Prevention of violence in sport

Part I

Conference report
The role of local and regional authorities in preventing violence at sports events and in particular at football matches
Lisbon (Portugal), 23-24 June 2003

Part II
- Overview of the recommendations of the Council of Europe
- Handbook on prevention by the Standing Committee of the Convention
- Study on the role of local authorities on preventing violence in sport in Europe

Sport Department of the Council of Europe

Congress of Local and Regional Authorities of the Council of Europe

Integrated project “Responses to violence in everyday life in a democratic society”
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Handbook on the prevention of violence in sport
(Appendix to Standing Committee Recommendation No. 1/2003)

3. The role of local authorities in preventing violence in sport in Europe
Part I: Conference Report

The authors

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He has been the Chief Executive of the Football Licensing Authority since March 1991. In this role, he has overseen the formulation and implementation of the major improvements in the design, spectator facilities, regulation and safety management of football stadiums in England and Wales since the Hillsborough Disaster. He also advises the British government on spectator safety at major international tournaments overseas and at British stadiums hosting other sports.

Under the aegis of the Standing Committee, he has advised numerous governments on spectator safety and stewarding questions. He acted as a catalyst for the introduction of stewards by the French authorities during the 1998 World Cup. He also assisted the Brazilian government prepare its recent legislation to improve spectator safety and facilities.

He has contributed to a number of books on stadium safety and is a visiting lecturer at the Université de Technologie in Troyes (France).

Elizabeth Johnston is Deputy Executive Director of the European Forum for Urban Safety, a network of 300 cities which supports local security policies and fosters exchanges of practice and expertise. After studying in France (DESS – the development of urban social policy in Europe) and the United States (Yale – political science) she was in charge of exchange programmes at the French-American Foundation and a university researcher.

Since 1998, in the framework of the European Forum for Urban Safety, she has contributed to setting-up local security policies and the publication of thematic studies, and has worked with the Forum’s outside partners.

Introduction

Sport plays an important part in human development and in strengthening the fabric of society. It fosters social integration and participation and thereby makes a valuable contribution to democracy. It promotes understanding between individuals and groups from different countries and cultures. It also brings major economic benefits at local, regional and national level. All of this is put at risk by violence.

The damaging impact of violence or the threat of violence at or in connection with sports events can extend far beyond its victims or those who may witness it.

- It actively discourages families, women, children, older people, ethnic minorities and people with disabilities from attending matches.

- It creates a climate of fear among local residents, particularly those from ethnic minorities, around stadiums.
• It ties up police and medical resources that could more productively be deployed elsewhere.

• Additionally, it may disrupt road and rail travel across a wide area.

Local and regional authorities therefore have an important role to play both in promoting the positive effects of sport and in combating violence. In this they are motivated by a common desire that their cities and their stadiums be places where law-abiding spectators of all ages can attend and enjoy themselves:

• without fear of violence;

• without concerns that they will be placed in danger; and

• with the knowledge that they will find themselves in an environment that is welcoming and comfortable;

and where the local population can share the experience.

The general context

The European Convention on Spectator Violence

Mr Mário Martins, Director of Youth and Sport of the Council of Europe, reminded delegates of the tragic events at the Heysel Stadium in Brussels on 25 May 1985, where 39 supporters were killed following a violent scuffle. Within three months the Council of Europe had adopted the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. This marked a turning point in international co-operation on spectator violence.

As an instrument of public international law, the Convention is binding upon those states that have adopted it. To date 40 states have signed it, of which 36 have ratified it. They have thereby committed themselves to taking practical measures as part of an overall strategy against spectator violence. The Convention created a Standing Committee to monitor and ensure compliance with the Convention and to recommend further measures.

In its early years, the Standing Committee focused particularly, albeit not exclusively, on measures to combat incidents of violence. It produced Recommendations *inter alia* on the consumption and sale of alcohol, crowd searches, police co-operation, the use of police ‘spotters’, ticket sales and the identification and treatment of offenders.

Following the disaster at the Hillsborough Stadium in Sheffield on 15 April 1989 in which 96 spectators died, some change of emphasis occurred. This reflected a growing understanding that spectator safety and spectator behaviour were to some extent inter-linked as part of a wider picture. During this phase the Standing Committee produced Recommendations on the promotion of safety, the allocation of responsibilities and stewarding, together with a statement on fences and barriers.
The changing character of spectator violence

In recent years there has been a noticeable change in the character of spectator violence. In many countries the measures taken at the stadiums have largely overcome the problem. However, the violence has not disappeared. It has merely been displaced to the streets and city centres. Moreover, it is no longer concentrated during the match, or even the period during which spectators are travelling to or from the stadium. Indeed, the participants may not have attended the match. Fights may be arranged between organised groups, using modern means of communication such as the internet or mobile phones, at venues far from the stadium. During international tournaments, violence can occur wherever large groups of visiting supporters have congregated. This is as likely to involve elements of the local population as supporters of other teams. Excessive alcohol consumption may often exacerbate the problem.

At the same time, it is now generally recognised that “football hooliganism” is and always has been part of a wider social phenomenon of violence in society. This has become the focus of increasing attention in most European countries. Not merely is violent crime, particularly among the young, rising but so also is the fear of crime. This sense of insecurity has major implications for the public authorities.

Effective policing and good safety management still have important parts to play in preventing spectator violence. However, it is also necessary to address the complex and deep-rooted social issues that underlie much of the violence. These include insecurity in everyday life, the lack of collective shared values and the weakening of social control and neighbourhood links. These can only be tackled through a range of socio-educational preventive measures directed variously at supporters and disaffected local residents.

“It is understandable that, in the past, when the logic of urgency prevailed, priority was given to adopting technical and safety measures to prevent the most dramatic events in the short term. However, action directed more at the root of the problem is now absolutely vital.” (Mário Martins, Council of Europe)

The Standing Committee’s first significant venture into this area was in June 2001 when it submitted a draft Recommendation on the prevention of racism, xenophobia and racial intolerance in sport to the Committee of Ministers who duly adopted it the following month. This is part of a wider attack on racism by individual states and by the international football authorities.

The Recommendation on preventive measures

In January 2003, within the context of the Council of Europe’s integrated project “Responses to violence in everyday life in a democratic society”, the Standing Committee agreed a Recommendation on the role of social and educational measures in the prevention of violence in sport. To this it attached a detailed handbook of good practice from which it invited the parties to the Convention to draw inspiration. Many of these practices had been adopted during Euro 96 in England, the 1998 World Cup in France and Euro 2000 in Belgium and the Netherlands and the 2002 World Cup in Korea and Japan.

The handbook explicitly recognised the role of the local and regional authorities in preventing violence:
“While the constitutional arrangements will vary from country to country, in most of them local authorities are likely to have a major role to play in developing and providing the various measures described in this manual for preventing violence in sport. Indeed, the lowest tier of public institutions, particularly city councils, may need to be catalysts in prevention policies and to give impetus to activities involving sports organisations or associations.”

Hitherto the Standing Committee’s Recommendations had always envisaged that action would be taken by or under the direction of the national authorities. On this occasion the Standing Committee specifically recommended that the parties to the Convention enable local authorities to play a major role in developing policy measures for preventing violence.

The role of local and regional authorities

In his opening remarks, Mr Fernando Calvalho Ruas, President of the National Association of Portuguese Municipalities, challenged local and regional authorities to see the prevention of violence as a wide-ranging and integrated programme. It included not merely tackling deviant behaviour but proactive socio-educational measures and the provision of good quality and safe facilities. It should not be regarded as a series of routine administrative measures but as a fundamental contribution to the welfare of the city and its inhabitants. In the words of a famous Portuguese writer, it would require “involvement, emotion and suffering”.

Moreover these authorities should not act in isolation. They should share their experiences and learn from each other in order to identify and propagate good practice. This could only sensibly be done through international co-operation, preferably within the context of some legal instrument.

This theme was further elaborated by Baron Berend Jan van Voorst tot Voorst, President of the Culture and Education Committee of the Congress of Local and Regional Authorities of Europe. He reminded delegates of the work already undertaken by the Congress on the issue of urban violence and violence in schools. He highlighted the Congress’ Recommendation 16 (1996) which called on governments:

- to acknowledge the vital role played by local authorities in promoting sport;
- to foster permanent and effective co-operation between public authorities and voluntary organisations active in the field of sport; and
- to assist local authorities with regard to the construction and management of sports facilities.

“I have strong hopes that this conference will allow Europe’s cities and regions to exchange their experiences on a wide basis. It should be our task to set up preventive measures against violence, so that sports events, football in particular, remain festive occasions.” (Berend Jan van Voorst tot Voorst, Congress of Local and Regional Authorities of Europe)
The conference

Objective and underlying theme

The aim of the conference was “to prepare and adopt policy recommendations that will provide guidelines for local and regional authorities for the prevention of violence at sports events, particular football matches.”

It focused on three main themes:

- the role of the local and regional authorities in ensuring spectator security and safety at sports venues;
- the role of the local and regional authorities in welcoming and accompanying spectators; and
- the participation of local inhabitants in the celebrations.

Underlying this was recognition that these themes are all part of one larger overall picture in which local and regional authorities are involved as regulators, co-ordinators, hosts and facilitators. Indeed, it was significant that the same general principles of responsibility, preparation, prevention, co-ordination, co-operation and participation were reiterated by the speakers and in the discussions on all three themes.

Location and participants

The location of the conference was well chosen. Portugal is to host the European football championships in 2004. The issues arising at the conference are thus of very real and immediate interest to the Portuguese local and regional authorities. They were well represented and played an active part in the debates. Almost all the speakers either had first hand experience of major international football tournaments (in 1996, 1998, 2000 or 2002) or were actively preparing for such tournaments in 2004 or 2006.

The significance of the conference goes much wider than Euro 2004. This was reflected in the attendance list. Some 175 delegates from Portugal and a further 185 from 36 other countries participated. It was particularly encouraging how many of these were from countries in Central and Eastern Europe, which had hitherto had fewer opportunities to develop some of the measures being described.

Theme 1 – Spectator security and safety

Overview

This subject occupied half the time of the conference and provided the subject matter for two of the four workshops. There were a number of reasons for this. Security and safety encompasses a wide range of issues including

- the design, construction and maintenance of the stadium;
• the quality and range of facilities that it contains;
• the safety systems, equipment and personnel;
• the control and management of the crowd both at and away from the stadium; and
• the allocation of seats and the control and distribution of tickets.

In his introductory presentation, Mr John de Quidt, Chair of the Standing Committee of the European Convention on Spectator Violence, explained that local and regional authorities had hitherto been at best only peripherally involved in many of these issues. Yet they have a strong legitimate interest in every one of them. They are often the only bodies able to see the wider picture and to adopt a holistic approach. Only they can rule between the competing interests of the tournament and match organisers, stadium operators, sports clubs, police, supporters and local residents. It is of fundamental importance that different agencies work together in accordance with a common philosophy, with each clearly aware of its responsibilities and of its role within the overall strategy. The consequences, should they fail to do so, can be catastrophic.

“This common strategy does not just happen, even if the central government decrees it. Somebody has to co-ordinate it and ensure that it is implemented at the local level. I believe that this role can only be performed by the local authorities. In most places these will be the city authorities... Only the city sees the big picture. Football spectators may arrive and depart, but the city has a responsibility for its citizens 365 days a year.” (John de Quidt)

One area over which many local or regional authorities already exercised some oversight was the construction of the stadium. Yet in all too many cases they considered only its structural integrity. However, the design of the stadium, including its location and access routes, as well as its physical condition, facilities and comfort could have a significant impact on the behaviour and safety of spectators.

He commended the system whereby the relevant local authority identified, prescribed and enforced the safety requirements for each stadium, including the permitted capacity, in line with overall national guidance. They should adopt a corporate approach to this function by paying due regard to the advice of the police, fire and emergency medical services, the authority responsible for building design and the management of the stadium. Such a system was sufficiently flexible for each country to apply it in the light of its own constitutional and legal system.

**Workshop 1.1 – Summary**

This workshop was chaired by Mr Antonio José Ganhão, member of the CLRAE and Mayor of Benavente, Portugal and moderated by Mr Radim Bureš, Deputy Director of the Crime Prevention Department, Ministry of the Interior of the Czech Republic.

Although his city does not have a stadium hosting the Euro 2004 tournament, the Mayor of Benavente considers that all cities in Portugal are affected by the tournament, as it is a small
country in which supporters are likely to travel around. Therefore, there is a common interest for all local authorities to ensure safety and to promote a positive image for the tournament.

Crisis management

Dr Uri Rosenthal, Chairman of the Institute for Safety, Security and Crisis Management (COT) and Professor of Government at Leiden University (Netherlands) presented the results of his research and consulting activities. Based on his experience of auditing infrastructures and organisations from a public order and safety perspective, Dr Rosenthal presented some key steps in crisis management. Considering prevention to be the first key step in crisis management, the three main phases are:

- preparation;
- quick response;
- recovery.

Crisis simulation and post-event evaluations are essential exercises to undertake.

The degree of centralisation or decentralisation of decision-making is one of the strategic options one must decide upon when planning a large event. What level will make decisions at the preparatory phase, in case of a crisis as it happens, or after the crisis? When planning an event, all parties should be fully aware of each other’s roles and responsibilities in those different potential phases.

An important part of crisis management lies in crisis communication. During a crisis, one will experience a huge increase in the speed and volume of the information that is being shared. This increase – if it is not controlled – can favour the development of rumours. Intense pressure from the media is another factor that organisers must integrate into their strategy. A quick response is needed, both to answer to the desire of the public and the press for information and to control, if not eliminate, negative rumours.

In conclusion, Dr Rosenthal reminded participants that although huge progress in crisis management has been made in recent years, partly thanks to hard-learned lessons in stadiums violence, not every aspect can be foreseen, due to the very nature of a crisis. Beyond planning procedures and established rules, crisis management also relies on sound improvisation by those in charge in the field.

The role of the municipality

Mr Alfons Nastold from the Public Order Service of the City of Stuttgart (Germany) portrayed his city’s role in ensuring the safety of spectators as comprehensive. First of all, it plays a role in delivering the authorisations required to build a stadium. Those construction regulations take into account spectator safety.

As the interest of the clubs is provided for by private security firms, violence arises outside the stadium, rather than inside. The city is in this case responsible for public order around the city and in the city.
In Germany, cities and clubs previously had their own stewards who were not professional but “fans”. However, the rise of hooliganism led to the need for professional stewards, who are under contract, and receive a minimum legal amount of training.

The city has a role to play towards spectators themselves, be they local or visiting. The city must be responsible for its dangerous supporters: those found guilty of violent behaviour must not be allowed to travel. It must also develop its strategy of welcoming supporters, by learning about the visitors it is hosting.

The police play an essential role: they can interrupt a match when necessary. Stuttgart requires “security plans” from private firms – which enable the police to judge whether measures taken or planned are sufficient.

The question of who should bear the financial burden of large sporting events remains controversial. It is established that the club pays for the private security forces within the stadium. However, additional costs occur for police forces and municipal services when the city hosts a large event. It is estimated that the organisation of the UEFA cup entails €500 000 being paid by taxpayers.

In order to promote co-operation between different actors within a clear legal framework, Germany has instituted a National Football Information point. Specialised members of the police force meet weekly to share information within this National Football Information point. Mr Nastold explained that rules and procedures relating to the exchange of data differed according to the State. There is, however, a security centre in Düsseldorf that centralises all police data, for the Federal state. Some of the information included in Germany’s national data bank can be shared with partners abroad, in compliance with personal data protection rules.

Sharing of responsibility and security co-ordination

Ms Elizabeth Johnston presented the network of 300 local authorities in Europe, which is specialised in crime prevention and crime-related issues. Participants in this network – elected officials or city personnel – have increasingly become aware of their role and responsibilities in preventing violence at sporting events. Against this background of exchanges of practice and expertise, the European Forum for Urban Safety carried out a study for the Council of Europe on the role of municipalities in ensuring the safety of spectators and local residents. Although it is difficult to establish a definite classification of the situation in all of the Council of Europe countries, those differ according to:

- the legal, administrative autonomy of local authorities;
- the level of centralisation / decentralisation of police forces;
- the financial capacity of local authorities;
- the tradition of preventive activities and importance of the structures implementing preventive policies (for example, does the city have dedicated personnel?).

The study also concerned practices developed by cities, which in many cases go beyond the legal and administrative provisions. Programmes such as fan-related activities or festivities
including the local population are examples of the activities developed by cities to ensure safety and well being of its population (visiting and resident).

The involvement of local authorities is increasing throughout Europe, as it becomes clear that it is a condition for the successful implementation of prevention policies. Established in countries like England or the Netherlands, where public authorities have gained experience in dealing with football violence, the collaboration of local authorities has just recently been sought in Eastern European countries. This collaboration can take various forms: it can be informal or structured within a Local Safety Contract as in France or Belgium.

Everywhere, the importance of partnership is highlighted as a condition for success of prevention and safety strategies. An Italian participant commenting on the success of a match that took place in Manchester and that had been considered high-risk: “the secret lies in the fact that there was dialogue between police, club and local authorities of both England and Italy”

Local authorities play a key role within the partnership that needs to be established around each large event, in that the city is best placed to guarantee the public interest. It must seek to reconcile the interests of local residents, visiting supporters, clubs and local businesses.

From the audience, Thierry Solère, Deputy Mayor of Boulogne-Billancourt (France), which is home to the Parc des Princes stadium, illustrated these conflicts of interests. In recent years, the club management has improved greatly, reducing the occurrence of violent incidents. Nevertheless, some matches (such as Paris Saint-Germain/Olympique de Marseille) are still considered high risk. In those cases, the safety measures that are taken put excessive pressure on the local population and infringe on their quality of life. The massive presence of police forces throughout the stadium neighbourhood can make some residents uneasy.

The interest of cities is not always the same as that of other partners, as demonstrated in the discussion regarding kick-off times of matches. Considering that night time increases the risk of incidents, one measure that local authorities can request from organisers is changing the time of a match. It is a well-known fact that those matches taking place in the afternoon tend to attract a more family-based audience and tend to create fewer incidents of violence.

The positive outcome of these sports events is important for the city’s image. Participants agreed that local authorities need to invest more in their relations with the media, and to prepare this collaboration well in advance. The media have their own expectations vis-à-vis the tournament: they are interested not only in the festivities but also in breaking news. A recent example of the active role played by the media is the events that took place in Charleroi, during the Euro 2000 tournament. The press, expecting riots, contributed to building up an atmosphere of crisis. The role of the media is ambivalent: it can help local authorities “spread the good news” but may also add fuel to the fire in other cases.

**Giant screens**

Mr Valery Karnaukhov, Deputy Head of the Chief Department of Internal Affairs of Moscow City Government, began by describing the city as the sports capital of the Russian Federation, with over 900 000 supporters attending football matches every year. The Russian Federation has witnessed an outbreak of anti-social behaviour and the development of violent football supporters’ movements.
In order to prevent violence during sports events, the Municipality has developed a comprehensive strategy, introduced safety managers within football clubs and established co-operation with neighbouring cities.

When a stadium does not have the capacity to accommodate all fans, cities may decide to set up giant screens in public areas. Although the audience is not very different from that inside the stadium, the methods of maintaining public safety in those circumstances differ. As there are no tickets, no accreditation, it is impossible to determine in advance the number of people who will attend. Measures to restrict spectator access and to reserve passageways must be taken: in Moscow, the city organises separate entry and exit points. Spectators are checked for weapons or dangerous objects before they enter the viewing area.

In order to avoid conflict between fans of opposing teams, they are separated in designated areas by a security corridor.

The presence of a giant screen has an impact upon the neighbourhood: the local authority can take measures to ban the sale of alcohol in the neighbourhood; it should also plan for road traffic adjustments and car parking.

During the match, law enforcement agencies carry out preventive search measures, focusing on “high-risk” individuals. The procedures used when dealing with unlawful acts by spectators and the departure of spectators by public transport are the same as the measures taken at large sports events.

Responding to a question from the audience, Mr Karnaukhov explained that the incident that took place in June 2003 in Moscow during the World Cup was due to an insufficient number of police forces mobilised against the hooligans who had come to create trouble.

Mr Radim Bureš concluded the workshop by restating the necessity for legal and also financial and human resources. Different methods for co-ordination have been presented, such as safety contracts, and they must all take into account the impact of the event on the city’s inhabitants. They must incorporate the reality of terrorist threats. The value of setting up giant screens – to cater to those many supporters arriving in host cities without tickets to the matches – is still questioned from a safety perspective. Is it safer to group all supporters in front of a giant screen?

Finally, two aspects of utmost importance to local authorities were highlighted in the workshop:

- the necessity of training of those involved in event planning, crisis management, co-ordination, leading to the importance of trainers and educators;

- the flow of information – by building information channels between partners from different fields and/or different countries.
Workshop 1.2 – Summary

This workshop was chaired by Baron Berend Van Voorst Tot Voorst, President of the Culture and Education Committee of the Congress and Governor of the Province of Limburg, Netherlands and moderated by Ms Salomé Marievoet, Sociologist, Technical University of Lisbon.

The presentations in this workshop focused on questions of responsibility at international sports events, with particular reference to the forthcoming Euro 2004 in Portugal and the experience of previous football championships. The local and regional authorities had their part to play in the success of these ventures. The Portuguese authorities were determined to learn from previous tournaments but recognised the magnitude of the task. Good progress had been made in preparing the stadiums and in drawing up the legislative framework but the new stewarding system was not yet in place and needed to be tested in action. In light of failures at previous tournaments, delegates expressed particular concerns about ticketing. An ineffective ticketing strategy in which everybody did not work together could seriously jeopardise spectator safety and public order.

Stewarding and crowd management

Ms Sofia Assis Pacheco, Assistant to the Secretary of State for Internal Administration, Portugal, explained that the Portuguese government had introduced two pieces of legislation on stewarding, one regulating access to the profession and laying down conditions of employment and one prescribing how stewards should be deployed. The legislation rested on that for security guards. Stewards were thus regarded as specialist security guards who had received an additional 57 hours training.

This legislation took account of good practice in other countries. It rested upon two premises. First, stewards would work only at the stadium. Secondly, their role was distinct from and subservient to that of the police who remained responsible for security and for maintaining order. It was limited to caring for spectators (including handling any complaints) and ensuring their safety, in particular by:

- guarding the stadium and its access;
- checking tickets;
- guiding spectators and showing them to their seats;
- ensuring that spectators respected the facilities of the stadium;
- controlling the movement of spectators and ensuring that they complied with the rules of the stadium;
- ensuring that all exits were unobstructed; and
- checking all exits, communications and safety systems before spectators were admitted to the stadium.
These functions were reflected in their training, which contained modules on the general responsibilities of the steward; maintaining a safe environment; responding to spectators; an awareness of emergency medical care; an awareness of fire safety; and incident and evacuation plans.

In answer to questions, she explained that the Portuguese authorities had decided not to use volunteers for this task because it required the experience and training that could only be provided by paid employees. There would, however, be a role for volunteers at the tournament. The stewards would therefore be hired by the event promoter from private security companies. To gain experience they would work at the stadiums during the coming season.

Further legal mechanisms were in place, or planned, to implement and regulate international recommendations on security and the control of violence at stadiums, including the allocation of seats, the separation of rival groups, closed circuit television, emergency exits, searching and the ejection of potential troublemakers.

Ticketing

Mr Jo Vanhecke, Head of the Football Unit, Ministry of the Interior, Belgium, took as his starting point the general principle that tickets should be distributed in as fair, equitable and transparent a manner as possible, within the constraints of the necessary security and safety requirements. However, the security and safety interests of the police and public authorities clashed and at times conflicted with the commercial and economic interests of the match and tournament organisers. This could give rise to serious tensions in the run up to a major tournament when the demand for tickets might well exceed the supply.

The ticketing strategy should be based on a number of clear requirements:

- ensuring on safety grounds that the number of spectators admitted does not exceed the capacity of the stadium;
- creating an effective separation of rival supporters to eliminate the possibility of conflict between such groups within the stadium;
- preventing black market sales and ticket fraud because these could undermine the previous requirements;
- upholding stadium bans so as to exclude potentially violent troublemakers;
- distinguishing the responsibilities of the various parties involved (organisers, other distributors and ticket holders) in order to discourage any of them from selling tickets on the black market; and
- identifying the ticket holders so that supporters of different teams are not concentrated in significant numbers in any area of the neutral sector.

While the separation of rival supporters might be less imperative at major international tournaments than at other matches, experience had shown that it would be unwise to abandon this practice. For this reason and to prevent sales on the black market, the police and public
authorities would far prefer to defer all ticket sales until after the competing nations had qualified and the draw had identified when and where each team was to play. At all recent tournaments the tickets for the general public had gone on sale well before this. This would also be the case at Euro 2004.

Black market sales are highly lucrative and difficult to prevent, often taking place over the internet. It is incumbent upon the organisers and those through whom they distribute tickets to comply strictly with the Recommendations of the Standing Committee and the rules of the international football authorities in order to prevent tickets falling into the wrong hands. In particular, national football associations that do not sell their full allocation to their own supporters should be required to return any surplus tickets to the organisers in good time.

Ticket sales should be monitored closely to prevent multiple applications. Each applicant should be eligible to purchase only a set number of tickets. The applicant’s name (or that of the football association or sponsor) should be recorded on the ticket, which should be non-transferable. No tickets should be sold through unaccountable travel agencies or tour operators. Finally it should be a criminal offence to sell tickets on the black market.

Above all, the organisers should work closely with the police and appropriate public authorities at national or local level in order to ensure that the ticketing is managed in accordance with a clear pre-arranged strategy. The absence of such a strategy or a failure to follow it may have significant adverse effects for the safety and security of the tournament. This in turn may spoil its enjoyment both by ordinary law-abiding spectators and by the local population and undo much of the effort invested by the local and regional authorities.

“The whole ticketing strategy is an essential factor in ensuring optimum security and safety inside the stadium. Under the prime responsibility of the organiser, authorities, police forces and the organiser should all work together to ensure that the applicable rules are followed efficiently and effectively. Ticketing alone will not guarantee full success from a security and safety point of view, but ticketing alone can certainly jeopardise the whole safety and security concept.” (Jo Vanhecke, Belgium)

Preparation of the stadiums for Euro 2004

Mr Ernest Walker, Chair of the UEFA Stadium and Security Committee, and Mr Vasco Lynce, President of Portugal 2004 S.A., briefed the workshop on the progress with the preparation of the stadiums for Euro 2004.

Mr Lynce highlighted the commitment of the public authorities in Portugal to preparing for Euro 2004. Central and local authorities had worked closely together to channel investment into the construction of seven new stadiums and the remodelling of three others. Of these, four belong to football clubs and six to local authorities. Twenty-five per cent of the funding had come from the central government, the remaining 75% from private or commercial sources.

The construction or refurbishment of the stadiums was only one element in a larger whole, in which the national and local authorities were working together. Euro 2004 provided a unique opportunity not merely to equip Portugal with a network of high-quality sporting infrastructures able to guarantee the security and safety of spectators but also to provide high
quality leisure facilities (sporting, commercial, catering and tourism). The transport infrastructure was also being upgraded.

Mr Walker explained that all ten stadiums should be ready by about 30 September 2003, the agreed target date. The provision of these stadiums had been a huge undertaking for which the Portuguese authorities should be congratulated. They represented a quantum leap in facilities, quality and safety. Experience elsewhere had shown that attendances would rise as spectators appreciated the new facilities.

It was important that all the stadiums be completed by the due date since it would take time to commission them. All those concerned with their management would need to familiarise themselves with their layout and facilities (as indeed would groups such as the media and sponsors). It would also be essential to enhance the quality of the safety management to match the improvements in the stadiums. This would require a “new management culture”, a fresh start with new personnel and new methods. Every stadium would require a stadium manager and a safety officer who were both qualified and competent, together with trained and effective stewards.

Mr Walker also reminded the workshop that Euro 2004 was intended to be a festival not a world war. It was important that those in charge did not become obsessed by security at the expense of all else.

**Theme 2 – Welcoming and accompanying spectators**

**Overview**

The underlying premise of this theme was the welcome afforded to visitors and in particular the provision by the local or regional authorities of an attractive programme of events, clear information and a good transport infrastructure should form part of an integrated strategy to care for and control spectators. Firm policing and safety management alone might prevent violence in the short term but at the price of destroying the atmosphere.

“Security is for me more than just a police matter. Security also means that visitors should feel at home, that they should feel welcome and be able to find their way around easily. Only in such circumstances can the risk of fights, material damage and other disturbances be perhaps not completely eliminated but at least substantially reduced.” (Jürgen Beck, Deputy Mayor of Stuttgart, Germany)

Mr Beck reminded the conference that for an increasing number of spectators in a whole variety of sports the overall event had become as important as the individual match or competition. They were looking for fun and entertainment. Many cities were already used to receiving visitors and provided programmes of events for them to enjoy. The interests of supporters were likely to differ from those of other tourists. The host cities would therefore need to arrange other appropriate attractions. Nevertheless supporters should receive the same welcome as all other visitors.

Mr Willy Demeyer, Mayor of Liège, Belgium, explained that hosting a successful tournament has a very positive impact on the image of the city. The local and regional authorities therefore had a strong interest in providing an attractive welcoming environment which would
leave a lasting impression on visiting supporters and encourage future tourism. This required substantial preparation and constant attention by the host authorities.

It was generally recognised that the existing tourist information centres would provide information to supporters on matters such as accommodation and transport arrangements. However, these offices were not normally open in the evenings or, in some cases, on Sundays. Moreover, football supporters in particular required information and assistance, for example on the availability of tickets, which was outside the scope of tourist offices.

Fan embassies working in partnership with the local authorities therefore played a key role in advising supporters and ensuring that they knew where to go and how to get there. The local authorities should work with the fan embassies and supporters’ groups when preparing their publicity material encouraging spectators to enjoy themselves and to refrain from acts of violence. They should also, where possible, encourage the media to convey a positive message and to avoid glamorising violence.

Fan coaching projects also had their part to play, though their main impact was in the supporters’ home cities well before they travelled to any match or tournament. Considering that there is a link between urban violence and violence at sport events, Mr Maurizio Bartolucci, Municipal Councillor responsible for the Unit “Roma Sicura”, Rome, Italy, stressed the need to reach out to alienated young people and to steer them away from a life of crime. Sport could play a key part in this.

One of the obstacles for local authorities’ involvement is that the political organisation of Italy favours public order policies decided by the National Ministry of Interior.

The second obstacle is financial: local authorities do not receive specific funding –from the state or from sport authorities - to develop activities in this field. They also have to take into account the media and the sport clubs, which operate according to different interests. Mr Bartolucci felt the media did not always sufficiently take position against violence and regretted that clubs were sometimes rather indulgent towards violent acts.

The city of Rome has developed a project called “Living within the law” which aims to show youth that institutions can be on their side, and that leading a life within the boundaries of law will benefit them. Within this programme, meetings with youth groups are organised, young leaders are trained as mediators, and the city organises the welcoming of rival clubs visiting Rome.

A specific media strategy is also developed. To promote this programme, high-profile athletes participate in television advertisements as “witnesses”.

Today, having developed experience in the organisation and management of major football events, the city of Rome is less preoccupied by large structured events as it is by rivalry between city clubs, which corresponds to a high level of rivalry between cities.

Speaking as a world-class athlete, Ms Susana Feitor, Portugal, reminded the conference that the behaviour of the players had a significant impact upon the atmosphere of a match. They should contribute to the festive environment by acting with dignity and fair play and provide good role models for supporters.
Workshop 2 – Summary

The workshop, which was chaired by Ms Helene Lund, President of the Culture and Education Committee of the CLRAE, was moderated by Patrick Laclémence, expert in the sociology of violence at the University of Troyes (France).

Fan embassies

Mr Kevin Miles presented the British experience of setting up and managing fan embassies, at home and abroad. It must be kept in mind that visiting spectators often have uncertainties as to whether they will be welcomed as guests or perceived as intruders. The key question when setting up a fan embassy is “How do we fulfil the hopes and expectations of visiting spectators?” Fan embassies can be a major contribution: they provide advice, information, support services aimed at visiting supporters. As a “by-product” of these core activities, fan embassies have been shown to reduce tensions. They can contribute to the common goal of preventing violence, in an indirect way.

Ideally, fan embassies are run by fans, for fans. They are independent of the police, and are organised in the fans’ interest. They target the specific needs of football supporters. This is why they need to be a reliable source of information.

The role of cities is essential in setting up a fan embassy, but they remain separate. Mr Miles considers the independent management of fan embassies is the reason why they are respected and trusted by fans. According to him, in practice, there has not been a conflict of interest between fan embassies and public authorities.

There will be fan embassies from the UK and from Germany in Portugal in 2004.

Fan coaching

Mr Manuel Comeron presented fan coaching activities, based on his experience in the city of Liège (Belgium). It is a pro-active prevention programme, which is an integral part of the City’s Safety Contract. Six social workers are hired within the project: they organise activities for young supporters as an opportunity to establish contact and to give them positive reinforcement. Supporters are encouraged to take on responsibilities: the supporters’ clubhouse for instance was built by the supporters themselves. Aimed at the social integration of these supporters, the work around football is used as a stepping stone to establish a link towards relevant social services. It can lead municipal services to help young people on a timely basis or in depth.

Because many cities have found fan coaching schemes to be effective and in order to favour the exchange of best practices in the field of fan-related work, the City of Liège has been instrumental in establishing a European network, Eurofan.

A participant asked whether there are integrated strategies between the fan coaching programme and schools. The City of Liège does not implement the fan coaching directly in schools; this scheme is additional to and not a replacement of activities organised by associations or other institutions.
Mr Thomas Schneider shared his experience of fan coaching projects in Germany, aimed at helping football fans.

With a common goal, which is to create the right atmosphere by welcoming fans with respect, fan-related projects can, for instance:

- rely, during Euro 2004, on Portuguese students who are studying foreign languages;
- establish a brochure for football fans with useful information in different languages;
- provide mobile phones so that they may contact information centres.

The national strategy, formalised in December 1992, promoted a partnership-based approach to the fight against violence in sport. The need to meet increasing spectator violence with targeted actions requires civil society, the sports world and public institutions to take common responsibility.

The fight against violent behaviour requires in-depth and long-term efforts which go well beyond the actual sport event. This is why fan projects must be supported on a continuous basis. They must be based on youth work and be independent from judicial and police authorities. Their role as mediators requires that they gain the trust of fans. Fan project workers must therefore be familiar with the environment of their target group.

Local authorities, the federal state and professional clubs contribute equally to the financial support of fan projects. However, their links with the projects are functionally distant, to preserve the fan projects' independence, which is perceived to be a condition for success. The main challenge for the fan projects is to obtain and retain fans' trust: this is why institutional partners must not interfere in the actual work of the projects or in the relations that can be established with young fans.

A priority must be given to combating racism and xenophobia in the football world, among fans and among players. The involvement of players can help promote multi-culturalism and the fight against racism.

**Information for supporters and inhabitants**

Mr Mario Texeira, Head of the Sports Equipment Division of Lisbon Town Hall addressed the importance of communication targeted at supporters and inhabitants. Sport, as a social phenomenon, plays an important role in many respects:

- It helps promote the image of the country abroad.
- It can strengthen national cohesion and pride.
- It can increase involvement of local residents in sports, encourage the practice of sport by all.

Particular attention should be given to major sports events, as sports tourism accounts for one third of all world tourism today. The sports event should not make us forget that supporters are also tourists.
The following goals should guide the management of the “event” in a broad sense:

- attract before the event;
- enjoy during the event;
- satisfy after the event.

In order to achieve these goals, the City of Lisbon will set up some devices such as a specific website, giant screens on match days and supporters’ embassies, and will support in-depth social work.

**Theme 3 – Participation of local inhabitants**

**Overview**

When a club based in a particular city competes against a club from another city or country its supporters have the opportunity to participate fully both in the match and in any related festivities. This does not apply during a major international tournament. The visitors from elsewhere attending each sports event will probably considerably outnumber the local inhabitants. It is important that the local population should feel a sense of ownership and civic pride in the tournament.

All the speakers stressed that the local authority should ensure that its citizens were integrated into any social or cultural events provided for spectators. Moreover it is important to organise appropriate events for the local population, particularly in poorer or minority areas where the risk of alienation and potential disorder is greatest. This presented the local and regional authorities with both a challenge and an opportunity.

By way of illustration, Mr Jacques Tallut, former Director of the Nantes World Cup Mission, France, described how the World Cup had contributed to the strategic development of the city. Two years before the tournament the local authority had established a local multi-agency organising committee in parallel with the national organising committee with these objectives:

- Emphasise Nantes’ potential at national and international level by highlighting its competencies in economy, culture, sport and transportation.
- Enhance the image of Nantes and its region by showing its dynamism, quality of life and capacity as a host city.
- Mobilise the people of Nantes for this event by a democratic approach to the World Cup, emphasising its organisation as much as the importance of making this event an occasion of joyous festivity, to be shared by the largest number of people possible.

The local authority was able to mobilise the energy and enthusiasm of a large number of different groups. These displayed a strong team spirit and a will to succeed. They were helped by the presence of the Brazilian team in Nantes and the progress and eventual triumph of the French team. The extensive programme of events, which began up to a year in advance and
continued throughout the tournament, proved highly popular. It has had a long term effect upon the self-image of the city. Similar positive responses were reported from Liège and other cities in the aftermath of several recent tournaments.

Workshop 3 – Summary

This workshop was chaired by Mr Jose Manuel Constantino, President of the Portuguese Sport Institute, and moderated by Mr Yves van de Vloet, Permanent Secretary of Prevention Policy from the Ministry of Interior, Belgium.

The workshop compared and contrasted the detailed experiences of two cities with very different cultural contexts: Nantes during the 1998 World Cup and Niigata during the 2002 World Cup. It also examined the preparations in Aveiro for Euro 2004. While the details might vary, the conclusions were remarkbly similar. They provide valuable lessons for the cities that will host major tournaments in the future.

It was generally agreed that a city wishing to create a festival atmosphere must involve both visiting spectators and the local population. The relationship between these two groups may have a significant impact upon the overall mood in the city during the tournament. Both groups must therefore be kept well informed of the programme of events. The local authorities also need to ensure that the transport infrastructure is able to transport both visitors and local people to and from the various sporting and cultural events. Those uninterested in the tournament may still enjoy the cultural events and benefit economically from the influx of visitors.

The programme of events in Nantes, World Cup 1998

Mr Jacques Tallut, Nantes, France, expanded upon his introductory presentation. He provided a detailed breakdown of the many events that had been staged all over the city before and during the tournament. These fell under three main headings:

**Economic**: Events designed to enhance the economic potential of the Nantes metropolitan area at both national and international level. These focused on companies that had links with the competing countries, especially Spain, Brazil and the United States with a particular emphasis on public relations and publicity material.

**Cultural and festive**: Events conceived to promote local talent and to spread creativity at the national and international level, to encourage the expression of different cultures and to make the World Cup into a great festival for all people and all tastes.

**Sporting**: Events intended to foster sporting activity as part of the lifestyle in each locality and to enable as many inhabitants as possible to participate in the World Cup.

These events, which had a strong Brazilian theme, included:

- the creation of an artificial “Copacabana” beach using three million tonnes of sand;
- an international beach volleyball tournament;
• the Nantes Carnival and a fireworks display;

• a music festival, touring shows and exhibitions, which altogether attracted 500 000 spectators;

• several football tournaments for supporters and for some 15 000 local young people;

• a celebration of Muscadet wines and a special market for regional produce.

These activities cost some €3 900 000. The city met about one third of this. Further substantial contributions came from the Cité des Congrès and from local taxes. The remainder was met by the state and other sources. The city also faced the cost of upgrading the stadium. This would have been necessary in any event to bring it up to current standards. While the World Cup cost the city of Nantes a considerable sum, this was outweighed by the economic and social benefits.

**Experience of the 2002 World Cup**

Mr Hiromi Sanguu, Deputy Director-General, Department of Policy and Planning, Niigata Prefecture, Japan, was equally positive about the impact of the 2002 World Cup upon his city. The citizens of Niigata had been overwhelmed by the enthusiasm of the supporters the like of which they had never seen before. This had left a lasting impression upon the city.

“One year has passed since the end of the World Cup and its influence is still being felt. At games played by Albirex Niigata, which is Niigata’s professional football team, the stadium has been packed for every game. The ideal of regional residents supporting a regional team is becoming a reality for the first time in Niigata Prefecture. Today the stadium is referred to as an asset and treasure of Niigata. The residents of Niigata Prefecture have learned how to enjoy sports, and the culture of sports has taken root in this region and in the daily lives of Niigata citizens.” (Hiromi Sanguu, Niigata, Japan)

The transport arrangements, in particular the shuttle bus service to and from the stadium, had worked extremely well. Three hundred buses carried 23 000 spectators in each direction in 90 minutes. The city had provided clear signs with detailed information. These arrangements had attracted much praise from supporters, as had the measures taken to convey 12 000 spectators back to Tokyo late in the evening after the England v Denmark match. It was clear that efficient stress-free travel contributed greatly to the festive atmosphere and to the enjoyment of spectators.

The shuttle buses had proved less successful during the Confederations Cup in 2001, when about 2 000 spectators failed to reach the stadium in time. The local authority had reviewed the arrangements with all the relevant transport bodies and had tested them thoroughly before the World Cup. This clearly demonstrated the importance of planning and testing all systems and procedures well in advance. Indeed, as other speakers noted, this lesson applied not merely to the transport arrangements but to important matters such as the allocation of responsibilities, policing and safety management and the provision of information to visitors and local people.
The local authority had also played an important role in reassuring local residents, who had no experience of large football crowds. Some had been alarmed by lurid reports in the media about hooliganism. The local authority had adopted an approach based upon the concept of risk management. In addition to the necessary counter-terrorist measures, this had involved visible proactive policing at all key locations backed by border controls, the sharing of information by the visiting countries, the deployment of spotters and by keeping different groups of supporters apart. These measures had proved completely successful. There had not been a single incident at the World Cup in Niigata.

Mr Sanguu was too modest to mention the warmth of the welcome that the citizens of Niigata, and indeed of all the Japanese and Korean host cities, offered to their visitors. It was left to others to comment in the workshops that not only had they participated in the festivities and the tournament with enthusiasm; they had also been unceasingly hospitable and friendly. Many visitors had returned home overwhelmed by their reception by a people who were always smiling. This had probably contributed more than any other factor to setting the atmosphere of the tournament.

**Public awareness**

In his description of the preparations for EURO 2004 in his city, Mr Alberto Souto Miranda, Mayor of Aveiro, Portugal, emphasised the need to involve all sections of the community. It was important to show the people of Aveiro how the tournament would benefit their city in the longer term. The new stadium would have the potential to host events other than football matches such as concerts. Moreover, it would form part of a much-needed multi-sport complex. Improvements would not be limited to the stadium. The city would gain new housing and an enhanced road infrastructure.

The cost of these projects had originally come in for considerable criticism. This has now largely died away and the local population has now generally accepted them. However it was important that the citizens of Aveiro felt a sense of ownership over the new stadium and did not regard it as the property of the mayor. The city had sought to inculcate this by arranging guided tours of the facility for local people so that they could observe the progress of the work.

The local authority was also committed to creating a festival atmosphere in full co-operation with the public. It had therefore invited all local cultural groups, in particular those engaged in music or drama, to contribute ideas. In like manner it had approached the teachers and the schools, from whom it had received a very positive response. It wished to ensure that local people were fully engaged in developing and staging the various events. It should be their festival, through which they express their pride in their city and their region, rather than a festival provided for them by the city.

**Conclusions**

**Final reflections**

As at any conference, the formal sessions were but one element of the whole event. Delegates benefited from many opportunities to meet informally, to forge contacts and to share and compare their experiences and insights. Such contacts can be of inestimable value,
particularly for cities and regions that will be hosting major tournaments in the future. They also helped many local and regional authorities to understand their own situations in a wider context. It was encouraging to see how many authorities had evolved similar philosophies and strategies in their approach to supporters.

The conference did not throw up radical new ideas. That was not its purpose. Instead it was designed to identify, share and promulgate good practices which have been developed in different places but which are not necessarily widely known. It provided delegates with the opportunity to listen and to learn from the speakers and from each other. The conference should therefore be seen as a springboard for the development of a series of practical measures.

**General conclusions**

In summing up the conference’s conclusions, the rapporteur, Mr John de Quidt reminded delegates how speaker after speaker had enunciated the same broad principles in different contexts. It was clear that, although there were many social, economic and legal variances between authorities in different countries, far more united them than divided them. He identified a number of overarching themes on which it was now desirable to make progress:

- Local and regional authorities have a key role to play in the prevention of violence. Only they can rule between the competing interests of tournament or match organisers, stadium operators, football clubs, the police, supporters and local residents. In some countries, this has hitherto probably received insufficient attention. This deficiency should now be rectified.

- Preventing violence is not simply the responsibility of the police. Nor is it solely to do with crowd control on a match day. It has an important social and educational dimension, particularly among disaffected or marginalised young people, much of which falls to local and regional authorities.

- It is therefore essential to adopt an integrated approach whereby all the authorities and agencies concerned work in partnership, in accordance with a common strategy. Each body needs to understand its responsibilities and those of its partners.

- Spectators should be treated as visitors to be welcomed and entertained and not as an invading army. Local and regional authorities should recognise the valuable contribution of fan embassies in providing assistance to spectators and in influencing their behaviour. They should engage with supporters and keep them informed.

- Measures are required to deal with the small minority who misbehave. These may at times need to be very strict. But they should be proportionate to the problem and carefully targeted so as not to alienate the decent majority of law-abiding supporters who are there only to enjoy the event.

- Local and regional authorities should aim to create a festival atmosphere not merely for the visitors but for their own citizens who will still be there when the tournament is over. Local people should be encouraged to take ownership of the celebrations.
• A major tournament provides local and regional authorities with a great opportunity to promote their city and region, to give out a positive image both at home and in other countries, to benefit the local economy and to provide facilities for the longer term.

• Local and regional authorities need to plan carefully well in advance. In particular they need to have their transport infrastructure in place in good time.

The way forward

The Congress of Local and Regional Authorities of Europe and the Standing Committee of the European Convention On Spectator Violence and Misbehaviour at Sports Events now need to turn these general conclusions into practical measures. In its Final Declaration, the conference called upon them to draw up and distribute a guide of good practices at local and regional level on the prevention of spectator violence at sports events.

In undertaking this task, they will take as their starting point:

• the Standing Committee’s Recommendation on the role of social and educational measures in the prevention of violence in sport and its attached handbook of good practice; and

• the study by the European Forum for Urban Security on the role of local authorities in preventing violence in sport in Europe.

The Congress and the Standing Committee recognise the importance of this work. They accept the challenge and will proceed with vigour.
Appendix – Final Declaration

We, the participants in the 1st Conference on the role of local and regional authorities in preventing violence at sports events, in particular football matches, held in Lisbon on 23 and 24 June 2003:

1. Thank the Congress of Local and Regional Authorities of Europe (CLRAE) for having taken the initiative of organising this conference in co-operation with the Council of Europe’s Directorate of Youth and Sport;

2. Thank the Municipality of Lisbon for their warm welcome and their hospitality, and the National Association for Portuguese Municipalities for its help in organising the conference;

3. Affirm that sport fosters social integration and participation and, in this respect, makes a valuable contribution to democracy;

4. Believe that sport plays an important role in promoting understanding between European citizens;

5. Emphasise that sport has major economic benefits at local, regional and national level;

6. Note that sport is an important activity in our societies and forms an integral part of local community activities and that local and regional authorities should therefore endeavour to promote and support it;

7. Are concerned about the violent incidents seen in and around sports stadiums, and in the towns that host sports events, particularly football matches;

8. Consider it necessary to implement appropriate preventive policies against such violence;

9. Having regard to the work of the Council of Europe, which for over twenty years has promoted an overall approach to the prevention of violence at sports events;

10. Taking into account the initiatives and decisions by the European Union to improve security at professional football matches and their consequences for the local and regional authorities;

11. Bearing in mind the measures adopted by FIFA, the UEFA, national football associations and the European Forum for Urban Security (FESU), underline the importance of everyone benefiting from the positive outcome of major sport events;

12. Having taken note of the recent recommendations by the Standing Committee of the Council of Europe’s European Convention on Spectator Violence, which highlight the increased role which should be played by the local authorities in preventing violence at sports events, in particular the implementation of social and educational measures and fan coaching schemes;
13. Are aware of the variety of situations existing in the various countries with regard to:
   - the degree of centralisation or decentralisation of the police;
   - the degree of autonomy enjoyed by the local authorities;
   - the level at which policies for preventing violence are formulated and implemented;

14. Underline the importance of good co-operation between local and regional authorities and police and security services;

15. Affirm the major role played by the local and regional authorities in preventing violence at sports events, whether as regulators or co-ordinators of safety or security measures, owners of sports facilities, employers of the staff working at these facilities, actors in policies to promote amateur sport or initiators of prevention-oriented social and educational measures;

16. Call on the Congress of Local and Regional Authorities of Europe, in co-operation with the Standing Committee of the European Convention on Spectator Violence (ETS 120), to continue its support for the policy of preventing violence in sports arenas and the surrounding areas, in particular by:
   
16.1 Drawing up and distributing a guide of good practices, at local and regional level, on the prevention of spectator violence at sports events;

16.2 Regularly updating this guide;

17. Express the wish that the conclusions of this conference be taken fully into account in the framework of the Integrated Project “Responses to violence in everyday life in a democratic society” of the Council of Europe.
Part II: The 3 Studies

1. Overview of the recommendations of the Council of Europe on violence in sport

Study prepared by Radim Bureš for the Sport Department of the Council of Europe

Note: the author of this study, Mr Radim Bureš, of the Czech Republic, has been First Vice-Chair of the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches since 2000, and was nominated to the position Chair of this Committee in June 2004.

Introduction

Outbreaks of violence and hooliganism have accompanied sports events for several decades. While academics continue in their efforts to determine the main reasons for this phenomenon in our societies, international institutions, national and local governments, clubs, sport associations, and many individuals have to work hard to prevent and suppress violence in everyday sports events.

Violence during sports events cannot be seen only as a series of isolated incidents. There are several reasons why these incidents have a more serious impact than it might appear at first glance. Firstly, even a small incident can cause a major disaster in a stadium crowded with perhaps tens of thousands of spectators.

Secondly, sport is strongly connected with values of human understanding and peaceful competition. Violence in, and associated with, sports events thus undermines these constitutive values in modern society.

After major disasters in the 1980s, it was decided to draft a new international convention within the Council of Europe treaty system to set standards for national policies on preventing and suppressing spectator violence and misbehaviour. After seventeen years of being in force, the convention has lost nothing of its validity and urgency.

The adoption of the convention was preceded by several important texts of the Council of Europe. Perhaps the most important is the Parliamentary Assembly recommendation (1983). In this recommendation, the prevention of violence in sport is placed within a broader framework of different educational and cultural measures (including the development of sport and the influence of the media), with the aim of reducing violence (including terrorism) in society. The idea of drafting a European convention against violence in sport was recommended here to the Committee of Ministers (Parliamentary Assembly Recommendation 963 (1983) on cultural and educational means of reducing violence). This text was followed by Committee of Ministers Recommendation No. R(84)8 on the reduction of spectator violence at sporting events and in particular at football matches. The recommendation laid down basic principles later expressed in the convention.

The implementation of the convention by its parties is monitored by the Standing Committee of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches. The Standing Committee was also established in order to analyse recent developments regarding spectator violence and to recommend new measures.
Over seventeen years more than twenty recommendations have been adopted and forwarded to member states and organisations such as UEFA and FIFA. The substance of these recommendations is summarised in this report.

The issue of spectator violence is, however, dealt with not only by the expert body of the Standing Committee but also by political bodies of the Council of Europe such as the Committee of Ministers and the Parliamentary Assembly. The Parliamentary Assembly’s Recommendation 1434 (1999) on football hooliganism and the Committee of Ministers’ Recommendation Rec(2001)6 on the prevention of racism and intolerance, in particular, should be mentioned. The issue of spectator violence is also often mentioned at meetings of European ministers responsible for sport in their resolutions. The convention is also the basis for police co-operation on this topic within the European Union.

All these texts provide a comprehensive list of different measures (short-term or long-term, direct or indirect) adopted by different bodies (governments, local governments, sports associations and clubs, the police, NGOs) in order to prevent and suppress violence associated with sports events.

I. Presentation of the Convention

The aim of the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (ETS No. 120) is to set up requirements and measures necessary to prevent and control violence occurring at this type of event.

The parties to the convention agreed to adopt a number of measures.

The parties shall co-ordinate the policies and actions of their governmental departments and other public agencies against violence and misbehaviour by spectators by setting up co-ordinating bodies.

The parties will undertake to ensure:

• adequate public order resources are employed to counter outbreaks of violence and misbehaviour, both within the immediate vicinity of and inside stadiums and along the transit routes used by spectators;
• close co-operation and the exchange of appropriate information between the police services of the different localities involved or likely to be involved;
• the application or adoption of legislation which provides for those found guilty of offences related to violence or misbehaviour by spectators to receive appropriate penalties.

The parties undertake to encourage the responsible organisation and good conduct of supporters’ clubs and the appointment of stewards from within their membership to help manage and inform spectators at matches and to accompany parties of supporters travelling to away fixtures.

The parties shall encourage the co-ordination of the organisation of travel arrangements from the place of departure, with the co-operation of clubs, organised supporters, and travel agencies, so as to inhibit potential trouble-makers from leaving to attend matches.
The parties shall seek to ensure that sports organisations and clubs, together with stadium owners and public authorities, take practical measures at and within stadiums to prevent or control such violence or misbehaviour, including:

- ensuring the design and physical fabric of stadiums provide for the safety of spectators, do not readily facilitate violence between spectators, allow effective crowd control, contain appropriate barriers or fencing, and allow security and police services to operate;
- separating effectively groups of rival supporters by allocating specific terraces to groups of visiting supporters;
- ensuring this segregation by strictly controlling the sale of tickets and taking particular precautions in the period immediately preceding the match;
- excluding from or forbidding access to matches and stadiums known or potential trouble-makers, or people who are under the influence of alcohol or drugs;
- providing stadiums with an effective public address system and ensuring that full use is made of this to encourage spectators to behave properly;
- prohibiting the introduction of alcoholic drinks by spectators into stadiums; restricting, and preferably banning, the sale and any distribution of alcoholic drinks at stadiums, and ensuring that all beverages available are in safe containers;
- providing controls so as to ensure that spectators do not bring into stadiums objects that are likely to be used in acts of violence, or fireworks or similar devices;
- ensuring that liaison officers co-operate with the authorities concerned before matches on arrangements to be taken for crowd control.

The parties shall take appropriate social and educational measures, bearing in mind the potential importance of the mass media, to prevent violence in and associated with sport, in particular by promoting the sporting ideal through educational and other campaigns and also by encouraging increased active participation in sport.

The parties shall co-operate closely on the matters covered by this convention and encourage similar co-operation between national sports authorities involved. Consultations between those concerned will be organised before any high-risk matches by the host country.

The parties shall seek to ensure that spectators committing acts of violence or other criminal behaviour are identified and prosecuted in accordance with the due process of the law.

The parties undertake to co-operate closely with their appropriate national sports organisations, clubs and stadium owners, on arrangements regarding the planning and execution of alterations to the physical fabric of stadiums, including access to and exits from stadiums, necessary to improve safety and to prevent violence.

The parties undertake to promote a system laying down requirements for the selection of stadiums, which take into account the safety of spectators and the prevention of violence amongst them.
II. Major Standing Committee Recommendations

1. Safety in and around the grounds

   a. Safety and security management and planning

Managing a safe and enjoyable match requires proper organisation and careful planning. Planning cannot be done without the partnership and co-operation of all partners. When several partners participate in measures connected with a match (club management, the police, association delegates, city council representatives) responsibilities should be clearly distributed. Measures are less effective or not effective at all when implemented in isolation and not as an integral part of a comprehensive approach.

The comprehensive approach was underlined by the Standing Committee in its comprehensive report of 1989, drafted as a response to the 13th Informal Meeting of Sports Ministers. The report drew upon the experience of Standing Committee members and lists all measures used in member countries. The report is structured into five chapters.

The first chapter presents permanent measures like the creation of channels for co-operation and co-ordination. It sets requirements for grounds (like the building of appropriate fences and emergency exits, establishing entry controls, the provision of adequate seating and family sectors, drafting safety and security handbooks, setting up of the control rooms) and requirements for club management (work of safety committees and managers). Various existing regulations and legislation are outlined (for example ticketing, an alcohol consumption ban, stadium and travelling bans, the legislative power of public authorities to perform supervision, including licensing, of safety and security measures in stadiums). The need for sanctions covering all forms of hooligan behaviour is also discussed in this chapter.

The second chapter lists a set of necessary steps to be taken in preparation for a high-risk match. These steps include training and raising public awareness about adopted and proposed measures, accompanying and welcoming visiting supporters, training stewards and the use of spotters. Appropriate pre-match planning, liaison and briefing, as well as an entry search of spectators, are recommended.

The third chapter highlights measures to be taken at high-risk matches when spectators are in the stadium. The chapter lists and recommends measures to be in place during match time, such as opening the stadium sufficiently in advance to ensure spectators are accommodated without problems, a search on entry of spectators (including searching for alcohol and dangerous or abusive banners) and a control of spectators during the match (both by stewards and closed-circuit television cameras). Prohibiting the sale of alcohol and separating rival fans effectively is also highlighted.

The fourth chapter presents post-match measures, including the fast and separate departure of rival fans and the appropriate identification and punishment of offenders. It also recommends drawing lessons from the past experiences of clubs and other agencies.

The fifth and final chapter lays out educational and prevention programmes and the long-term work of clubs and communities with supporters. Fair play education programmes and consulting the media are recommended. Special community schemes for various groups and socio-cultural programmes, both for visiting and regular supporters, are cited as important.
Finally, research into the causes and origins of football hooliganism and its role in society is mentioned as part of the comprehensive approach. (Recommendation No. 2/89 on the comprehensive report on measures to counter hooliganism)

In order to further facilitate responsible management and planning and a clear distribution of responsibility, the Standing Committee adopted two recommendations on measures to be taken by organisers concerning high-risk sports events. Recommendations in the form of checklists were adopted in 1993 for outdoor matches and in 1994 for indoor matches. The checklists represent about seventy measures to be taken in order to ensure a safe and secure match. There are six columns for identifying those who are responsible for carrying out each measure (the stadium owner, the organiser (if different), the national football association, UEFA, the public authority and others). Each measure should be ticked at least in one column as an indication of who is responsible for which measure, preferably also with an indication of a time deadline for the measure to be completed before the match. Measures are divided into several sections including structural measures (state-of-the-art construction of the stadium, checking of stadium for dangerous objects, fences, seats, operation centre), security measures (co-operation with police, security services, public authorities and emergency services, determining the safe capacity of the stadium for the given match if that differs from the overall capacity of the stadium), entry controls, accompanying of spectators and crowd management (including traffic control and measures in the vicinity of the stadium), ticketing, setting financial matters, co-operation with the media, entertainment of spectators before and after the match and information activities. Such a checklist ends with co-ordination planning and debriefing. (Recommendation No. 1/93 to parties on measures to be taken by the organisers of football matches and public authorities)

The checklist for indoor matches (ice rinks, pools, ring, courts, etc.) has a similar structure and measures. Specific measures which apply for indoor matches are added - ensuring proper air quality, including a ban on smoking and the possibility of monitoring smoke density and control of humidity and temperature. (Recommendation No. 1/94 to parties on measures to be taken by the organisers and public authorities concerning high-risk indoor sports events)

These checklists can and should be adapted to local conditions. Checklists are recommended to be used by public authorities and club management in particular at high risk matches, but their use is desirable at all matches.

b. Construction and structural issues

Measures to ensure safety requirements on newly built stadiums and the gradual improvement of existing stadiums are required. Special attention should be given also to stadiums surroundings, access for disabled people and to providing attractive facilities for spectators.

The principles and rules for safety in stadiums are summarised in the appendix to the 1991 recommendation. They focus on three risk factors: the danger of fire, the possibility of structural failure (whether through design faults or through functional inadequacies) and problems inherent of large crowds (operational factors). These risks can be minimised through preventive action on the one hand and the preparation of efficient responses to those accidents that cannot be avoided or foreseen on the other. As a main prevention measure all national and international regulations should be rigorously followed. The recommendation appendix contains a number of very practical hints. Below are some of the most important.
• Fire: inflammable substances should be carefully monitored; the design and material used in stadiums should provide good protection from fire; fire-extinguishing devices and fire-fighting material should be available in sufficient quantities; kitchens, heating systems and generators should be placed in a separate part of the building or be stringently fire-proofed.

• Structural issues and construction: a maximum capacity should be given to each stadium and each sector and crowd dynamic should be considered when setting the capacity. There should be no standing places in a stadium with a capacity of more than 10 000 places. All access to the stadium, walkways in it and exits should be as linear as possible, should be kept empty and exits should be clearly indicated. Gates should be of the same width as corridors. The state of the structure should be checked regularly. Special car parks for emergency vehicles should be available.

• Crowd management: adequate ticketing should be ensured (see section on ticketing); fences separating terraces from the pitch should have easily operated openings in order to allow emergency evacuation; co-ordination between all security personnel and emergency services should be ensured by preliminary briefings and control rooms should be available to the police. Ambulances and medical facilities should be available at matches, and for all events with more than 5 000 spectators in attendance or expected, at least one doctor and ambulance should be present, and a first-aider should be present for 1 000 spectators.

To ensure adequate responses, co-ordination and communication is necessary. Emergency plans should be drafted, tested and made available to security and emergency personnel. Stewards should be authorised and equipped to open perimeter fences in case of emergency after informing the co-ordination centre. Crowds should be kept informed of the situation by loudspeaker and possibly also by notices on the scoreboards. (Recommendation No. 1/91 on the promotion of safety at stadiums)

After the Furiani disaster, the recommendation was revised to include provisions for temporary stands.


c. Fences

The European convention requires rival fans be separated, inter alia, by fences. Taking into account improvements in stadium construction and crowd and safety management, as well as the good behaviours observed during the previous two football championships (England in 1996 and then again in France in 1998) it was recommended to States Parties to the convention to proceed to the removal of fences in sports grounds. Removal of the fences should be on a voluntary basis and gradual. The principle should be the removal of all fencing, but other measures or means of a less irksome nature could be used to keep spectators off the pitch, such as the installation of low, removable barriers or of high front terraces/first row of seats. The removal of fences should be tied in with other measures based on introducing all-seater stadiums and numbered seats, equipped with closed-circuit television, adequate ticketing, improved crowd management, better police co-operation.

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leading to better identification, and the sanctioning of trouble-makers. (Statement on fences and barriers (1997) and Recommendation No. 2/99 on the removal of fences in stadiums)

d. Stewarding

Stewards assist match organisers or stadium management to enforce regulation of the stadium and help to ensure the safety of spectators. Their functions are distinct from but complement those of the police.

The main tasks of a steward include: searching a stadium before and during a match, welcoming, directing and looking after all spectators, responding to the spectator complaints, assisting in the safe operation of the stadium, in particular supervising and ensuring the safe entry and exit of spectators, enforcing the regulations of the stadium, responding to incidents and emergencies and assisting the police or emergency services as required.

Stewards should be properly selected and trained. Training leading to appropriate certificates should include: steward status, responsibilities and duties; stadium regulations, organisation and management of safety at stadiums, particularly entry and exit routes, methods, procedures and skills on how to deal with emergency situations (fire and accidents), and unacceptable spectator behaviour.

The code of behaviour and stewards’ duties include being polite, courteous and non-discriminatory, being properly dressed and focussing on duty fulfilment which also means refraining from watching the match and celebrating goals.

The work of stewards should be regularly assessed. All stewards should be clearly identifiable. This means wearing suitable clothing so that they can be quickly recognised by spectators, the police or other authorities.

There should be an appropriate command structure which clearly defines each steward position, duty and communication. A detailed briefing and debriefing should be organised before and after each match.

Based on a mutual agreement, qualified stewards from visiting clubs or countries should be invited by organisers to assist local stewards in providing safety, welcome and care. (Recommendation No. 1/99 on stewarding)

One of the most important tasks of a steward is to ensure that no prohibited items are brought into the stadium. A special recommendation was adopted urging parties to adopt co-operative measures to ensure an effective spectator entry search (Recommendation No. 2/87 on crowd searches).

e. Ticketing

The proper distribution of tickets may help significantly in preventing violence within the stadiums. There are several main principles for responsible ticketing policy. Recommendations from 1989 and 2002 put such principles together and adopted guidelines for tickets sales. The guidelines recommend, *inter alia*:
producing tickets in a way that ensures easy spectator supervision, control and investigation afterwards, including using special colours for different sectors, printing sector plans on the back of the tickets and recording the allocation of each ticket;

- adjusting the number of tickets to the actual security situation which need not amount to the theoretical capacity of the ground, bearing in mind safety, control and public order factors;

- establishing clear and controllable procedures for ticket sales including possibly licensing ticket selling agencies to ensure better control of the black markets and preventing entry to undesirable spectators;

- considering using a voucher system to allocate tickets for visiting spectators only after due examination.

(Recommendation No. 1/89 on guidelines for tickets sales).

In 2002 the updated recommendation on guidelines for tickets sales was adopted. This recommendation underlines and extends the previous one. To this end objectives for ticketing policy were set to:

- ensure the effective and efficient separation of rival fans;
- prevent black market sales and ticket fraud;
- give support to the policy of stadium bans;
- distinguish the various responsibilities of different people involved (organisers, other ticket distributors and ticket holders);
- identify fans.

It should be mentioned that one of the new recommendations promotes the mandatory updating of files concerning applicants for tickets and screening these files according to the list of stadium bans. (Recommendation No. 1/2002 on guidelines for ticket sales at international football matches (teams and nations)).

f. Sale of alcohol

One of the factors fostering violence connected with sports events is excessive alcohol consumption. Thus, the Standing Committee recommended in 1987 that local authorities restrict or ban the sale of alcohol in the area surrounding the stadium before, during and after matches (Recommendation No. 1/87 on alcohol sales and consumption).

2. Prevention and education measures

Despite education and prevention measures being mentioned already by the convention (Article 3/5), it took years to develop a list of methods used in different countries. The role of education was mentioned as early as 1993 in Parliamentary Assembly of the Council of Europe Recommendation 963 (1983) on cultural and educational means of reducing violence. Then Recommendation No. 2/89 gave emphasis to long-term prevention and educational measures to prevent violence, hooliganism and misbehaviour in relation with sports events. Its last chapter deals with long-term measures. It focuses on the long-term work of clubs with supporters and encouraging responsible supporters, on education, community schemes for various age groups and on the promotion of fair play. Inter alia, local authorities are encouraged to support the educational role of football clubs, for example, in schools. (Recommendation No. 2/89 on comprehensive report on measures to counter hooliganism)
In 1999 the Parliamentary Assembly stressed the necessity of a long-term integrated approach towards violence in sport, which also included preventive and educational measures. Communication between all those involved is vital. The role of players, clubs and associations is underlined. Special recommendations were made in connection with the Euro 2000 football championships, including a call for establishing international centres for visiting fans (“fan-homes”, recently better known as “fan embassies”) and a call for developing a European approach to fan coaching (Parliamentary Assembly of the Council of Europe Recommendation 1434 (1999) on football hooliganism).

In September 2001, in Bucharest, the Sprint seminar participants agreed on the necessity to focus on the causes of violence and hooliganism. Three main lines were identified:

- measures aimed at changing the practical situation in order to influence the behaviour of spectators;
- education measures;
- social and preventive measures - accompanying and supervising spectators.

Involving excluded groups in sports activities at the local level and strengthening links between clubs and their environment was recommended. (Multilateral Sprint seminar on Violence, Bucharest, Romania, 21-22 September 2001, conclusions and recommendations)

In January 2003 the Standing Committee adopted Recommendation No. 1/2003 on the role of social and educational measures in the prevention of violence in sport. Based on experiences at recent major tournaments, the welcoming and coaching of supporters is recommended. Fan coaching activities and projects, development of fan embassies during tournaments and using so-called accompanying persons represents new cornerstones in building prevention policies as regards prevention related to matches and tournaments. Long-term activities were also recommended. They consist of encouraging clubs to improve and broaden their co-operation with their supporters and supporters clubs and to recognise their role in the social environment. Finally, local public authorities are encouraged to play a major role in developing violence prevention projects targeted namely at juveniles.

At the same time the Handbook on prevention of violence in sport has been prepared and recommended to governments, local authorities, sport associations and clubs. While recognising that in various countries different approaches, methods and projects have been developed and implemented, several common principles and good practices have been put together. The role of clubs within the community and social environment is important and cannot be limited just to match days and competitions. Clubs can participate in promoting sport, the learning process and responsible citizenship among young people. Also offering sports facilities for different groups of citizens in the community and helping to organise multicultural events may link the community with the football ground and result in festivity without the violence.

The local authorities have a crucial position in prevention activities. They are perhaps the best equipped to co-ordinate and support activities that use sport as a tool for prevention and integration, especially activities run in schools or targeting school pupils. It is important to provide facilities to enable young people from disadvantaged communities to engage in sport on a regular basis and in a structured context.
The key element in everyday preventive work is undoubtedly fan coaching. This is a part of pro-active social prevention carried out by highly trained professional social workers. Despite the fact that different methods are used in different countries and that their immediate objectives may vary, the unifying aim is to help in socialising difficult supporters or hooligans. The methods used include educational activities giving supporters better orientation in their social environment, providing attractive and positive personality-building leisure activities, and traditional social support and street work. On match days fan coaches ensure a channel of communication between supporters and organisers.

Fan embassies are one special form of supporting fans during international tournaments. Their role is to add to the festive atmosphere of the tournament, welcome supporters, provide them with necessary information in their own language, help them to overcome practical obstacles and difficulties (accommodation, transport, lost items and documents) and thus prevent or reduce anger or frustration.

Violence that sometimes accompanies international tournaments is not always caused by violent supporters or hooligans, but by frustrated local youngsters from deprived communities. Local people cannot be forgotten; on the contrary their involvement in the event should be encouraged. Activities are needed to help reduce possible tension in the local population and to get them ready for a friendly festival of football, rather than for confrontation with foreign invaders with a thirst for beer and violence. (*Handbook on prevention of violence in sport – Recommendation No. 1/2003*)

### 3. Identification and prosecution of offenders

Article 5 of the Convention calls for the identification of persons having participated in trouble-making incidents and for their prosecution. Two specific recommendations have been adopted in order to develop this issue. The necessity of prosecuting offenders and extraditing offending foreign supporters with the full use of international conventions, ad hoc bilateral agreements and domestic legislation is underlined. Non-custodial punishments like community work and exclusion orders or stadium bans are encouraged. The latter two should also be recognised internationally. The use of methods aimed at preventing individual offenders from attending sports events or particular sports events for a stated time (for example, having to report to police stations at certain times) or forbidding access to grounds (stadium bans) is also recommended (Recommendation No. 1/90 on identification and treatment of offenders).

Further recommendations were adopted in 1999 as preparation for Euro 2000. The following measures were recommended for adoption or consideration within the constitutional provisions of each member state:

- adopting preventive measures to impede known violent fans from leaving their home country and/or entering the territory of the organising country;
- taking legislative measures allowing for the preventive or temporary arrest of suspected persons in order to isolate dangerous elements in time;
- providing appropriate sentences for persons found guilty of football-related offences, such as prohibition of access to stadiums for a specific period, prohibition of entering the national territory of the organising country, or expulsion;
- recognising and taking into account national stadium bans or other exclusion orders by courts in other countries.
4. Police co-operation and exchange of intelligence

International tournaments and matches are an important part of sporting life. With each international match a number of spectators accompany their club or national team abroad, but along with them so do violent supporters and hooligans. To ensure effective police preparation for these matches close co-operation between police services is necessary.

Back in 1987, the standing committee asked the member states to nominate a central contact point within the police for potential problems of football hooliganism and thus followed the same measure adopted by the European Union (Recommendation No. 3/87 on police co-operation).

Furthermore, the Standing Committee recommended that potential host countries make use of “spotters” from visiting countries. Spotters are advisory plain-clothed police officers who help the host police service to identify possible troublemakers or advise them on signs of trouble developing (Recommendation No. 1/88 on the use of advisory police “spotters”).

The need for careful preparation before international tournaments has been underlined by asking police authorities to consider organising training seminars on crowd control for senior police officers before major international championships (Recommendation No. 2/88 on preparation for major events).

The comprehensive approach was summarised in 1991. The term “visiting police” was introduced here. The aim of international police co-operation is defined as follows:

- to promote good behaviour and the peaceful enjoyment of good sporting competition;
- to take account of the various cultures and traditions of visiting supporters, consistent with acceptable behaviour in the host and transit countries;
- to deal firmly and effectively with troublemakers;
- to make efficient use of police resources.

First, an assessment of the risks, the importance of the match or tournament and the scale of the event should be made. After initial liaison between police and pre-event conferences, the role of visiting police in the host country should be specified, including traffic management, finance, work with the media, feedback and de-briefing.

Getting to know each other is essential for smooth police co-operation. Having established personal links, the next stage is to learn in detail about the plans and intentions of the host country.

The key element is the description of the role of visiting police in the host country. It should be stressed that responsibility for police actions and the maintenance of public order in the host country remain at all times with the host authorities only. Visiting police can, however, provide quick and relevant information and intelligence. Such information consists of:

- traffic information on ordinary spectators;
• intelligence – identifying known troublemakers who may travel to the event, their methods of operation and known or supposed intentions;
• tactical information identifying those troublemakers who have travelled to the event and perhaps their intentions to engage in violence and disorder (Recommendation No. 2/91 on international police co-operation)

In 1996 the European Council adopted a recommendation on guidelines for preventing and restraining disorder connected with football matches. It contained standard formats for the exchange of police intelligence aimed at reducing spectator violence and misbehaviour. Consequently the Standing Committee adopted a recommendation for member parties to use similar formats to those for EU members in order to avoid confusion. There are standard forms for general information on the match and then on different ways of travel - by air, rail, coach and individual transportation. Information on available accommodation is always included. No personal data or photographs are included in these forms (Recommendation No. 1/97 on the use of standard forms for the exchange of police intelligence concerning high-risk sport events.)

In 1999 the Parliamentary Assembly recommended member states develop international co-operation along the lines of the EU Handbook for international police co-operation and measures to prevent and control violence and disorder around football matches, to establish a permanent football intelligence unit and to analyse ways of applying stadium bans internationally (Parliamentary Assembly of the Council of Europe – Recommendation 1434 (1999) on football hooliganism).

5. Preventing racism and intolerance

Mass sports events are sometimes accompanied by outbreaks of racist behaviour. This should be particularly condemned since sport is often recognised for its role in education for mutual respect, tolerance, and fair play, and against racism. The urgency for racism and intolerance prevention was reiterated at a conference of European ministers responsible for sport (Resolution No. 4/2000 on preventing racism, xenophobia and intolerance in sport).

This conference called for the preparation of a comprehensive text on measures to eliminate racist and xenophobic propaganda and behaviour at sport events. This call was met by Recommendation Rec(2001)6 of the Committee of Ministers to member states on the prevention of racism, xenophobia and racial intolerance in sport. It 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, drawing inspiration from the attached guidelines. This recommendation was presented to the UN World Conference on Racism in Durban in September 2001.

Public authorities and non-governmental organisations share a common responsibility for combating racism. Governments should act as co-ordinators of a concerted effort against racism and should support non-governmental organisations, particularly national sport and anti-racist organisations and clubs upon whom falls the principal task of implementing educational and awareness-raising programmes. FIFA and UEFA and their affiliated national organisations have the key role amongst non-governmental organisations.

Having a comprehensive and clear legislative framework is an underlying element in all anti-racist measures and adopting specific legislation against racism in sport is recommended.
Legislation should proscribe as criminal offences all types of acts (flaunting of banners or symbols) or words (insults or chanting) committed or uttered at sports events as to incite violence or other discriminatory behaviour against racial, ethnic or religious groups, or members of those groups. Strict penalties should be imposed. Legislation also should exclude all kinds of possible discrimination, both individual and institutional.

Legislation should be rigorously enforced. To this end, police officers and club management should be properly trained, technical means (such as CCTV and information systems) should be used, and actions taken against perpetrators should be publicised. Governments are recommended to urge sports organisations and clubs to recognise racism as a problem, adopt firm anti-racist policies, exert their influence on their coaches, players and officials to avoid any racist acts, and include anti-racist measures in stadium regulations and enforce them rigorously.

Local authorities play an important role in long-term measures. Measures like promoting a multicultural approach in sport, promoting the spirit of tolerance and fair play and encouraging and supporting ethnic community participation in sport usually falls within the responsibilities of local authorities. Special methods like reduced prices and free tickets can be used in order to attract different ethnic groups of spectators and supporters.

Governments should encourage sports organisations to promote equal opportunity policies and avoid any discriminatory steps against different national or ethnic groups and develop training modules to raise awareness on cultural and ethnic diversity.

The role of the Standing Committee in the exchange of information about good practice and in promoting anti-racist measures is underlined.

III. Conclusions

As stated by the Parliamentary Assembly in 1999, the nature of hooliganism has changed since the adoption of the convention. Now confrontations are more deliberate and organised, they use modern communication means, and the confrontations have shifted to outside the football stadium more than during the actual matches (Parliamentary Assembly Recommendation 1434 (1999) on football hooliganism). The convention nevertheless remains valid and urgent. Its provisions have been specified in a number of Council of Europe recommendations and other texts, and a new method of preventing violence in sport has been assembled and recommended to parties.

Is it possible to summarise the most important issues in a few sentences? Perhaps the conclusions of the Berlin Sprint seminar on combating hooliganism and the Antalya multilateral Sprint seminar on violence in sport can be used. The key elements for safe and secure sports events are:

- the adoption of an appropriate legal and juridical framework, with appropriate sanctions;

- crowd management inside the stadium: this requires a planned, comprehensive and integrated approach and should take into account both the security and safety of spectators including:
efficient crowd management, including progressively extended stewarding under the responsibility of the stadium management;

− a clear definition of responsibilities between organisers and public authorities: sports organisations and clubs should be aware of their responsibilities and ensure safety in the stadium;

− reducing the visual presence of police within the stadium except where necessary to prevent or respond to serious criminal acts;

− clearly defining rights and duties of parties (spectators and clubs);

− stadium design including spectator seating, control rooms and video surveillance;

− efficient management of ticket production, ticket sales and ticket distribution: these are a major part of the overall security concept of a given match within the responsibility of the organiser;

− separation of supporters;

− effective prosecution of troublemakers;

− establishment by sports clubs of a culture of safety at all levels;

control of spectators outside stadiums:

− security measures must not be confined to supervising spectators in the vicinity of the stadium but should also include controlling spectator movement before and after the match;

relations with supporters:

− it is important that fans be consulted and involved in decisions that concern them;

− the importance of educational, social and cultural measures and long-term strategies (fan-coaching, fan embassies, accompanying persons) should be stressed;

International co-operation and permanent and efficient mechanisms of exchanging police intelligence.

Each issue is described in detail in the cited documents (see bibliography). Readers are encouraged to refer to these documents.

IV. Bibliography

European Convention on Spectator Violence and Misbehaviour at Sport Events and in Particular at Football Matches (ETS No. 20), 1985

*Texts adopted by the Committee of Ministers of the Council of Europe*

- Recommendation No. R (84) 8 of the Committee of Ministers to member states on the reduction of spectator violence at sporting events and in particular football matches
- Recommendation Rec(2001)6 of the Committee of Ministers to member states on the prevention of racism, xenophobia and racial intolerance in sport

*Texts adopted by the Parliamentary Assembly of the Council of Europe*

- Recommendation 963 (1983) on cultural and educational means of reducing violence
- Recommendation 1434 (1999) on football hooliganism
**Texts adopted by the Standing Committee**

- Recommendation No. 1/87 on alcohol sales and consumption
- Recommendation No. 2/87 on crowd search
- Recommendation No. 3/87 on police co-operation
- Recommendation No. 1/88 on the use of advisory police “spotters”
- Recommendation No. 2/88 on preparation for major events
- Recommendation No. 1/89 on guidelines for ticket sales
- Recommendation No. 2/89 on comprehensive report on measures to counter hooliganism
- Recommendation No. 1/90 on identification and treatment of offenders
- Recommendation No. 1/91 on the promotion of safety at stadiums
- Recommendation No. 2/91 on international police co-operation for international football matches and tournaments
- Recommendation No. 1/93 to parties on measures to be taken by the organisers of football matches and public authorities
- Recommendation No. 1/94 to parties to be taken by organisers and public authorities concerning high-risk indoor sport events
- Recommendation No. 1/97 on the use of standard forms for the exchange of police intelligence concerning high risk sport events
- Resolution 1/97 on the use of non-discriminatory terms
- Statement on fences and barriers (1997)
- Recommendation No. 1/99 on stewarding
- Recommendation No. 2/99 on the removal of fences in stadiums
- Recommendation No. 3/99 on the identification and treatment of offenders and the exchange of intelligence at the European Football Championship (EURO 2000)
- Recommendation No. 1/2002 on guidelines for ticket sales at international football matches (teams and nations)
- Recommendation No. 1/2003 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

**Conferences and seminars**

- Multilateral Sprint Seminar on Combating Hooliganism (Berlin, 26-27 November 1998)
- Multilateral Sprint Seminar on Violence (Bucharest, Romania, 21-22 September 2001)
- Multilateral Sprint Seminar on Violence in Sport (Antalya, Turkey, 3-4 October 2002)
2. Recommendation No. 1/2003 of the Standing Committee on the role of social and educational measures in 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 No. 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 stadiums 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, stadiums 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 stadiums;

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 that the parties to the convention:

– take preventive social and educative measures aimed 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.
Handbook on the prevention of violence in sport  
(Appendix to Standing Committee Recommendation No. 1/2003)

Introduction

The prevention of spectator violence is a necessity for many sports events in every country of Europe.

The concept takes many forms and corresponds to widely differing realities in practice.

Preventive activities vary widely, ranging from evening remedial lessons for child supporters run by football clubs and adventure sport activities organised for hooligans at weekends, to well-publicised fan embassies at major tournaments, and fair play campaigns. Activities are also organised by private associations on their own initiative, and others are run under government programmes carried out by public or semi-public institutions.

Even if the philosophies and the political lines behind them vary, these schemes as a whole prove highly useful and are definitely effective.

The promotion of a more consistent approach to problems that are common to many different countries is desirable. This is particularly important in the context of international matches or tournaments.

This manual is designed to identify and promote existing good practice so that individual countries may learn from each other’s experiences. It is not intended to be prescriptive. It is a menu from which each member state may select according to its needs and circumstances.

Most incidents at sports events stem from either defective infrastructure, inadequate organisation (sale of too many tickets, spectator areas with insufficient capacity) or the poor organisation and actions of the security staff. It is now possible to take the view that, if national legislation and security regulations are complied with, the recommendations made in the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches are applied, and the crowd is well managed, the kind of disasters that happened in the 1980s and early 1990s can now be avoided (although the circulation of spectators and ticket management are still areas of concern, in the latter case especially where international tournaments are concerned, because of the existence of black markets).

I. General principles behind a prevention policy

A. The current situation as regards hooliganism

In this early part of the twenty-first century, spectator violence at football grounds still remains a topical and disturbing problem, in spite of all the efforts made and resources invested to combat this over the past twenty years or so.

Most European countries are affected to a greater or lesser extent. However, the problem takes different forms. In most countries, the situation has been stabilising, with violence shifting from inside football grounds to outside, including urban areas and city centres. In some countries the nature of those involved in such violence has also changed. Football fans include young people from difficult neighbourhoods and hooliganism is becoming linked to urban violence.
1. Clubs and leagues

Violence has occurred at football grounds ever since football became a spectator sport, namely since the 1870s in England and the early years of the twentieth century on the continent.

Spectator violence, whether spontaneous or planned, is most closely associated with professional football, though in some countries it is also to be found in the amateur game and in a variety of other sports.

The contemporary football world also faces violence of a premeditated kind. This is group violence, in the form of physical aggression or vandalism, engaged in by hard-core groups of supporters. These hard-core groups follow a particular club and systematically seek confrontation with their counterparts from rival clubs. They regard themselves as elite supporters and their membership of a group of hooligans as a “way of life” which helps to add value to their social identity.

This violence may take a relatively organised form. Some hard-core groups make use of new communications technologies (GSM, the Internet, and so on) when planning and carrying out their acts of violence.

2. International tournaments

International tournaments are one-off large-scale events where considerable spectator movements and significant crowds have to be managed over a fairly long period of time. Over the years there have been a number of serious incidents of disorder.

In most places, virtually no incidents occur inside football grounds during such tournaments; most incidents happen in city centres, after matches or in the days between them.

B. The need for preventive measures to combat violence in sport

A large number of practical measures have been introduced both by states and through international co-operation since the Heysel tragedy to prevent violence. These measures relate to police activity, infrastructure improvements, crowd management, video monitoring, and better organisation (ticketing). This has included the use of the criminal law.

In contrast, while many pro-active educational or social initiatives have been launched at local level to prevent football supporters resorting to violence, there is no common or co-ordinated approach towards prevention at international or pan-European level.

It is therefore desirable that greater attention and emphasis should be given to pro-active preventive measures at these levels. These should be seen as complementing conventional security measures. An appropriate balance needs to be maintained between these different measures.

While the constitutional arrangements will vary from country to country, in most of them local authorities are likely to have a major role to play in developing and providing the various measures described in this manual for preventing violence in sport. Indeed, the lowest tier of public institutions, particularly city councils, may need to be catalysts in prevention policies and to give impetus to activities involving sports organisations or associations.
II. Initiatives and preventive measures

A. Relations between clubs and supporters

1. Introduction

The relationship between clubs and supporters provides a framework for a number of preventive measures. The clubs should take responsibility for initiating these.

It would seem natural for sports clubs and federations to adopt a stronger fan support policy, thus starting a process by which they draw closer to their fans, forging a new social link.

2. Supporters’ charter

In an ideal world, a joint charter would be drawn up by the club and the representatives of its supporters’ associations, setting out the club’s obligations to its supporters and the supporters’ obligations towards the club and clearly defining each party’s rights and duties. This would help to formalise the relationship between clubs and supporters.

A supporters’ charter could cover membership, consultation and information, accessibility, ticketing policy, merchandise, community activity, and loyalty rewards. It should be based on communication with the club, involve partnerships with local authorities and the media, and be centred on the values of fair play in sport.

UEFA could encourage national associations to set out a possible way forward, using positive examples.

3. Club officials responsible for supporter relations and associations of fans

Clubs should value supporters’ associations, encourage their setting up and consult them regularly on issues that affect supporters. The more such groups are involved in the club’s decision making, the more they are likely 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.

All professional clubs in Germany have successfully adopted a system whereby a club official with decision-making authority has been made responsible for relations with fans, so as to ensure that supporters’ associations receive support and that the process of communication between club and fans is a concrete and permanent one. This is a requirement from UEFA for all clubs in international competitions.

4. Supporters’ departments

Larger clubs could consider establishing specific “supporters’ departments” to manage all aspects of their relationships with supporters. These will vary from club to club but may include ticketing, fixture list, information, organisation of travel to matches and regulations. Many clubs employ supporters in these departments. Part of the club management structure, they provide a specific interface between the club and its supporters.
B. The club’s role in its social environment

1. Working with the community

As clubs have a high symbolic value, they are uniquely placed to play a leading role within their neighbourhood, their community and the whole of their local environment throughout the week. The club can play a pivotal role in supporting broader social policies and can represent a genuine driving force for the promotion of sport and for encouraging the learning process for young people, and even for supporting good citizenship. Football’s link with society cannot be limited to match days, or stop where the sporting competition ends.

There are various noteworthy examples which show the way and deserve adoption elsewhere.

One is the community programme run in England. This may typically comprise a partnership with the local authority’s educational services, under which the club organises remedial lessons for children who have difficulties at school. Classes are taken by official teachers at the ground, to which pupils are brought in vehicles bearing the club’s logo. A high level of voluntary participation has been achieved, as has a clear improvement in the children’s school results.

Another example are the “social units” to promote the playing of football in residential neighbourhoods, to organise amateur football tournaments and to get professional players involved in campaigns which highlight the value of engaging in sporting activities and of sporting ethics.

Some clubs in the Czech Republic, with the help of government programmes, have set up junior fan clubs, aimed at very young supporters (from 8 to 12 years), and these run sporting and educational activities, as well as offering social assistance with the help of a social worker, at a “clubhouse” which is a centre for leisure activities. The aim is to highlight such groups of young supporters with a positive mentality and positive behaviour, thereby giving rise to a new culture of sport and developing a new generation of fans who will remain loyal.

The numerous local initiatives deserve support and an international framework. It would be useful in this context to appoint within every national federation, and at UEFA and FIFA, a person to be responsible for prevention and social programmes, and who would help develop such activities and provide institutional support for them.

2. The city at the stadium and the stadium in the city

The football ground is the place where many different kinds of people come together, and sport provides a potential link between all the various component parts of the urban community, encouraging positive group action.

The football ground should play a full part in the life of the city, so that the people who live in the city also feel a sense of belonging at the football ground.

During World Cups, for example, the stadiums could help to foster the involvement of local people in the sporting sphere and to bring the sporting infrastructure into the heart of the city. Firstly, by taking advantage of the pool of jobs to which the World Cups give rise, in synergy with the social re-integration programmes being run with young people in the
neighbourhoods, secondly, by organising tours of the stadium for local people to show that it remains accessible, and finally by organising multicultural days in the context of the sporting event in which all local associations and authorities take part.

C. Fan coaching

1. The social and educational coaching of fans

Having regard to the changing nature of hooliganism and to its particular local circumstances, several countries have concluded that it is necessary to ask social workers to carry out educational activities targeted specifically at supporters, and have taken steps towards this end. Supplementing both passive security measures connected with infrastructure or supervision and police action to manage events, fan coaching is part of an operational prevention policy extending over the medium and long term, based on ongoing grass-roots work with supporters.

2. Definition

Fan coaching is part of the effort described as “pro-active socio-prevention”. It is carried out wherever the target audience is to be found and requires such an approach. Promoting a positive fan culture and creating positive conditions for the stay of visiting supporters are key prerequisites.

The basic principle is one of active social and educational action in the field by skilled professionals who work in a targeted manner, focussing on groups of young football fans. It is essential to let projects evolve continually, ensuring that new staff are constantly brought in and provided with in-service training, so that activities do not become bogged down in tradition. The supporters’ world is changing, so, by definition, fan coaching projects have also to develop.

Fan coaching schemes are quality background activities that take on their full scope when they are part of the local environment, and they are run within a club or a city. Fan coaches’ intervention in the specific area of football is part of a broader prevention or urban security programme implemented at municipal level.

In practice, fan coaching is carried out in many different ways, mainly because supporters have different profiles, but also because hooliganism itself differs as well, leading to the adoption in each country of different methods of action. Fan coaching is therefore a flexible concept, adapted to each situation on the ground, according to local needs and specific national cultures. The most structured and institutionalised efforts in terms of fan coaching have mainly been made in Belgium, Germany and the Netherlands.

In these countries, the activities are carried out by teams of professionals specialising in social or educational work and steeped in the supporters’ culture. Due to the sensitive area in which the activities are conducted and the complexity of the psycho-social problems involved, the teams work in and among the fans.

As regards responsibilities and funding, governments have a role to play, with direct support from the clubs and local authorities concerning the organisational aspects and implementation.
3. The staff involved

Fan coaches usually work under an employment contract.

4. The method

Fan coaching involves a mobile effort, both home and away, and also encompasses ongoing educational and social work during the periods of supporters’ lives when they are not involved in football, thanks to the organisation of structured educational activities.

While some fan coaching takes place on match days, using a situation-based approach, its main focus is on educational and social activity, which is ongoing during the rest of the week.

   a. Educational activities

   The educational activities provide a valuable opportunity to carry out specifically targeted educational work with young supporters outside the particular context of matches, with their associated excitement.

   The organisation of classical sporting activities (such as football on a full-sized or smaller pitch) as part of an educational project to involve young people and make them more responsible is also intended to prevent young supporters from finding themselves at a loose end in their cities, while at the same time enabling them to meet their need to be active. Some structure is offered through participation in amateur championships.

   Adventure sports, such as rafting and climbing, prove very appropriate, enabling young supporters to prove their worth in a positive field, by meeting open-air sporting challenges, rather than through resorting to violence. They also enable young people to expend their pent-up energy, while providing them with the excitement they need. Significantly, they learn proper standards by participating in this kind of activity.

   As the key to these efforts is learning to be actively involved and to be responsible, offering supporters consumer activities merely to keep them occupied is to be avoided, for the essential aim is to enable young supporters’ positive resources and potential to be used and developed, and to express themselves through action.

   b. Social support

   The link with football may provide an opportunity to carry out social work targeted at certain disadvantaged groups. Fan coaching may thus enable individuals with social difficulties who are not helped by conventional institutions to be given assistance. When fans’ social situations are improved, one step is thereby taken towards making them more independent, also as individuals.

   c. Street work

   Permanent contact with fans is important, providing the cement that binds the educational work that needs to be done.
Such contact may be maintained through street work carried out in residential neighbourhoods or on premises frequented by fans, such as bars, keeping in contact with them between matches and activities, and enabling a relationship of trust to develop.

It may take the form of a fan centre: an educational infrastructure open during the week, offering games and educational material, and providing a place where fans can meet each other freely in an educational context. This kind of infrastructure provides a permanent interface between fan coaching and fans.

d. Match days

The main aim of fan coaching on match days is to ensure that a channel of communication is open between supporters and organisers.

When fan coaching services are provided by staff recognised by the authorities and accepted by the fans, the staff can be regarded as a link between organisers and fans. Thanks both to their special position at the heart of events and to constant dialogue, they can often defuse some conflicts and thereby help to avoid certain incidents.

5. Relations between fan coaching schemes and the police

Fan coaching taking place in a context of integrated prevention is of proven effectiveness. An uncoordinated approach could prove counterproductive. Positive co-operation between the police and fan coaches is vital to a long-term structured prevention policy. While the methods differ, the objectives are identical: to reduce violence in sport.

Both partners therefore need to understand each other’s roles and perspectives and to value their contributions, in particular on the defusing of tension on match days. Fan coaches can act as important channels of communication between the police/clubs and groups of supporters.

In successful projects, the police and fan coaches have established a formal mechanism for consulting each other and exchanging information, co-ordinated through the local authority. At the same time, while there is considerable merit in a formal police contribution to the management of the fan-coaching project, some countries consider it inadvisable to integrate the police into the fan coaching structure.

6. International co-operation in the field of fan coaching

With both football and hooliganism now having an international dimension, other countries may wish to adopt the fan coaching approach according to their local needs.

Each country, region and city has its own peculiarities, and activities must be tailored to these specific local features, in particular as regards the level of institutionalisation and dialogue between fan coaches, the club, the local authority and the police.

International relations between fan coaching schemes could focus on exchanges of specific experience, so as to reinforce and enrich each country’s practice.
There is a strong case for local fan coaching activities to be interlinked via a national platform. Thus each country might wish to appoint a national fan coaching correspondent to help centralise information and disseminate it both locally and to counterparts in other countries. This could prove valuable when clubs are competing in international competitions.¹

These correspondents might come together from time to time in an appropriate forum to analyse developments and share their experiences.

Fan coaching is a concept that is primarily aimed at club supporters. Any international fan coaching structure for fans of national teams should focus more on the concept of the use of “accompanying persons” (see section E.6), a concept that is more flexible and enables the work done to extend to all supporters. While the accompanying persons may include some workers from the fan coaching schemes, not all need come from that source.

D. The role of local authorities and other agencies

1. Educational activities

Local authorities are best equipped to co-ordinate and support activities that use sport as a tool for prevention or re-integration, especially activities run in schools or targeting school pupils. In Austria, for example, some activities are organised to teach school pupils about fair play and tolerance, and to inculcate in them respect for other cultures, by making them aware of the need to combat racism. At the same time, the FARE network runs national and international campaigns against racism.

In the urban context, one of the main focal points for action is that of rough estates, to which priority is given where policies of prevention through sport are concerned. It is important to provide facilities to enable young people from disadvantaged communities to engage in sport on a regular basis and in a structured context, and for financial considerations not to constitute an obstacle to this.

Amateur sport is the basis of all sporting activity and has a key role to play. While the media focus first and foremost on professional sport, the problems of violence are also significant in day-to-day sport, including in amateur football.

In addition to awareness-raising campaigns, targeted action is needed among amateur clubs and those who take part in sport at that level.

French legislation provides for an “officer responsible for the prevention of violence in sport” to be appointed in twenty-six départements. This officer acts as a resource person and a facilitator for local sporting associations, institutions and other bodies, with a view to combating violence in amateur sport.

2. The role of advisory committees for the prevention of violence in sport

¹ If this information is seen as useful for the guarantee of public order, the national fan-coaching correspondent can pass it on to the national police football information point. The national police football information point can then in turn pass on the information to the national fan-coaching correspondent whenever this could be useful to the correspondent’s work.
Local authorities need to establish appropriate structures for addressing the problem of violence in sport and for co-ordinating activities. These could take the form of a committee made up of members who play an active part in fan coaching, the police, the football club and the courts, in combination with youth and sports associations and institutions of higher education.

The committee could also be responsible for offering opinions and sending proposals to the local authority on the form to be given to prevention policy and to its programmes. It could act as a direct intermediary between those who work in the field and policy-makers. It could also give impetus to specific projects involving the partners, either in the form of awareness-raising campaigns or through targeted action meeting real needs.

Finally, it could identify new trends, with a view to ensuring speedy, appropriate and effective responses. In some countries, such committees already exist at national level.

E. Fan embassies

1. The atmosphere of the tournament

The fundamental principle underlying the organisation of a sports event must be the priority given to spectator and public safety. Thus the major challenge during sports events is that of striking a balance between the strict requirements of safety and security in the light of actual risk factors and the need to maintain the festive and convivial nature of the event.

The event must remain a welcoming and festive one, with local and foreign fans being treated properly and with respect. As far as hospitality in connection with the matches is concerned, there is a need for a clear, well-understood and, where possible, consistent approach to the way in which supporters are treated, to the reception facilities organised for them and to the transport and accommodation policy adopted.

This can only be achieved if there is an integrated strategy under which all the responsible parties work together with common aims and objectives. This partnership requires a consensus among all concerned and their involvement during both the planning stage and the event itself.

It is important to note that the work done before matches take place, in the hours and even days preceding games, is vital. Well-organised events preceding matches invariably have a positive effect on supporter behaviour and on the atmosphere in the ground.

A fundamental aim of such preventative arrangements is to create a partnership with the police, and to relieve them of some of their workload (in respect of the secondary task of providing public information), thus enabling them to concentrate on their main task of maintaining public order. The prevention programme also plays a significant role in creating a calm atmosphere and hence limiting the number of situations that might require police action.

2. Purpose

Fan embassies are intended to offer a point to which foreign supporters can go, and they focus on fan culture and on supporters’ specific needs during the tournament. They provide supporters with an opportunity to talk in their own language to people familiar with the
supporters’ specific environment, and who have the necessary skills to help solve their individual difficulties. Fans can also obtain information and assistance relating to matches, to ticket sales, to accommodation, to travel, to leisure activities, to any planned screenings of matches, to the theft or loss of documents and to health care, and a wide variety of information about such matters as currency exchange or alternative activities.

The aim is thus to provide a channel of communication between supporters and the local and national authorities and the tournament organisers, particularly so that up-to-date information can be rapidly and efficiently disseminated, for a tournament, by definition, has a life of its own and can undergo constant change, with situations altering considerably and speedily. As the tournament itself is not fixed and immovable, it is essential to have a facility directly linked to the situation in the field, and able to adapt to changing situations.

Fan embassies can also represent the views of the supporters to the authorities if problems arise and take pro-active initiatives to build good will between different supporter groups and with local ethnic groups.

3. Functioning

a. Structure

During any international tournament, each host city should have a fan embassy scheme. Various formats are possible: a single embassy, or two embassies – one for each of the countries concerned – possibly even with a third information centre for other foreign fans in transit. The degree of professionalism and the structure’s autonomy differ according to national cultural tendencies. Fan embassies are sometimes set up by the organising public authorities or alternatively by the supporters themselves.

The key requirement is that the structure should be capable of dealing with supporters in an appropriate manner, in particular fans of visiting teams.

b. Staffing and human resources

Clearly it is desirable for those involved in fan embassy provision to be adequately resourced and to possess the skills required to fulfil the functions described above.

In some cases, these can be paid staff contracted to an institutional authority or appointed association. In other cases, the involvement of committed volunteers from supporters’ organisations has also proved effective.

The staff of a fan embassy should collectively possess an understanding of the fan culture of its target groups; detailed local knowledge; close contact with all relevant local, national and international agencies; and good knowledge of the languages of the target groups and the host nation.

c. Opening hours

Fan embassies should be accessible and contactable by telephone during the greatest possible number of hours. Experience has shown that permanent opening throughout the tournament may be desirable. The embassies must be open for as long as possible on the day before, the
day of and the day after each match. One of the advantages of fan embassies is their accessibility, and another is their flexibility, enabling them to adapt to the situations that arise and also to tailor their activities to the lifestyles of visiting supporters.

d. Location and access

Choosing a location is a sensitive part of the preparations, as fan embassies should be accessible, visible and in a place that is easy to get to. This question of location needs to be the subject of close consultation between prevention services, supporters’ associations, police and local authority, in the light of specific local characteristics. Ideally, it is useful for fan embassies to be located in city centres, enabling a considerable amount of work to be done in advance of the match and making the embassies accessible to the greatest possible numbers, for supporters as a whole traditionally go to the ground only an hour or two before kick-off.

It is useful, as was done at Euro ‘96, to set up a fan consulate near the ground, so that supporters have an alternative point of reference during the periods immediately before and after each match.

The way to fan embassies should be indicated by means of effective and visible signs, making it easy for supporters to find them and making them accessible at any time. It helps if the signs contain a logo that is common to all the host cities, making identification easier. The literature distributed to supporters in their own countries before the tournament should give the addresses and other details of the fan embassies. Printing special posters with city maps showing the location of fan embassies (and other useful information such as where to find bus stops, cash dispensers, etc.) for display in the windows of shops and cafes will enable supporters to establish their own location or to find out where their fan embassies are.

e. Reception facilities, services and information

As fan embassy staff are in constant touch with the organiser, local and national authorities, the police and the security services, they are able to provide supporters with up-to-date and accurate information. They must make sure that this information is definite and reliable, and constantly check its accuracy, so that no misleading information is provided to supporters.

An associated aim is to nip rumours in the bud. The widest variety of quite fantastic rumours circulates among supporters during tournaments, and these may create difficulties that are not easy to deal with. As fan embassies combine an official position at the heart of the network of organising bodies with special and immediate relationships with supporters on the spot, they are able rapidly and definitively to help put a stop to such kinds of rumours.

Matches and arrangements for the tournament

Fan embassies distribute brochures containing information about football grounds, their location, access to them, local public transport and the kick-off times of matches. This information should include legislation or regulations relating to the tournament or to crowd management and the rules applied within each ground, including any items that are prohibited and forms of behaviour which are regarded as anti-social. Regulations vary from country to country and even from match to match, as far as items such as banners, fireworks, cameras, mobile telephones, video cameras and umbrellas are concerned.
Tickets and their distribution

Tournament organisers should make accurate and up-to-date information available to fan embassies about pricing, sales outlets, the numbers of tickets remaining (if any) and the time limits and conditions applying to sales or provide a point of contact for them to obtain this information. It is important for fans to be told at a sufficiently early stage - and to know that this information is reliable - when a match has sold out, or how many tickets are still available and at what prices, or when ticket sales have finished. Fan embassies do not, however, sell tickets.

Accommodation

Generally speaking, fan embassies complement or back up conventional tourist offices, which provide information about various types of accommodation and services. It is important that information be provided not only about hotels, but also about more economical accommodation, such as campsites or bed and breakfast establishments, and accurate information should also be supplied about public transport services to these places (location, cost and timetable).

When all local accommodation is taken, supporters must be able to be pointed towards more distant accommodation and told about the means of transport they can use to get there. When more critical cases arise, fan embassies may, in consultation with the local authority or police, identify the need for emergency and temporary accommodation for supporters, directing them to improvised campsites, gymnasia with camp beds, and so on.

Travel

Moving around the country, within its cities and to and from its football grounds, is a major challenge during tournaments, and the quality of information provided on the subject is particularly important. Not only city maps, but also public transport timetables (for trains, buses, trams and underground railways) should be available, and supporters should be provided with information corresponding to their personal needs. Information similarly needs to be provided about public and privately owned parking areas in the city or near the ground, park-and-ride facilities and the timetables of shuttles to the ground (ideally with a stop at the fan embassy).

Theft or loss of documents

Official documents, such as identity cards, passports and social security documents, as well as airline tickets and match tickets, among other things, are frequently lost or stolen during tournaments, causing dismay to the supporter who feels lost in an unknown environment and has to try to cope with a foreign language. Supporters need the benefit of a direct link or of having their problems dealt with directly by the fan embassy, the reception facilities and hospitality of which come into their own when this kind of problem has to be solved.

In this context, the presence of a consular official in the vicinity of the fan embassy proves a considerable bonus and is therefore recommended.
Health care

Fan embassies need to be able to supply information about hospitals, ordinary or emergency medical services, emergency dentists and social welfare systems, so that supporters can be pointed in the right direction.

Activities

Fan embassies are a major source of information about leisure, sports and cultural activities organised for local people, or specifically for supporters, in the city or in other parts of the country, as well as details of how to get there. Such activities are sometimes even organised by fan embassies themselves, by or for supporters, and these extend to concerts, games and other activities.

It is important that information be up-to-date, and that the very latest news be passed on, for many activities are organised too late to be publicised in official literature, and alternative activities may not be included in this. Other activities, news of which should be circulated mainly by the fan embassy, include public screenings of matches. These are not always planned in advance and sometimes provide a last-minute solution to the problem of channelling the movements of spectators who cannot be accommodated at a sold-out match.

4. Other aspects

a. Embassies in transit cities

As well as setting up the basic fan embassies in host cities, additional facilities can usefully be set up in those cities through which large numbers of fans will pass, or where large numbers will be staying. Such cities are those which have tourist attractions, are centres of entertainment, offer attractive activities or have large numbers of hotel rooms likely to be used by many supporters, or cities located in such a geographical position that supporters will inevitably pass through them.

These scaled-down facilities can easily be placed within ordinary official services, such as tourist offices. One of their roles is also to provide information about the tournament’s host cities.

b. Local information centres

It is useful if local organisers or local authorities can establish an information centre for local fans at the ground, so that they can obtain information. This would complement but not supplant the classic fan embassies. A classic fan embassy in the city with large numbers of staff is not justified over the whole period of the tournament.

5. Finance

If it is to operate effectively, a fan embassy will incur significant logistical and staff costs.

In view of the one-off nature of the event, part of the needs may be met with equipment, premises and staff made available by local authorities and associations. However, special funding is essential.
Governments and tournament and match organisers will need to play their part in providing the necessary funding and support for the facility.

6. **Accompanying persons**

   a. **Role and tasks**

   Some countries also find it useful to send accompanying persons with their supporters who travel to other countries or to request that such persons accompany supporters coming from other countries. These persons come from the fans’ countries of origin, speak the host nation’s language and are familiar with the culture of the national supporters.

   They travel with their national supporters wherever they go within the host country, basing their movements on the dates of the fixtures. They are present in the host city on the day before, the day of and the day after the game. They also travel to other places if large numbers of fans are present there.

   They may either be based in the fan embassy and provide a form of outreach to spectators or they may act as stewards, escorting organised groups from their home countries to the stadium and home again. This latter form is more commonly adopted for the supporters of clubs playing in international competitions.

   Such accompanying persons have no legal status outside their own country so their role must, by definition, be limited.

   Their main duty is to look after the visiting supporters and to provide appropriate services so as to improve the reception that they receive and to optimise the hospitality shown to them. They can provide the fans with information and help them to solve problems, in close consultation with the fan embassy.

   They play a roving fan ambassador role, helping to develop and strengthen a positive fan culture based on respect and tolerance. In some circumstances and in some countries, they may also be able to facilitate dialogue between police and supporters, so as to defuse tension and settle disputes without the need for police intervention.

   In some circumstances, by agreement between the two countries concerned, they may be able to perform the tasks undertaken on match days by fan coaches (see section C). In this case the same considerations apply as at the local level.

   b. **Structure**

   The size of the team and the means of liaison with the organisers, police and local authorities will vary according to local needs and circumstances. It is important to ensure that there are clear lines of communication and that the responsibilities of each party are agreed and clearly understood.
c. Recruitment, selection and training

Host countries may also find it helpful to recruit welcoming staff and interpreters from among the nationals of visiting countries who already live there. Some countries, such as Turkey and Yugoslavia, may have many supporters resident in the organising country or neighbouring states. Other nations also have a considerable number of immigrant fans on the spot, among them Spain, Italy and Portugal.

The desired profile for accompanying persons does not necessarily have to be that of someone who does the work professionally or of someone who works in the education sphere with hooligans or with juvenile delinquents. As their tasks are mainly those of primary prevention aimed at all supporters, it may be beneficial not to be led by professional reflexes or different work practices.

F. Activities for local people during international tournaments

1. Awareness-raising campaigns

Related activities need to be held to raise awareness among local people and encourage them to get involved in the event, so that the festive dimension of the tournament and the concept of hospitality come right to the fore. If this is done, a convivial atmosphere will bind everyone together in the spirit of fraternity everyone expects during the tournament.

The tournament, with all its heavy symbolism, can act as a catalyst for larger-scale preventive activities. The dissemination of the values of tolerance and respect is encouraged through multicultural activities and awareness-raising campaigns.

Awareness can be raised among local people through preventive campaigns. One example of a very worthwhile initiative is that of the primary prevention activities undertaken in the “Welkom!” schools project in the Netherlands.

It is necessary to emphasise the festive side of the event, as well as the concept of fair play, and, in particular, to demystify the mood of panic inevitably generated by the media in the preparatory phase of such tournaments, to help reduce tension in the local population, and to get ready for a fraternal festival of football, rather than for confrontations with foreign invaders with a thirst for both beer and violence.

People who run pubs and bars are a specific target, for they play a vital part in preventing over-consumption of alcohol. Both staff and management of alcohol outlets need to be made aware of their responsibilities. Information needs to be targeted at them so as to reduce the likelihood of incidents occurring.

2. Targeted prevention

An effort must be made to avoid making an already socially vulnerable group of the population feel excluded. It is undesirable for the tournament and all that goes with it to become the preserve of a few privileged people. Preventive activities need to be carried out in local estates, especially those considered difficult.
Such activities should take further local policies on integration through sport and on intercultural prevention, and should be organised in co-operation with associations and similar bodies that have experience of socio-preventive work. Alternative activities can be organised to avoid leaving people at a loose end or bored, a situation which often leads to offences being committed, examples of such activities being sporting tournaments, taster sessions in certain sports, themed evenings, concerts and educational activities. Such activities also have a structuring function if they are part of a carefully considered educational project. And they distract the attention of young people from their potential interest in possible conflict areas and from taking part in clashes.
3. The role of local authorities in preventing violence in sport in Europe

Study carried out for the Congress of Local and Regional Authorities of Europe – Council of Europe by the European Forum for Urban Security

Note: The authors of this study are Mrs Elizabeth Johnston and Mr Grégory Bogacki of the European Forum for Urban Security.

Introduction

“While the constitutional arrangements will vary from country to country, in most of them local authorities are likely to have a major role to play in developing and providing the various measures described in this manual for preventing violence in sport. Indeed, the lowest tier of public institutions, particularly city councils, may need to be catalysts in prevention policies and to give impetus to activities involving sports organisations or associations.” This is the closing paragraph of the chapter entitled “General principles behind a prevention policy” in the handbook appended to the Recommendation on the role of social and educational measures in the prevention of violence in sport and in particular at Football Matches, adopted by the Council of Europe in January 2003 (Recommendation No. 1/2003).

Admittedly, violence connected with football matches affects European countries in different ways. Hooliganism itself is a progressive phenomenon: it focuses first of all on referees, then on confrontations between rival groups of supporters, and eventually shifts out of the football ground and into the city. Nonetheless, impetus at international level has been, and still is, necessary in order to address this problem, the main elements of which are common to the various European countries. Moreover, it must be borne in mind that any country may experience hooliganism during international matches.

The European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches, signed in 1985, and the recommendations subsequently adopted on the basis of that convention, prompted most European countries to step up practical measures to improve security at football matches. While the problem of violence in sport requires a multifaceted approach (court practice, police organisation and preventive action in the broad sense), introducing those social and educational measures now being promoted by the Council is the next task for European countries in this area.

This study aims to identify the role that local authorities can play in preventing violence at professional football matches, so as to enable them to follow up the proposals set out in the recommendation of January 2003 as effectively as possible. In most cases, the measures referred to in the handbook of good practice fit into action plans implemented at local level.

The first question that arises is whether cities have the legal capacity to play this key role in prevention policies, and whether they can obtain the necessary financial resources.

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In France, for instance, vandalism of club premises and players’ cars and attacks on sports journalists are all fairly recent developments.
More generally, it is important to ascertain the level of municipal involvement in policies to prevent urban crime.

The answers to these questions depend firstly on the constitutional status of local authorities in each Council of Europe member state. They also depend on each country’s specific approach to prevention policies. To varying degrees local authorities have developed crime prevention strategies, be this on their own or on their government’s initiative.

In view of the range of structures and local prevention policies, and the fact “that there is no single solution to the problem of violence in sport, but rather a series of convergent measures taken by both the voluntary and institutional sectors”, setting up partnerships involving local authorities may be a way of promoting local initiatives to combat hooliganism and all forms of violence connected with professional football matches.

This strategy also allows for the fact that the organisation of matches entails a series of operations, each involving a different combination of agencies. The organisation of a match may be divided into specific stages, such as preparation of the list of fixtures, ticketing arrangements, designation of areas in which alcohol is banned and areas to which entry is restricted to spectators holding tickets, arrangements for channelling rival supporters, crowd searches, the provision of mediation for supporters and supervision of the stadium grounds.

For each city discussed, the report gives a very brief overview of the situation of football-related violence and of the legislative and regulatory framework for policies to counter such problems. It also outlines the role of municipalities and other local authorities within this framework. Lastly, it lists a number of specific measures taken by cities to prevent violence in connection with football fixtures.

The cities selected provide a varied sample in terms of the role played there by local authorities in preventing violence.

If the various cities had to be classified, the first distinction would be the extent to which police services are decentralised.

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4. Given the time available and the operational objectives of this report, it was not possible to conduct comprehensive research on local and regional authorities in Europe. Information was gathered by means of telephone interviews, questionnaires and bibliographic research. Unfortunately, little information was available about policing and prevention strategies in central and eastern Europe. As a result, the report is confined to a broad outline, and focuses primarily on those European cities that are at the cutting edge in this area. A more in-depth study might, inter alia, explore the financial relations between local authorities and central government in the field of social policy.

It was also decided that the study should be confined to professional football matches. Acts of violence sometimes take place at amateur football matches, but such problems, which do not involve crowds of spectators but often the players themselves, are very different in nature. Nonetheless, the development of a culture of “fair play” in sport generally, together with the organisation of amateur football matches alongside major international championships as a way of involving the local population in the event, demonstrates the positive relationships public policies can establish between the amateur and professional levels in order to make football in general more peaceful.

This report does not discuss one other area that seems to be significant in preventing violence connected with professional fixtures: media strategies. In particular, the role of the local press has yet to be analysed. Its impact on attitudes and behaviour would be very different if articles helped to play down certain defeats by local clubs, rather than describing them as scandals, embarrassments or tragedies.
A second major distinction would be the degree of autonomy enjoyed by local authorities in terms of institutional structure and the organisation of social policies in particular.

A third distinction might be the level of experience in relation to prevention policies within the police service itself, along with the emphasis placed on prevention issues at national and local levels. In this respect, a distinction may be made between those countries in which the initial impetus for local prevention policies has come from central government, and the others. In some countries, although the impetus for general prevention policies has not come from central government, the latter may have been the driving force in prevention measures in specific areas, such as sport.

A final distinction might be whether or not local authorities have departments dealing exclusively with such policies.

As shown by the most recent European texts adopted in this area, future strategies to combat violence at football matches will require greater involvement of local authorities, which are best equipped to implement social and educational measures and measures such as the use of accompanying persons, particularly by means of partnerships.

European cities are involved in such measures to varying degrees, and their activities are subject to different frameworks. In many countries, including in central and eastern Europe, local authorities do not play any role in organising sporting fixtures. Specifically preventive policies are most successful in those countries in which the town or city authorities are most involved.

Against this background of institutional diversity and differing practices, stepping up local prevention measures will probably require an international effort to publicise best practices, together with the promotion of partnerships bringing together local authorities and other agencies involved in organising sporting fixtures.

I. European regulations

European legal rules apply to all security arrangements for professional football matches. The most recent texts adopted by both the European Union and the Council of Europe emphasise preventive measures in advance of matches: in future, local authorities are encouraged to play a significant role in countering football violence, through establishing more structured, formal partnerships with other public and private agencies.

a. European Community rules on security at football matches and local authorities

On the face of it, local authorities do not feature in the priority areas promoted in European Community texts on the prevention of violence at football grounds. Yet they are not

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5. Joint Action adopted by the Council of Europe on 26 May 1997 with regard to co-operation on law and order and security; Resolution on preventing and restraining football hooliganism through the exchange of experience, exclusion from stadiums and media policy; Resolution of 6 December 2001 concerning a handbook with recommendations for international police co-operation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one member state is involved; Council of Europe decision of 25 April 2002 concerning security in connection with football matches with an international dimension. This decision focuses on the establishment of “national football information points” designed to concentrate police information about hooliganism in the member states and to enable such information to be exchanged.
completely overlooked, either. Closer examination of these texts reveals that references to local authorities become more frequent as the texts go into greater detail about prevention policies, and as they move from principles to practice.

The resolution of 6 December 2001 aims to develop “international police co-operation and measures to prevent and control violence and disturbances in connection with football matches with an international dimension, in which at least one member state is involved”. The content of the resolution is divided into a section on the police themselves and a section on prevention, and each of these sections is divided into three chapters.

Local authorities are not mentioned in the recommendations concerning police co-operation. None of the three chapters; information management by police services, preparations by police services and organising co-operation between police services, provides for local authority involvement.

Nor is there any mention of local authorities in the chapters on policies to prevent violence, even though one might have thought that city authorities would be more likely to appear in these chapters. Neither the chapter on co-operation between police services and stewards, nor the chapter on requirements for organisers of sporting fixtures\(^6\) explicitly refers to the involvement of cities in any capacity whatsoever.

The chapter on communication strategies provides for co-operation between the press services of the police, municipal authorities, national authorities and organisers. In actual fact, the city authorities are naturally involved in the “production of information with a local slant” and tourist-office publications.

In the second appendix to the resolution, which sets out requirements to be met by organisers, municipalities are implicitly involved in the application of rules concerning facilities (since cities may actually own the football grounds) and the use of stewards. Stewards are generally employed on a casual basis by the club itself, but may also be mediation staff employed by the municipality. Although stewards’ assignments may be casual, they nonetheless require specific skills. The introduction of “employer pools”, in other words, associations of employers who share responsibility for employing staff, may be a way of balancing the short-term nature of these assignments with the necessary skills. The Saint-Denis city council is considering this option, but the establishment of “employer pools” raises legal issues under labour law.

Finally, cities are explicitly mentioned in the last part of this checklist of requirements. Match organisers and all parties involved in the match – the police, local authorities, supporters’ clubs, local residents’ associations and transport companies – must draw up a local charter, “which aims at building a relationship built on mutual trust”.

This charter is ambitious: its express aim is to guarantee the safety of all spectators and other parties involved in the sports event, including local residents, who may be considered involuntary participants.

\(^6\) Efficient management of national and international football matches requires a comprehensive approach involving all agencies participating in football-related events. Effective co-operation between organisers, private agencies, the authorities and police is strongly recommended in this connection. Council Resolution of 6 December 2001, Section 1, second paragraph.
Admittedly, the legal nature of the partnership recommended is not very clear-cut. Indeed, the legal status of “charters” is vague: it fluctuates between a code of honour and contractual clauses, and is generally closer to the former than the latter.

The suggested content of such local charters is probably the most interesting aspect. It is recommended that they include:

- emergency measures in the event that security standards are breached;
- a charter for supporters;
- arrangements for exchanging information regarding supporters’ movements, intentions and habits.

In this resolution, local authorities are clearly not considered key agencies, unlike the police, clubs and organisers. However, the proposal for local charters is a step towards setting up specific partnerships to prevent violence at professional football matches.

Through its support for Eurofan as part of the Hippokrates Programme run by DG Justice and Home Affairs, the European Commission is fostering European co-operation to prevent violence in connection with football matches.

The Eurofan programme is based on the idea of having an international pool of prevention practices to combat football violence. The international conference held in Liège in April 2002, organised by Eurofan with technical support from the European Forum for Urban Security, provided an opportunity to affirm the complementary nature of police action, court practice and preventive measures in the broad sense in the campaign against hooliganism.

It also afforded an opportunity to highlight the key role played by cities in policies for the prevention of hooliganism and to assess the need to give international impetus to the promotion of such measures. Amongst other things, the conference drew on exchanges coordinated by the European Forum for Urban Security between cities hosting international matches during the World Cup, the European Cup and so on.

Professor Kellens’ closing statement to the conference highlighted this dual local and international issue: “Considering the multiplicity of [...] scientific studies and local prevention activities, it turns out to be necessary to provide the prevention policy for sports events with a structure and an international reference framework.”

Professor Kellens then warned: “We were also able to assess, in the field, the danger and counter-productivity of semi-autonomous external structures that did not take the hosting country’s cultural and institutional situations into account and that could destabilise complex structures in a highly sensitive context.”

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7. See the summary *Prevention of violence in football stadiums in Europe*, published by Eurofan fan coaching association (www.eurofan.org) with the support of the European Commission.
b. Regulations laid down by the Council of Europe: a basis for greater involvement of
towns and cities

For nearly twenty years, the Council of Europe has been advocating a comprehensive
approach to preventing football-related crime; it is also increasing its efforts to foster the
pooling of best practices

Since the 1985 European Convention on Spectator Violence and Misbehaviour at Sports
Events and in particular at Football Matches, the Council of Europe has attempted to take the
most comprehensive approach possible to preventing violence. Through the
recommendations it has adopted based on the convention, it has also sought to make specific
suggestions regarding security at matches. For instance, recommendations and statements
have been adopted concerning:

- alcohol sales and consumption, crowd searches and the identification and treatment of
  offenders;
- fences and barriers;
- prevention of racism, xenophobia and intolerance in sport;
- ticketing arrangements for international matches;
- the role of social and educational measures in preventing violence in sport.

The handbook appended to Recommendation No. 1/2003) is itself an application of the
principle of pooling best practices for preventing violence in sport. It demonstrates the
important role played by local authorities in this area. In the great majority of cases,
municipalities, which themselves often instigate new practices to prevent hooliganism, ensure
the proper implementation of such practices in the field.

The chapter of the handbook devoted specifically to local authorities (entitled “The role of
local authorities and other agencies”) actually focuses on the latter’s role in promoting
amateur and school sport. Sporting activities are a tried and tested vehicle for social
rehabilitation and prevention well before violence occurs. However, cities do play a central
role in all the prevention mechanisms discussed in the handbook. This is clear from the
recommendation itself, the general principles outlined in the handbook and the description of
the good practices it promotes.

The recommendation itself

Firstly, the recommendation itself (not including the appendix) focuses on three good
practices to prevent violence connected with football matches: fan coaching, fan embassies
and the use of accompanying persons. Secondly, the recommendation emphasises that the
signatory states to the convention must work with intermediaries in order to develop other
social and educational measures to reduce violence at football matches. In the first instance,
these intermediaries are football clubs: the contracting parties must “encourag[e] clubs to
develop closer relations with their supporters [...and] mak[e] the clubs aware of the role that

8. Amongst other things, the convention recommends: having security forces inside football grounds and along
transit routes, segregation of rival fans, control of ticket sales, exclusion of trouble-makers, restrictions on
alcoholic drinks, security checks, clear distribution of responsibilities between the organisers and public
authorities and ensuring that the layout of football grounds and temporary stands guarantees spectators’ safety.
Specific measures have been taken to prevent racist behaviour and discrimination at sporting fixtures.
they can play in their social environment”. The recommendation then deals with public authorities: local authorities must be involved in devising policy measures to combat violence connected with football matches.

In fact, the very general wording of this provision shows that the involvement of public authorities, and particularly local authorities, in the area of prevention is still an ongoing issue. The problem is precisely that of developing a legal and financial framework enabling local authorities to take preventive measures in partnership with other agencies, both public and private.

**The handbook’s approach**

Firstly, the handbook emphasises the need for international efforts to promote policies to combat hooliganism:

- there is no common co-ordinated prevention strategy at international or pan-European levels;
- a more coherent approach should be taken to the problems common to numerous countries in respect of international matches and tournaments.

Secondly, the handbook outlines the vital role that local authorities should play in this campaign.

In fact, city councils naturally have authority to deal with hooliganism as a social problem. Hooliganism is not isolated from other local issues: “football fans include young people from difficult neighbourhoods and hooliganism is becoming linked to urban violence”.

Moreover, given the way hooliganism develops, there is an urgent need for cities to tackle this public safety issue. As P. Marsh, K. Fox, G. Carnibella, J. McCann and J. Marsh point out in their report, *Football violence in Europe* (1996), acts of violence go through various stages of development. While they start inside the football ground, they then shift outside it and into the city centre. In the last stage of its development, hooliganism consequently becomes a matter of concern for all citizens, especially local residents and shopkeepers. Municipalities therefore have an obligation to become directly involved in combating hooliganism.

In short, to repeat the aforementioned conclusion of the chapter on general prevention principles “in most [countries] local authorities are likely to have a major role to play in developing and providing the various measures described in this manual […]. Indeed, the lowest tier of public institutions, particularly city councils, may need to be catalysts in prevention policies and to give impetus to activities involving sports organisations or associations.”

It remains to be seen what framework is needed to satisfy this desire for cities to become more involved.

**Examples of good practice highlighted in the handbook**

All the practices listed in the handbook appended to the recommendation entail direct or indirect involvement of city councils. The proposals concerning clubs’ relations with supporters contain two main elements: the designation of club officials responsible for supporter relations and the establishment of “supporters’ departments”. For its part, the
supporters’ charter should provide for partnerships with local authorities. More formally, it could be incorporated into a local charter for all parties involved in a match in a particular city, as suggested in the aforementioned resolution of 6 December 2001 of the Council of Ministers of the European Union.

Moreover, the proposals concerning the role of clubs in their social environment inevitably involve a relationship between the club, the club’s city and nearby local authorities.

Fan coaching requires employing qualified professionals who are integrated into the local environment, provided with in-service training and replaced by new staff on a regular basis. For these various reasons, the most likely solution is that such staff will be employed by the city council. In any event, fan coaching requires a considerable financial commitment.

City councils should also play a significant role in ensuring the smooth operation of fan embassies. People with local knowledge, and particularly knowledge of local ethnic groups, must be employed for this purpose. They must be paid enough to ensure their ongoing availability, for instance during international tournaments.

Likewise, in respect of the use of accompanying persons, “it is important to ensure that there are clear lines of communication and that the responsibilities of each party are agreed and clearly understood”. It seems advisable for this system to be overseen by the local council.

According to the handbook’s authors, the organisation of activities for the local population during international tournaments should, firstly, encourage the greatest possible involvement of local people and, secondly, “take further local policies on integration”. Such activities contribute to the festive side of the tournament, in which the city authorities may play a leading role. City council staff seem to be in the best position to achieve these general social policy goals.9

In order to take appropriate action, municipalities must therefore have adequate financial resources to perform these new tasks. The recommendation itself expressly suggests “enabling national and local authorities, and also other bodies, to play a major role in developing policy measures for preventing violence”. The handbook contains several references to funding, in connection with fan embassies and fan coaching.10

Lastly, it is clear that responsibilities for crowd management and law and order cannot be delegated. Owing to the technical nature of such operations, this is not a role for city councils. However, the work to be done in advance of matches and the need for a comprehensive approach to preventive action mean that city councils have a crucial role to play in addressing the causes of hooliganism.

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9. Some countries refer to “urban policy”.
10. In respect of fan coaching, it states: “as regards responsibilities and funding, governments have a role to play, with direct support from the clubs and local authorities concerning the organisational aspects and implementation”; moreover, “local authorities need to establish appropriate structures for addressing the problem of violence in sport and for co-ordinating activities”.

In respect of fan embassies, it states: “governments and tournament and match organisers will need to play their part in providing the necessary funding and support for the facility”.
Explicitly or otherwise, the most recent international texts provide for such involvement on the part of city councils. Financial and human resources must therefore be made available for the implementation of these specific local policies.

The examples of a number of European cities provide information about the range of schemes and practices in place. They also demonstrate the variable involvement of municipalities in this area.

II. The involvement of European towns and cities in policies to prevent violence

The involvement of European towns and cities in policies to prevent violence connected with football matches still varies considerably.

The extent to which different European cities are involved in prevention depends largely on the degree of decentralisation of the police and its general organisation, as well as each country’s specific approach to prevention. The scale of hooliganism and its relationship to other urban crime problems also shape the involvement of cities in this area.

Liverpool, Liège, Paris, Rome and Berlin all illustrate the range of frameworks for action and the various measures taken by local authorities to prevent violence at football matches.

Liège is one of the most successful examples in Europe of a situation where the city council is heavily involved in fan coaching both during and after matches.

Berlin is an example of a city council working in partnership with a youth organisation.

The Paris area is noteworthy for its current work on developing a formal partnership strategy involving urban authorities, clubs and central government, based on a special contract. The Saint-Denis municipality provided an example of efforts to incorporate the World Cup event into city life and to encourage the local population to participate.

Organising the European Cup in England in 1996, the World Cup in France in 1998 and the European Cup in Belgium and the Netherlands in 2000 proved beneficial for those countries, which had all suffered from hooliganism, albeit to varying degrees. The political will to reduce the risk of violence came from the highest level, well in advance of the events themselves.

Rome, Lisbon and the Spanish cities also appear to be stepping up their efforts to prevent hooliganism.

While every effort is now being made to address match security issues in these countries, there has not yet been any attempt to establish more structured relationships between central government and local authorities so that action can be taken in advance with a view to better preventing all forms of violence at professional football matches.

As shown by the Council of Europe report on Poland’s fulfilment of its commitments, Polish cities are also being encouraged, including by the police themselves, to help prevent match-related crime.
A number of other cities are included in order to demonstrate the varying levels of city council involvement; some countries, such as Finland, do not encounter any problems with hooliganism.

a. Liverpool: now that hooliganism has successfully been contained, football is being used as an indirect vehicle for social regulation

British legislation, which is at the cutting edge of efforts to combat hooliganism, has successfully improved safety at football matches.

Hooliganism is no longer an issue at Premier League professional football matches or lower-level professional matches. It is now virtually confined to certain matches played abroad by the English national team.\(^\text{11}\)

In Liverpool, which has two Premier League clubs (Liverpool F.C. and Everton F.C.), hooliganism has all but disappeared since organisers and police have the situation under control. Club supporters themselves contribute to the positive atmosphere that now surrounds the Liverpool team abroad.\(^\text{12}\)

Violence has now shifted from the matches themselves to public places in the city; such misbehaviour probably stems more from excessive alcohol consumption rather than a combination of alcohol and fanatical support for a team. Every effort is made to ensure that these two elements do not mix. English pubs are generally prohibited from displaying football team colours, for instance.

The United Kingdom has, of course, been at the forefront of efforts to combat hooliganism. Since the 1989 Football and Spectators Act was passed, British legislation has specified how responsibilities are to be distributed. For example, the club is responsible for spectator safety inside the stadium, and the police, under the orders of the police match commander, intervenes in emergencies.

Because of its success, this legislation has served, and still serves, as a model for a number of Council of Europe member states. Various control techniques have been, or are being, exported widely. Examples of such include the stewarding system, video surveillance of at-risk stands, excluding hooligans from football grounds, making hooligans check in at the police station on match days, removing standing room and using wire mesh inside stadiums.

England is also the vanguard of crime prevention policies. These were developed during two stages, one in the 1980s and at the other at the end of the 1990s. Since the 1998 Crime and Disorder Act, such policies have been based on local partnerships and are formalised in “community safety partnerships”. While the initial impetus came from central government, which is a significant financier of these local contracts, partnerships are set up between various local agencies, rather than between local authorities and the state, as is the case in France.

The police service itself, which took the preventive action message on board at a very early stage, plays a pivotal role in such partnerships. Local councils also contribute to overall crime management, however. For instance, the city’s police chief and the chief executive discuss

\(^\text{11}\) The bad behaviour connected with the England v. Turkey match in Sunderland in April 2003 is an exception.

\(^\text{12}\) During the first Champions’ League match between Paris Saint-Germain and Liverpool in 1997, a banner welcomed the rival supporters as “legendary fans”.

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and agree on the application of regulatory provisions. The local council is directly responsible for applying security regulations.

This kind of local contract has been established in Liverpool, as in every English city.

A number of programmes to prevent urban violence are based on the rules of football.

Alongside well-known national prevention campaigns, such as the renowned anti-racism campaign “Kick racism out of football”, England has a long tradition of using football in urban policy.

The “Football in the community” programmes set up by the Sports Council in the late 1970s were designed to establish links between clubs and their environment. In principle, these programmes still apply to all professional clubs, but in fact they are operational only in lower-division clubs. They may provide social rehabilitation for unemployed people and young offenders, for instance. Some programmes have focused on integrating ethnic minorities into clubs and terraces. Disabled access to football grounds has also been promoted as part of such programmes.

In Liverpool, the simple, powerful imagery of football is even incorporated in a general policy to prevent unruly behaviour. The local programme “City rules: tackling anti-social behaviour”, launched in late February 2003, is based on a few simple rules and a penalty system similar to the one currently used in football. At weekends, Liverpool residents must play by the rules of the game when they go out in the streets. Anyone breaking the rules for the first time is given a warning; as in a football match, this warning takes the form of a yellow card. The card is issued by a police officer, and records the culprit’s name. It is then entered immediately into a special database. A second infringement of the rules during the same weekend can result in a red card, which may lead to an arrest if necessary. This innovative campaign is largely financed by central government.

While British cities have not had the advantage of a history of devolution, they have undoubtedly reaped the benefits of a history of pragmatism and local action. Admittedly, local authorities do not necessarily play a central role in administering policies to prevent hooliganism. They work as key partners, however, and preventive activities specifically target cities and neighbourhoods.

b. Liège: the city’s role in promoting and implementing a prevention policy for football matches

Incidents of hooliganism have not been eradicated in Belgium, but their numbers are falling. This was clearly demonstrated by the successful recent organisation of Euro 2000.

The 1998 Football Act is the legal basis for the campaign against violence at football matches. It assigns responsibilities according to what has now become an established pattern: clubs are responsible for security within the stadium, and the authorities for security outside it. The Football Act states that an agreement binding on all parties involved in security must be signed before fixtures are organised. This agreement must allocate responsibilities to each

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13. Not using obscene or defamatory language, not throwing missiles or litter in the streets, not blocking the street deliberately, not using threatening or offensive language or gestures, not urinating in the street, not drinking or carrying alcohol in the street.
party and set out criteria for classifying matches according to risk. Preparatory security
meetings are held for high-risk matches.

Belgian mayors enjoy considerable powers when it comes to security. They play a pivotal role
in security arrangements for football matches. Firstly, mayors decide whether or not a match
can be held, and chair the preparatory meetings for high-risk matches. Secondly, they are in
charge of the local police responsible for law and order on public highways during football
matches, as is the case for any other event. Lastly, they can ask the federal police to assist
local police.

A strong commitment to developing a special local policy to prevent football-related violence:
fan coaching.

With considerable assistance from the federal government, Belgium has introduced a
prevention policy at local level. They have set up specific bodies to organise long-term prevention activities. Fan coaching, run by Liège city council, specialises in dealing with fans both before and
during matches. Qualified staff ensure the continuity and quality of the activities undertaken:
six people - a psychologist, two tutors, two social workers and a secretary - work full-time for
fan coaching. Lastly, a special centre caters for the programme’s target group: the fan home,
located inside the football ground, is a permanent facility for fans.

A network of partnerships has been set up both within the city and between different cities to
promote this practice. In Liège, fan coaching itself works in partnership with the Liège
Standard Club, Liège University and the police. This partnership has been put on an official
footing with the setting up of the non-profit making Fan Coaching Association. Euro 2000
afforded an opportunity to implement fan coaching and the use of accompanying persons on a
previously unheard-of scale.

14. Liège received funding of about 2 million euros from the Ministry of the Interior, 1.5 million euros from the
Walloon region and 0.1 million euros from the Ministry of Justice for its security contract in 2002.
15. The idea of developing a policy to prevent violence at football matches emerged in the late 1980s and early
1990s in Belgium. Such policies are now being implemented with varying degrees of enthusiasm in a number of
Belgian cities: Antwerp, Ghent, Bruges and Liers. At national level, the impetus for such policies came from the
federal state.
16. The necessary impetus to set up fan coaching originally came from the federal state. The federal level is still
involved: the standing secretariat for prevention policy continues to provide financial support and to co-ordinate
the different fan coaching programmes.
However, it is cities such as Liège that implement the various programme activities.
Consequently, Liège city council is not merely a full player in the organisation of matches, but the key player in administering prevention policies on a day-to-day basis. It has introduced highly innovative, effective systems for managing hooliganism in advance of matches. In return, the fact that fan coaching can reach a large number of people makes it an excellent vehicle for community work aimed at young and deprived people. As a result, it is genuinely linked to the municipality’s overall social policy.

c. Paris, Boulogne-Billancourt and Saint-Denis: devising a contractual approach in Paris (the special local contract for the Parc des Princes) and the example of the World Cup in Saint-Denis

Traditionally, France has not had many problems with violence connected with football matches. Groups of violent fans are concentrated primarily in Paris and Marseille, although other cities are sometimes affected.\(^{17}\) Fan violence has, however, been growing in France over the last four years, especially in 2002. A report by the Central Directorate for General Information, dated 2 January 2003, expressed concern that “the number of incidents, which has been rising slowly but steadily since the 1999-2000 season, has increased significantly this season”; 150 incidents had been recorded by January, compared with 116 the previous year.

This report describes violent fans in Paris as utterly determined, highly organised and continually replaced by “a mixed bag of 300 to 600 people systematically indulging in racist attacks directly adjacent to the Parc des Princes”. Nonetheless, few French championship matches held at the Parc des Princes give rise to problems. Special security arrangements are put in place when the stadium hosts the *Olympique de Marseille*. In recent years, the most serious incidents have occurred during such fixtures, and when the stadium hosted the Turkish club of Galatasaray during the European Cup.

As in other countries, French legislation, which was tightened in 2003, sets out prohibited acts. The 1993 Alliot-Marie Law makes it an offence to bring smoke bombs into football grounds, for instance. The law also allocates responsibilities according to a now established pattern. The relevant legal basis here is the act of 21 January 1995, Section 23 of which states that organisers are responsible for the safety of people, property and buildings inside the football ground, while the state retains responsibility for law and order. The police consequently intervenes in emergencies.

While city councils may not appear to have any specific responsibilities in the management of football matches, they are, in fact, involved in various capacities in the security arrangements themselves.

Firstly, the implementing decree (decree no. 97-646 of 31 May 1997 on the use of police by organisers of profit-making sports, recreational and cultural events) provides that mayors must be notified of events likely to attract a potential crowd of more than 1 500 people. More

\(^{17}\) Marsh, P., Fox, K., Carnibella, G., McCann, J. and Marsh, J. (1996) *Football violence in Europe*. The Amsterdam group. The report mentions Bordeaux, Metz, Nantes and Saint-Etienne in this connection. The KOP terraces at the Meinau stadium in Strasbourg have become notorious for acts of racism, as has the PSG terrace. In Lyon, fans have attacked club facilities, players and sometimes even journalists. Marseille and Paris players have also been set upon during training sessions in recent seasons. Nice and Lille are now being mentioned as well.
generally, however, French mayors, like their Belgian counterparts, enjoy extensive powers to maintain law and order. Mayors are responsible for taking and enforcing the necessary measures to preserve law and order, maintain security, keep the peace and maintain public health within their municipalities, under the administrative supervision of the prefect. Mayoral powers to maintain law and order apply to numerous aspects of professional football fixtures: alcohol licensing, parking permits, granting authorisation to occupy public roads and so on. For historical reasons, Paris is unique in that it is the chief of police, rather than the mayor, who enjoys powers to maintain law and order. Paris does not have a municipal police service.

Secondly, municipalities own the football grounds. They consequently administer all measures connected with building safety. The investigation following the collapse of a stand in the Furiani stadium in 1993 revealed a certain amount of confusion as to the actual distribution of responsibilities for stadium security. This confusion had resulted in failures to conduct building inspections. Building safety has again become a major concern for mayors since that accident, especially given that French legislation, following the entry into force of the new Criminal Code on 1 January 1994, provides for numerous circumstances in which mayors can be held criminally responsible for putting others at risk.¹⁸

City councils also have a responsibility to their citizens, as the Boulogne-Billancourt authorities have found, even though there has been no direct involvement with the Paris club to date.

Lastly, cities, which generally share the same name as their clubs, have a responsibility in terms of their image. While the city’s image may be enhanced by the club and its successes, it can also be damaged by fans’ behaviour.

“A stadium inside the city, the city inside the stadium”: the example of Saint-Denis

A wide-ranging policy to prevent violence connected with football matches is being implemented in Ile-de-France, in a number of ways.

The organisation of the football World Cup in Saint-Denis showed that it was possible for the city council to be fully involved not only in the organisation of festivities but also in a policy to prevent violence.

The municipality of Saint-Denis set out to incorporate the World Cup into its overall urban policy. While the World Cup was on, it even served as a catalyst for the city’s social policy.

As the mayor explained: “it is essential to bring together all local agencies (social workers, sports clubs, associations and so on) and to engage in long-term preparations (tournaments, neighbourhood events, shows and so on) in order to avoid frustration among the local population”.¹⁹ For example, the organisation of amateur tournaments alongside the event was a way to involve the local population as fully as possible and to strengthen social bonds in the city. The “Suburbs of the world” competition, for instance, brought together teams of young people from all over the world. This made it possible to dissociate the suburb’s image, at least for a while, from one of relegation “outside” and literal exclusion. On a more ongoing basis,

¹⁸. Two acts, passed in 1996 and 2000, have limited mayors’ criminal responsibility to the most serious cases of negligence and failure to comply with their obligations.

¹⁹. Conference organised by the European Forum for Urban Security in Saint-Denis on 4 and 5 June 1999: “A stadium inside the city, the city inside the stadium”.

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the Sport and success association uses sport to step up the number of points of contact young people have with others and to combat social exclusion.

Involving local agencies in a contractual approach: the special local contract for the Parc des Princes

The Parc des Princes and the Paris team are in a unique situation. The football ground is located within the city of Paris, but on the boundary between Paris and the residential suburbs of Boulogne-Billancourt. The residents of these suburbs experience a significant share of the problems generated by certain matches held at Parc des Princes. Such problems may be direct or indirect (such as road closures).

The stances taken by the Boulogne-Billancourt and Paris municipalities, as expressed by their elected representatives, demonstrate the different kinds of relationship a city can have with its club.

The Boulogne-Billancourt municipality does not see the Paris-Saint-Germain club as an integral part of the town. Its main concern is to deal with the vandalism that occurs during certain matches at the Parc des Princes, and noise pollution from concerts.

This is the perspective from which the Boulogne-Billancourt municipal council addresses issues connected with the Parc des Princes. As a result, although this is also true of Paris’s westernmost suburbs, the mayor uses his administrative powers to maintain law and order to ban the sale of alcohol and to restrict traffic in certain areas. These decisions are imposed unilaterally on residents, as mayoral decisions on law and order. The same applies to the deployment of police officers by police headquarters.

At the same time, Boulogne-Billancourt municipal council is well aware of residents’ complaints about the Parc des Princes. It echoes residents’ expectations regarding the organisation of matches at the stadium: for instance, the municipality’s official site hosted a survey on shifting high-risk matches away from the Parc des Princes. The municipality can take legal action in respect of the most serious incidents, such as damage to private property and aggravated assault.

The city of Paris has closer structural links to the football ground and the club. Paris-Saint-Germain is largely subsidised by the municipality, which is represented on the club’s governing board. The municipality also owns the football ground. Lastly, Parisian elected representatives believe that the city’s image, unlike that of Boulogne-Billancourt, is closely associated with the club.

In April 2001, it was decided that a special local contract should be drawn up for the Parc des Princes. The special contract is to lay down specific contractual rules for the Paris city council, the Boulogne-Billancourt municipal council, the police headquarters and the Paris-Saint-Germain club. A number of discussion topics have been selected, and a working group set up for each one. The topics give an indication of the purpose of this future local contract. They are as follows:

- signposting, lighting and CCTV;

20. The same measures are taken on either side of the ring-road separating Boulogne-Billancourt from the city of Paris.
• court practice regarding infringements and the implementation of legislative measures;
• relations between the Paris-Saint-Germain club, local residents and the general public;
• relations between the Paris-Saint-German club and supporter groups. For a long time, the
fan charter binding on supporter groups and the club was a stumbling block to signing the
contract.

The contract should also provide for consultation regarding match dates. Match dates are, in
fact, an extremely important issue. One of the Boulogne-Billancourt municipal council’s
preferred solutions for preventing misbehaviour is for fixtures classified as high-risk to be
played in the afternoon. Inter alia, this would be a way of attracting more of a family crowd.

Like all the operations entailed in organising a fixture, and even more so a tournament, the
match dates concern several different parties: the football league, clubs and the media. Fixture
dates are currently imposed on the city council, and may change without it being consulted or
even informed at a sufficiently early stage. Lasting compromises need to be reached. For
instance, scheduling matches on Saturday or Sunday afternoons, as is the case in the United
Kingdom, might be a possible compromise with a view to reconciling goals such as safety,
stadium crowds and television ratings.

d. Berlin: a partnership-based approach to measures to prevent football-related violence

Berlin is relatively unaffected by hooliganism. The number of match-related incidents of
violence dropped significantly from 1997 to 2002, as did the number of criminal offences
involving young people in Berlin over the same period.

The federal state has not initiated any partnership-based policies to prevent crime. However,
Germany has very energetic prevention policies at local level, run by municipal crime
prevention councils or similar bodies. These councils focus primarily on improving co-
ordination between social services and the police. The distinctive feature of these partnerships
is the involvement of private agencies, on the one hand, and citizens, on the other. Through
these councils, German cities are consequently involved in framing prevention policies and
overseeing their operation.

Berlin is an example where management policies have been successfully delegated to prevent
violence in football. Sportjugend Berlin is the partner association working for the
municipality of Berlin on policies for young people, including projects to prevent violence
through sport.

A number of partners are involved in this kind of community work. Sportjugend’s various
sources of funding; funding from the municipality of Berlin, other public funds, resources
from foundations and its own resources, demonstrate the strength of this partnership.

The association’s programmes geared to “youth houses” in disadvantaged neighbourhoods in
and around Berlin show how fruitful such partnerships can be. 30 000 young residents are
targeted by such activities.

While the German federal state has not been pursuing a partnership policy for general
prevention, it has initiated the fan-coaching programme Fan-Projekte. Since 1989, the state
has co-ordinated the various fan coaching projects, and helped them to spread.
While these fan-coaching programmes are partially funded by the German Football Association, the rest of the funding comes from the cities in which professional club matches are played.

As part of fan coaching, *Sportjugend Berlin* runs a project specifically targeting fans likely to drift into hooliganism.

Lastly, as in the United Kingdom, France and Spain, football is also used as a vehicle for the city’s social policy. The Kick programme encourages young offenders in police custody to participate in constructive leisure activities. The fixtures organised under the Kick programme afford an opportunity to reach young offenders, many of whom are keen on sport, and to introduce them to sports instructors and social workers in an attractive setting. Where necessary, these programmes can refer young people with major problems to specialised rehabilitation institutions. Football and sport in general, which in themselves are appealing activities for young people, are thereby used, both directly and indirectly, as a vehicle for socialisation.

e. Rome: resurgence of hooliganism, strengthening of punitive measures and expectations of support for prevention programmes run by the city council

The current situation in Italy is probably the most highly charged in western Europe in terms of hooliganism and efforts to combat it in 2003. As the Ministry of the Interior has pointed out on several occasions, the financial implications are considerable. The Italian Government spends 32 million euros on security for each day of the national championship. The financial impact of repairing city facilities vandalised during championship fixtures should also be added to this figure. In order to combat the scourge of violence in Italy more effectively, the Italian Cabinet passed a new decree law on 21 February 2003, introducing *quasi flagrante delicto* and thereby strengthening the act of 19 October 2001. This strengthening of the law fuelled football-related tension, sparking off demonstrations by fans opposed to provisions they considered disproportionate and a restriction on freedom. Rome itself was at the centre of this tension in various ways.

The municipality of Rome was determined to deal with these problems as comprehensively and quickly as possible. In conjunction with the Ministry of the Interior, the Mayor of Rome introduced a wide-ranging programme to prevent violence at football matches. These activities were outlined at the aforementioned conference organised by Eurofan in Liège in 2003.

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21. For instance, the Turin v. AC Milan match of 22 February was followed by what the press described as guerrilla scenes in the city. Between September 2002 and March 2003, 28 police officers were injured on average per championship day, making a total of 562 police officers in addition to the 214 fans injured. The number of people injured in the first twenty days of the championship was up 200% (Ministry of the Interior figures released to the press in late February 2003).

The elimination of Italy by South Korea in the 2002 World Cup sparked off scenes of violence and vandalism in various countries by supporters of the Italian national team.

22. In particular, demonstrations against the legislation took place in Rome, between Piazzale Clodio near the Rome Law Courts and the Olympic Stadium. In 2001, demonstrators had protested against the lack of impartiality shown by referees and the football governing bodies. Hard-core Lazio fans have also made headlines by displaying numerous racist banners, including during the trial of Serb leaders in the Hague; this attracted media attention to the Lazio club, which at the time was suspected of complicity. During the 2002-2003 season, however, the image that has prevailed is one of an independently managed club and players supporting one another in a time of crisis.
April 2002. It emerged that while debates on the causes of hooliganism have been under way for some time in Italy, research is just beginning on the best ways to prevent violence.

The municipality of Rome is a driving force in such research, financing documentary films, research projects, seminars, a site for people to recount their experiences and so on.

The city council has also organised a number of activities encouraging positive participation by fans and potential fans. As in other European cities, these include youth tournaments run by the local council; more specific to Rome is a competition in schools for the best fan banner.

However, neither the passing of the act of 19 October 2001 on measures to combat violence at sports fixtures, nor the 2003 legislation strengthening punitive aspects of that act, have been accompanied by a government commitment to provide the necessary financial resources for the prevention activities run by city councils. Yet many municipalities, including Rome, have requested such financial support.

The example of Rome demonstrates that cities are involved in prevention activities. However, the lack of stronger support from central government prevents the development of more structured, effective local strategies to prevent hooliganism. The Italian Government’s emphasis on punitive aspects is likely to lead to instability in the near future: instability in terms of law and order, as shown by the fan demonstrations against legislation seen as restricting freedom, and instability within the legal system itself, as shown by the debate over the controversial concept of quasi flagrante delicto.

f. Spanish cities: the missing link in policies to prevent violence at football matches?

For a long time, Spain was spared football-related violence. Rivalries between clubs have traditionally been considered to be inextricably linked to regional rivalries. Some championship matches are now giving rise to widespread crowd trouble.

Spanish legislation has incorporated provisions on measures to combat violence at football matches. Amongst other things, it assigns responsibilities between the state and organisers.

As a rule, the state has sole responsibility for public safety, although this does not affect the autonomous communities’ right to set up police services, in the form prescribed by their respective regulations, as provided for in an implementing act (Article 149.1.29 of the Spanish Constitution). For instance, Barcelona and the Generalitat of Catalonia have an autonomous police service responsible for protecting people and property and ensuring urban security. As regards the organisation of matches, local police officers are responsible for designating security areas and testing alcohol levels.

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24. The Barcelona F.C. v. Real Madrid match in the 2002-2003 season is a good example, with projectiles raining down on corner kickers, and arguments between the managers of the two clubs etc.
25. See the Sport Act 10/1990 of 15 October 1990, particularly Part IX, the regulation on the Prevention of Violence at Sports Events (Royal Decree 769/1993 of 21 May 1993), the Implementing Act on Urban Security LOI/1992, and the general regulation on Maintaining Law and Order at Public Events and Recreational Activities. According to the now established pattern, Section 63 of the sport act states that organisers and clubs shall be held responsible for any damage and disorder at the competition venue.
The Spanish authorities have become involved in preventive policy. The change in the name of the body set up to combat the problem of violence is an indication of this commitment: in 1997, the National Committee against Violence at Sports Events became the National Committee for the Prevention of Violence at Sports Events. This national committee co-ordinates specific prevention activities. It is made up of various parties dealing with violence at football matches: the Ministry of Education and Culture, the Ministry of the Interior, sporting federations, referees and leading sportspeople. The autonomous communities are also represented.

On the basis of general analyses of hooliganism, the committee sets out guidelines for prevention policy, with the police retaining responsibility for implementing these guidelines. Within each sports venue, the application of such rules is the responsibility of the organisational monitoring units, which are headed by security co-ordinators.

Local authorities are not included in the chain of command for prevention policy, from the national committee down to the security co-ordinator.

The range of prevention activities in Spain is fairly narrow, which may be either a cause or a symptom of that situation.

Nonetheless, as in the other cities studied, football and sport in general serve as a vehicle for local initiatives to prevent urban crime.

The “club del buen deportista” programme\(^{26}\) is probably the best example in this respect. Now operating in most of the autonomous communities and involving nearly 200 000 pupils aged 8 to 12, it uses the rules of sport as a vehicle for civic education. The “sportsman’s golden rules” that children must obey relate both to sport and to society in general. Rule number one states that “one must be sportsmanlike on and off the field”; rule number five states that “good sportsmen and women do not cheat, either on or off the field”.

Awareness-raising programmes are also run at national level. The “fair play” campaigns, run since 1989, are a good example. These activities target all parties involved in sports events. Both school tournaments and the final of the King’s Cup consequently come under the fair play programme.

It is clear, therefore, that Spain is involved in security, and particularly the prevention of violence at football matches, at almost every level. And yet, cities appear to be the one party not included in these preventive action programmes. Their absence would be insignificant if, as in other Council of Europe member countries, prevention policies were not very advanced, or if football clubs themselves were not so closely bound up with the identity of cities and regions. Moreover, the prevention programmes are not very varied. This may be a result of Spanish cities’ reticence in this area; alternatively, the relationship of cause and effect may operate in the other direction. In that case, the steps actually taken by cities might serve as a starting-point for securing their recognition as key players in prevention policies. In some cases, the law simply formalises established patterns or practices.

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\(^{26}\) Historically, this programme arose from a determination to combat the scourge of drugs at local level.
g. Initiatives in other European cities

As a rule, European cities do not play a central role in measures to prevent violence at football matches, but there is a general desire to involve them more fully.

Poland has not traditionally been a centre of hooliganism, but it is now experiencing problems with violence at football matches. The Polish economic situation, with an unemployment rate of 18% and particularly difficult circumstances for young people, is fertile ground for hooliganism. However, the report on Poland’s compliance with the 1985 convention demonstrates the high quality of its provisions to combat hooliganism – such as the act that entered into force in 1998 on security at sports events, which assigns responsibilities among the various groups involved in football matches – and the implementation of those provisions.

The local level is not excluded from security arrangements for football matches. For instance, prior authorisation must generally be obtained for the organisation of football matches expected to attract more than 1 000 spectators. Local authorities must issue a permit before such matches can take place. As the report notes, however, these permits last a whole season.

Other than that, Poland has implemented a number of astute initiatives to prevent violence. One of these is the sale of family tickets (two adults and two children) at a similar price to that of a single ticket.

Secondly, a desire to involve local authorities more fully in the organisation of matches seems to be emerging in Poland. According to the Council of Europe assessors, “all parties expressed a strong desire to achieve greater co-operation between the clubs, police, football association and local authorities”. Two proposals may be noted here: the police proposal to publish a handbook for staff of local authorities, and the proposal to set up preliminary meetings for high-risk matches. Both of these proposals are likely to lead to a more partnership-oriented approach to the organisation of matches, and should therefore be strongly encouraged.

Traditionally, Portugal has not had a significant problem with violence connected with professional football matches, although, as in France and Switzerland, fights do break out between supporters of two clubs seen as “sworn enemies”. On the other hand, there are numerous incidents at amateur matches in Portugal.

The state set up a community programme called “Escolhas” (“choices” in English) for young people in disadvantaged neighbourhoods of Lisbon. The government has also started a programme to recruit and train mediation staff as part of the preparations for Euro 2004.

Lisbon City Council itself has not yet taken any specific measures to prevent violence connected with football matches.

In some countries, there are no security issues which arise at football matches within their own national championships.

With the possible exception of Sweden in the 1990s, Scandinavia has been spared violence at football grounds. In recent years, “roligans” (peaceful fans – rolig means peaceful) have even become model fans thanks to their creative and enthusiastic participation in national championships. The roligans display two significant features: firstly this fan movement is
very female-oriented – 45% of roligans are women; and secondly while these fans enjoy football as an event, they also enjoy it as a game – 80% of them also play amateur football.

Like other Scandinavian countries, Denmark has a strong background of preventive policy, led by the National Council for Crime Prevention. The Danish police is also directly involved in prevention activities. This policy is administered primarily at local level by the five regional crime prevention sections of the national police service.

In Helsinki, Finland, which has not had any incidents, it has not been considered necessary to implement specific prevention activities for football matches.

Owing to Finland’s long tradition of local autonomy, the local police are the main players in crime prevention. The system of stewards, run by the match organisers, is also very structured: under Finnish legislation, stewards must hold a licence and have received adequate training.

In Belgrade, the parliament is about to pass a much more stringent law against hooliganism; in terms of severity, it is modelled on the British legislation in this area. The Ministry of National Security is the sole body responsible for security matters; the municipalities do not have their own municipal police service.

Belgrade City Council leaves the management of security entirely up to the police and the match security committee, which is directly responsible to the Football Federation, itself operating under the supervision of the Ministry of Sport.

Nonetheless, the new constitutional provisions should lead to greater devolution, facilitating the implementation of local policies to prevent violence, including hooliganism.

As in most central and eastern European countries, the still considerable centralisation in Slovenia leaves local authorities on the sidelines. Event organisers are responsible for security inside the football ground (provided by private companies) and the national police are responsible for security outside it. There is no local police; the national police service is gradually including prevention among its activities. City councils consequently have no responsibility for law and order.

The England v. Turkey match in Sunderland in April 2003 demonstrated the risks of hooliganism associated with the Turkish national team, and the problems of violence associated with continental and national matches involving Turkish clubs. Turkish mayors do not have powers to maintain law and order, however; security is managed solely by the Ministry of the Interior and the General Directorate of Police. As in the Russian Federation and Bulgaria, the police does not have extensive experience of preventive policy. Likewise, there does not seem to be a proper system of partnerships at local level.

In countries such as Turkey with a significant emigrant population in other European countries, matches between the country of origin and the host country may entail increased risks of crowd trouble. Taking action in advance of the match in order to involve the immigrant population in neighbourhoods of the city in which the match is to be played may be an effective way of turning the population’s desire to make its presence felt at such fixtures into positive participation. Involving immigrants in fan embassies is one such measure.
III. Conclusion

The lead taken by the Council of Europe in the campaign against violence at football matches has improved the general organisation of football matches in various European countries.

It is now time to promote social and educational measures to prevent violence connected with professional football matches. The different European countries have not developed uniform preventive activities on which such measures could be based. Moreover, central government has been a driving force in relaying such prevention practices to local communities.

In this connection, the pooling of best practices by local authorities in various European countries is a powerful vehicle for stepping up cities’ involvement in prevention policies. The European Forum for Urban Security, which has been taking part in such arrangements for more than ten years in the area of security, has turned its attention to preventing hooliganism; this has included organising the conference “A stadium inside the city, the city inside the stadium” in June 1999, the exchange programme “Euro 2000 cities against racism” and the conference in Liège in April 2002 on the prevention of violence in football in Europe. It is also a partner in the Eurofan association.

Cities must be involved in managing matches and tournaments on the basis of partnerships, which can be formalised by local charters wherever it is appropriate for activities to be structured in this way. Partnerships are essential in order to define the responsibilities of each party involved in the event. In particular, such a partnership strategy may enable fans and local residents to be included in a positive way.

Such strategies can also go hand in hand with the trend towards increasing involvement of private agencies, such as stewards, in public service roles (mediation, prevention of crowd trouble and so on).

City councils also need to have the necessary resources to take such measures in an area that is at the nexus of two major concerns now facing European societies: social integration and security.

IV. Resources, people and/or organisations consulted in connection with this study

- In Germany: Heiner Brandi, Sportjugend Berlin
- In England: J.A. Sayers, deputy director for the prevention of urban crime at Liverpool City Council, formerly deputy commander for the North Liverpool area
- In Belgium: Manuel Comeron, Liège City Council, supervisor of the Eurofan project
- In Spain: the Higher Sports Council at the Ministry of Education, Culture and Sport, with the assistance of Claire Martin Hernandez
- In Finland: Anssi Rauramo, head of the Sports Department, Helsinki City Council, Juha Karjalainen, head of security at the Football Association of Finland
- In France: Christophe Caresche, Deputy Mayor of Paris responsible for security, Jean-Claude Roussel, director of prevention and security at Boulogne-Billancourt Municipal

- In Hungary: the Hungarian Consul in France
- In Italy: Gian-Carlo Noris, Rome City Council
- In Portugal: Vasco Franco, former Deputy Mayor of Lisbon responsible for security
- In the Republic of Serbia and Montenegro: Ministry of Youth and Sport
- In Russia: the Press Unit of the Moscow Police, with the assistance of Almira Skripchenko
- In Slovenia: the chief inspector responsible for law and order at the Directorate of General Police of the Republic of Slovenia, with the assistance of Mesko Gorazd, College of Police and Security Studies, Slovenia
- In Turkey: director of the Istanbul Sports Department
- European Commission, DG Justice and Home Affairs, Hippokrates Programme: studies on the prevention of violence in football grounds in Europe


- Council of Europe: the 1985 convention and associated recommendations, along with the reports on each country’s commitments, are on the Council’s site www.coe.int

- the comparative study on hooliganism by Marsh, P., Fox, K., Carnibella, G., McCann, J. and Marsh, J. (1996) *Football violence in Europe*, the Amsterdam group. Although somewhat dated, this is one of the most in-depth studies: a bibliography on hooliganism is appended to the study (the text is available at www.sirc.org)

- proceedings of the European Forum for Urban Security: A stadium inside the city, the city inside the stadium, EFUS, 1999; Euro 2000 cities Against racism, EFUS, 2000; Sécurités Prévention Europe, EFUS, 2002
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