

## **STANDING COMMITTEE (T-RV)**

EUROPEAN CONVENTION ON SPECTATOR VIOLENCE  
AND MISBEHAVIOUR AT SPORT EVENTS AND  
IN PARTICULAR AT FOOTBALL MATCHES



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# **2011-2012 ANNUAL REPORT OF THE STANDING COMMITTEE**

## **Part II – questionnaire on recent trends**

### **Summary of replies**

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**FOR ADOPTION  
by Verbal Note**

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## Introduction

The questionnaire is designed to compile information on recent trends in spectator violence and on action taken by the Parties to the Convention, in accordance with Article 7 of the Convention, during the period 1 June 2011 to 31 May 2012.

It was distributed in early July 2012 with a deadline for replies of 15 September. By 1 December the following 32 countries had submitted their replies: Albania, Austria, Belgium, Bosnia & Herzegovina, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Hungary, Iceland, Latvia, Lithuania, Monaco, Montenegro, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, Serbia, Slovak Republic, Spain, Sweden, Switzerland, The Former Yugoslav Republic of Macedonia, Ukraine and United Kingdom. The following countries did not reply: Armenia, Azerbaijan, Croatia, Greece, Italy, Liechtenstein, Luxembourg, Slovenia, and Turkey. The number of responses was not merely significantly higher than the 18 received for 2010-2011 but also well exceeded the 24 received for 2009-2010. Fourteen countries replied for all three years and a further nine replied for 2011-2012 and one of the two previous years. All comparisons are therefore drawn between the three years.

## I. Reference period

While countries were asked where possible to adopt the standard reference period of 1 June 2011 to 31 May 2012, the Standing Committee recognizes that this might not always be reasonable or practicable, in particular for countries whose football seasons follow different timetables for climatic reasons. Of the 32 countries that replied, 24 used the standard reference period. Those using other periods were:

- Bulgaria and Iceland both used 1 June 2011 to 30 September 2012;
- Cyprus used 1 August 2011 to 31 May 2012;
- Lithuania referred to a reporting period ending 15 January;
- Former Yugoslav Republic of Macedonia used 1 June 2011 to 30 June 2012;
- Montenegro used 1 June 2011 to 1 October 2012;
- Russian Federation used 1 January 2011 to 1 July 2012;
- Slovak Republic used 1 June 2011 to 15 October 2012; and
- Sweden used 1 April 2011 to 31 July 2012.

## II. Trends

### A. Data intended for quantitative summary

#### 1. Trends in the number of incidents at domestic matches

The 32 responses received fell into five groups (figures for 2010-2011 and 2009-2010 in brackets):

- |                      |    |          |
|----------------------|----|----------|
| • Sharply decreased  | 5  | (2 – 1)  |
| • Decreased          | 7  | (6 – 6)  |
| • Stable or floating | 15 | (8 – 11) |
| • Increased          | 3  | (1 – 6)  |
| • Sharply increased  | 2  | (0 – 0)  |

The detailed breakdown is set out in Table 1 in the Appendix.

The Standing Committee is aware that the returns recorded in the table are the self-assessments from the countries that have replied. Nonetheless the number of replies and the variation in the size and geographical location of the countries concerned does provide a good spread from which it is possible to draw certain general conclusions.

On balance, the results are positive. Twenty seven of the 32 are stable or show a decrease (in five cases – Austria, Latvia, Lithuania, Montenegro and Sweden – a sharp decrease). While different factors apply in different cases, the Standing Committee can see further real progress.

Sharp increases were reported by two countries Poland and the Russian Federation. In Poland the sharp increase, following a period of stability, is potentially a matter of some concern, though it is unclear whether this was affected by the co-hosting of the European Football Championships.

By contrast, the Russian Federation had not replied to the survey in the two previous years. It is therefore difficult to assess the sharp increase in isolation. In the case of Russia (as compared to Poland) this increase relates only to domestic and not to international matches.

The other increases were in the Netherlands, Portugal and Spain. These should be seen against a historically stable background. The particular circumstances vary between the three countries and are identified in their experts' comments. All three countries appear to be addressing the issues.

## 2. Trends in the number of incidents at international matches played in your country

Again the responses fell into five groups. Figures for 2010-2011 and 2009-2010 are once again shown in brackets.

- Sharply decreased      4      (1 – 1)
- Decreased              3      (7 – 6)
- Stable or floating      19     (7 – 11)
- Increased              3      (3 – 6)
- Sharply increased     2      (0 – 0)

The responses from each country are set out in Table 2 in the Appendix. One country (Monaco) reported that it has no such matches.

These returns should be regarded as generally encouraging. Following a period during which the number of incidents at international matches has fallen, the pattern is now generally stable. Five countries report an increase (or in two cases – Lithuania and Spain – a sharp increase) in incidents. These increases appear to be partly for reasons specific to these countries and follow a period where the number of incidents appeared or was reported as stable. In particular the sharp increase in Lithuania appears to be based on a very small sample. Nonetheless the Standing Committee will monitor the pattern next year, also in accordance with incident data available at UEFA.

## 3. Change in the nature of incidents

Eleven countries reported no changes in the nature of incidents: **Austria, Bosnia & Herzegovina, Bulgaria, Czech Republic, Denmark, Finland, France, Germany, Iceland, Portugal and Serbia.**

Four further countries, **Former Yugoslav Republic of Macedonia, Montenegro, Slovak Republic and Russian Federation,** reported no changes but, having not submitted returns for the previous years, provided a detailed breakdown.

**Belgium, Cyprus, Hungary, Monaco, Romania, Sweden, Ukraine, United Kingdom** identified changes but did not provide any narrative comments on this question.

**Albania** referred to incidents by players against referees following dubious decisions.

**Estonia** commented that its fans used more illegal pyrotechnics at the domestic matches compared with the previous season. Nobody was hurt, but public order was disturbed.

**Netherlands** identified more incidents at domestic matches and more outside the stadium, though a fall in the number of racist incidents.

**Norway** reported more incidents at domestic matches, more outside the stadia, a greater use of pyrotechnics and more organised incidents.

**Slovak Republic** stated that generally it could say that the situation did not change except some new incidents which occurred this year. For example, hooligans of one of its league's clubs attacked their own players and official staff because the club was currently bottom of the league table and the hooligans were not satisfied with the club's results. They threatened them and held them inside the stadium in the dressing-room for almost one hour. Some players' cars were also damaged on the same day.

**Spain** reported an increase in violence against the police and stewards and more in the top leagues. It commented that reports indicated an increase in the promotion and / or participation in quarrels as well as of banners violence inciting; and a decrease of offences committed by clubs or organisers.

**Switzerland** reported

- More violence and damages on routes of supporters to the venues (train stations, service areas on motorways, etc.)
- More misuse of illegal pyrotechnics as missiles towards players, opponent supporters, security services as Police.

Overall, the four main changes reported were the same as in 2010-2011 and 2009-2010, namely more incidents at domestic matches, more outside the grounds and a greater use of illegal pyrotechnics. These are summarised in the following table. (Figures for 2010-2011 and 2009-2010 are shown in brackets.)

Total number of countries responding 17 (12 – 15)

	Number of responses
More at domestic matches	10 (7 – 6)
More at international matches	2 (2 – 1)
More violent	1 (1 – 2)
More violence against police officers and stewards	4 (2 – 5)
Less violent	3 (2 – 3)
More vandalism	2 (3 – 2)
More inside stadiums	1 (4 – 2)
More outside stadiums	7 (7 – 5)
More on lower leagues	2 (2 – 3)
More on top leagues	5 (4 – 1)
More illegal pyrotechnics	8 (8 – 7)
Less illegal pyrotechnics	2 (0 – 3)
Emerging of incidents caused by drug abuse	2 (1 – 1)
More racist incidents	3 (1 – 1)
Less racist incidents	3 (1 – 3)
More organised incidents	4 (3 – 0)
Less organised incidents	5 (1 – 6)
More related to excessive drinking	4 (6 – 4)
Less related to excessive drinking	1 (0 – 2)
More incidental situational signal (action on the pitch)	0 (1 – 0)
Less related to the incidental situational signal (action on the pitch)	0 (1 – 2)
More focused on club management and supporters own team	3 (0 – 4)
Other	2 Not recorded

The replies from the countries providing information under this heading may be found in table 3 in the Appendix.

#### 4. Three major risks connected with football matches

These responses are potentially more helpful because they examine the current position and are not influenced by past reports or trends. The following table records the three main risks identified by each country (less one country which did not complete this section).

However, one country identified only one risk and two countries only two risks, while two countries identified four risks; all of these have been included in the table. A further country (France – see below) identified a fourth risk but did not include it in the table. (Figures for 2010-2011 and 2009-2010 are shown in brackets.)

	Number of responses
Pre-planned violence	10 (8 – 12)
Frustration based violence	6 (6 – 4)
Alcohol caused behaviour	16 (10 – 7)
Abuse of drugs	3 (0 – 3)
Politically motivated behaviour	3 (1 – 1)
Use of pyrotechnics	24 (14 – 14)
Verbal abuse leading to incidents	7 (3 – 9)
Racist chanting and attacks	0 (0 – 0)
Bad crowd management	4 (4 – 4)
Inadequate stewarding	10 (4 – 2)
Excessive reactions by police	0 (0 – 0)
Commercial influence to sport events	1 (0 – 1)
Insufficient co-ordination among relevant agencies (clubs, police, municipalities)	4 (3 – 5)
Other	3 (0 – 0)

The two main risks identified in the questionnaire were ‘use of pyrotechnics’ and ‘alcohol caused behaviour’. Both had increased steadily from 2009-2010 to 24 and 16 respectively. They clearly present a growing threat to the authorities across much of Europe. Only seven of the 29 countries that answered this question did not highlight pyrotechnics as one of the three major risks. The other significant rise was in the number of countries reporting inadequate stewarding. This rose from two in 2009-2010, to four in 2010-2011 and to ten in 2011-2012. If added to the four responses for the similar topic of bad crowd management, 14 out of the 32 countries specifically expressed concerns about the management and control of spectators. This may partly reflect the greater emphasis given by the Standing Committee and UEFA to stewarding over the past few years.

In addition, the following specific detailed comments were offered by individual countries:

**France** I nevertheless consider it necessary to mention a fourth risk relating to the behaviour of supporters. We are experiencing the return of a form of extreme politicisation of the talk on the terraces, which is particularly based on “identity” and is sometimes racist and xenophobic, as is the case at Lyon, at Nice, or else at Bordeaux.

- On the occasion of the first day of the League Championship, 6 August 2011, some of the 150 black-clad hooded individuals confronted the forces of order on the Boulevard Masséna in Nice (06). Some of these were identified as active members of the “identity” movement.
- A video posted on the You Tube internet site shows a group of supporters of Lyon making monkey noises and chanting in chorus “White Power” during the exit of Montpellier supporters from the Stade Gerland on 27 August 2011. In addition, a Lyon supporter was summoned before the court for wearing a scarf bearing the celtic cross on 18 September 2011.
- On 28 January 2012, an individual claiming to be a supporter of Paris St Germain was detained by the Rapid Intervention Section at the stadium in Brest for having performed several Nazi salutes on the terrace.
- After a meticulous enquiry, 6 supporters of Lyon were detained on 31 January last for having, at St Etienne, damaged some parked vehicles as well as the facade of a company by scrawling tags, comprising swastikas and other symbols recalling a racist and xenophobic ideology.
- On 1 February 2012, some supporters of OGC Nice were singing chants of the type “all is good in the pig”. One of them was wearing a mask of a pig’s head (see photograph in Nice Matin of 2

February 2012). 3 supporters of Nice were detained while exiting from the visitors' terrace by the SIR of the Bouches du Rhône.

- On 10 April 2012, during the semi-final of the French Cup, the Olympique Lyon player, Bafétimbi Gomis, was subjected to racist insults and a thrown banana at the François Coty Stadium (GFCO) in Ajaccio.

In order to make its fight more effective against such racist and xenophobic acts, for which it is sometimes difficult to establish the facts, the national division that tackles hooliganism works in close co-operation with the associations that fight against discrimination, such as SOS Racisme and LICRA. It is also in touch with the association for fighting against homophobia in football, Paris Foot Gay.

## Poland

- In relation to the co-organisation of the UEFA EURO 2012 European Football Championship in Poland, there were several incidents related to violence against stewards at the stadia (8.06.2012, Wrocław), unsporting behaviour of Croatian fans (10.06.2012, Poznań) and clashes between Polish and Russian hooligans (12.06.2012, Warsaw). The police arrested 655 persons, including 476 Poles and 179 foreigners. The definite majority of the arrests were related to public order disturbances provoked by hooligans. The greatest number of incidents consisted in gatherings, criminal acts prohibited by way of the Act on mass events security, as well as assault and battery on police officers. As a preventive measure 23 persons were detained (14 Poles, 7 Russians, 1 Hungarian, 1 Croatian). The court under accelerated procedure issued 210 decisions regarding custodial sentence for a period from 3 months to 1 year, suspended for a 4-year period, prohibitions to enter mass event for up to 5 years, fines ranging from PLN 500 to PLN 4,000, and an order to perform community service (50 hours) for the local communities. The incidents taking place during the tournament followed mostly from excessive drinking and, sporadically, from hooligan behaviour. The mass disturbances of public order taking place before the Polish-Russian match at the National Stadium in Warsaw (12.06.2012) constituted the most serious incident. Several hundred hooligans, members of nationalist groups from across the country attacked a group of Russian supporters going to the stadium. The actions taken by the police resulted in neutralisation of the threats and arrests of those participating in fights and persons guilty of assault and battery on police officers.
- During the matches of the Polish football teams taking place from July 2011 to June 2012 disciplinary penalties were imposed on football clubs participating in the Ekstraklasa games (the top-most Polish football league) in the following cases:
  - use of pyrotechnics,
  - displaying of illegal banners,
  - more frequent vulgar cries and slogans.

The committee of the League has also issued a one-time prohibition on public attendance on a part of the venue, which was caused by clashes between the fans and the venue's security guards.

Other penalties imposed on Ekstraklasa clubs consisted in a ban to organise mass events (issued by the city mayor), closure of the entire stands or part thereof (issued by the voivode), prohibition for organised groups of fans to attend away matches. Another form of penalty for the clubs was an opinion issued by the police that the game is a high risk event.

- According to the Ekstraklasa SA company, the 2011/2012 season witnessed a decrease in serious incidents at the stadia of football clubs participating in the top league matches, as compared to previous seasons. However, the number of matches when fans used vulgar language increased. In the 2011/2012 season in Ekstraklasa serious incidents were infrequent, which also followed from a more strict security policy applied by clubs, the professional league, police and public authorities. At the same time, in the 2011/2012 season a slight decrease was noted as regards the level of safety and order on 1st and 2nd league football stadia, which was in particular related to bringing to the stadia and using of pyrotechnics by football supporters.
- The police statistics show that in the reference period, as compared the 2nd half of 2010, 1st half of 2011 period, the number of acts classified as crime or offence before the event and during transport of fans increased. The definition of acts before the event is not synonymous with the term used in

this survey (“outside stadiums”), since acts qualified as hooliganism were performed also inside stadiums, e.g. before entering the stands.

The following further comments were submitted by other countries:

**Albania** identified incidents by players against referees following dubious decisions.

**Cyprus** reported that the state was currently in the process of passing legislation on stewarding. It believed that stewards would assist the police tackle violence in sports.

**Iceland** stated that no incidents had been reported and did not answer this section.

**Netherlands** highlighted interference by criminals in groups of (fanatic) football supporters.

**Slovak Republic** indicated that it would also like to highlight verbal abuse leading to incidents and racist chanting and attacks.

Sometimes there is a problem with the private security inside the stadium during risk matches and with their professional attitude towards the supporters. They had sometimes experienced the situation where a hooligan was working as a security or steward. It is necessary to create specific conditions under which a man / woman may be a steward or security staff member. That is one of the future aims, because security staff has to be professional and reliable.

**Spain** reported that Ultra groups’ ideology determined confrontation with other groups with a different ideology.

**United Kingdom** identified changes to police organisational structures.

A summary of individual countries' replies is set out in Table 4 in the Appendix.

##### *5. Specific problems in other sports than football*

**Albania, Bulgaria, Bosnia & Herzegovina, Czech Republic, Denmark, France, Germany, Iceland, Former Yugoslav Republic of Macedonia, Netherlands, Romania, Russian Federation, Serbia and United Kingdom** reported no issues at other sports.

**Austria** identified the throwing of missiles at ice hockey matches.

**Belgium** mentioned that in some sports, it had problems in relation to alcohol abuse, but these were really isolated incidents, and not related to organised and structured hooliganism.

**Cyprus** reported that sport violence usually occurred in basketball games (final four phase). It referred to the use of pyrotechnics and vandalism of private property outside the indoor halls.

**Estonia** commented that it did not have big problems in other sports. However, there should sometimes be a risk assessment and better stewarding at ice hockey and basketball matches.

**Finland** reported that casual culture and violent attitude towards supporters of other ice hockey clubs has slowly grown in the First Division of the Finnish Ice Hockey League.

**Hungary** commented that generally there are no serious problems at other sports, but it has happened in a few cases, that football supporters have visited another sport venue in order to provoke and look for the possibility to fight.

**Lithuania** reported bad behaviour caused by alcohol and the use of pyrotechnics during the national and international basketball matches



**Montenegro** reported that it was in process of establishing National Commission for monitoring and prevention spectator violence at sports events.

**Norway** reported that it had few problems with other sporting events. Since last reporting there had been one incident after an ice-hockey game.

**Poland** reported as follows:

Ice hockey: 1 June 2011 - 31 May 2012

There was only one incident in the reporting period, which took place during the final match for the Polish Cup in December 2011. The incident was caused by events on the hockey pitch and it took place on the stands. The stewards failed to secure the guest players' stand, and too many spectators were allowed to the arena (more than 3,000 people), which resulted in failure to provide a zero zone in the arena separating the audience from the hockey rink boards. After the game, one of the players from the guest team, at whom the fans were screaming abuse, hit a steward, standing by the boards and trying to separate the fans from the hockey rink, with a hockey stick. Due to the incident a fine was imposed on the club.

The Polish Ice Hockey Federation indicates that the main areas of risk related to ice hockey games in the 2011/12 season as compared to three previous years were: bad crowd management, players provoked by fans and fans provoked by players.

At the same time, it should be noted that the co-operation between ice hockey clubs and supporters has improved (e.g. special sectors for kids have been established). In the reference period, the Management of the Polish Ice Hockey Federation organised a competition "Civilised spectators" (Polish: Kulturalna Widownia) among the fans of the clubs of the Polish Ice Hockey Federation. The competition winner received a prize amounting to PLN 15,000. In this season (2012/13) the second edition of the competition has started.

Motorcycle speedway: 1 June 2011 - 31 May 2012

In the aforementioned period the Main Commission of Speedway Sport (Polish: Główna Komisja Sportu Żużlowego) as the key disciplinary body of the Union as regards speedway, initiated disciplinary proceedings in case of the following disciplinary offences:

- inadequate level of the competition's security provided by the organiser,
- fans bringing pyrotechnics into the venue,
- fans throwing different objects (ribbons, stones, etc.) onto the track or into the pit area,
- fans shouting vulgar and grossly unethical abuse,
- racist incidents,
- unauthorised persons staying in the pit area during the competition,
- negligence on the part of officers during the competition,
- unsporting behaviour (threats, abuse and insult, etc.) towards the riders, sport officials, referees, stewards and officers and unsporting behaviour,
- a regulatory mistake of a referee during the competition,
- condition of the track contrary to the regulations, which was stated by the referee of the competition,
- active assault on a sportsman by a third party.

The following penalties were imposed on clubs:

- fees (PLN 2,000 - PLN 40,500),
- suspending the speedway track licence for one month,
- an order to refrain from organisation of trips of organised groups of supporters for away competitions suspended for 2 years,
- a commitment for the speedway club to undertake intensive educational works aimed at ensuring proper attitudes of fans during mass events.

**Portugal** reported disturbances between rival clubs that participate in matches.

**Slovak Republic** reported that in the past very similar troubles had occurred between supporters during international matches in handball or basketball as during football matches, especially when a Hungarian or Polish team was playing against a Slovak team. The troubles were exacerbated by inadequate management by the organiser; the stadia and their infrastructure were too old and in bad condition. Unfortunately there were no financial resources available to remedy this.

**Spain** reported that just 0.57% of all the incidents reported in professional sport were detected at basketball matches.

**Sweden** commented that, regarding the risk supporter groups related to football, basically the same risk supporters groups were causing problems and disorder during the ice hockey season inside and outside the arenas.

**Switzerland** reported similar but lesser problems within ice hockey matches in Switzerland.

**Ukraine** commented that the problems in the other sports were the same as in football.

No country reported significant problems at other sports, though some referred to ice hockey or basketball, where the issues were essentially the same as those at football matches.

## **B. Expert opinion**

The comments from the individual countries expanded upon their responses to the questions in section II A. They are all set out in Appendix 2 to which the Standing Committee may wish to refer to see the details.

The key issues (raised by one or more countries) appear to be:

- the use of pyrotechnics and the gradual appearance of small firecrackers which are easier to conceal;
- a greater concern than hitherto about the consumption of drugs by supporters; continuing concerns about the impact of alcohol;
- the use of the internet by supporters to arrange fights;
- the alienation of some supporters from the management of the club, either because of poor conditions, because the supporters do not feel valued or because the team is performing poorly;
- the ideological underpinning of particular ultra groups and / or their non-co-operation with the authorities;
- links between supporters and organised crime; and
- improvements in stewarding (though concerns remain) and police training.

## **III. New measures**

**Austria, Belgium, Czech republic, Estonia, Finland, France, Iceland, Norway and Russian Federation** reported no new measures or legislation.

**Albania** reported increased punishments on players, directors and clubs as well as stadia and fields. Measures were disciplinary, for example not allowing matches on a specific field or matches played without spectators, and also financial punishments to the clubs where the incidents had taken place.

**Bosnia & Herzegovina** reported that the Ministry of Security of Bosnia & Herzegovina had twice attempted to submit the Law on the Prevention of Violence at Sports Events in BiH to the Parliament of Bosnia & Herzegovina for adoption. However, the proposed text of the law had not passed the parliamentary procedure. Also, the aforesaid ministry had launched an initiative to develop a strategy to prevent violence at sports events, but once again the Republic of Srpska was against it, explaining that it fell under the competence of that entity.

There follows a review of the activities at the entity, cantonal and Brcko District level:

- Brcko District of BiH: the Law on the Prevention of Misbehaviour at Sports Events is passing through the parliamentary procedure. The activities to educate all those involved in organizing the competitions are also being implemented.
- Republic of Srpska: adopted laws that deal with these issues. In addition to the professional training of personnel engaged in organizing sports competitions, there are also activities related to the technical equipment (video surveillance) of certain sports facilities.
- Tuzla Canton: all these issues are covered by the Law on Public Assembly.
- Una-Sana Canton: adopted a law concerning these issues. A characteristic of this canton is that a security plan, which defines all security aspects related to a sport event, is developed for all sports events.
- Bosnian Podrinje Canton: these issues are regulated by the provisions of the Law on Public Assembly and the Law on Public Peace and Order.
- Central Bosnia Canton: adopted the law on the prevention of violence and misbehaviour.
- West Herzegovina Canton: has its own legislation. It has been implementing various preventive actions.
- Canton 10: had not adopted a law, but these issues were regulated by the Law on Public Assembly and the Law on Public Peace and Order.
- Sarajevo Canton: had its own legislation. It implements preventive actions through different educational programs.

**Bulgaria** reported:

- The adoption of an amendment of the Law on public order protection during sport events which will frame the role and responsibilities of the stewards; some additional activities and responsibilities of organisers of the sport events and match commanders as well as some increase in the punishments and changes in articles regarding proceeding on findings of anti-social deeds, committed during sport events and the execution of the punishments that had been imposed.
- Applying to open a project called "Ensuring safety and security of public order before, during and after sport events. Mechanism for training stewards" funded by the European Commission Programme "Prevention of and fight against crime".

The main goals of the project are:

- Establishing the characteristics and methods of stewards' work;
- Establishing a training programme;
- Training of trainers and stewards;
- Creating a "Steward's handbook";
- Sharing experience and good practices with international partners.

**Cyprus** reported that, since the new legislation adopted in July 2008, all football grounds are equipped with a CCTV system. However, the stadia should be equipped with turnstiles, as well as a ticketing system and by extension with a crowd control system. Nevertheless, due to the financial crisis, doubts were expressed that the state would contribute financially to the installation of such high technology systems.

**Denmark** reported that:

- The Danish FA had introduced the use of so-called fan-coordinators as mandatory at each club.
- Special training for the Head of Security at the clubs was now mandatory in order for the clubs to get a licence from the Danish FA.
- The Danish National Police was now using the concept of Peer Review. Each police district with clubs in the Super League would have a Peer Review visit every 2nd year.
- The use of a so-called dialogue concept had now been implemented in all police districts in Denmark.

**Germany** reported various activities for improving co-operation between the responsible partners regarding safety and security in policing football. One project at the national level had been established by the police

to develop a common standard for preventive measures and common approaches by all the parties involved, especially on travel routes.

**Hungary** reported that its legislation regarding sport issues was focused on football and as a consequence it had to be strict enough to prevent football hooligans from committing disturbances, offences and crimes. As a result it was not fit for other sports and was too strict

**Latvia** commented that there had been no need for new preventive projects. The number of security officers had been reduced from 8 to 7.

**Lithuania** stated that there is currently no system of football banning arrangements present in Lithuania. However, the new draft Code of Administrative Offences of Lithuania (drafted by the Ministry of Justice) contains three (3) articles associated with banning arrangements (prohibition on visiting public events, including sports events).

The local police are responsible for organising preventive measures, for having good contacts with supporters clubs and for warning supporters if their behaviour becomes inappropriate.

**Former Yugoslav Republic of Macedonia** reported the establishment of the National Co-ordinating Authority, Amendments to the Law of Sport, Educational seminars for sportsmen and women, coaches and leaders of the fan groups, measures against violence in sport.

**Monaco** identified:

- the multiplication of police measures banning troublemakers from the stadium and steps to alert people over compliance with these measures;
- the establishment within the Public Security organisation of an intervention squad, formed and trained by the Departmental Intervention Company of the Commune of Nice. This unit is promptly activated to ensure the maintenance of public order.

**Montenegro** reported that it was in the process of establishing a National Commission for monitoring and preventing spectator violence at sport events.

**Netherlands** reported:

- Introduction of the "Football-law" in September 2010.
- "Hooligans in the spotlight" – custom-made approach on individual top hooligans.
- National action plan Football & Safety - reducing criminal supporters' (mis)behaviour.
- Using pictures of those suspected of football crime in the public field for investigation.
- Use of M. in football - nameless report crime.

**Poland** provided a comprehensive report of its new measures. This is attached at Appendix 3.

**Portugal** reported that some working groups had been formed in order to revise the actual legal framework, regarding especially the sanctions regime currently applied.

**Romania** reported the enactment of Law no. 10/2012 modifying and completing Law no. 4/2008 on combatting violence during sport events.

**Serbia** reported that:

- The National Council for Preventing Violence was continuing its activities. Since its foundation, the Council had held ten sessions.
- The Working Group for Co-operation with UEFA and the Pan-European Think Tank for Football had continued its work and had met three times in that period. Its national legislation on preventing violence in sport was being checked by the Think Tank experts. They had to work together to see how it should be implemented.

- The project called “Records of Risk Supporters” was in the process of implementation. It was a centralised electronic database on supporters.
- The 12<sup>th</sup> Council of Europe Conference of Ministers responsible for Sport had been organised in Belgrade with two main subjects: 1) Redefining of the European Convention on preventing violence and 2) Match fixing.

**Slovak Republic** reported that the Department of Extremism and Hooliganism of Police Headquarters of the Slovak Republic was creating a new conceptual framework of the fight against hooliganism where new tasks are given not only to individual units of the Slovak Police forces but to other sections of the public administration as well. It is a concept (after co-operation among all participated parties including the Slovak government and the Ministry of Education, Science, Research and Sport of the Slovak Republic).

It was planned to create a new, better and more credible co-operation involving the Department of Extremism and Hooliganism of Police Headquarters of the Slovak Republic, the Slovak Football Association, the League clubs, the prosecutor’s office, the Ministry of Education, Science, Research and Sport of the Slovak Republic (responsible for the sports legislation) etc. It was long-term project.

**Spain** reported that in November 2011 the State Commission against violence, racism, xenophobia and intolerance in sport had adopted the so called Action Protocol to restore normality in sports competitions or events, which was foreseen in article 15.2 of Act 19/2007 on violence, racism, xenophobia and intolerance in sport.

**Sweden** reported that in March 2011 the Swedish Government had appointed a National Co-ordinator with the task of improving the co-operation between the authorities and organisations at central, regional and local level. The national co-ordinator should also contribute to clarify the responsibilities between the parties and promote a uniform model for sharing information. If needed, he should submit legal proposals on how sporting events could be conducted in a safe and secure manner. A final report is to be delivered on 31 March 2013.

In April 2012 the National Coordinator submitted an interim report which mainly included an identification of current image problems as seen by the parties but also some proposals for legislative changes and improvements in the fundamentals of the clubs, the police and prosecution strategies.

**Switzerland** reported that the legislation to fight violence among sport events was well developed in Switzerland. A description of its legal possibilities, measures and the registration of football riots had been given in its previous annual report.

Nevertheless Switzerland was currently on the way to amend its legislation. The use and carrying of pyrotechnical items for example is now already classified as a violent act on the routes to the venues in connection with sport events (not only in the stadium as up to now). Furthermore, the police could now recommend a stadium ban to a club or to the association. Then Switzerland was discussing a new procedure for handling sport from an organisational point of view. The aim was that every sport club needed an authorisation for each game, connected with several conditions and the assumption of the security costs by the clubs.

**Ukraine** reported on Legislation which regulates safety, security and policing of sport events in Ukraine:

- The Law of Ukraine “On the peculiarities in ensuring safety and public order in connection with the preparation and conduct of football matches” № 3673-VI of 08.07.2011. In the process of preparation of this Law the Recommendations of Standing Committee of Convention (T-RV) , dated 31 January 2008, about the control list of actions which shall be conducted by the organisers of professional sports events and public authorities during the holding of sports events were taken into account;
- The Law of Ukraine "On police" № 4 of 25.12.1990;
- The Law of Ukraine "On internal forces of the Ministry of Internal Affairs of Ukraine" № 29 of 26.03.1992;
- The Decision of the Cabinet of Ministers of Ukraine № 341 of 25.04.2012 “On approving of the order on organisation of works on ensuring safety and public order during conducting of football matches”;

- The Decision of the Cabinet of Ministers of Ukraine № 2025 of 18.12.1998 “On the order of preparation of sport facilities and other special places intended for conducting of mass sport and cultural entertainment events”.

**United Kingdom** reported that the Scottish Government had enacted the Offensive Behaviour at Football and Threatening Communications (Scotland) Act on 1 March 2012. This legislation applies specifically to Scotland to deal with issues relating to sectarian abuse at football, which is a problem exclusive to Scotland within the UK. The Act criminalises behaviour which is threatening, hateful or otherwise offensive at a regulated football match including offensive singing or chanting. It also criminalises the communication of threats of serious violence and threats intended to incite religious hatred, whether sent through the post or posted on the internet. Conviction of these offences carries a maximum penalty of an unlimited fine and 5 years in prison.

#### IV. Evaluation of questionnaire

Most countries found the questionnaire easy to complete. **Albania, Austria, Belgium, Bosnia & Herzegovina, Cyprus, Czech Republic, Denmark, Finland, Germany, Iceland, Latvia, Former Yugoslav Republic of Macedonia, Monaco, Norway, Romania, Russian Federation, Serbia and Ukraine** reported that it had taken less than one hour and **Estonia, France, Netherlands, Portugal, Spain, Switzerland and United Kingdom** less than half a day. **Bulgaria, Hungary, Lithuania and Sweden** stated that it had taken less than one day. By contrast **Montenegro, Poland and Slovak Republic** replied that it had taken more than one day.

No comments were offered apart from:

**Albania** commented that the questionnaire was very exact.

**Belgium** suggested that it would be a good idea to send the questionnaire to the NFIPs also. Furthermore, everyone could be asked to give one example of a good practice in its country from the past season and one issue where there was still a lot of work to do to be in line with the Convention and its recommendations.

**Cyprus** argued that, since each country has different situations to deal with, the questionnaire should ask the respondents to indicate the current situation in terms of stadia conditions and systems which are used (CCTV, ticketing system, turnstiles, stewarding etc.).

**Monaco** suggested that it might be opportune to introduce into the rolling menus the option “not applicable” in order to make this appear without being constrained to increase the level of protection irreversibly.

**Netherlands** drew attention to the annual police-capacity related to football matches (domestic / international) and the number of stadium bans handed out.

**APPENDIX 1****Table 1****Trends in the number of incidents at domestic matches****Replies by country to Question II A 1**

Country	Sharply decreased	Decreased	Stable or floating	Increased	Sharply increased
Albania		X			
Austria	X				
Belgium		X			
Bosnia & Herzegovina			X		
Bulgaria			X		
Cyprus			X		
Czech Republic			X		
Denmark		X			
Estonia			X		
Finland			X		
France		X			
Germany			X		
Hungary			X		
Iceland			X		
Latvia	X				
Lithuania	X				
FYR Macedonia			X		
Monaco			X		
Montenegro	X				
Netherlands				X	
Norway		X			
Poland					X
Portugal				X	
Romania		X			
Russian Federation					X
Serbia			X		
Slovak Republic			X		
Spain				X	
Sweden	X				
Switzerland			X		
Ukraine		X			
United Kingdom			X		

**Table 2****Trends in the number of incidents at international matches****Replies by country to Question II A 2**

Country	Sharply decreased	Decreased	Stable or floating	Increased	Sharply increased
Albania	X				
Austria	X				
Belgium				X	
Bosnia & Herzegovina			X		
Bulgaria			X		
Cyprus		X			
Czech republic			X		
Denmark			X		
Estonia			X		
Finland			X		
France		X			
Germany			X		
Hungary			X		
Iceland			X		
Latvia	X				
Lithuania					X
FYR Macedonia			X		
Monaco – not applicable					
Montenegro			X		
Netherlands				X	
Norway			X		
Poland				X	
Portugal			X		
Romania		X			
Russian Federation			X		
Serbia			X		
Slovak Republic			X		
Spain					X
Sweden	X				
Switzerland			X		
Ukraine			X		
United Kingdom			X		



**Table 3 Changes in the nature of incidents****Replies to Question II A 3 by countries reporting changes in the nature of incidents**

	Alb	Be	Cyp	Est	Hun	Lat	Lit	Mac	Mon	NL	Nor	Pol	Ro	Rus	Svk	Swe	CH	Ukr	UK
More at domestic matches	X			X	X	X		X		X	X	X	X	X			X		
More at international matches		X					X					X			X				
More violent							X										X		
More violence against police officers and stewards			X		X												X	X	
Less violent								X	X							X			
More vandalism			X														X		
More inside stadiums							X	X											
More outside stadiums		X	X						X	X	X	X				X		X	
More on lower leagues								X				X			X				
More on top leagues			X			X								X		X	X		
More illegal pyrotechnics		X		X			X				X	X	X	X		X	X		X
Less illegal pyrotechnics								X	X										
Emerging of incidents caused by drug abuse		X														X			
More racist incidents													X	X					X
Less racist incidents		X								X								X	
More organised incidents			X		X						X	X				X			
Less organised incidents		X						X	X									X	X
More related to excessive drinking						X							X	X			X		
Less related to excessive drinking									X										
More incidental situational signal (action on the pitch)																			
Less related to the incidental situational signal (action on the pitch)																			
More focused on club management and supporters own team		X													X			X	
Other	X																X		

**Notes:**

Albania reported incidents by players against referees following disputed decisions.

Switzerland reported more damage en route to the venue.

**Table 4****Three major risks connected with football matches – Replies by country to Question II A 4**

	Alb	Aus	Bel	Bos	Bg	Cyp	Cz	Dk	Est	Fi	Fr	Ger	Hun	Lat	Lit	Mac
Pre-planned violence						X							X			X
Frustration based violence	X				X							X				
Alcohol caused behaviour		X							X	X	X	X		X	X	
Abuse of drugs											X					
Politically motivated behaviour				X									X			X
Use of pyrotechnics		X		X	X	X	X	X	X	X	X	X		X	X	
Verbal abuse leading to incidents				X						X			X			X
Racist chanting and attacks																
Bad crowd management			X											X		
Inadequate stewarding		X	X		X	X	X	X	X						X	
Commercial influents to sport events																
Insufficient co-ordination among relevant agents (clubs, police, municipalities)			X				X	X								
Other	X															

	Mco	Mtn	NL	Nor	Pol	Pt	Ro	Rus	Ser	Svk	Sp	Swe	CH	Ukr	UK
Pre-planned violence			X	X	X				X	X	X	X			
Frustration based violence							X		X				X		
Alcohol caused behaviour	X						X	X		X	X	X	X	X	X
Abuse of drugs			X									X			
Politically motivated behaviour															
Use of pyrotechnics	X	X		X	X	X	X	X			X	X	X	X	X
Verbal abuse leading to incidents				X							X			X	
Racist chanting and attacks															
Bad crowd management					X			X							
Inadequate stewarding									X	X					
Commercial influents to sport events		X													
Insufficient co-ordination among relevant agents (clubs, police, municipalities)		X													
Other			X												X

Notes:

No country reported 'excessive reactions by police' as one of its three main risks. For reasons of space, this heading has been removed from the table above.

**Albania** reported incidents by players against referees following dubious decisions.

**Iceland** stated that there had been no incidents reported.

**Netherlands:** Other refers to interference by criminals in groups of (fanatic) football supporters.

**United Kingdom:** Other refers to changes to police organisational structures.

## APPENDIX 2

### Expert Opinions – Question II B

**Austria, Iceland, Former Yugoslav Republic of Macedonia, Serbia and Ukraine** offered no comments on this question.

**Albania** reported increased punishments of players, directors and clubs as well as stadia and fields. Measures were disciplinary, for example not allowing matches on a specific field or matches played without spectators, and also financial punishments on the clubs where the incidents had taken place. There was no violence in other sports and in football there was no violence within the crowd or between two opposing teams' fans. The violence was specifically by players against referees.

**Belgium** reported that, at the national level, it could see a new decrease in structured and organised confrontations at or around the stadium. Nevertheless, the kick of violence had been replaced in many cases by drug abuse (especially cocaine). If at a given moment, such a group engaged in violence, the situation was much more dangerous (certainly in combination with alcohol abuse). If some fights were still organised, this is done far away from the stadium.

At international level, its risk groups still travelled and organised themselves at home matches to 'defend their territory'. International club games were the biggest risk matches for the moment being in the Belgian context.

Also at the level of its national team, it saw more and more risk fans present, without for the time being causing serious disorder.

**Bosnia & Herzegovina** reported that Sports associations, clubs, and other relevant ministries had undertaken concrete actions to reduce and prevent incidents at sports events in Bosnia and Herzegovina. After the detailed consideration of the number and nature of incidents, all stakeholders within their jurisdiction had drawn up action plans. The Second Conference on the Prevention of Violence in Sports Competitions, held on 7 March 2012 in Sarajevo, had provided a good occasion for reviewing, preparing and taking steps concerning these issues. Accordingly, the initiatives to amend the legislation had been sent to the cantonal parliaments, as well as to educational and cultural institutions that could contribute to the reduction of incidents.

The number of incidents in the sports competitions had been reduced in the period January-September this year. However, trends and other characteristics of the incidents at sports grounds had remained the same.

**Bulgaria** reported that the recent incidents were the result of spontaneous reactions, disorder and misbehaviour in the context of matches and were very rarely pre-planned. The use of pyrotechnics remained a problem at local matches but not international ones.

It recorded an incident during the Qualification match for the UEFA Europe League between FC "Levski"-Sofia and "Sarajevo"-Bosna and Hertzegovina during which some Bulgarian supporters raised a banner with words that were offensive to the visiting supporters. This increased the tension between supporters of the two teams and lead to some fights and disorders in the city of Sofia as well as preparation in Sarajevo for revenge. No Bulgarian citizens were involved in any incidents in Sarajevo.

**Cyprus** reported an increased number of incidents related to vandalism during fan celebrations outside the stadium and around the city. A vast amount of pyrotechnics are used within the stadium, however this is due to the construction of the football stadia.

**Czech Republic** reported that they had the same problems as in the past. Most problems were connected with inadequate stewarding, they were therefore preparing a new education programme for stewards.

**Denmark** reported that the Law on security at certain sports events from 2008 was currently undergoing evaluation. It is expected that there would be changes in the law. Denmark would describe this in the next questionnaire.

**Estonia** stated that the situation at domestic football matches needed permanently monitoring. The football-life is very dynamic and the negative developments may occur in a very short period of time. It needs more trained police officers who are familiar with the clubs and their fans. It had received much assistance from the pan-European football policing training programme, which will be continued next year by CEPOL.

**Finland** reported there had been no major developments compared to previous years. The continuing lack of success of the Finnish National Team and Finnish Football Clubs in the European competitions had kept the spectator figures down, especially in the domestic League. There had been some pre-planned incidents between supporters of some clubs, but the police had also been successful in some cases, where informants had contacted the police in advance, making it possible to prevent the planned clashes.

The Finnish National Team supporters protested during some games against the FA of Finland and rescue authorities who had forbidden the use of so called overhead banners which were made of unsafe material (non-fireproofed plastic). The fans were also protesting against the fines given to the clubs by the Finnish FA's disciplinary committee due to fans' misconduct. These were systematic attempts to cause fines to the FA of Finland, and also an attempt to have an effect on the future disciplinary measures of the Finnish disciplinary committee.

Later on a solution was found to this overhead banner material issue, as a safe and inexpensive, but still fireproof material was found in Germany for the Finnish fans. The protests of the fans had attracted a lot of media coverage, but now the dust had settled on this issue. The only issue that was still causing problems between the fans and the Finnish FA was the fining of the clubs for the misconduct of their fans, but that is not as big issue as the issue over the overhead banner material.

**France** The most important reason for detention inside sports facilities is the bringing in and use of pyrotechnics, closely followed by drunkenness. Those detained for this offence, introduced by the Law of 6 December 1993, are held initially for misbehaviour following a police check. The third reason for detention is for breach of the law on narcotics and essentially concerns the consumption of cannabis resin.

Following the detention of those using "Bengal fires" of the "pyrotechnic" type, since last season their enthusiasts are more and more using firecrackers in the stands. Easier to hide in clothing, they are harder to detect because of their small size. Nonetheless the fact remains that their use in the stands is just as dangerous as that of pyrotechnics.

These explosive devices comprised only 4.8% of the total number of pyrotechnics set off inside sports facilities during the 2009-2010 season. This proportion rose to 34.6% at the end of the 2010-2011 season, and reached 49.2% of the overall total of pyrotechnical devices set off in the stands by the end of the 2011-2012 season.

Almost 70% of the use of pyrotechnical devices in the stands is found at just five League 1 clubs: AS St-Etienne, Paris-Saint-Germain, Montpellier HSC, FC Girondins de Bordeaux and OGC Nice. In the case of Paris-Saint-Germain, the use of pyrotechnics occurs essentially among dissident supporters not officially recognised by the club.

It had noticed in the margins the return of some pre-arranged fights between supporters on the day before or the day of the sporting event. The quality of the information service of the SDIG and of those reporting on hooliganism to the DNLH has enabled the police forces to prevent their organisation by their presence and / or by undertaking detentions.

Thus on 11 February 2012, nine persons were detained, including an OGC Nice steward, the day before the match between OGC Nice and PSG in connection with a fight planned in Antibes (06). On the 13 February 2012 twelve Nice supporters were detained by the Public Security in Monaco in the environs of the Louis II

stadium while they were seeking to fight with supporters from Bastia on the occasion of the Second Division match between AS Monaco FC and SC Bastia.

Other attempts had also been thwarted by the dissuasive presence of police officers at the meeting places and times arranged in advance by certain groups of supporters. This had been particularly the case in the margins of the match between the team of Montpellier HSC and that of Olympique Lyonnais on 14 January where a gathering had been planned in the parking lot of a commercial centre on the edge of Montpellier.

**Germany** reported that parts of the so called ultra-scene were refusing to communicate with the police, club officials or social workers. For those parts of the scene, the police, clubs and the football association are targets of their aggression. According to them, this aggression is justified, because it is a struggle for the freedom of the ultra-scene. The use of pyrotechnics is still a threat to safety and security inside and outside the stadium. Club officials, players or police officers can be the target of actions by the so called ultra-scene.

Statistics for the first and second division in the season 2010/2011:

Injured persons: 846

Injured police officers: 243

Penal prosecution: 5818

Arrests: 6061

**Hungary** reported that the most significant incidents were in connection with football supporters and especially two famous football clubs of the capital (Újpest (UTE) and Ferencváros (FTC)). The disturbances committed by the supporters had become more organised in several cases. Another change had occurred in the method of the organisation of any rally, travel or incident: The role of the internet had increased a lot. Blogs and social portals had become more popular as a channel of their communication. In some cases the football-hooligans made an agreement in advance about a fight before or after the fixture and far from the venue.

**Latvia** reported that the number of incidents at the stadia had fallen because of the lower number of spectators. Most of the incidents were possibly due to the absence of organised security systems at the stadia.

**Lithuania** stated that there had been two international football matches in Lithuania that had increased the trends on incidents in the last year:

- Friendly match between Lithuania and Poland football teams (60 arrested, misbehaviour and disorder in stadium, the police were forced to use reserve forces);
- Euro league match between Taurages “Tauras” and “ADO Den Haag” (63 arrested, misbehaviour outside stadium).

**Monaco** identified two types of incident:

1. Problems experienced outside the sporting enclosure: the consumption of alcohol. This tendency is controlled by awareness campaigns for stores and by the speedy application of orders forbidding the sale of alcohol.
2. Incidents inside the stadia: animosity between groups of supporters of the Principality and bad feelings against the club management. This was speedily controlled by the police who, despite maintaining a low-key presence in the stadium and transferring control to the stewards, keep in touch with the supporters. This tendency coincided with a tense period during which the club’s results were causing concern. Rebellion by local spectators against the police was observed but this isolated phenomenon did not become a tendency.

**Montenegro** reported that it had become an independent country in 2006. It had adopted a new Law on Sport and introduced specific legal measures regarding violence in the Law on the prevention of violence and misbehaviour at sports events. The Law on the prevention of violence and misbehaviour at sports events was very detailed regarding what needs to be done in order for the particular event to achieve maximum security for all participants (competitors and spectators). In order to fully apply the measures in the law it was important in the coming period to establish a National Commission for monitoring and preventing

spectator violence at sports events. The Law on Public Gatherings and the Law on Peace and Public Order were also involved in the process of organising sports events.

**Netherlands** identified:

- Attractive "hooligan-image" for youngsters; thirst for sensation; fights as leisure activities / the kick.
- Alcohol and drugs caused behaviour.
- Frustration based violence (attacking the club management).
- (Constant) rivalry between some supporters' groups, more and more also internationally.
- Protection by the group.
- Lack of good hospitality at some clubs (treated as a hooligan = behave as a hooligan).

**Norway** reported that, as last year, there was still an increased tendency to bring pyrotechnics into football games.

**Poland** reported on the following matters:

- Discussion on the possibility to allow for standing places in ultras sectors. The stands (with standing places) enable the supporters to cheer in the most comfortable position, thereby eliminating the problem of the attempts at clearing the evacuation routes, which usually lead to clashes between the fans and stewards and escalation of violence at the stadium. The issue of assembly or disassembly of seats on the stands of ultras should be left at the discretion of the match organiser, who would take the decision after consultation with the associations of fans.
- Discussion on the need and possibility to legalise the use of pyrotechnics in the ultras sectors in a planned and controlled manner, as well as determined by way of respective provisions. The legal regulation in this scope should define the manner of supervision and protection, place and amount of the used pyrotechnics. The ban on the use of pyrotechnics at the stadiums is inefficient – despite the ban flares are often used and they are used in high risk conditions, e.g. they are launched under the so-called sektorówki (giant banners spread throughout a sector). Flares constitute an important (and according to the ultras – necessary) part of match setting and fan culture in Poland. In Poland legalisation of pyrotechnics is supported both by the Ekstraklasa S.A. company, and individual football clubs. The clubs do not aim at allowing the supporters to bring flares to the stadium and launch them, but to giving the match organisers the possibility to use pyrotechnics (e.g. trainings for selected fans on the safe launching of flares held by the organiser, and supplying pyrotechnics or issuing permits to specific persons to bring pyrotechnics to a stadium, and use them under the supervision of police, organiser and fire brigades). In the period from January to September 2012, 193 incidents with the use of pyrotechnics were noted, while in the same period of 2011 there were 95 such incidents.
- Discussion on the so-called sektorówki (giant banners spread throughout a sector). At present, sektorówki may be displayed only after prior approval of the organisers; however, they prevent identification of individual supporters, which is of particular significance as it comes to launching flares.
- The clubs notify problems with obtaining permits for organisation of mass events. The organisers of football matches are required to give detailed dates of matches for the entire football season (these dates are not known at the beginning of the season). It sometimes happens that the police automatically classify all matches of certain teams as high risk matches without an analysis of the current situation. The clubs have to bear all financial (less tickets sold, ban on sales of alcohol) and image costs of such decisions. At the same time, high risk matches generate high costs for the police. The only beneficiary of high risk matches are security companies. Football clubs are of the opinion that the decision on match classification should be issued for each match separately.
- Voivodes close down stadiums. In 2011 the number of decisions issued to close down stadia (in whole or in part) reached its peak. The restrictive policy of voivodes is related to the final match of the Polish Cup between Lech Poznań and Legia Warszawa, which was held on 3 May 2011. During

the match hooligans vandalised the stadium of Zawisza Bydgoszcz club. In the 2010/11 season in the Ekstraklasa league, five matches were held without spectators and one with a limited number thereof. In the 2011/12 season, one match was held with a limited number of spectators. Closing down stands and stadiums, as well as automatic classification of matches as high risk events results in aggravation of conflicts between public authorities, clubs and supporters, it thereby contributes to the escalation of mutual allegations, it antagonises clubs and associations of fans, and it prevents the conduct of positive support programmes. Such events have a negative impact on the social perception of football as a sport discipline.

- “Fight against the system”. A significant number of incidents occurred at the stadia, which can be characterised as “fight against the system”, namely public authorities and Polish Football Association, e.g. in the form of abusive banners, and the so-called sektorówki, launching flares as a form of protest (flares as a means of fans' resistance). The use of firecrackers is a new negative trend observed at the stadiums. The restrictive governmental policy (described under point 5) results in "moving" groups of ultras closer to hooligans, many fans start to opt for the idea "Against modern football".
- In 2012 stadia are safer than they were in 2011, but the situation as regards transport of supporters to matches has deteriorated (in 2012 there were 78 incidents, as against 56 incidents in 2011). Problems also arise as regards co-operation between the police, the Railway Security Guard (Polish: Straż Ochrony Kolei) and carriers. The Railway Security Guard fails to provide a sufficient number of officers to secure the transport of supporters, which makes the police responsible for ensuring order and safety at railway stations. The carriers do not provide information about the transport of supporters by road. The organiser and Railway Security Guard do not feel responsible for the transport of supporters. According to the police, the organisers seem to be inefficient and tend to transfer the responsibility to the policy despite the fact that it is the organiser who is responsible for ensuring safety of a mass event.
- Interdisciplinary voivodeship teams. Weekly (monthly, quarterly, etc) co-ordination meetings are held in individual voivodeships on the initiative on the voivodes, which are attended by the representatives of the voivodes, city hall, police (voivodeship, powiat and municipal police headquarters), fire brigades, and representatives of football clubs. The Police Commander in Chief has issued guidelines on interdisciplinary teams, which are to develop a security strategy for mass events in voivodeships. Sometimes the meetings are held in a wider circle, with the additional participation of: medical provision services, sanitary and epidemiological service, representatives of city mayors, clubs, Polish Football Association and district prosecutors, research employees of universities and associations of supporters. The meetings aim at gradual withdrawal from the policy of closing down stadia to spectators (according to the declarations of voivodeship officials) and improvement of co-operation between voivodes, police and the clubs.
- Lack of a uniform and clear penal policy. Penalties are rarely awarded for acts perpetrated by fans en route to the match and hence an initiative has been introduced to extend criminal liability to these types of acts. Another problem is efficient enforcement of club bans, which is caused by e.g. the act on personal data protection and no approval of the Inspector General for the Protection of Personal Data to gather or make available some types of data.

**Portugal** reported during the last season, there had been a stabilisation of the number of incidents at international fixtures, but at national matches there had been a gradual increase in the number of incidents. The number of incidents related to the use of pyrotechnic devices increased in national and international fixtures.

The police action to put an end to the threats, or after the incidents, was the usual origin of some of the insults and assaults on police officers. The number of insults and assaults on police officers had increased in national competitions but in international competitions had declined.

The cases of disorder amongst fans had increased.



**Romania** reported an increased use of verbal abuse towards the supporters of the opposite teams. More banners with racist content had been used lately.

**Russian Federation** reported that the major trends hadn't changed over the last 15 years. Violence, alcohol abuse, hooliganism, racial intolerance: all of these incidents connected with ineffective management of safety and security at sports events, poor football infrastructure and high levels of aggression among football fans.

**Slovak Republic** reported that the ultras fan clubs and hooligans were very often connected to right wing groups of extremists. There were incidents which could be specified as racist, when some groups of supporters were shouting especially at football players with black skins, who had been recruited by Slovak clubs. To date no supporters had been punished for this kind of behaviour because it was difficult to identify the specific perpetrator and the intention of the act, when they are roaring / chanting (sounds like apes) towards the players concerned without any other specific racist words.

**Spain** reported that, consistent with the previous year's questionnaire, a significant part of sport-related violence was pre-planned violence by ultra groups. Regarding this, the ideology of different ultra groups leads them into confrontation with other ultra groups with opposite ideology. Alcohol was also a factor that increases this pre-planned violence, especially during trips to and from the stadium.

**Sweden** reported that regarding the risk supporters in Sweden (approx 1200 individuals) most of them were living in the three major regions. It had been established that some of the firms were involved in organised crime and also in some cases trying to take over their football clubs or using different means, even unlawful, in order to have an impact on them.

**Switzerland** reported that the use of pyrotechnical devices in connection with sports events had been prohibited for some years. While the typical ultra movement conquered Switzerland a few years ago, the use of pyrotechnical items increased. As a new manifestation it registered a huge increase of the misuse of pyrotechnical items, especially of flares. Those items were thrown towards opposing supporters, towards the police and towards players on the pitch. In the last season it had counted more than 30 incidents, where flares were misused as missiles. Three (partly badly) injured persons had had to be registered in this connection.

**United Kingdom** reported that:

- The absolute number of reported incidents of disorder had decreased by 2% in comparison to the 2010/2011 season.
- Disorder had occurred at 17% of domestic fixtures. This was consistent with the level reported in both the 2010/11 season (17%) and the 2009/10 season (16%).
- Youth risk supporters feature in 41% of all disorder reports. Youth risk supporters continue to be organised in their behaviour and involved in pre-planned disorder.
- The 2011/12 season saw a continued increase in the use of flares, smoke canisters and fireworks. Little disorder was reported as a direct result of their use. However, pyrotechnics are a clear safety risk.
- There had been a 10% decrease in the number of persons subject to Football Banning Orders (FBOs) in comparison to the 2010/11 season. However, there had been a 6% increase in the number of FBOs on complaint (S14Bs).

## Appendix 3

### New measures – Poland – Question III

#### Key Legal Amendments Pertaining to Safety of Mass Events Introduced During the Reporting Period:

1. The key amendments to the Act on mass events security:
  - extension of the definition of mass artistic and entertainment event by public presentation of an image on large screens: this was the method used to show matches e.g. in the fanzones during the EURO 2012,
  - allowing for modification of the number of members of mass event organiser's services during the event – in accordance with the schedule of making the venue and area available to the public,
  - possibility to sell, distribute and consume low-alcohol drinks at mass events (upon obtaining a permit),
  - order to equip all venues, where football matches (being mass events) are held, with an electronic system for identification of persons,
  - obligation to create a central identification system of supporters, which is administered by entities managing the matches,
  - possibility to refuse a permit for holding a mass event if the venue is not equipped in an electronic system for identification of persons,
  - extending the application of a club ban to away matches and a possibility to apply the ban for breaching the regulations during an away game, as well as repealing the provisions that allowed for suspension of the club ban enforcement until consideration of an appeal lodged against it,
  - allowing for refusal to sell an entry ticket to a person as to which there are grounds for suspicion that this person during the mass event may pose threat to its safety,
  - providing the voivode with information about the issuance of a permit to hold a mass event and introducing the obligation to notify the voivode on the refusal to issue the permit or of holding the mass event by entity issuing the permit,
  - allowing the voivode to stop a mass event in the case of threat to life or health of mass event participants when the organiser's actions are insufficient to ensure safety and security of the mass event,
  - penalising the movement of participants to other sectors than those indicated on the ticket,
  - allowing for penalisation of the organiser for insufficient level of security of the mass event, for instance within the scope of: protection of public order, ensuring respective medical services and adequate technical condition of the facilities together with the installations and technical equipment used by these facilities,
  - criminalisation of forcing one's way to the area of the mass event,
  - penalising the provocation of fans to actions posing a threat to safety in the place and at the time of a mass sports event,
  - extending the application of the prohibition to enter mass events to all mass events,
  - making it possible to issue a decision obliging a person to appear in a organisational unit of the police during a mass event, regardless of the decision on issuing a prohibition to enter mass event,
  - allowing the court to exempt a person, against whom a decision (on account of an offence) on prohibition to enter mass event was issued, from further fulfilment of the obligation.

Moreover, the Act on mass events security has been supplemented with interim provisions – in force until 31 December 2012, that are related to the EURO 2012 Championship. The provisions include:

- allowing the police to gather and process information relating to the safety and security of the EURO 2012 event,
- allowing the police to provide information on persons applying for UEFA accreditation (police screening),
- allowing the Airport Security Service to support the border guards as regards the tasks relating to the control of persons and luggage, cargo and postal parcels transported by air in the international air transport,
- introducing the possibility of the payment of a monetary equivalent for the extended period of service within the framework of implementation of tasks aimed at assuring safety and security of EURO 2012,

- allowing advance payments for the service of ensuring safety and security of EURO 2012,
  - changing the conversion table for security and informational services during the Euro 2012 matches,
  - suspending the requirement to enter the personal data on tickets for EURO 2012 matches,
  - introducing the requirement to obtain a consent of the owner of TV signal for public receipt of match transmission of UEFA EURO 2012 matches,
  - allowing for the obligation of a sworn translator to remain on stand-by.
2. Some changes in the Penal Code:
    - allowing the courts to rule about the obligation to prohibit the entry to mass events within the electronic surveillance system (obligation to remain at the place of permanent residence during the mass event),
    - allowing the court to release a person, on whom has been imposed (due to a crime) a prohibition to enter a mass event or such a prohibition combined with the obligation to report at the police station, from such an obligation,
    - extension of the scope of criminalisation resulting from article 244 of the Penal Code pertaining to the failure to obey the prohibition to enter a mass event,
    - penalisation of the obstruction or disruption of the control of the compliance with the obligation to obey the prohibition to enter mass event in the electronic surveillance system.
  3. Ordinance of the Council of Ministers concerning the requirements that must be met by the head of safety, security service and information service (Dz. U. No 183 item 1087). The Ordinance specifies the requirements that must be met by the heads for safety and the above-mentioned services in terms of training and equipment, as well as conditions and operational schemes.
  4. Ordinance of Minister of Health specifying the minimum conditions in respect of mass event medical support (Dz. U. of 2012 item 181). The Ordinance specifies the minimum requirements in respect of mass event medical support, taking into account the number of event participants, type of the event, as well as ensuring the safety of the participants. The Ordinance specifies in particular the measures constituting medical support (away teams, rescue patrols, medical help points) as regards their number, equipment, patient transport procedures, documentation and marking of medical personnel. Moreover, it regulates the issue of assigning the medical co-ordinator for the event.

#### Preventive Projects Implemented During the Reporting Period

1. Initiatives taken in relation with the organisation of the European Football Championship UEFA EURO 2012.
  - 1.1. Fans' Embassies
 

Four fixed fans' embassies in host cities were organised: in Gdańsk, Warsaw, Wrocław and Poznań, along with 12 mobile fans' embassies, basing on the co-operation with fan associations from England, Croatia, the Czech Republic, Denmark, France, Spain, the Netherlands, Ireland, Russia, Sweden and Italy. Thus, during the UEFA EURO 2012 in Poland, the largest number of mobile fans' embassies was organised as compared to all previous European Football Championships. Measurable effects of the fans' embassies project included e.g.: 86 trained volunteer fans, 29,000 direct contacts with fans and the distribution of 21,000 fun guides. The fans' embassies project in Poland set new standards as compared to the previous championships, in particular through the quality of the contacts and exchange of information between the fans' embassies and persons and institutions responsible for the organisation of the tournament and an innovative system of co-operation with consular representatives – during the UEFA EURO 2012 permanent fans' embassies have taken over the task of maintaining ongoing contact with the consular representatives of the countries participating in the tournament.
  - 1.2. The “Fans in their City” (“Kibice w swoim Mieście”) workshops
 

The “Fans in their City” workshops served as an occasion to present the project of fans' embassies, but also to assess the potential and resources of the fan circles in host cities and to start contacts and co-operation between local fan associations and local government authorities. The workshops took place not only in the Host Cities (Gdańsk, Warsaw, Wrocław), but also in other important fan centres, such as Chorzów, Łódź or Katowice.
  - 1.3. The “Fans Together” (“Kibice Razem”) project
 

In Gdańsk, Wrocław (June 2009), Gdynia (April 2011) and in Warsaw (April 2012) local centres for the “Fans Together” project were created. The project assumed that a meeting place for fans would be run

by two persons employed for that purpose. The goal of the project staff was to maintain ongoing contact with the local fan circles, provide systematic support for positive initiatives of those circles and create a plain for a dialogue between fans and such entities as local governments, NGOs or football clubs. The “Fans Together” centres played a key role during the implementation of the “Fans’ Embassies” project serving as centres for recruiting employees, places for meetings and discussion, as well as logistics bases for training and conferences.

#### 1.4. Social Responsibility Programme

On the occasion of Poland’s preparations for the UEFA EURO 2012, the Polish government introduced an infrastructural programme “My football pitch – Orlik 2012” (“Moje boisko - Orlik 2012”), complete with the pilot “Animator Programme” (“Program Animator”). At the same time, the PL.2012 company ran social development programmes related to social aspects of the EURO 2012 Tournament, such as volunteering and football support, as well as supporting the “Animator Programme” as regards the development of animators’ competence in co-operating the local community. These projects aimed at introducing innovative solutions using sports to support the development of social capital. In the context of Poland’s preparations for EURO 2012, the goal was implemented through measures addressed to the community around the “Orlik” fields, sports organisations and their surroundings, including volunteers, unemployed persons and football fans, including disabled persons. The programme was broken down into complementary sub-programmes: official and Polish.

The Official Social Responsibility Programme consisted of four projects financed by UEFA: “Respect your health – Euroschools 2012”, “Respect diversity”, “Respect inclusion” and “Respect fan culture – embassy kibiców”. The projects were implemented from January 2011 simultaneously in Poland and Ukraine. In Poland the project were implemented by Polish organisations in co-operation with international organisations Centre for Access to Football in Europe (CAFE), Football Supporters Europe (FSE), Street Football World (SFW) and Football Against Racism Europe (FARE). The Polish Social Responsibility Programme was financed from public funds. Within the framework of the programme, educational programmes directed at football fans were implemented, along with the projects aimed at the development of sport volunteering work.

#### 1.5. Volunteering in Host Cities

6822 candidates for volunteers from 36 countries were registered. On match days the volunteers operated mainly at the airport, train stations and access roads to the stadium.

2. Representatives of the Ministry of Sport and Tourism took part in an international conference entitled “Perspektywy i wyzwania edukacji sportowej w kontekście Mistrzostw Europy w 2012 roku w Polsce i na Ukrainie – walka przeciwko rasizmowi i przemocy” (“Perspectives and challenges of sports education in the context of 2012 Football Championships in Poland and Ukraine – counteracting racism and violence”). The Ministry of Sport and Tourism also organised an expert conference entitled “Wyrównywanie szans poprzez sport jako element polityki społecznej” (“Balancing the chances through sport as an element of social policy”), which started a series of events organised under the Polish Presidency in the Council of the European Union. The Ministry also co-organised other conferences, seminars and training, including: a conference devoted to monitoring and counteracting racism in football, and the conference “Projects of co-operation with fans as an instrument of dialogue with the fan community before and after UEFA EURO 2012”. In 2010 a series of workshops was organised entitled “An effective trainer makes a good educator” within the framework of measures aimed at increasing the competence and skills of shaping positive attitudes in sports. During the workshop the representative of the “Never Again Association” (“Stowarzyszenie Nigdy Więcej”) conducted training on counteracting racism in sports. Polish ministries co-operated also in the implementation (since 2009) of the programme “Counteracting aggression and pathology among children and youth through sport”, which aims at preventing pathological phenomena among the young generation, shaping the attitudes of respecting the law and promotion of positive – fair play – behaviours in sport. In co-operation with the “Never Again” Association, many campaigns were organised in Poland, e.g. “Let’s Kick Racism Out of our Stadia” (“Wykopmy Rasizm ze Stadionów”) and other measures within the framework of the Football Against Racism in Europe (FARE) network. The campaign “Let’s Kick Racism Out of our Stadia” was addressed to fans, athletes, trainers, referees, sport activists and journalists. Within the framework of the campaign e.g. a match played by members of the Parliament, actors and celebrities and foreign footballers playing in Polish clubs was organised – another event promoting the culture of tolerance and openness in Polish sports. In Poland another project was also implemented: the “I am Fair” (“Jestem Fair”) project, which aims at promoting the fair play principle as an educational element

of combating racism, xenophobia and anti-Semitism and propagation of the attitude of greater understanding and tolerance for other persons, cultures and religions among gymnasium students. During the training and workshops for teachers, trainers, instructors and stewards organised e.g. by the Polish Football Association, guidelines entitled “How to combat racism” (“Jak walczyć z rasizmem”) were distributed – containing a set of materials describing best practices in the field of combating racism in sport, inspired by the experiences gathered from campaigns conducted in Western Europe.

3. During the 2011/2012 football season, the Polish Football Association focused its actions aimed at increasing the safety on football stadiums on issuing opinions on the projects to build, renovate and modernise football facilities, implementation of the project entitled “Stewarding – the best quality for organisation of events” (“Stewarding – Najwyższa jakość organizacji imprez”) based on the “Stewarding – the training package of the Polish Football Association” (“Stewarding – pakiet szkoleniowy PZPN”) – within the 107 training sessions 8,603 stewards were trained inter alia for the needs of 17 clubs – and organisation and running of training for delegates, safety managers, heads of Departments/Commissions for Safety of Voivodeship Football Associations. In the analysed period also the works on the “Construction and technical and organisational requirements for ensuring safety and security during the organisation of football tournaments in sports facilities in Poland within the framework of championships organised by the Polish Football Association” (“Wymagania budowlane i techniczno – organizacyjne dla zapewnienia bezpieczeństwa podczas organizowania zawodów piłkarskich na obiektach sportowych w Polsce w ramach rozgrywek prowadzonych przez PZPN”) continued, the observance of the rules for exposing the banners and flags during football events was controlled, a special Fair Play Gala was organised which summarised the competitions held in the 2011/2012 season, and there were new “Rules for assigning Fair Play points in the competitions organised by Polish Football Association and Ekstraklasa S.A. starting from the 2012/2013 season” (“Zasady przyznawania punktów Fair Play w rozgrywkach organizowanych przez PZPN i Ekstraklasę S.A. od sezonu 2012/2013”), training was organised for police officers – for spotters “Rules and Regulations of the Commission on Safety and Security on Polish Football Association stadia” (“Regulamin Komisji ds. Bezpieczeństwa na obiektach piłkarskich PZPN”) were developed. Also applications to ban organised groups of visitor fans were processed on an ongoing basis.
4. The company Ekstraklasa SA provided the clubs with the sample rules and regulations of facilities and mass events as reference documents and works currently on the joint mass event regulations for all Ekstraklasa clubs, which may come into force as early as in the Spring round.
5. The Ministry of the Interior co-ordinated the measures taken within the framework of a governmental programme for counteracting criminal and asocial behaviours “Safer together” (“Razem bezpieczniej”), which aims at supporting the statutory activities of the government administration and local administration bodies aimed at public order and safety. Within the framework of the programme “Safer Together” (“Razem bezpieczniej”) the IV edition of the national competition entitled “Safety of Sport Events” (“Bezpieczeństwo Imprez Sportowych”) addressed to local government units was organised. Pursuant to the regulations of the competition, local government units that have been selected in the competition should promote activities aimed at raising the safety and security of sport events through educating children and youth as regards e.g. popularisation of the rules of mannerly supporting, creating the conditions for children and youth for safe participation in mass sport events and popularisation of sport as a method for spending free time.
6. An information campaign “Don’t lose!” (“Nie przegraj!”) was conducted before and during the UEFA EURO 2012 European Football Championships concerning the dangers for children and young people about the commercial sexual exploitation/ prostitution of children / trafficking. It sought to counteract this and to explain that this should be understood as exploitation of children for the provision of sexual services in exchange for money or other benefits. The campaign was addressed to potential perpetrators and victims. The project engaged such institutions as Ministries, the police and NGOs.
7. European Football Championships for Orphaned Children. The event was organised by the Association “Hope for Euro” (“Nadzieja na Euro”). The aim behind the championship was to activate the residents of orphanages and children's homes to take part in sports events, promote sport as a form of spending free time among children and youth at risk of social pathologies, as well as to develop the skills to start

and maintain interpersonal relations and development of abilities to cooperate with peers. Young athletes from 15 countries took part in the championships.

8. The police organised or took part in several projects addressed to fans and in educational programmes and campaigns, which aimed at promoting appropriate attitudes during sports events. For example a programme was organised under the title “I am a fan with a capital F” (“Jestem kibicem przez duże K”), addressed to children and youth as participants of sports events; social campaign entitled “Polish hospitality also in the stadiums” (“Polska gościnność również na stadionach”), the “Fan” (“Kibic”) programme implemented by police officers from Warsaw together with a football club and addressed to elementary school children, gymnasium and high school students, promoting behaviours that are desired at sports events – non-aggression, non-chauvinistic and behaviours lacking club antagonism. The Main Police Headquarters together with the “Kocham Polskę” Foundation prepared the “Guide for a Young Fan” (“Poradnik Młodego Kibica”). Moreover, since 2009 the institution of a “spotter” has successfully contributed to the work of the police. Cyclical for police officers are organised – officers who are responsible for co-operating and running projects with fan circles. Police officers who play the role of spotters implement preventive and educational tasks trying to assimilate with the fan circles.
9. Programmes aimed at eliminating discrimination from the stadiums were also implemented by the Government Plenipotentiary for Equal Treatment.