opposing clubs on the homepages of a club’s fan groups / fan clubs.

All in all, increased efforts should be made to achieve integration between fans and fan groups from different clubs and activities that bring them together on the basis of their common interest in football. The same applies to promoting the organisation of joint events and of supporters of different clubs on one common issue: e.g. campaigns against racism in football, against repression and commercialisation in football etc.

Senior individuals and/or groups that are already established within the supporter scene in particular should take on responsibility for this. However the clubs as well, their fan departments in particular, and also fan projects should promote, actively support and, if necessary, moderate the processes in question.

B. What is a supporters’ charter? – General principles and objectives

Basically and preferably, a supporters’ charter is a binding and contractual agreement between fans and clubs.

A supporters’ charter should be drawn up and adopted jointly by the club and representatives of its supporters’ organisation. It sets out common objectives as well as the
club’s obligations towards its supporters and vice versa and clearly defines each party’s rights and obligations. In this way, supporters’ charters can serve as overall concepts and statutes, and both parties – the fans and the club – commit themselves to implementing and following them. They are part of a “preventive partnership” between fans, supporters’ organisations and clubs.

A supporters’ charter could cover membership, consultation and information, accessibility and use of stadiums, spectator security, ticketing, merchandise, community activity, loyalty rewards and combating racism and violence. It should be of general validity, but could also focus on a specific subject, e.g. measures against racism, xenophobia and discrimination in football.

The development and implementation of a supporters’ charter should be based on communication and exchange between the fans and the club, involve partnerships with local authorities and the media, and be centred on the values of fair play in sport.

Basically, a supporters’ charter which is adequately adapted to the local situation and broadly accepted by all parties concerned would help to formalise the relationship between clubs and fans, make it more transparent, and thus improve it.

By adopting and establishing the values of a supporters’ charter at local level, fans, represented by their supporters’ organisations, should gain more recognition from the clubs. At the same time, the status of supporters in general can be strengthened through their participation and responsibility as an equal party to the charter. Thus, they are perceived, within the clubs and in public, as part of the solution in countering spectator violence and they do not remain in the mere role of offender or victim.

As direct contractors the fan clubs, ideally, are encouraged and promoted in the course of negotiations and the adoption of the charter. In the most favourable case, this would initiate a process in the fan scene which would grant fan clubs, in the context of mechanisms of self-regulation, a broader scope of action as responsible and constructive representatives. At the same time, being violent or destructive as a pattern of problem-solving and behaving would lose its appeal.

In the course of joint development and adoption of a charter, fans and clubs should draw closer to each other. On the one hand, this could enhance mutual understanding of partially contradicting interests and behaviour and on the other hand, existing distances due to social distinctions could be overcome. In the long run, a supporters’ charter should help fans and clubs to learn to enhance their sense of responsibility for each other.
C. Developing and implementing a supporters’ charter

1. Identifying and developing relevant partners in the fan scene

Despite some modifications to the basic conditions, supporters have not yet completely lost their confidence in football and are still fascinated about it. Thousands of fans still flock to stadiums every weekend.

The clubs continue to emphasise the supporters’ significance for the course of the events on the pitch (“12th man”), and thus for “their” club. In particular, when the team has been defeated or awaits an important match, the clubs never forget to highlight the special emotional influence which the supporters have.

The fan block, however, is very sensitive to the difference between lip service and the serious effort to understand the supporters’ interests and wishes.

In the past, club officials often did not keep their promises and allowances towards the fans, who hence partly turned away from the clubs. At the same time, fans boycotted disagreeable club decisions relevant to the supporters or “punished” them through negative behaviour. In return, many clubs reacted to spectator violence by introducing more restrictions and regulatory reprisals without adequately considering the reasons or initiating dialogue with the supporters.

Either the fans or the clubs can take the initiative to jointly develop and adopt a supporters’ charter which officially and bindingly sets out rights and obligations of both parties towards each other.

In addition, fans and clubs are part of a formal and informal network of institutions, lobbies and associations (see figure 1, p. 11). Representatives which are ideologically and structurally close to one or both parties could initiate the development and adoption of a charter as well as serve as neutral middlemen and mediators and help both contract partners therewith to come to a mutual agreement, especially during difficult phases of the further procedures and negotiations.

For example, national supporters’ umbrella organisations as well as national sports associations and the local municipality or even players can serve as advisers during the negotiations. A fan liaison officer and/or the local fan project could be responsible for the administrative and logistical planning as well as for leading the negotiations between supporters’ organisations and club officials.
Identifying and developing relevant partners in the fan scene

Fan clubs as organised, superordinate representations of supporters are the most appropriate party to an agreement because their views and actions are largely acknowledged by unorganised supporters as well. When including representatives of the fan clubs in the negotiations it is important to account for the heterogeneity of interests among the supporters. Therefore, several leading representatives of the supporters should be willing to step in the project and take part in the negotiations, e.g. at least leading members of the existing fan club or at bigger clubs the presidents of the 5–20 biggest fan clubs (according to the total number of supporters).

In case the local fan scene is not or only loosely organised, an initiative could be launched to call on supporters/spectators to vote for 5–20 representatives in an advertised and democratic election/ballot who would represent the interests of the fan scene during negotiations.

Identifying relevant partners within the club

It is crucial for the negotiations and the implementation, in particular of the charter sections concerning clubs, that the club representatives involved in developing the charter have appropriate decision-making powers. Therefore it is advisable, necessary even, to involve at least one leading representative of the club’s management board besides the executives.
of the various supporters-related sections of the club (ticketing, merchandise, security, fan issues, etc.)

The negotiation panel should not exceed 40 members. It would also be possible to form a core group of 15–20 members who confer with a bigger group of representatives of their party and effect the negotiations.

For example, a panel of approximately five representatives (council of fan club spokespersons) could be elected at a regular meeting of the fan clubs. This panel could negotiate on behalf of the supporters, give input and discuss the negotiation results at subsequent meetings.

Ideally, an equal number of representatives of each party should participate in the negotiations so as to symbolically establish negotiations on an equal footing.

2. **General co-operation structure for developing a supporters’ charter – Determining principles of negotiation**

In order to develop and ensure a good quality of relations between fans and the club it is fundamental that both parties grant each other equal opportunities in examining and influencing relevant decision-making processes and structures. In this context it is also important to consider the interests and needs of the other party in case it will be affected by the impacts of the decision.

During the negotiations of a supporters’ charter both parties have to make clear and binding statements regarding what they want and expect from the other party, as well as their reasons why, and what they would be ready to give in return. In addition, both parties have to state to what extent they are able to trustingly present their intentions to the public.

In view of a relationship which is often difficult and charged with prejudice it is advisable to determine principles and guidelines of negotiation, which could be set up in the context of a preliminary meeting, before discussing the concrete contents of a supporters’ charter. These principles/guidelines are binding both for the supporters/supporters’ organisations and for the club during negotiations. The agreed guidelines could be visibly put up so that both parties can refer to them and point them out to the other party.

By defining such guidelines of conduct both parties can create an appropriate and positive style of negotiation and discussion, enhance mutual understanding and trust, and thus contribute to a constructive and co-operative atmosphere.

As any other interpersonal relationship, the relationship between club and fans is a dynamic process. It is up to both parties to foster this relationship and to exchange ideas in the course of constant dialogue.
Suggestions for guidelines of negotiation:

- Stressing mutual trust - Trust is the basis of a good relationship. However, both parties have to be determined to maintain and enhance the mutual trust in the course of negotiations.
- Designation (by name) of a fixed negotiation panel
- Seeking a numerical and ideological equality of both parties as a starting point for negotiations
- Trying to achieve a win-win situation for all parties to the negotiations – prevent mutual overreaching
- All parties declare their intent to reach results in due course and effectively – no blockades
- Obligation to discuss politely and constructively
- Obligation to be punctual and regularly take part in the negotiations
Etc.

3. **General structure of a supporters’ charter**

For both the time schedule for setting up the charter and its contents, two separate steps should be taken: The first step should determine general objectives which both parties should seek to achieve. Such an objective of an overall concept could be countering racism. The second step to setting up the charter should substantiate these objectives by defining the tasks and obligations of each party. Referring to the aforementioned example, this could include the responsibility of the fans to actively prevent racist chanting in the stands.

a. **First Part: Setting out an overall concept and common objectives**

Due to the alienation of fans and the club management over the last few years, there is a risk that both parties would try to bring out the best for their own party if concrete measures were negotiated immediately. However, the charter promotes the idea that the sustainable success of the club can only be ensured if both parties act in a co-ordinated fashion with a common purpose, even though it is clear that each party has to perform different tasks. Setting up an overall concept, including target values and objectives, can help to rediscover common ground and trust, and to raise the awareness that it is necessary to work together. General objectives include, for example:

- Loyalty in good and hard times
- Sustainable management to provide a basis for the club’s success – also for future generations
- Open and co-operative contacts and ongoing dialogue between fans and club officials respecting freedom of opinion
- Campaigning for tolerance and against racism
- Appealing for fair play and in particular against violence inside and outside the ground
- Openness of the club (and the stadium) for everyone, no exclusion of persons with low income or disabled supporters
- Keeping the club’s traditions
This overall concept should be kept short and general. It should give fans and club officials a quick and catchy overview of the target values and objectives and serve as a stable basis of co-operation and as an expression of mutual goodwill.

In the beginning, the charter may be reduced to the above-mentioned overall concept so that immediate and concrete results can be presented to the public. In this case, the general part should indicate that the catalogue of tasks and obligations will be set out at a later date.

b. Second Part: Joint negotiation and setting up of separately listed tasks and obligations of fans and the club

The detailed second part of the charter substantiates the objectives of the first part, which are assigned as rights or obligations to one or both parties. For example, “sustainable management” could be an obligation of the club officials towards the fans, and when going public this could be further substantiated by the obligation of the club officials to invest profits with a long-term perspective (e.g. building a new stadium) and not for a short-term sporting success (transfer fees, players’ salaries).

The rights and obligations of both parties in the second part of the charter have to be balanced. The successful implementation of the charter’s overall concept as well as the tasks and obligations has to be monitored. Contrary to the overall concept, the tasks and obligations should be continuously developed and adapted to modifications of the basic conditions, if applicable (see C.6).

4. Components of the club’s declaration(s) of commitments vis-à-vis its supporters

a. Establishing an ongoing dialogue between the club and the supporters’ organisations

Direct activities with the fans

In order to actively participate in the sport and club-related events, fans should not only have the possibility to passively consume the events via regular media (TV, newspapers, etc.) but also have simple and direct contact with the club, its representatives and players at relevant occasions. Very different offers at very different settings are imaginable, and each of them would influence the character of the contact in a different way.

In Germany, regular (sometimes monthly) meetings in the form of informal fan meetings, round tables and public discussion fora have been established. It turned out that it is difficult to establish a smooth dialogue due to the social gap between professional football players and the supporters. By creating a playful atmosphere, e.g. when players participate in a tabletop football match or cards game tournament organised by the supporters, the motivation to meet increased on both sides, and the contacts and communication with each other were far more positive and relaxed.

Depending on the topic and occasion relevant events can be offered to the fans and clubs. If a club wants to go public, for example, it is important to discuss the potential problems and chances with the supporters.
If supporters feel excluded, stigmatised or even criminalised (e.g. by stadium bans), if there are interventions to their familiar locations (e.g. through repressive stadium regulations), a fair discussion often has a de-escalating effect and provides insight into the various motivations.

Clubs assume additional social responsibility by meeting unemployed fans or specific initiatives at an informal brunch to offer them jobs in connection with the club (there is always some renovation work to do at a stadium, for example).

Community-related activities

Football fans stick to traditions and often relate to their club’s roots which mostly lie in specific districts or communities. Nowadays, it is also the social environment, where the stadium is located, as well as the club’s home town, which are of major importance. An active club refers to this and promotes these traditional structures. This includes:

- Organising historical district tours related to football, in which current and former players and representatives take part together with the fans. This contributes to actively keeping traditions alive, promoting joint tasks and responsibility for the communities which can also be developed with a future perspective.
- Players could regularly participate in projects of district schools and offer sport and test trainings.
- The club organises “open-house” events for inhabitants of the district and actively participates in district activities.
- By adopting schools and/or fan clubs as well as social institutions, the club or even individual players can express their solidarity with the community.
- “Social units” can be established to promote football in residential areas, organise amateur football tournaments and to involve professional players in campaigns which stress the value of sports activities and the ethics related to them. Social workers offer their services at the “club house”, a leisure-time centre. The aim is to familiarise young fans with a positive mentality and positive behaviour so that a “new” sporting culture and a new generation of loyal supporters will emerge. In this context it would be reasonable to assign a person responsible for “Prevention and Social Programmes” at each national association, UEFA and FIFA, who assists in developing these activities and provides institutional support.

Leisure-time and educational sports activities

The main task of most clubs is to organise the sports events. Supporters are easily addressed via these activities, and they are very interested in such community activities. This is a fertile soil for communicating positive values and establishing a good relationship between fans and clubs.

In Germany, fan tournaments at local, regional and national level have been established in which the best supporter team is sought and which are accompanied by an attractive side programme.
Another possibility is to stage fan matches before a main League match. A supporters’ team of the umbrella organisation could play against a plainclothes police team (or spotters). People who meet at a fair sports competition will treat each other in a fair way afterwards too while anonymity tends to aggravate violence. Preliminary matches between teams of Ultras fans from different towns could also contribute to establishing new contacts and maybe even new friendships.

Club representatives and players have various options of contribution:
- Players assume the role of referees
- Players or club managers assume tasks in managing the tournament
- Players or club managers participate in the award ceremony or donate cups
- The team comes at a certain point and signs autographs, distributes fan giveaways, is available for taking pictures or for discussions

Activities for the U16 and U18, i.e. educational support for fans under the age of 16 or 18, are a vital element of fan coaching in Germany. For example, low-priced trips to away matches are organised for the adolescents, which are generally involved in a side programme/a fan meeting with a sports component. A major feature of the U16 or U18 activities is that the participants do not smoke or drink alcohol, and that a supervised shelter is created as a measure to prevent drug abuse and violence.

If the club and the (professional) players get involved in such activities, these are made far more valuable and attractive to the adolescents. This can happen in various ways:
- Arranging an evening where U16 and professional players meet for Christmas cooking (once a year)
- A U16 trip to an away match accompanied by professional players who cannot play because of an injury or because they are not part of the squad (also possible for adult supporters)
- Free or reduced tickets for U16/U18 supporters by the host club
- Providing the stadium or a training ground for friendly games of the U16 supporters of the opposing club on match day
- Players participating in monthly informal meetings of U16/U18 supporters
  Etc.

b. Integrating supporters/ supporters’ organisations into the club’s structure

In England, clubs are very loyal towards their fans. For this reason, they established specific membership schemes for their supporters who are also largely involved in the decision-making process. Granting supporters vast possibilities of participation is a key element in preventing violence which has proven to be of great value.

This can happen in various ways, for example:
- Establishing decision-making panels and subject-related working groups made up of leading representatives of the club and the fan clubs. These panels may be consulted or involved in some decision and may be invited to make proposals.
- Establishing a supporters’ department as “Supporters’ Club” which organises activities in all areas relevant to its members, e.g. low-priced trips to away matches for all members, specific ticket benefits, special conditions for club and fan club members at the fan shop, representation of supporters’ interests within the club structures, right to be consulted on the design of stands/stadiums/stadium surroundings, merchandise, shirts, etc.

- Setting up a U18 team which works on behalf of the club and is responsible for supporters under the age of 18 who are also club members. They can organise fan meetings, leisure-time activities and U18 trips in co-operation with the local fan project.

- Assigning a head of department from the fan scene who will be the supporters’ representative in the club and has a permanent seat on the management board.

- Involve fans in the editorial work of the club’s stadium magazine.

- etc.

c. Logistic and administrative support given by the club to supporters/supporters’ organisations

Supporters, in particular those who are active and organised within fan clubs, invest a considerable amount of their free time and money in supporting their club, e.g. by buying tickets and merchandise, travelling to away matches or funding and preparing choreographies, etc. The clubs should reward such positive initiatives by providing fans with logistic and administrative assistance for their activities.

If supporters feel noticed and acknowledged by the club, mechanisms of self-regulation in the fan scene are promoted: the sense of responsibility towards the club is strengthened, and it is more likely that the fans will react positively to the club’s apparent support and appreciation. As a side effect, the clubs could promote a positive image of themselves.

Supportive actions of the club could include:

- Free use and decoration of the club’s restaurant or individual facilities for and by fan clubs.

- Providing facilities inside or outside the stadium which can be used by the fan club jointly and independently as a clubhouse. The club might support them in administrative issues (ordering of beverages, providing technical equipment for events, etc.)

- Organising trips to away matches for free or at cost price for supporters of low income (unemployed, pensioners, students, families with many children, etc)

- Providing the club’s training ground, if available, for fan club tournaments and friendly matches organised by the supporters and fan clubs.
- Providing the stadium and facilities to prepare choreographies and store the required drums, banners, flags, etc of fan clubs.

- The club provides a free booth for the fan clubs behind the standing area at every home match. The supporters can use it to present themselves, sell their fanzines, raise funds, etc.

- Establishing social programmes for fans and their children living in the community: In co-operation with the local authority’s educational services the clubs can organise, at their premises, remedial teaching for children who have difficulties at school. Classes are given by official teachers. The club organises the transport of the pupils with vehicles bearing the club’s logo. Successful examples for this kind of support already exist in England.

- Attributing one column of the club’s official website to the fan club. Supporters can post announcements and information or create a link to their own website.

- The fan liaison officer gives priority to requests of the fan club; granting good and direct accessibility, e.g. by establishing the office at the clubhouse.

d. Granting special conditions for the sale of tickets to members of supporters’ organisations

In order to appear attractive in public (in the media), clubs seek to fill their stadiums with as many spectators as possible. Since tickets are becoming more expensive with the ongoing commercialisation of sport, many genuine fans can no longer afford to visit the stadium for every match or it is at least a great financial burden for them. As a result, a major part of the spectators who create the special atmosphere might stay away, and the fans might react in a frustrated manner and be more inclined to violence because access to the event of their passion is complicated or even impossible.

Granting additional ticket privileges, in particular for active fans or members of supporters’ organisations might be a way to show an important appreciation of their activities to create the right mood and social activities, and at the same time serves as a social benefit.

Generally, the sport clubs and supporters clubs should aim at finding solutions to allow most of the population to access football matches (seasons tickets and normal tickets). Such measures could be implemented at various levels, for example:

- The club can provide free tickets for supporters’ organisations which arrange U18/U16 trips.

- The club can grant priority rights to purchase and reserve discount tickets for away matches and season tickets.

- The club provides all fan clubs with a certain amount of free tickets for matches of the second team.
- Reimburse costs completely or to a large extent when tickets are returned by members of the fan club.

- Reduced or free tickets when abandoned matches are replayed.

- Introduce award or bonus schemes for supporters who regularly attend away matches.

e. **Hospitality towards home supporters and especially towards visiting supporters**

Supporters can vitally contribute to the attractiveness of the sport. The overall success of a sports event largely depends on how festive and convivial it is. The fans present are specifically observed because their behaviour in large part contributes to the atmospheric success or failure of the event. However, the organisers’ attention is often focused only on potential misbehaviour.

The supporters’ behaviour can be fundamentally influenced by an organisational strategy focusing on the participation needs of home as well as visiting supporters and promoting their positive contribution to a good atmosphere during the sports event in line with security requirements. When fans feel integrated and welcome at the sports event, and also feel safe and not debased as a security issue, it is much easier for them to present themselves in a positive way and to dissociate from violent and/or racist behaviour, which had been a legitimate form of conduct for them.

Clubs have to consider the following points in their endeavour to provide hospitable conditions for supporters, for example:

- Stewards should prefer defensive and service-oriented strategies and be adequately trained.

- Providing 50 free tickets for visiting fans (against reciprocity at the return match, especially for socially disadvantaged or junior supporters or in connection with meetings of the local supporters’ representatives before the match in order to counter prejudices).

- Providing a certain amount of tickets on a reduced price range for visiting fans according to the capacity of the stadium sector for the supporters of the visiting club (against reciprocity at the return match)

- Providing sufficient and adequate catering facilities as well as a good and friendly service of the staff.

- Providing sufficient sanitary facilities for men and women and disabled supporters.

- Reception of a visiting supporter delegation by club representatives before the match.
- After the sports event, the stadium announcer and the players of both teams personally thank the fans for their contribution.

- Appointing stewards of the visiting club to support the local security staff in the section for visiting supporters during the match. Separate service clothes should be provided for them to make it easier and more likely for visiting supporters to identify and contact “their” stewards in case of problems.

- Recruiting volunteers who take care of the visiting fans: a service that can be offered also in co-operation with the railway companies at the main station of the town where the match takes place. When there is a home match, two club volunteers could wait at the main entrance two or three hours before the match starts to answer all questions concerning the visit of the stadium. Especially visiting fans that are not familiar with the town and are looking for the best way to the stadium will benefit from this exclusive offer. In addition, announcements can be made when trains arrive, and the best connections to the stadium can be displayed below the big departure table.

- Running fans’ embassies for visiting supporters, based close to the visitors entrance at the stadium and operated e.g. by representatives of the supporters departments and/or fan projects of both clubs.

- etc.

f. **Commitment to combat racism and other discriminations**

Clubs which deal with racist, xenophobic and support discriminations in the context of football, and which openly confront these problems, have far less trouble and keep organised right-extremist groups away from the stadium.

It is crucial that the club takes up a well-defined position, and publicly discusses or sanctions racist behaviour.

Some German League clubs (eg. Hanover, Schalke) have led the way and set up rules of the house and have not shirked their duties. Campaigns around the stadium, such as “Supporters against Racism”, which have been developed with the fans, and which are publicly promoted and supported by professional players, raise the awareness of young fans to the risk of racism in football and other areas of society.

The Recommendation Rec(2001)6 of the Committee of Ministers of the Council of Europe to member states on the prevention of racism, xenophobia and racial intolerance in sport recommends that governments adopt effective policies and measures aimed at preventing and combating racist, xenophobic, discriminatory and intolerant behaviour in all sports and in particular football (Appendix 2).
g. **Involving supporters in publicity measures**

The public image of supporters is still full of many prejudices, and football fans in particular are generally considered a potentially violent group, or drunk and violent rowdies. Clubs can contribute to countering such stereotypes and encouraging a differentiated approach to and perception of the fans by publicly supporting their self-portrayal and acting out of their fan identity. In return, the supporters are more likely to feel acknowledged and appreciated by the club and the public, and will therefore display a socially adequate behaviour.

Clubs can publicly encourage fans by:

- allowing the sale of fanzines at the stadium. The revenues benefit the fan club, which can use them to fund supporters’ activities.

- permitting the use of the club logo on merchandise of the fan club for free or at reduced costs.

- promoting and proclaiming the voluntary work of supporters for the club, e.g. integrating fans in organising and developing merchandise, including sales and shipping; involving supporters in setting up the club’s official website, working with the club members, ticket sales at match day, trips to away matches, etc.

- providing fan news columns in the stadium magazine and on the club’s website, e.g. for presentations of fan clubs, fan projects, interregional supporters’ associations and other supporters’ organisations as well as for reports on fan activities, fan tournaments and related activities.

- sponsoring and promoting specific supporters’ activities and participation of leading club representatives, players and/or coaches.

- publicly awarding prizes for fairness and social commitment to fans and fan clubs by the club, e.g. during the half-time break of a match.

- involving supporters’ representatives in press conferences in joint projects and actions, but also in fan behaviour (e.g. in case of football hooliganism).

- etc.

h. **Considering the supporters’ view and admission of guilt when imposing and implementing civil stadium bans**

For the majority of fans a stadium ban is the most drastic sanction of misbehaviour because it deprives them of the possibility to participate in the event of their passion. The following measures on imposing and implementing civil stadium bans can help clubs to enhance the educational benefit of these measures and promote mutual understanding. In addition, they grant the fans concerned as well as the whole fan scene a maximum of justice and
transparency of decision-making structures, so they will more readily accept the imposition and implementation of civil stadium bans.

- Introducing the supporters’ right to be heard by the club before a civil stadium ban is imposed on them. Ideally, leading supporters’ representatives and the fan liaison officer take part as well.

- Depending on the supporters’ and the public interest: Publishing of anonymous (press) releases at the internal fan panels, on the website, in the stadium magazine or in regional daily newspapers, illustrating the motivations and the decision-making process for or against imposing a civil stadium ban.

- Determining clear internal directives and the obligation to thoroughly review each case regarding the necessity and duration of civil stadium bans in due proportion to the various forms of (mis-)behaviour to be sanctioned (eg. in case of racist or xenophobic fan behaviour, damage, physical assaults and assaults on players, etc.)

- The club establishes a remission scheme for fans against whom a civil stadium ban has been imposed:

  In February 2000, such a scheme was established at the initiative of the fan project Leverkusen e.V. Following consultation with the security commissioner of Bayer 04 Leverkusen and the competent spotters of the Leverkusen police, fans against whom a ban had been imposed were to be provided the opportunity to shorten the stadium ban. This concept has proven effective in the fan scene of Bayer 04 Leverkusen, and has become a core element of social and educational work for the supporters. The contact between fans participating in the remission scheme promotes positive relations of supporters and the institutions involved, i.e. between Bayer 04 Leverkusen, the Leverkusen police and the fan project or the fan coaching.

i. Miscellaneous

- Obligation of the club to adequately and appropriately use its funds.

- Using a specific share of the budget for fan-related purposes.

- Players adopt fan clubs.

- On request, players and club officials participate in festivities of the fan club (in particular at Christmas).

- Players or club officials visit fans (critically ill or injured in riots during an away match) at the hospital.

- Commitment of players, e.g. fixed in their contract for a club, to take part in fan-related activities, if appropriate

- etc.
5. Components of the supporters’/supporters organisations’ declaration of commitment vis-à-vis their clubs

a. Contribution towards a positive atmosphere / commitment to positive, open and hospitable behaviour

Within the framework of a supporters’ charter, supporters’ organisations, on behalf of their supporters, should commit themselves formally and symbolically vis-à-vis their club to generally showing positive behaviour, to contributing to a positive atmosphere in the stadium as well as to providing a hospitable welcome to visiting supporters. The proclamation of these principles by high-profile supporters’ representatives can contribute to promoting broader acceptance and support for these values among supporters.

There are several ways to substantiate these commitments. Some examples are:

- At regular intervals, members of the major supporters’ organisations could, on match days, produce and distribute joint flyers, in which they call upon the supporters / visitors to the stadium to present themselves positively and to actively support their club and team in the stadium, both at home and at away matches, in a loud and visible way.

- Creation of a working group on creating a good atmosphere
  Supporters could form an independent working group consisting of about 10-15 creative fans who could meet regularly in the supporters’ club house for brainstorming, collecting ideas, planning and organising supporters’ activities such as choreographies. This core group could then be regularly supported by other voluntary fans so that, when it comes to actually preparing and implementing choreographies, up to 100 supporters could be involved.

- Insofar as there are already friendly relations between supporters of competing teams, supporters’ organisations could commit themselves, among others, to organise a friendly match against the visiting supporters or stage a party with them before or after the match.

- Founding an association to assist supporters
  All those supporters of the fan block who take a strong interest in atmosphere, support for the team, choreographies and presentation vis-à-vis outsiders could become members of this umbrella organisation. Here, it is possible to co-operate very closely with the fan coaching representatives of the clubs. Meetings and exchanges with leading representatives of the clubs could be arranged twice a year to discuss mutual requests and possibilities to assist each other. Additional meetings could be convened whenever deemed necessary.
b. Commitment to accept and observe stadium rules and applicable laws

A core expectation of the clubs towards their supporters is that they commit themselves to rejecting and renouncing physical violence and to refraining from using pyrotechnical devices and from committing illegal acts.

The vast majority of supporters do indeed reject this kind of behaviour.

In the course of establishing mutual trust, fan clubs, in their capacity as signatory of the supporters’ charter, should therefore jointly and formally and on behalf of all supporters commit themselves vis-à-vis the club to rejecting – as a matter of principle – violence, racism and xenophobia and any form of dangerous supporter behaviour that threatens others, and to making an active contribution to fighting/ preventing it.

This commitment should be publicly announced by the supporters’ organisations through the communications channels used for liaising with their supporters. Another idea would be to display slogans to this effect in the stadium or in the supporter organisations’ club houses. Such a joint and official declaration of intent by leading members of the fan scene could contribute to stronger solidarity among supporters and a greater sense of responsibility for what is going on among spectators, and could thus strengthen mechanisms of self-regulation.

Other possibilities to promote and implement such declarations of intent on a broad basis include:
- Appointing (trained) representatives of the fan scene who are accepted by the supporters, the club and the stewards and can act as mediators in situations of conflict among supporters as well as between supporters and stewards.
- Commitment by supporters’ organisations to regularly produce and distribute flyers on match days which call upon supporters to renounce violence, vandalism and other kinds of behaviour that might damage the fan scene as a whole.
- Regular publication of such appeals in fanzines.
- Staging of choreographies and campaigns against violence and racism.
- Declarations by members of supporters’ organisations that they reject physical violence and racism, especially whenever concrete incidents occur.
- Establishing working groups consisting of representatives of supporters’ organisations charged with developing joint strategies against violence and racism.
- Promoting the integration of migrants in clubs and the fan scene.

An example taken from the city of Hamburg: The leading group of Ultras supporters of FC St. Pauli, in co-operation with refugee organisations, launched a project which supports refugees and migrants financially and in their leisure and everyday life by
providing them with free entry to the stadium or free travel to away matches. In addition, the supporters organise clothes donations and food for participants.

c. **Co-operation of supporters with the club within the framework of decision-making processes relevant to supporters**

It is not only clubs that are called upon to co-operate more intensively with supporters and take their interests seriously. Improving relations between clubs and supporters in a sustainable way necessitates at the same time a willingness from supporters to engage in constructive dialogue on issues relevant to them and to co-operate with clubs.

This can be achieved through:

- a commitment to continuously and actively involve leading supporter representatives in relevant panels and in the club’s decision-making bodies;
- fan representatives committing themselves to supporting and – using the usual communication channels of supporters (fan websites, fanzines) – communicating joint decisions taken in co-operation with the club;
- meetings of official supporter organisations that could take place twice a year and be attended by one or two representatives of each fan club as well as by club representatives and selected footballers. This would provide a framework for jointly discussing up-to-date issues that regard the club, the team and the fan scene;
- founding a supporters’ advisory board:
  Supporters’ advisory boards established by local supporters’ organisations and made up of supporters that represent a cross-section of the fan scene can act as an ideal link between supporters and supporters’ organisations on the one hand, and fan coaches and clubs on the other. They are meant as an additional link between supporters and the club and to convey the views of the different supporter groups. As a rule, the advisory board convenes every other month and discusses all issues relevant to supporters. It is to generate ideas, pass on criticism and promote initiatives and strategies to support fan coaching measures. The advisory board is chaired by the fan liaison officer and/or local fan project that act as a moderator and mediator.

d. **Co-operation of supporters with the club to organise specific events**

In order to improve their relationship and to support each other, supporters’ organisations may also commit themselves to organising specific events in co-operation with or even on behalf of the club, giving the club the opportunity to present itself inside and outside the fan scene in a positive light and to demonstrate understanding for supporter interests. Supporters, on the other hand, can show their general goodwill to co-operate with the club; they can actively feed their ideas into the club’s life and thus present themselves vis-à-vis the club and the public directly – also outside stadiums – and in a positive way.

Possible areas of co-operation:

- Jointly organising regular or one-off events of a sports/social, informational and/or charitable nature (e.g. fan parties on specific occasions, tournaments among
supporters, panel discussions, soup kitchens, community events for the unemployed, etc).

- Supporters volunteering at or organising by themselves club-related or club-funded events and activities (e.g. catering at cost price at club conferences or Christmas parties; co-organisation of charitable events – proceeds go to the supporters’ organisation or are donated to charitable organisations; organisation of trips to away matches.)
- Informing clubs about the aesthetic and cultural life and practice of supporters (writing and lay-out of fanzines, informing about planned choreographies before matches).
- Commitment by fans to take part in planning and implementing symbolic actions, e.g. against racism and xenophobia.
- Sponsoring provided by the clubs for fan activities (supporters decorate their fan club houses; co-funding of equipment for games and sports, etc.)
- Public relations work (publishing joint press releases/holding of joint press conferences, for example, on joint activities or following disturbances caused by spectators; obligation to advertise fan-related events organised by the club within the fan scene).
- etc.

e. Developing and enhancing relations among fan clubs of the same club as well as with fan clubs of other clubs

Fans should acknowledge prejudices existing within their own fan scene, especially with regard to supporters of other clubs and should pursue a strategy to combat them because they provide a breeding ground for violence. Against this backdrop, fan clubs should declare their readiness to actively contribute to enhancing their relationship to other supporter groups, in particular to rival supporters but also to the other supporter groups of their home club, and to seek to establish intercultural contacts with supporters in foreign countries.

This can be achieved by:

- Establishing contacts and launching exchange programmes with fan clubs from the international twin cities of the home club;
- Organising joint activities with/for fan clubs of the home club as well as with the fan clubs of other clubs: e.g. friendly matches or tournaments between the fan clubs of one club, friendly matches against supporters of rival teams;
- Participating in or organising annual national fan football tournaments;
- Providing information for visiting fan clubs and their supporters on the relevant supporter websites about travel, convenient travel connections, security measures in place in the surroundings of the stadium, information on pubs/restaurants, inexpensive accommodation, if needed, etc.
- Both for the supporter groups of one club and together with supporter groups of rival teams (if appropriate): supporting each other in the organisation of choreographies or implementing a common choreography for a game referring to a common interest (e.g. against racism)

- etc.

6. Practical implementation and long-term establishment of supporters’ charters

Achieving agreement on the content and wording of the charter is only one side of the coin. In order to guarantee the lasting success of the charter, it is necessary to make it as widely known and accepted within the club and the fan scene as possible. In addition, a jointly appointed working group should regularly review the practical implementation of the supporters’ charter and, if necessary, adapt it – in particular its chapters on tasks and obligations – to changing conditions.

a. Signing the charter jointly and in public

In order to highlight the significance of the supporters’ charter, it is recommended to have the charter signed by the club management and the representatives of the local supporters’ groups in a public ceremony as befits the occasion. Through the largest possible number of fans present (as can be expected, for example, immediately prior to a match or during half-time, on an open day or for a fan event) it is possible to directly inform a broad audience on the adoption and content of such an agreement. By making the official signing part of larger programme geared to the interests of supporters, e.g. a fan party following the signing, it is possible at the same time to create a positive atmosphere and give proof of a new beginning in the relationship between supporters and club management.

b. Promoting and establishing the values of the charter within the club and among supporters

In order to comprehensively and lastingly establish the values of the charter, the charter has to be made known at all levels mentioned in it. This can be achieved, *inter alia*, by

- publicly signing the charter (see previous paragraph)
- publishing the charter in the official match programme
- publishing the charter on the official club website
- making the charter known via display screens in the stadium
- sending the charter to all season ticket holders at the beginning of the season
- putting the charter up in a prominent spot in the stadium or the fan club’s office (it should be ensured that the place and appearance of the charter is visibly different from that of the stadium rules or lists of items not allowed to be taken inside the stadium, since they have negative connotations for supporters.)

In case the general part of the charter is followed by a very detailed list of tasks and obligations, it could be advisable for some of the dissemination channels listed above to publish only the general part and to refer at the end of it to the fan club’s official website for a download.
c. **Time frame for developing and implementing the charter and how to animate and keep it alive in the long-term**

The time frame of the whole project has to be set individually. However, it is advisable to produce concrete results within six months after launching the project.

It is vital that once a supporters’ charter has been finalised it can be regarded as a long-term, positive achievement by all those involved.

The quality of the concrete implementation directly thereafter will initially constitute the prime guarantor of a lasting awareness and acceptance of the value of a supporters’ charter. Both contractual partners bear equal responsibility for this. In this, particular care must therefore be taken to ensure that the content of the charter is implemented in practice in the course of everyday life by both contracting parties in a swift, consistent and authoritative manner and that it does not remain simply as a symbolic commitment on paper.

Moreover, the positive prevailing mood should be used as an incentive to act in the course of the adoption of the joint agreement. It is therefore advisable when adopting the charter as a document also to jointly establish an appropriate strategy and responsibilities, particularly for the first few months of implementation.

This would mean that, above all, the positive effects of the charter would rapidly become tangible for all those involved. This in turn would increase the level of willingness to continue to accept and support the charter.

In order to guarantee the success of a supporters’ charter in the long term it is still necessary to apply the content of the agreement to changing conditions in the club, in the supporter scene and in football in general on a continual basis.

A supporters’ charter should therefore be continuously revised and updated. The creation of a working group with regular meeting immediately following adoption of a supporters’ charter is recommended as a practical method of implementation. It seems recommendable that the working group meets at least every six months.

The working group should consist of representatives from the leading fan clubs and the club itself as well as members of the committee that drew up the original version of the supporters’ charter. The composition of this ‘supporters’ charter committee’ may also to a large extent correspond with that of the original committee.

The main task of the supporters’ charter committee should essentially consist of identifying parts of the charter that require updating and passages of the charter that need to be supplemented and amending these accordingly in the context of the meetings. The supporters’ charter committee should also monitor implementation of the supporters’ charter.

Accordingly, prior to each season it could be checked whether the charter’s section dealing with “tasks and obligations” needs to be adapted or can remain unchanged. A short report on the implementation of the charter during the previous season should then be added.
In order to safeguard awareness of the charter in the long term and also to emphasise its overall importance, it is recommended that the revised version of the charter is publicly readopted at regular intervals (approximately every one to two years) and that, as with the original version, these are placed in prominent positions in all forms of media relevant to the clubs and the fans.

d. Funding/support for initiatives aimed at establishing a supporters’ charter

Since the supporters involved in the drafting and implementation of the charter are often engaged in time-consuming negotiations in a voluntary capacity as a rule, it seems appropriate that the club in turn provides for the necessary financial, administrative and logistical resources needed for the development and adoption process.

National and international sports and supporters associations could also play a crucial role in disseminating and making known supporters’ charters in Europe by encouraging their members at the local level to implement supporters’ charters as a core element of a long-term strategy to prevent spectator violence and misbehaviour. Positive experience and practical examples from other countries could be compiled and made accessible in the form of a catalogue of recommendations, eg. on the website.

As an incentive and in order to promote the sweeping introduction of supporters’ charters, and to reach a broad public, associations and organisations at national and international level could award a prize to the best examples of putting a supporters’ charter into practice and reward supporters and clubs involved in the implementation with financial subsidies.
D. Examples of supporters’ charters in Europe

It must be underlined that the competent parties have increasingly become aware of the need to establish measures to improve the relations between fans and clubs as part of a preventive strategy to fight spectator violence and misbehaviour in sport at a pan-European level.

The modular elements of supporters’ charters recommended in the present handbook are already being implemented as individual measures at local level together with many clubs in Europe. However, there are still major differences as to the actual forms of implementation by the relevant partners and the integration of such joint initiatives into a continuous dialogue between supporters and clubs.

Co-operation between supporters and clubs or the quality of their relations mainly depends on the local structural circumstances and possibilities, the organisation of the fan scene, the degree of mutual recognition and the willingness to enter into dialogue and provide active support, as well as the approaches to fight and prevent spectator violence and misbehaviour preferred by the institutions concerned. The degree of hooliganism at local level is also important in this respect.

Currently, examples of supporters’ charters at local and/or national level can be found in Belgium, Germany, England, France and Austria. They already include various aspects of the essential elements of supporters’ charters mentioned in this handbook with different priorities.

1. BELGIUM

In Belgium there are a number of professional football clubs with supporters’ charters, such as the charter of the club Royale Association Athlétique Louvièroise (RAAL). Excerpts of its supporters’ charter can be found below:

*The supporters’ charter of RAAL*

| Art 1° | expresses through support and attitude, his/her attachment to his/her club and the Royale Association Athlétique Louvièroise. |
| Art 2° | adapts to the rules and sporting ethics of the Royale Association Athlétique Louvièroise, the leading authorities of football and the Ministry of Interior. |
| Art 3° | remains self-controlled. On all occasions and in any circumstance, his/her behaviour remains exemplary, based on respect for individuals and worthy of his/her title. |
| Art 4° | refuses to cause or participate in any action that could harm his/her club, the Royale Association Athlétique Louvièroise, harm opposing clubs, or safety and law and order. |
| Art 5° | is garantor of the physical well-being and morale of players, team managers, officials and opposing supporters as well as the referees. |
Art 6° - refuses any form of physical or verbal violence and any degradation both before, during and after the matches.
Art 7° - attempts to make stadiums and their surroundings a place of encounters, exchange and integration.
Art 8° - likes festivity and hospitality, but keeps his/her behaviour under control at all times.
Art 9° - is the ambassador of his/her city, club, the Royale Association Athlétique Louviéroise and defends the values of football through the exemplary nature of his/her behaviour.
Art 10° - should promote fair play irregardless of the team that achieves success and should consider the opponent as the one who will allow him/her to surpass himself/herself.
Art 11° - should set by his/her pride aside and accept the fact that the other team might win.
Art 12° - should honor his/her team and his/her club, remain modest in victory and dignified in defeat.
Art 13° - commit his/herself to enforce the « CHARTE DU SUPPORTER FAIR-PLAY LOUVIEROIS » (« Supporters’ Charter of Louvierois Fair-Play »)
Art 14° - The non-respect of the present articles betrays the supporter statuts of FAIR-PLAY and leads to immediate sanctions on the part of the responsibles of the fan clubs.
Art 15° - The supporters, signatories of the present charter and non-regulation, commit themselves to enforce the indicated charter in its integrity by all means in their possession (standing orders of the fan club, issue oral cautions, issue written cautions, temporary or definitive exclusion from the fan club,…). Nevertheless, the signatories cannot be held (will not be held) responsible at any time in whatever manner if there are accidents, incidents and/or cases of damage of property caused by one of their members and/or group of members, and this both from a penal, civil and/or financial point of view.
Art 16° - The signatories can put an end to this charter at any time with a certified mail addressed to the diverse parties concerned, following the cooperation meeting of the different signatory parties of the charter.

The various Belgian supporters’ charters particularly focus on the obligations of fans towards their clubs. Belgian charters also underline the role and responsibilities of fan clubs in this context.

Clubs, on the other hand, ensure a friendly welcome and appropriate infrastructure for the period in the stadium for supporters willing to agree to and respect the values of the charter.

The Belgian football association (URBSFA) has also drawn up a supporters’ charter at national level, which, similarly to the local variants, is mainly concerned with the requirements for fan clubs and its members and focuses on stadium security and the related fan behaviour. In addition, this « Charte de Sécurité de toutes les associations de supporters » (Security Charter of all supporters’ associations) is complemented by the remarkable « Charte Sociale URBSFA » (URBSFA Social Charter), in which the
association defines six principles to which it commits itself to promoting the positive and integrative potential of football, fighting racism and discrimination in football and supporting social projects.

**CHARTE SOCIALE URBSFA (Social Charter URBSFA)**

URBSFA ensures the promotion of football as a way to unite people – men and women – of all cultures, colours and as a way to build a better future. Football is open to everyone. URBSFA excludes no one and bans any form of discrimination based on sex, race, nationality, religion or disability. URBSFA appeals to all football supporters by inviting them to make use of positive values: fair-play, passion and atmosphere. URBSFA conceives football as a means of improving general wellbeing, tolerance and social integration. URBSFA supports the ten points programme against racism of UEFA: Unite Against Racism! URBSFA brings collaboration to several development programmes in the field of welfare in Belgium as well as in cooperations on international development.

The charter was jointly drawn up by the Belgian football association, the “Centre for Equal Opportunities and Opposition to Racism” and the “Samen Kleurrijk Sporten Stiftung” and signed by all Belgian national teams. The association and the fan club of the national team also called upon all Belgian league clubs, players and fans to sign the charter.

It is striking that on the one hand the contents of Belgian supporters’ charters are mainly concerned with fans and their obligations and that there are hardly any relevant declarations of clubs to support their fans. On the other hand, Belgian supporters have not been involved in the development and adoption of existing charters by clubs or the association. To ensure better and broader acceptance of supporters’ charters by the fan scene it would be advisable to take additional initiatives to develop existing charters further in co-operation with fan representatives.

**2. GERMANY**

In Germany, there are not only fan liaison officers and fan departments in professional football clubs, but also a broad range of professional fan projects dedicated to socio-preventive work with football supporters in clubs.

Fan projects serve as a mainly independent mediating interface between all relevant parties in football, particularly supporters, clubs and regulatory bodies. One of their major tasks is to provide a permanent communication channel between supporters and the club, to improve mutual understanding and thus to initiate sustainable and positive structural and ideological changes on both sides.

So far there are no general supporters’ charters in Germany. A positive example of a charter on a specific issue and the co-operation between supporters and clubs as partners with the involvement of other parties in the development process is the joint declaration of
the fan department of the FC Bayern Munich and the representatives of leading fan clubs together with the local fan project and the police.

In line with the recommendations on the drafting and publication of supporters’ charters described in this handbook (cf. chapter sections C.2, 3 and 6) the above-mentioned parties met in July 2005 to draft basic joint goals and inform the fan scene accordingly.

In their final declaration the representatives of the various institutions/organisations involved underlined several points to ensure mutual trust as a basis for good relations and – in the form of an appeal – the rejection and fight against pyrotechnical devices, racist slogans and acts of violence in stadiums.

The declaration was also published on the Internet, both on the homepage of the club and the respective fan websites and fan fora, and thus soon received wide publicity among the fan scene.

The joint approval of this document and its wide distribution both via institutional and informal fan-specific communication channels were essential for the ensuing broad acceptance of the declaration among the fan scene.

It would be desirable, if in the long-term the declaration serves as a model for relations between supporters and clubs in Munich and triggers a far-reaching process to adopt a general supporters’ charter on the basis of established/existing negotiation structures between partners.

3. FRANCE

In France there is a supporters’ charter drawn up by the national fan club association (Fédération des Associations de Supporters - FAS) and acknowledged by the French professional football league (Ligue de Football Professionnel - LFP).

<table>
<thead>
<tr>
<th>LA CHARTE DU SUPPORTER (Supporters’ Charter)</th>
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<tbody>
<tr>
<td>(drafted by the Fédération des Associations de Supporters - FAS)</td>
</tr>
<tr>
<td>The LIGUE DE FOOTBALL PROFESSIONNEL- LFP welcomes</td>
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</table>

**ARTICLE 1**
The supporter should enjoy every sporting encounter as a privileged moment, a festivity, irrespective of the importance of the issue.

**ARTICLE 2**
The supporter complies with the rules and the spirit of football.

**ARTICLE 3**
The supporter respects his/her opponents as he/she would him-/herself.

**ARTICLE 4**
The supporter accepts the decisions of the referee.

**ARTICLE 5**
The supporter remains dignified in victory as in defeat, aware of the influence of their behaviour on the public.

**ARTICLE 6**
The supporters’ behaviour should be above reproach during away journeys.

**ARTICLE 7**
The supporter joins an acknowledged fan club. He/She is a holder of the national supporters’ card.

**ARTICLE 8**
The supporter stands by his/her club at all times and in all places.

**ARTICLE 9**
The supporter respects the officials, the players, the club and the referees.

**ARTICLE 10**
The supporter behaves like a true ambassador of football by helping to enforce the principles as mentioned above.

Similarly to Belgian supporters’ charters the FAS charter – drawn up in the form of general guidelines – primarily focuses on the obligations of fans to behave in a positive manner. In contrast to the Belgian charters, the articles of the FAS charter are not drafted in the form of instructions, but as a kind of self-obligation of supporters towards football in general. This may be important since the wording of the charter may have a major influence on its acceptance and support by the fan scene.

The FAS supporters’ charter was adapted by a number of French professional clubs – such as FC Toulouse – and signed by leading fan representatives.

In addition, there is a charter adopted by the LFP and the FAS defining the role and responsibilities of fan clubs in particular. A positive factor in this context is that this charter also includes some specific requirements, possibilities of support and obligations of clubs, the LFP and the FAS towards fan clubs, such as the appointment of fan liaison officers and the right of co-determination of fan club representatives in the “club fanion”, the official fan club of every club. Furthermore, in the case of a conflict between fan clubs and the relevant football clubs, the problem will be solved with the help of a FAS representative acting as a mediator.

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**The Charter of Membership of the Fan Club to the FAS**

**LA CHARTE D’ADHESION DU CLUB DE SUPPORTERS A LA FAS**

**ARTICLE 1**
Every fan club regulated by the law of 1901 should meet the following conditions:
– approval by the association of the club (SAOS, SEM, SASP…);
– accession to the FAS;
– approval by the Ministry of Youth and Sports.

**ARTICLE 2**
The objective of a fan club is to help the club by making a voluntary contribution to the diverse actions of the club, supporting the animation and participation in security actions during matches at his/her place of residence as well as in departments, helping to fight against violence in stadiums and around stadiums.
ARTICLE 3
The fan club should obligatorily include the post of a representative for the “club fanion”, the official fan club of the club of reference, in its administrative board. Under the same terms, it’s desirable that the “club fanion” also nominates a fan club manager.

ARTICLE 4
At the end of each season, the fan club is required to give an account of its activities to the “club fanion”, as well as to the FAS for information.

ARTICLE 5
If the fan club shows a profit by the end of the season,
– whether through the sale of tickets,
– whether through the sale of gadgets,
– whether through the organisation of away journeys or diverse events, the profit gained should only be used for the improvement of the fan club, the purchase of season tickets, donations, the organisation of activities conform to the statuts of the fan club and in general, to contribute additional money to the „club fanion“.

ARTICLE 6
In case of non-compliance with article 5, the „club fanion“ can ask the FAS for a general assembly of the fan club to decide on the situation. In this case, the FAS could make every decision comply with its statutes including the declaration of expulsion of the FAS towards the fan club.

ARTICLE 7
The „club fanion“ cannot impose actions on its fan club for non-compliance with its statutes.

ARTICLE 8
In case of conflicts between the „club fanion“ and the fan club, a mediation meeting between the two clubs will be organised together with the representatives of the FAS to settle the differences.

ARTICLE 9
The FAS holds a seat at the administrative board of the LFP. The LFP acknowledges the FAS as the representative national organisation of the fan club. The LFP suggests the approval of a fan club through the „club fanion“ according to the view of the FAS.

ARTICLE 10
A commission is set up at the FAS to sanction, including by means of expulsion of the whole fan club if the behaviour of its members should be considered as being incompatible with its statuts and the objectives pursued by the FAS.

4. ENGLAND

England has had a long tradition of violence in sport, particularly in football.

In England there is no professional fan coaching at local level, but clubs and supporters’ organisations play a rather significant role within social and local networks. In general they are thoroughly aware of their key role in the context of spectator violence and the need to establish a continuous dialogue and improve the relations between fans and clubs.

In England the majority of professional football clubs, including Liverpool FC, Charlton Athletic, Arsenal and Manchester United, have comprehensive fan charters. In this respect,
they followed the recommendations of the FA Premier League, which approximately 5 years ago (during the 2000/2001 season) set up a department for fan relations (Customers Relation Unit), which advocated the development and adoption of general supporters’ charters at club level and drew up its own supporters’ charter. The “FA Customer Charter” has also become a model for existing supporters’ charters of English professional football clubs.

In contrast to supporters’ charters in Belgium or France, English charters are not intended to perform the mainly symbolic function of an overall concept referring to the behaviour of supporters. Entitled “Club Charters” or “Customer Charters”, they illustrate the principles of club policies and describe specific tasks and obligations of clubs, particularly towards their fans, their members and the local community.

Accordingly, Dundee United FC outlines in the preamble of its supporters’ charter:

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“Dundee United Football Company Limited (“The Club”) recognises the special relationship between the Club and its supporters. It also recognises and respects the invaluable contribution that supporters make to the life of the Club. As such, the Club will make every effort to ensure that Dundee United supporters are provided with a responsible role in the affairs of the Club. The Club will additionally ensure that its policies and practices are open, accessible and communicated as effectively as possible with its supporter base.

Dundee United also recognises that it holds a special position within the local community and has a responsibility to initiate and promote community based schemes and facilities, and to enhance the image and reputation of the community in which it serves.

The Club is committed to providing a quality service by professional and caring staff, with customer satisfaction being the focus of all of our activities. The Club is additionally committed to confront and eliminate discrimination whether by reason of gender, sexual orientation, race, ethnic origin, nationality, colour, religion or disability

This Charter sets out our policies in all of these respects and complements other specific policy documents in respect of Equal Opportunities, Anti Discrimination and Anti Racism. The Club will conduct an annual review of its Charter and associated activities, and make changes in line with guidance from the relevant governing bodies and also after consultation with its supporters. Documentary evidence of this review shall be included in the Club’s audit submission and made available publicly.....”
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English supporters’ charters generally include detailed information and obligations by clubs towards their fans in the following areas:

- **Advice and information**
  Examples: obligation to maintain a regular dialogue with fans and fan representatives through questionnaires and by setting up specific fora and working groups; obligation to publish at the earliest opportunity all information and background material on amendments to the ticketing policy or other topics via the stadium magazine, the club homepage, mailing lists and press releases
• **Access possibilities to matches and the stadium / ticketing**
Examples: obligation to retain a certain number of tickets for people who do not hold a season ticket, obligation to offer price reductions for young people, students and pensioners; providing support and sufficient access possibilities for people with disabilities; creation of special spectator areas for families and unaccompanied minors under 16 years of age; drawing up rules for the return of tickets; guarantee free or reduced entry for the hosting of previously called-off matches

• **Away matches / visiting fans**
Examples: establishing priority rules for the acquisition of away tickets for fan club members; obligation to generally provide 10% of available tickets to visiting fans, same ticket prices for home and visiting fans

• **Loyalty and membership**
Examples: provision of membership models, offering special ticketing benefits and other specific conditions for club members and associated fan club members

• **Social activities**
Examples: obligation to strengthen the roots of football by organising football activities and educational initiatives together with players; establishing close links with the community and co-operation with local authorities; introducing both of boys and girls to football; special assistance for girls’ or women’s football; organising teaching programmes and leisure-time activities at schools; promoting and integrating people with disabilities in sport; co-operation with charitable organisations

• **Merchandise**
Examples: Rules on maintaining football strips; declarations on ordering, exchanging and returning items

• **Supervising staff / Conduct**
Examples: guarantee to recruit staff in line with the principle of equal opportunities with regard to age, race, skin colour, nationality, religion, sex, sexual orientation or ethnic origin

• **Customer service / Complaints procedure**
Examples: obligation to treat all customers/spectators/supporters in a respectful and polite manner; obligation to answer all questions and feedback of supporters and customers; ensuring an appropriate cost-benefit ratio; appointment of specific contacts for complaints; guarantee to deal with complaints within 10 days

The comprehensiveness and forms of implementation of English supporters’ charters clearly demonstrate the serious endeavour of the clubs involved to ensure maximum transparency and the possibility for fans to influence and review the values of the supporters’ charter or decision-making processes of the club.

Another positive aspect is the regular review and further development of charters in an open exchange between supporters and clubs. Manchester United, for example, currently
applies its 4th revised version of the supporters’ charter originally adopted in the year 2000, and Arsenal has a “Supporters Consultative Forum” organising regular meetings between supporters and club representatives to discuss, revise and review the implementation of the values of the local charter, among others.

Against this background the annual evaluation report of the FA Premier League underlined, for instance, the decisive role of networking groups and fan fora set up in the course of adopting supporters’ charters. Thus, it has been possible to bring together key representatives and make valuable progress to improve joint areas of interest. Furthermore, the development of supporters’ charters has been considered an important contribution in promoting the image of the association, which is presented in a positive light as an open organisation ready to enter into dialogue with partners.

One critical aspect, however, is the question of whether the basic nature of practised cooperation between fans and clubs to discuss and review the further development of charters in England is really based on equality. Finally it is exclusively up to the club to review any questions discussed and to adopt the charter. Furthermore, there is no overall concept drawn up in accordance with the supporters’ charter, which, as a fixed standard, defines the objectives of the two parties.

5. AUSTRIA

In Austria there are no general supporters’ charters. However, several Austrian fan clubs and football clubs have reached specific agreements on fighting racism and discrimination in football. Essentially, they fulfil the role of supporters’ charters, even though they only focus on a specific issue.

Within the framework of a panel discussion on “sport and tolerance” held on 27 July 2002, the Federal league club “Graz AK” presented its “Jubilee manifesto”, in which it clearly declared its support for tolerance and actively rejecting racism and xenophobia as the first Federal league club in Austria.

<table>
<thead>
<tr>
<th>Jubilee manifesto of Graz AK</th>
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<tbody>
<tr>
<td>1. LIEBHERR GAK in its statutes commits itself to the further development of tolerance and fairness in the culture of football</td>
</tr>
<tr>
<td>2. LIEBHERR GAK supports the combat against any form of xenophobia or racism.</td>
</tr>
<tr>
<td>3. LIEBHERR GAK views it as the prime club goal to counter all onsets of violence amongst football fans.</td>
</tr>
<tr>
<td>4. LIEBHERR GAK promotes the commitment towards the understanding amongst peoples and an international spirit in fan culture.</td>
</tr>
<tr>
<td>5. LIEBHERR GAK promotes the willingness to live together with foreigners and requests its players, members, fans, and guests to show the courage to protect and support the victims of xenophobia in any situation.</td>
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</table>

The fan initiative in Innsbruck, together with the leading fan club of FC Wacker Tirol, submitted to the relevant bodies of the club a declaration on fan behaviour and fan choreography in stadiums, in which they underlined the obligation to fight racism and
intolerance in football and call upon the responsible club representatives to establish
continuous dialogue with fan representatives, migrants and anti-racism organisations:

“Football is the most important sport in the world and belongs to all of us. Every human
being possesses the unalienable right to participate in this sport, free from all discrimination
or molestation and regardless of his/her origins,, nationality, or religion, sex, sexual
orientation, or any sort of handicap – be it as a player, a fan, a viewer, a coach, a referee, or
as an official.

We, the fan clubs of Nordtribüne – Verrückte Köpfe, Wild Boys, Freaks, - and Faninitiative
Innsbruck herewith underline our commitment to the fight against racism, xenophobia,
nationalism, religious agitation, sectarianism, anti-semitism, and any form of discrimination
in football and through football. We are not willing to tolerate racism in football: neither in
the audience nor on the field, amongst officials, in training, or in education.

Football is an essential element of European society and is playing an important role in the
fight against racism. We ask the institutions of football, in particular the Federal League
and the regional football associations, and SPG WSG Wattens/FC Wacker Tirol;
- to acknowledge that racism and other forms of discrimination constitute a problem in
football;
- to honour their responsibilities and develop strategies against racism and communicate
them in public;
- to make the best possible use of the integrative and inter-cultural possibilities of football;
- to initiate dialogue and partnership with all organisations advocating the fight against
racism in football, especially with fan groups, migrants, and ethnic minorities
– and also discuss the problem of the rise of the extreme right in Austria and of its activities
in football stadiums.”

It would be worthwhile developing the two initiatives further to initiate a process to define
and implement specific action points to reach the desired aims with the co-operation of all
relevant representatives in football working together as partners.
Summary

In the past few decades the existing practices to fight and particularly prevent spectator violence and misbehaviour have been developed in greater detail and greatly improved in many European countries. At various levels they increasingly concentrate on the real causes of such behaviour and can thus make a substantial contribution to reducing spectator violence and misbehaviour.

To be able to develop this process even further it now seems appropriate to actively support the adoption and implementation of supporters’ charters as a binding framework for different preventive measures. The intention here is to thoroughly improve the relations between fans and clubs as a basic approach to ensuring a long-term effective and integrative prevention strategy.

Against this background, the presentation and analysis of practical examples can be a powerful instrument to promote co-operation between supporters and clubs within the framework of supporters’ charters. Even though none of the practical examples from Belgium, France, Germany, England and Austria fully complies with the framework concept of a supporters’ charter outlined in the present handbook, they nevertheless represent differing, but recommendable approaches in combination with specific national, local, structural and cultural conditions in sport. In line with the recommendations of this handbook the English charters turn out to be the best practice examples in comparison with the other charters.

The creation of a relationship of equal partners and an active dialogue between supporters and clubs within the framework of a supporters’ charter are still neglected by the vast majority of practical examples mentioned. Such a partnership, however, is essential to be able to clearly define the responsibilities of all parties involved vis-à-vis each other. In this way, supporters, in particular, have a better possibility to become positively involved in activities and decisions so that a positive image becomes all the more attractive for them. For this reason, one objective would be to intensify appropriate measures and to underline their importance once again.

Sports clubs and associations in particular should provide the necessary resources for such initiatives to develop into sustainable partnership models in the context of social integration and prevention.
Appendix 1

**Recommendation Rec (2003) 1 of the Standing Committee on the role of social and educational measures in the prevention of violence in sport and handbook on the prevention of violence in sport**

The Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches;

In accordance with Article 9.1.c of the Convention;

Having regard to Article 3, paragraphs 2 and 5 of the Convention;

Recalling its Recommendation N°2/89 on comprehensive report on measures to counter hooliganism;

Having regard to the Council of Europe’s Integrated Project on “Responses to violence in everyday life in a democratic society”;

Noting that violence and misbehaviour amongst spectators at sports events, and in particular at football matches, have not been eradicated, and is moving increasingly from within stadia to town centres and other places;

Considering that such violence is part of a wider social phenomenon, which adversely affects genuine law-abiding supporters and local residents and that an integrated approach is needed to counter it;

Noting the many significant improvements since the Heysel tragedy, for example on police activity and co-ordination, stadia infrastructure, crowd management and video monitoring, organisation (most notably ticketing), stadium bans and the use of the criminal law at national and international level have had a real impact in reducing violence, particularly near and within stadia;

Noting various positive initiatives in different countries with regard to educational and social measures at national and international levels to prevent violence;

Drawing on the experience gained at recent major tournaments such as the World Cup in 2002 or the European Football Championship in 2000, which have demonstrated that making arrangements to accompany and welcome supporters is useful and effective;

Considering that the further development and use of such preventive measures will contribute to a further reduction of spectator violence and will provide structural support to those involved in the organisation and management of major sports events;

Aware of the need to place a greater emphasis on prevention within the framework of the overall international policy to fight hooliganism in order to supplement the necessary conventional security measures and to ensure that they are kept in balance;
Recommends to the Parties to the Convention:

That they take preventive social and educative measures aiming at improving the welcoming and coaching of supporters, with regard to their national circumstances, drawing inspiration from the principles and initiatives presented in the *Handbook on prevention of violence in sport* appended herewith, notably by:

- setting-up a fan coaching policy, developing fan embassies and the use of accompanying persons;
- encouraging clubs to develop closer relations with their supporters, to value the official supporters’ clubs, to stimulate their setting up and to give them a role in the context of club management and life of the club;
- making the clubs aware of the role that they can play in their social environment;
- enabling national and local authorities, and also other bodies to play a major role in developing policy measures for preventing violence.

Calls upon all sport organisations, such as FIFA and UEFA and national football associations, to assist in these aims with all the means available to them.
Appendix 2

Recommendation Rec(2001)6 of the Committee of Ministers to member states on the prevention of racism, xenophobia and racial intolerance in sport

(Adopted by the Committee of Ministers on 18 July 2001 at the 761st meeting of the Ministers’ Deputies)

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Bearing in mind the Declaration adopted by the Heads of State and Government of the member states of the Council of Europe at the Vienna Summit (1993) and, in particular, the Declaration and Plan of Action for combating racism, xenophobia, anti-semitism and intolerance;

Bearing in mind the European Convention on Human Rights and its protocols, in particular Protocol No. 12;

Bearing in mind the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches;

Bearing in mind Recommendation N° R (97) 20 of the Committee of Ministers to member states on “hate speech”;

Bearing in mind Resolution No. 4 on preventing racism, xenophobia and intolerance in sport adopted at the 9th Conference of European Ministers responsible for Sport in Bratislava in May 2000;

Bearing in mind the measures advocated by the European Commission against Racism and Intolerance (ECRI);

Bearing in mind the Political Declaration and the General Conclusions adopted by the European Conference against Racism and Intolerance (13 October 2000);

Recognising the growing role played by sport in socialisation and community development;

Aware of the role of sport in educating young people in particular, in mutual respect, tolerance, fair-play and against discrimination;

Considering that racism, racial discrimination, xenophobia and intolerance constitute a serious threat to sport and its ethical values;

Taking note of the initiatives taken by several international sport organisations, and in particular those taken by FIFA and UEFA;

Aware that hooliganism, violence in sport and racist/neo-nazi/extreme right-wing movements may be bound up with each other;

Considering that a number of further specific measures are needed in order to eradicate racism, xenophobia and racial intolerance from sport;
Considering that the promotion of a democratic and tolerant society, free from racism and discrimination of all kinds requires an effort by the whole population,

Recommends the governments of member states adopt effective policies and measures aimed at preventing and combating racist, xenophobic, discriminatory and intolerant behaviour in all sports and in particular football, drawing inspiration from the guidelines in the appendix to this Recommendation;

Transmits this Recommendation to the European Commission against Racism and Intolerance;

Calls upon all sport organisations, such as FIFA, UEFA and national football associations, to assist in these aims with all the means available to them.

Appendix to Recommendation Rec(2001)6

Guidelines

A. Definition

1. In this document, racism is used in the broad sense, covering xenophobia, anti-Semitism, discrimination and all related forms of racial and ethnic intolerance.

2. Racism in sport is not a phenomenon confined to football grounds. Nor is it confined just to players of colour. It can affect all sports and can manifest itself at several levels, in amateur sport and at institutional and international levels, as well as in the media. It can occur at local level particularly, but not exclusively, in the interaction (for real or imagined reasons of colour, religion, nationality or ethnic origin) between or against players, teams, coaches and spectators and also against referees. It can include the abuse of teams or even whole groups.

B. Sharing responsibilities and co-ordination

1. The responsibility for combating racism in sport falls to public authorities (the legislative authority, the courts, the police, governmental bodies responsible for sport and local authorities) and non-governmental organisations (professional and amateur national sports associations, clubs, local sports associations, supporters' clubs, players' organisations, anti-racist associations and so on).

2. In designing a policy and action to effectively combat racism, an overall approach involving all the partners should be adopted. At national level, the tasks and responsibilities of all those involved should be set out in a framework agreement.

3. As well as their prerogatives in relation to law making, the courts and the police, government bodies should also act as co-ordinators. The co-ordination framework should include a means of consultation between the parties concerned.

4. Governments should also support non-governmental organisations, particularly national sports organisations, clubs and anti-racist associations, upon whom falls the principal task of implementing awareness-raising, educational and information programmes
on racism in sport. The payment of grants to sports organisations and clubs could be made conditional on a firm commitment and effective action by them to combat racism.

5. At international non-governmental level, particular leadership and disciplinary responsibilities lie with sports governing bodies (in the case of football, FIFA and UEFA) and their affiliated national organisations.

C. Legislatve measures

1. Although constitutional and legal rules prohibiting all sorts of discrimination exist in most of the Council of Europe member states, special legislative measures should be taken to deal with the issue of racism in sport.

2. Every government should ensure that its legal and administrative systems are given the most appropriate and effective national legal means of combating racism in sport. To give an example, legal measures on combating racism in sport could be introduced into the existing body of legislation, in, for example, the penal code. Such measures could also be adopted as part of a specific sports law, or the law concerning the fight against violence in sport or the law relating to a particular sport, for example football.

3. Legislation should proscribe as criminal offences all types of act (flaunting of banners or symbols) or words (insults or chanting), committed or uttered at sporting events such as to incite violence or other discriminatory behaviour against racial, ethnic or religious groups or members of those groups on the grounds that they belong to such a group.

4. Legislation should provide for strict penalties for racist acts committed in sports arenas. In addition, other non-penal sanctions such as exclusion or banning from stadiums should be provided for.

5. In order to make criminal penalties more effective and increase their deterrent character, proceedings should automatically be brought for all racist acts.

6. Legislative measures should not be limited to repressive provisions. Existing laws should also be reviewed in order to eliminate any provisions that create or encourage any discriminatory situation, particularly in laws on various sports (cf. those on football) or laws on the status of sporting organisations: for example, immigrants or migrants legally resident in a given country should not be counted in the quotas applied to players transferred direct from a foreign country. In certain European countries, the quotas imposed on sportspersons of non-European Union nationality prevent young people from immigrant families from playing in official (professional or amateur) leagues there.

D. Implementation of legislative measures

1. In the fight against racism, co-operation and joint strategies between the police, the courts, event organisers, stadium/club managers, stewards, supporters and non-governmental organisations are essential to identify the guilty persons and gather evidence of the offence.

2. Video cameras and CCTV systems installed in stadiums for public safety and public order reasons should also be used to assist in the identification of racist offenders.
3. Police officers and stewards should intervene effectively to show that racist acts or chanting are not harmless activities and that their perpetrators will not go unpunished.

4. Police officers and stewards should be made aware of the problem of racism, informed of the laws and regulations and trained to act on and deal with the problem of racism. To help in the identification of perpetrators of racist offences, specially trained police officers should be assigned to each major club/stadium.

5. An information system should be developed which includes data on racist offences and their perpetrators and a means of communicating information between the police and organisers of sports events. Information systems on hooliganism, where they already exist, could be used to this end.

6. Actions that have been taken against those who have engaged in racist behaviour should be given appropriate publicity.

E. Measures to be taken in sports grounds

1. As part of an integrated approach, legislative measures should be supplemented with regulations and educational and social measures. To this end, governments should urge sports organisations and clubs:

   a. to recognise that racism and all other forms of discrimination are a major problem in sport, especially in football;

   b. to adopt and publicise firm and unequivocal anti-racist policies;

   c. to include clauses in their rules and regulations valid at all level of competition which enable referees, umpires or other match officials to impose effective sporting sanctions on participants who perpetrate racist acts (gestures, insults, etc.) either immediately during the competition or as a consequent disciplinary measure;

   d. to take effective measures to instil in players, coaches and other individuals a moral spirit of fair play especially with regard to their attitude towards others of differing ethnic groups;

   e. to state clearly in their regulations and those of the stadium that racist slogans, symbols, gestures and chanting are strictly prohibited in and around stadiums and indicate the penalties that will be incurred for any breach of these regulations (expulsion from the stadium, cancellation of any season tickets and ban on future access, stadium bans and events played behind closed doors, etc.): provisions should also be provided to discontinue the sports events during which supporters display placards bearing racist and/or xenophobic slogans or incitements to violence;

   f. to include in the conditions of sale for season-tickets and other tickets that the holders undertake not to engage in racist acts;

   g. to take practical measures inside and in the vicinity of stadiums, for example: public announcements condemning racism should be made during matches; the sale or distribution of handouts, posters, stickers or any other form of racist publication should be forbidden and actively prevented; racist graffiti should immediately be removed, and so on.
F. Measures to be taken at local level

1. Governments, at national and local levels, and with the impulse of locally elected representatives, should implement, and encourage local sporting organisations and clubs to devise programmes adapted to the local situation in order to exploit to the full the potential which sport offers for social and cultural integration. To this end, they should establish dialogue and partnership with organisations involved in combating racism in sport, in particular with supporters' clubs, migrants' associations and ethnic minority groups.

2. Ethnic minority communities' organisations should be involved in the fight against racism in sport in the context of a wider struggle for migrants' rights, against racist attacks and to encourage inclusion.

3. Governments should support and take necessary measures to facilitate the participation of members of different ethnic minorities in sport activities. In this respect, co-operation of amateur and school clubs with professional teams should be encouraged.

4. Event organisers should be encouraged to foster more inclusive stadium and sport venue culture and atmosphere, to attract members of different ethnic groups as spectators and supporters by, for example, offering them cut-price or free tickets.

5. Governments should urge local authorities and sports governing bodies to encourage and support movements and initiatives to promote sportsmanship and tolerance, and educational and social projects: the adoption and publication of a code of ethics (based, for example on the Code of Sports Ethics in Recommendation R (92) 14) and sportsmanship, meetings with schoolchildren, messages from famous sportspersons (such as the national Ambassadors for Sport, Tolerance and Fair Play), matches with amateur community-group clubs and supporters' embassies at professional matches, and so on.

G. Measures to be taken at institutional level

1. Equal opportunities policies, including training to raise awareness on cultural and ethnic diversity, should be developed and applied in sporting organisations and clubs.

2. Education and awareness campaigns on the elimination of racism in sport should be introduced at all levels, involving international sports federations, European sport organisations, national federations and clubs, and young people and children.

3. Governments should urge sporting organisations to review their regulations and delete any rule which might give rise to or foster discrimination between different national and ethnic groups (cf. C.6).

4. Governments should urge sports federations and clubs to set an example by making sure that community groups are represented among their managers, staff, trainers, officials and so on. This would not necessarily mean introducing quotas, but it does mean making room for ethnic minority groups.

5. Governments should help sporting federations and clubs with appropriate anti-racism initiatives, if necessary through making grants.
6. Governments should support other non-governmental organisations and campaigns to combat racism and xenophobia in sport, if necessary through making grants.

H. International co-operation within the Standing Committee

1. Racist offences committed at international matches and other international sports events in Europe should be dealt with in the framework of international police co-operation and be included in the system for exchanging information. The forms for exchanging information contained in the Appendix to T-RV Recommendation No. 1 (97), and the list of national correspondents for bilateral contacts on matters connected with football hooliganism drawn up by the Standing Committee of the European Convention on Spectator Violence (T-RV) could be used for this purpose.

2. Exchange of information on good practice in combating racism in sport should be encouraged within the Standing Committee (T-RV).

3. The measures taken to combat racism in sport should be regularly assessed in each country. National reports on the implementation of this recommendation should be submitted to the Standing Committee as part of the procedure for monitoring the application of the convention. Such reports would include information on the activities of national and international non-governmental organisations involved in this work.
For further information

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Photos: We wish to thank warmly Mr Thomas HERZOG who has made the front cover photographs freely available.

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