

STANDING COMMITTEE (T-RV)

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

COUNCIL OF EUROPE



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ANNEX C on Service - Recommended Good Practices

A. Introduction

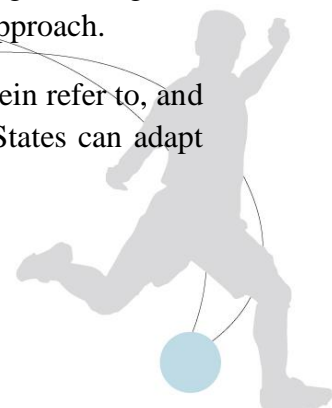
This Annex provides a range of good practices on the service component of a wider and overlapping integrated, multi-agency approach to football safety, security and service. All of the good practices herein are based on extensive European experience.

2. They cover all aspects of the football experience, inside and outside of stadia, before, during and after the event, along with the role and remit of all agencies engaged in delivering the football experience, including, football authorities and clubs, supporter representatives, police and local and public authorities at both national and local level.

3. The good practices are not intended to be prescriptive as the concept of service is an evolving element of the integrated approach. New initiatives are continually being developed at international, national and local level in tandem with increased recognition that service provision lies at the heart of reducing safety and security risks.

4. Moreover, whilst the key principles and positive impact of adopting a service ethos have been firmly established, it is neither possible nor desirable to provide definitive models of application in view of wide variations in national and local circumstances. Instead, the aim is to provide a range of good practices which States can take into account in developing, refining and delivering a customised service ethos as part of a broader integrated, multi-agency approach.

5. As indicated throughout this Recommendation, whilst the good practices herein refer to, and are designed to assist delivery of, football-related safety and security operations, States can adapt and apply the content to other sports where necessary or desirable.



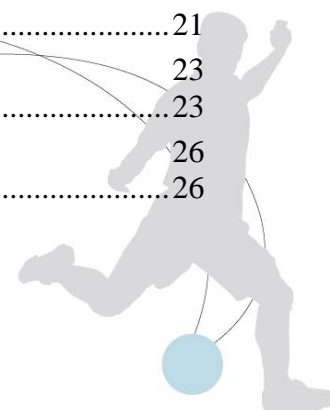
B. Integrated Multi-Agency Approach

6. It must be also stressed at the outset that service-related good practices cannot be considered in isolation from the safety and security good practices contained elsewhere within this Recommendation. The aim throughout should be on developing and implementing an integrated, multi-agency approach to safety, security and service.

C. Thematic Contents

7. For ease of reference, the recommended good practices herein are presented under the following, inter-related, thematic headings:

Section	Theme	Page
A.	Introduction	1
B.	Integrated Multi-Agency Approach	2
C.	Thematic Contents.....	2
D.	Evolution of the Service Ethos	3
E.	Key Principles of Service	3
F.	National Co-ordination and Service	4
G.	Local Co-ordination and Service.....	4
H.	Municipal Authorities and Service	5
I.	Service and Major Football Events	5
J.	Stadium Management and Service	6
K.	Police and Service	6
L.	Understanding Supporter Dynamics and Risks	7
M.	Dialogue and Interaction with Supporters	7
N.	Supporters' Charters	8
O.	Supporter Liaison Officers (SLOs)	8
P.	Inclusiveness and Combating Discrimination and Intolerance	9
Q.	Inclusiveness and Disabled Supporters	10
R.	Community Engagement	11
S.	Service - Communication and Media Strategy.....	11
T.	Fan Coaching and Fan Embassies	12
Appendix 1		13
Dialogue and Interaction with Supporters		13
Appendix 2		16
Supporters' Charters		16
Appendix 3		18
Service (Hospitality) Principles at Major Football Events		18
Appendix 4		21
Preventative Projects - Community Engagement		21
Appendix 5		23
Fan Coaching		23
Appendix 6		26
Fan Embassies.....		26



D. Evolution of the Service Ethos

8. European co-operation, as reflected in the 1985 European Convention on Spectator Violence, and the associated work of the Standing Committee, was initially focused on security considerations. This reflected decades of high profile public order incidents. The remit of the Standing Committee was subsequently expanded to incorporate safety considerations following a number of major safety-related incidents. Widespread awareness of the positive impact that the adoption of a service ethos (or hospitality as it is sometimes known) can have on the football related experience, not least in terms of reducing safety and security risks, only fully emerged over the past decade.

9. Since the European Football Championships in 2004, service provision has played a major role in minimising the scale and impact of security incidents at a series of international tournaments and high profile Champions League and Europa League Finals. However, the extent to which the service concept is adopted for individual international and domestic football matches remains variable for a number of reasons. These include lingering perceptions that the ethos of service is supplementary, rather than integral, to multi-agency planning and delivery of football safety and security operations.

10. European experience evidences that this perception is often linked to an understandable but disproportionate emphasis which football crowd management operations (inside and outside of stadia) have long placed on security threats, and on risk fans, along with a lack of appreciation of the potential impact which service can have on reducing the actual level, and potential scale, of potential risks.

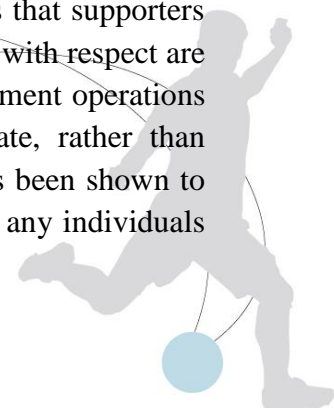
11. In addition to risk reduction, the good practices herein encompass a wide range of processes and initiatives designed to generate an inclusive and welcoming environment for supporters, provide reassurance to local communities, and otherwise help develop enhanced co-operation between public and private authorities responsible for managing the football experience.

E. Key Principles of Service

12. The service concept centres on the key principles of effective communication and the adoption of measures designed to demonstrate a commitment to ensuring the safety, security and wellbeing of supporters inside and outside of stadia. However, the concept extends to initiatives that are longer term and wider in character, including community and other social projects designed to generate a sense of partnership between public and private agencies involved in football-related events and the wider community, including supporters.

13. However, service is not simply altruism on the part of public and private agencies, it also has a direct impact on the security and safety dynamic and cannot be considered in isolation.

14. In terms of security, European experience and academic research evidences that supporters react positively when made to feel welcome and valued. In short, supporters treated with respect are far more likely to respond in kind. This is especially the case when crowd management operations (inside and outside of stadia) are perceived to be appropriate and proportionate, rather than indiscriminate, in character. This hospitality (as it is often described) approach has been shown to encourage self-regulation of behaviour and assist in marginalising the influence of any individuals



or groups seeking confrontation and, as a consequence, help prevent the escalation of any minor incidents into significant public disorder. Moreover, there is also evidence that supporters categorised as risk fans are not necessarily pre-determined to act in a criminal and/or anti-social manner and are not immune from the positive impact of hospitality-focused operations.

15. In terms of stadium safety, the adoption of a service ethos can have a major impact on the perceptions and behaviour of supporters. The reality is that supporters may not consider themselves as customers, but they respond positively when treated as such. Clean and well maintained toilets, refreshment outlets and other facilities, along with polite and respectful stewarding operations, all help to generate a welcoming environment in which supporters are more likely to comply with safety instructions and manage their own behaviour and that of their peers. Service also makes good business sense as it will encourage spectators to return and bring their friends and families. But, ultimately, the application of a service ethos is integral to minimising safety risks. For example:

- long queues cause irritation and impatience;
- poor confiscation and deposit policies show disrespect;
- dirty facilities invite sloppy behaviour;
- fences make fans feel caged and influence their behaviour towards rival supporters and stadium personnel;
- poor viewing causes excessive crowd movements and/or standing in seated areas.

16. Service is neither a soft option nor an alternative to tackling misbehaviour or excluding troublemakers. It is complementary to effective crowd management (inside and outside of stadia) and to implementation of an effective exclusion strategy. In isolation, a service-orientated environment will not necessarily make the football experience more welcoming, especially if the atmosphere is perceived as intimidating and unsafe because of the behaviour of some supporters. That is why the integrated approach to safety, security and service is so important and why each component should be pursued in a holistic manner.

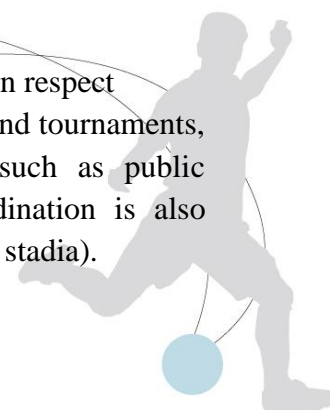
F. National Co-ordination and Service

17. The important role of Government in overseeing an integrated, multi-agency approach to safety, security and service is highlighted throughout this Recommendation. Government-led, national co-ordinating arrangements are crucial in terms of ensuring that all facets of an integrated strategy are applied in a comprehensive and consistent manner by all of the agencies involved in managing the football experience. This includes encouraging all agencies to adopt a service-focused approach to their operations.

18. National co-ordination is also important in terms of encouraging private and public agencies to engage in preventative and community-wide initiatives at both national and local level.

G. Local Co-ordination and Service

19. Co-ordination of local, multi-agency arrangements is particularly important in respect of the provision of a range of services in cities and towns hosting football matches and tournaments, including crucial logistical considerations impacting on the event dynamic, such as public transportation, hospitality related activities, information channels. Local co-ordination is also essential in respect of crisis planning for emergency scenarios (inside and outside of stadia).



20. The aim throughout should be on making public spaces safe, secure and welcoming for spectators and local communities alike before, during and after football matches. In practice, this requires public, private and other agencies to work together in preparing appropriate and proportionate preventative measures designed to enhance the football experience for supporters whilst minimising disruption to local communities and businesses (especially those located in the vicinity of football stadia and in locations where supporters are likely to gather before and after matches).

21. Local co-ordination is also crucial in respect of ensuring that supporters and the wider community are consulted about, and kept informed of, crowd management strategies in public and private spaces (including in and around football stadia) and in promoting engagement with, and providing reassurance to, local communities and resident and visiting supporters.

22. Local co-ordination can also provide a catalyst for identifying and overseeing delivery of football-related community and wider social preventative projects and in promoting the active engagement of local football clubs and partner agencies within local communities. Such initiatives are not simply about demonstrating a service ethos towards the wider community but are also based on self-interest in terms of: developing close links with the resident communities; enlarging the pool of potential supporters; helping to promote inclusiveness; and preventing a range of anti-social and criminal behaviour which may have a negative impact on the football experience.

H. Municipal Authorities and Service

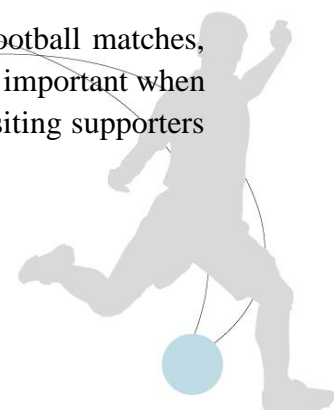
23. Municipal and regional authorities are best placed to organise and oversee co-ordination of local multi-agency preparations for football events, whether as regulators, co-ordinators of safety or security measures, owners of football stadia, employers of the staff running those facilities, or initiators of preventative social and educational measures.

24. The pivotal role played by municipal authorities is most evident in respect of hosting major football matches or tournaments but also extends to one-off football events. At most football events played across Europe, the vast majority of supporters will be resident in the city or town in which the match is played. There is a direct link, therefore, between match planning by municipal authorities and community projects designed to promote social inclusion in the host city (See Section R below).

25. The important role of municipal authorities in promoting dialogue and a service ethos as part of a wider safety and security remit is pursued further within Annex A (Safety - Recommended Good Practices).

I. Service and Major Football Events

26. The importance of providing a service-orientated approach applies to all football matches, irrespective of the status of the match or size of the crowd. However, it is especially important when hosting high profile matches or tournaments, not least because of the number of visiting supporters and, for a tournament, the diversity of their character and culture.



27. Guidance on a range of service or "hospitality" principles and measures that have proven to be effective at tournaments, and which can be customised and adopted in respect of one-off domestic and international football events, is provided at Appendix 3.

J. Stadium Management and Service

28. As stressed throughout, service is integral to in-stadia safety and security operations. European experience demonstrates that providing an environment in which spectators feel valued will facilitate:

- respect for stadium facilities;
- recognition that stewarding and other crowd management arrangements are appropriate and designed to protect spectator health and safety;
- high levels of compliance with stewarding instructions;
- widespread self-regulation; and
- reduced tolerance of violent, discriminatory and other anti-social behaviour.

29. In view of the direct connection between in-stadia safety and service, this theme is pursued in greater depth within Annex A (Safety - Recommended Good Practices).

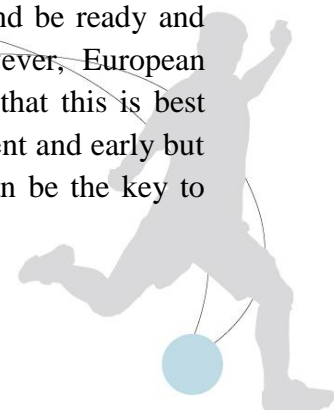
K. Police and Service

30. Although the profile and activities of the police in connection with football is sometimes perceived as being purely focused on public order and preventing and responding to criminality, policing agencies also have a wide range of safety responsibilities, notably in respect of protecting life and property. Supporters (even those who misbehave) and the wider community alike expect the police to respond effectively if they perceive their safety to be at risk. On a daily basis policing agencies are expected to deliver to the community a range of service-focused functions both as a matter of routine and in emergencies.

31. However, European experience evidences that the police do not always apply this essentially service ethos to policing football operations and can be reluctant to play a proactive role in generating a reassuring and welcoming environment especially but not exclusively outside of stadia.

32. This is not surprising as decades of having to deal with relatively high levels of misbehaviour by what is usually a small minority of supporters can distort perceptions of the policing role at football matches, both among policing personnel and supporters alike. As a consequence, the distinction between proactive and service-focused crowd management and reactive and repressive public order operations can sometimes become blurred.

33. Clearly the police have to pre-plan for dealing with any public disorder and be ready and able to respond to misbehaviour in a timely and proportionate manner. However, European experience and academic research in the field of crowd dynamics, demonstrates that this is best achieved through intelligence gathering, dynamic risk assessment, graded deployment and early but targeted intervention. At every stage, effective communication with supporters can be the key to preventing minor tensions and incidents escalating into significant public disorder.



34. Experience also evidences that dialogue with supporters lies at the heart of the service approach and is integral to policing football operations generally. This important theme is pursued in more depth within Annex B (Security - Recommended Good Practices).

L. Understanding Supporter Dynamics and Risks

35. The importance of understanding supporter dynamics and associated risks when designing and delivering effective and proportionate policing football operations is stressed in Annex B. However, European experience demonstrates that it is also a pre-requisite to effective national and local co-ordination, the design of enabling legislative, regulatory and administrative frameworks, and in determining the character and content of an integrated strategy, including service provision.

36. The reality is that no matter how well-intentioned, the impact of logistical and other services designed to make supporters feel welcome and appreciated, can be undermined if they are based on superficial analysis and stereotyping of supporter behaviour and culture.

M. Dialogue and Interaction with Supporters

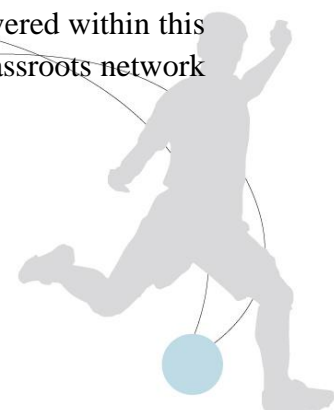
37. European experience also demonstrates the value of pro-actively engaging with supporters, both during operational activity and on a regular structured basis. This process is often labelled as "dialogue".

38. In essence, effective communication lies at the heart of the service concept and is stressed throughout this Recommendation. Appendix 1 provides detailed theoretical and practical guidance on the principles and mechanics associated with developing and implementing an effective supporter dialogue strategy. It incorporates guidance on the following themes:

- ensuring an open and transparent dialogue between supporters, clubs, police and authorities on a short-term (match preparation) and long-term basis (problem solving);
- creating opportunities for discussion;
- setting-up a thorough engagement with representatives of supporter groups, supporter focused initiatives and experts in supporter dynamics;
- fostering good behaviour; and
- ensuring that the principle of fairness and respect in dealing with supporters is practiced.

39. Good practices on various applications of dialogue in respect of safety measures, inside and outside of stadia, and in respect of policing football operations are also provided in Annex A (Safety) and Annex B (Security) respectively.

40. A supporters' perspective on the importance of dialogue and other issues covered within this Annex can be obtained from Football Supporters Europe (FSE), an independent, grassroots network of football fans in Europe (<http://fanseurope.org>).



N. Supporters' Charters

41. Increasing recognition of the need for the interests of supporters to be taken into consideration in the overall policy of football clubs has prompted the development of supporters' charters. The charters are an agreement between the football club and the supporters covering a wide range of issues that impact on the supporters' match day experience, including:

- merchandising;
- combating racism and violence;
- transparent, uniform, fair and socially inclusive ticketing system;
- supporters' activities to create a positive atmosphere in the stadium;
- consumption of drinks and snacks in and around the stadium;
- supporters with disabilities.

42. Appendix 2 provides an outline of guidance and good practice in respect of Supporters' Charters. Further information can be obtained from UEFA, Supporters Direct (SD) (<http://www.supporters-direct.coop>) and the FSE (Football Supporters Europe) Handbook on Supporters' Charters, the contents of which have been endorsed by UEFA and other partner agencies.

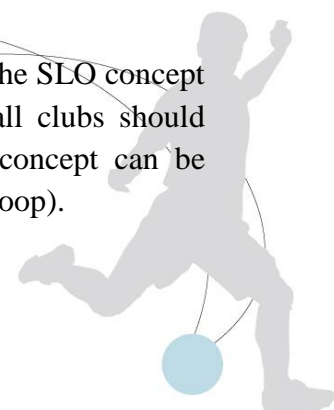
O. Supporter Liaison Officers (SLOs)

43. European experience evidences the mutual benefits to be derived from effective communication between football clubs and their supporters. One tangible outcome of that experience centres on UEFA (following close liaison with Supporters Direct) formalising the concept in UEFA club licensing arrangements which oblige all football clubs competing in UEFA competitions to appoint a Supporter Liaison Officer (SLO).

44. That obligation centres on the appointment of an SLO to act as a bridge between a club and its supporters in order to help improve communication between both parties; provide a link with other parties involved in football, including the police; encourage self-regulation by supporters; and promote respect and tolerance for other supporters and for minorities who attend football matches. SLOs are also required (inter alia) to:

- work with a club's access (disability) officer to help improve access to stadiums for disabled supporters;
- work to ensure that their stadium is welcoming to all communities (including ethnic minority and LGBT supporters) and that all forms of discriminatory behaviour are prohibited;
- work to ensure that their stadium incorporates provision for families and that Junior supporters' or kids clubs are established and used to provide a means for fostering respect and tolerance.

45. UEFA, in partnership with Supporters Direct, has produced a handbook on the SLO concept which, in addition to outlining the functions of SLOs, also suggests that football clubs should appoint a "genuine" supporter as their SLO. Further information of the SLO concept can be obtained from UEFA and/or Supporters Direct (SD) (<http://www.supporters-direct.coop>).



P. Inclusiveness and Combating Discrimination and Intolerance

46. The need for football events to be wholly inclusive and attractive to all sections of the community is a key component of the service-orientated approach. To that end, there should be no tolerance of any form of discriminatory behaviour or demonstrations of excessive intolerance. The football experience (inside and outside of stadia) should be welcoming and enjoyable for everyone irrespective of their race, colour, language, religion, nationality, national or ethnic origin, disability, age, gender or sexual orientation.

47. Experience and good practice suggests that States should establish a national multi-agency body to co-ordinate and oversee delivery of an action plan comprising comprehensive and sophisticated measures for preventing and countering racist and all other forms of discriminatory behaviour in connection with football events.

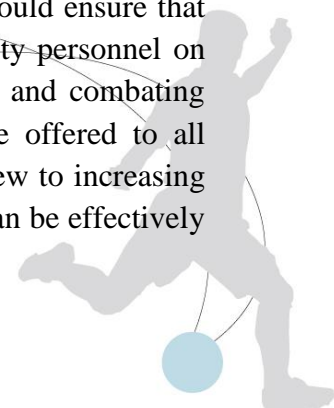
48. This co-ordinating body should ensure that a clear legal framework is in place and implemented. The legal framework should provide a clear definition of what constitutes discriminatory and intolerant behaviour and include a range of offences, including:

- public incitement to violence, hatred or discrimination;
- public insults and defamation;
- threats against a person or a grouping of persons;
- public expression of an ideology which claims the superiority of, or which depreciates or denigrates, another group of persons on the basis of race, colour, language, religion, nationality, ethnic origin, disability, gender or sexual orientation;
- public denial, trivialisation, justification or condoning of discrimination or intolerance;
- public dissemination or public distribution, or the production or storage with the intention of public dissemination or public distribution, of written, pictorial or other material containing manifestations of discrimination or intolerance covered under the legislation.

49. The law should be drafted to ensure that certain types of behaviour witnessed in some stadia is prohibited, including racist insults and chanting, the flaunting of racist or political extremist banners and symbols and the wearing, distribution and selling of racist and other discriminatory banners, symbols, flags, leaflets or images.

50. Sanctions and penalties imposed as a result of racist and other discriminatory behaviour should be proportionate but sufficiently robust to prevent and deter potential offenders and, where appropriate, include an educational dimension.

51. In addition to a comprehensive legal framework, the co-ordinating body should ensure that specialist training is provided for the police, stewards and other safety and security personnel on implementation of the law, how to recognise related offences, and in identifying and combating more encoded forms of discrimination and intolerance. Training should also be offered to all persons involved in the justice system, including police and prosecutors, with a view to increasing their knowledge about discriminatory and intolerant behaviour and how such acts can be effectively prosecuted.



52. Stadium authorities also have a clear role to play in terms of refusing entry to persons, who display or carry with them racist or other discriminatory leaflets, symbols or banners. They also need to liaise with the police about preventing the distribution and sale of racist and other discriminatory and intolerant material in or near the stadia complex. Opportunity should be taken to remind all spectators that discriminatory and intolerant behaviour will not be tolerated. Clear messages should feature in their communication strategy (e.g. websites, game programmes, fan magazines, billboards).

53. SLOs should work closely with supporter groups in determining the football club's anti-discrimination and intolerance strategy and on how to encourage supporters to self-regulate and encourage victims to come forward with complaints.

54. The anti-discrimination multi-agency co-ordinating body should also organise awareness-raising campaigns and develop an effective and targeted communications and media handling strategy. A particular focus should be put on encouraging supporter-driven anti-discrimination initiatives as they can significantly increase peer pressure against discrimination on and off the pitch.

55. Additional and more detailed information on this matter can be obtained from the European Commission against Racism and Intolerance (ECRI) and Football Against Racism in Europe (FARE) (<http://www.farenet.org>) and European Gay & Lesbian Sport Federation (EGLSF) (<http://www.eglsf.info/>).

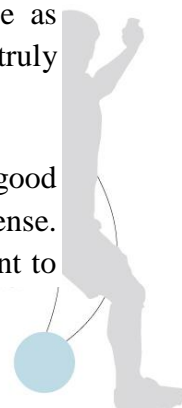
56. Stadium management also have a role to play in setting an example through taking steps to ensure that stadium personnel reflect the communities that live and work in the locality of the stadium. This can be done through ensuring that recruitment strategies for stewards, volunteers and other stadium staff actively encourage applications from both genders and all communities.

57. The presence of a diverse workforce, reflective of the population generally, can have a major impact on the perspectives of spectators and provide reassurance to people whose expectations may have been distorted by negative publicity regarding, for example the perceived exclusion of spectators on the grounds of ethnicity, religion, gender or sexual orientation or any racist or other discriminatory behaviour associated with football.

Q. Inclusiveness and Disabled Supporters

58. Accessibility for disabled people is not simply about service provision; it is also about enabling the disabled to exercise their rights to participate fully in society. Failure to recognise or act upon that responsibility is considered a form of discrimination. Access is a basic human right and a fundamental pillar of social justice. Social justice is about the acceptance of people as individuals and about access to fair and equal opportunity to participate fully in social life. A truly accessible environment is one where all barriers to integration have been removed.

59. Moreover, disabled people should be seen as valued customers with the provision of good access and other services recognised as not only as morally correct but also as good business sense. There are more than 80 million disabled people living in the European Union alone (equivalent to



the populations of Belgium, the Czech Republic, Greece, Hungary and the Netherlands combined) and they are just as likely to be football supporters as the rest of the population. Many aspire to attend matches on a regular basis and disabled people have the right to enjoy football in the same way as everyone else.

60. Advice on making football stadia and its environs accessible to the disabled can be obtained from the Centre for Access to Football in Europe (CAFE) (<http://www.cafefootball.eu>).

R. Community Engagement

61. As highlighted throughout this Recommendation, local authorities and partner agencies have a key role to play in making provision for the impact of football matches in public spaces in city/town centres and on transit/public transport routes into the city and to and from stadia.

62. This incorporates assessing risk and preparing appropriate and proportionate preventative measures designed to minimise disruption to local communities and businesses (in particular those located in the vicinity of football stadia). It also encompasses co-ordinating multi-agency delivery of a range of initiatives designed to promote engagement with, and provide reassurance to, local communities.

63. On the basis of European experience, the importance of local authorities (in partnership with the police, football clubs and other key local agencies) engaging in a range of preventative activities and related community initiatives cannot be under-estimated in terms of providing mutual benefits for communities and football clubs alike.

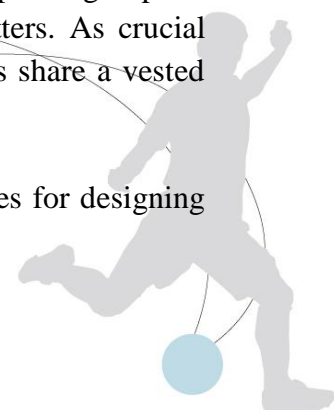
64. Appendix 4 provides more detailed advice on the socio, educational and other preventative initiatives that can have a direct bearing on the football experience and the relationship between football clubs and local communities.

65. The options cited are not intended to be exhaustive as community engagement is a continually expanding and evolving area. This is logical as municipal authorities, police, football clubs and partner agencies all have a vested and ongoing interest in developing an increased and more diverse local supporter base, promoting social cohesion and combating racism and intolerance, reducing football-related criminality among local residents, and otherwise contributing to the well-being of local communities.

S. Service - Communication and Media Strategy

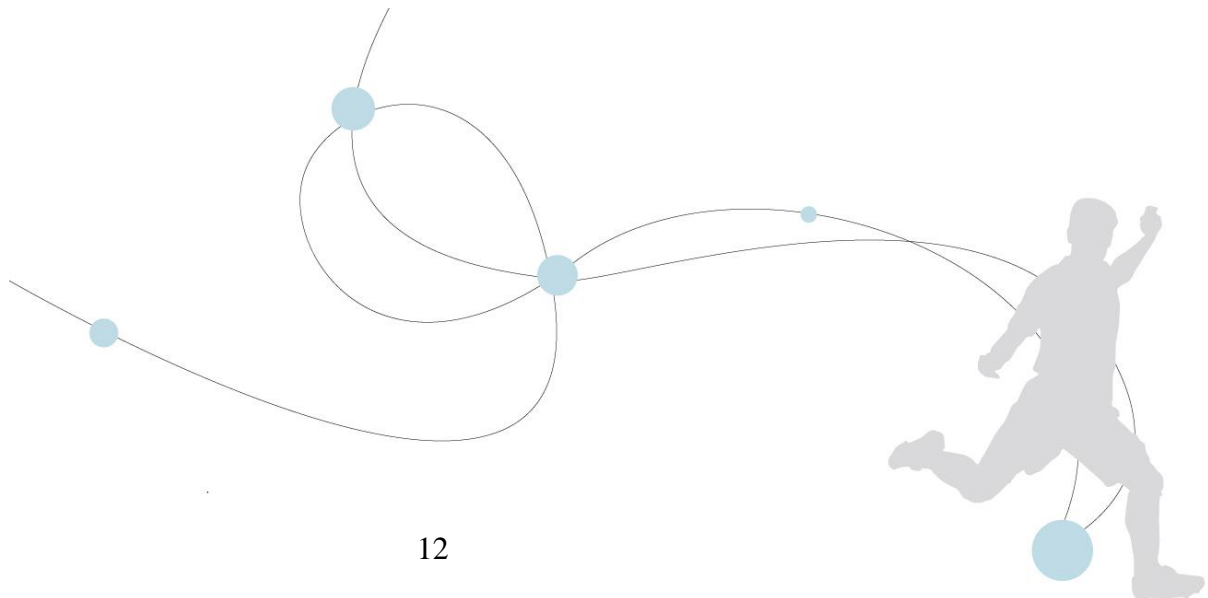
66. The importance of developing a multi-agency communications and media handling strategy is also stressed throughout this Recommendation. A key feature and purpose of such a strategy centres on the dissemination of information to supporters and local communities. However, a comprehensive approach should also encompass a commitment to engage with supporter groups in order to provide clear messages and glean a fans perspective on a range of matters. As crucial stakeholders in the football experience, public and private agencies and supporters share a vested interest in developing effective dialogue arrangements.

67. Appendix 1 provides additional guidance on the aims, options and structures for designing and delivering a comprehensive communication strategy.



T. Fan Coaching and Fan Embassies

68. Two high profile supporter-focused initiatives which many countries have successfully pursued centre on fan coaching initiatives and fan embassies. They are quite different in design and character but both are directly linked to the ethos of service and engagement with supporters. Appendices 5 and 6 provide details of the two initiatives respectively.



Appendix 1

Dialogue and Interaction with Supporters

Notes on Good Practices

Dialogue with supporters is interpreted and applied in various ways across Europe.

It can and does incorporate both (i) ongoing interaction and communication with supporters by front line practitioners, notably policing personnel and stewards, as part of their crowd management duties; and (ii) formal dialogue structures involving supporter groups, and a range of private and public agencies involved in organising and managing football related events inside and outside of stadia.

The first option has proven to be a highly effective means for generating a welcoming environment in connection with football events, providing clarification on crowd management arrangements, and defusing any emerging tensions and potential conflict scenarios. The primary benefit of such an approach is that it embraces dialogue with all supporters and is not focused on organised supporter groups possessing their own agenda.

However, the second option provides limited access to the far majority of supporters but can still prove useful in terms of generating effective communication mechanism with what can be influential supporter representatives.

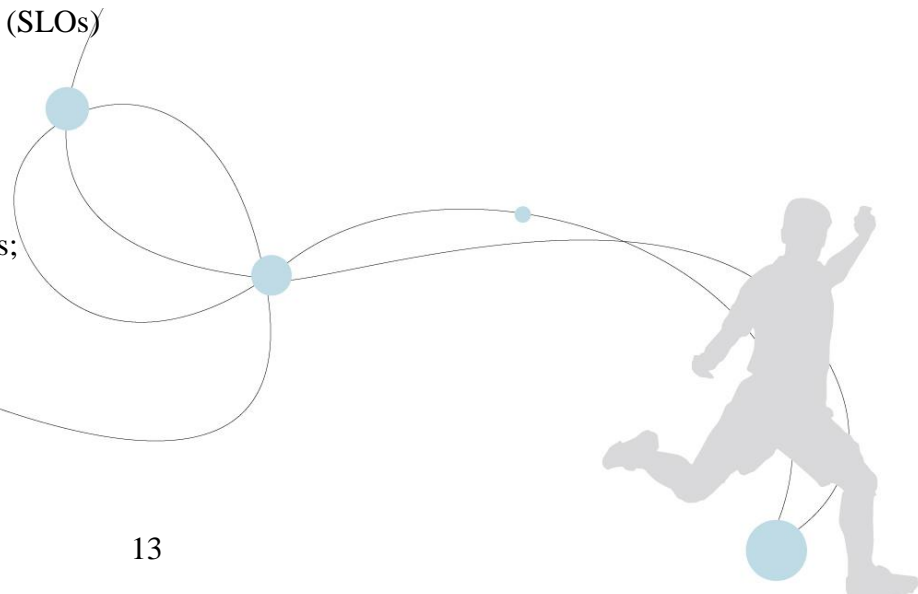
The options are not mutually exclusive and both can be pursued as part of an effective supporter liaison strategy.

The following good practice notes focus on key considerations when developing and implementing a structured approach to communicating with supporters.

Aim: Establish a commitment to engaging in open and transparent dialogue with supporters regarding both short-term (match preparation) and long-term (problem solving) objectives.

Structure: Set up supporter dialogue structures at international, national and local level involving representatives of key agencies, including, where appropriate:

- supporter groups;
- supporter focused initiatives;
- professional supporters projects;
- Supporter Liaison Officers (SLOs)
- municipal authorities;
- police;
- transport organisations;
- football clubs;
- national football authorities;
- stadium safety officers;

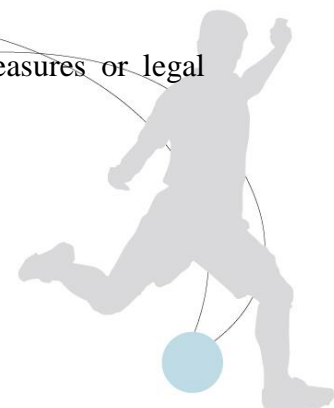


Dialogue is intrinsically a two-way process and there are a number of communication options available for sharing information and perspectives and otherwise engaging with supporters. These include:

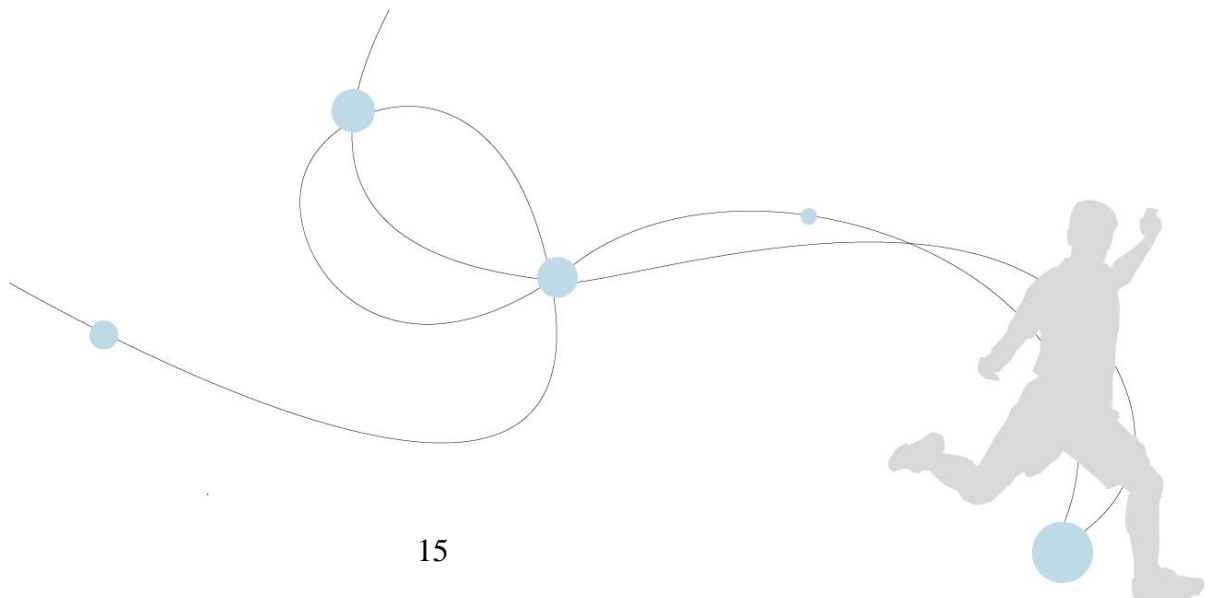
- supporter forums;
- supporter panels or consultation groups for gathering feedback from fans;
- supporter satisfaction surveys/fan feedback forms;
- supporter clinics or surgeries (informal meetings between club personnel and supporters);
- complaints procedures;
- newsletters and similar publications;
- social media channels (Facebook, Twitter, etc.);
- match day volunteers to assist supporters with a wide range of issues;
- fan zones;
- fans embassies (e.g. at European matches);

Good Practices:

- avoid stereotyping and negative labelling between supporters and police;
- recognise and respect different perspectives and interests;
- ensure that dialogue takes place at regular intervals;
- generate mutual respect by communicating in a clear and transparent manner;
- create opportunities for those involved in match day safety and security planning to engage with supporters;
- discuss supporter perspectives and fan culture along with established good crowd management practices;
- engage in socio-preventive work with supporters;
- encourage football clubs to take supporters' views into account on all topics which directly affect them such as ticket prices, stadium facilities, fan orchestrations etc;
- provide information on the club homepage and via all relevant channels of communication, such as social media (Facebook, Twitter, etc.);
- discuss joint initiatives designed to prevent and tackle racism and all forms of discrimination;
- encourage and facilitate self-management of behaviour;
- encourage all professional football clubs to appoint a Supporter Liaison Officer (SLO) with responsibility for engaging with their fans - the SLO should act as a focal point for engagement between the club and supporters and work with the local police and other bodies concerned with safety and security, including club safety and stadium management;
- commit to treating all supporters on the basis of their behaviour rather than reputation;
- providing clear instructions and information on what supporters can expect on a match day;
- explain the background to, and rationale for, safety and security measures or legal measures;



- consult supporters in the preparations of legal measures or in the preparation of the safety and security strategy for an event;
- focus on challenges which can enhance future co-operation and mutual understanding rather than issues which have previously generated problems;



Appendix 2

Supporters' Charters

Guidance Notes

1. The aim is to encourage football associations, clubs, supporter clubs and associations and/or other appropriate bodies in football and other sports to prepare a joint supporters' charter, based upon the following principles:

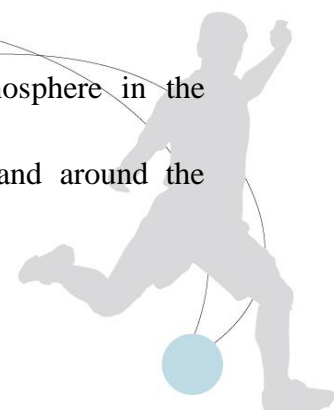
- a supporters' charter is an agreement between the football club and the supporters about what each party can expect from the other;
- a supporters' charter not only imposes obligations on supporters, it also sets out clubs' obligations towards supporters, with the aim of achieving a balance between the interests of all parties involved;
- the aim of a supporters' charter is twofold:
 - to improve communication between the different sections of the club and the supporters; and
 - to establish an agreement between the football club and the supporters ;
- the club representatives involved in producing a supporters' charter must have enough influence and decision-making power within their club;
- the supporters' delegation must broadly represent, and be accepted by, all supporters;
- other parties, such as the police and/or the local authorities can provide valuable input regarding safety and security matters;
- the supporters' charter must be re-appraised and renewed every (football) season.

2. Recommend to football clubs that they adopt clear procedures for discussing and agreeing on supporters' charters. These procedures could include the establishment of a working group comprising representatives of all parties which would:

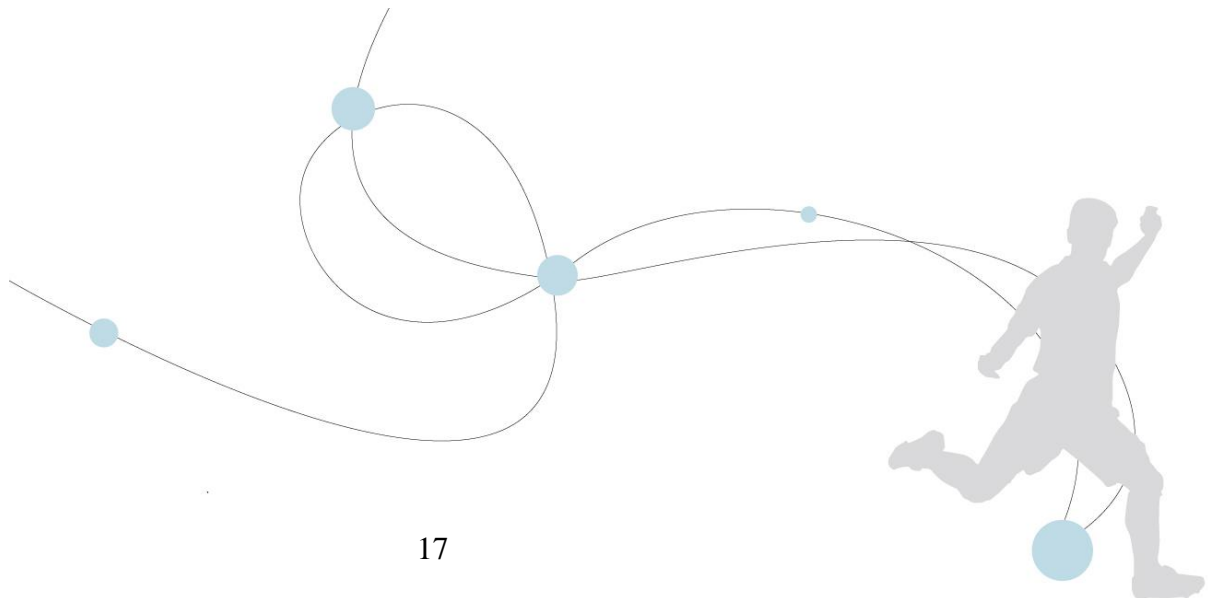
- draw up an agenda;
- conduct a substantive discussion;
- communicate the results internally (club and supporters) and externally (media).

3. Encourage football associations, clubs, supporters and/or other appropriate bodies in football and other sports to include the following minimum items in a supporters' charter:

- as a rule, a supporters' charter should cover membership, consultation and information, accessibility and use of stadiums, communication about the safety policy for spectators, kick-off times (where this is within the control of the club), merchandise, community activity, the club's strategy, loyalty rewards, and transparent and balanced measures to combat racism, other forms of discrimination and violence;
- a transparent, uniform, fair and socially inclusive ticketing system;
- arrangement for supporters' activities which create a positive atmosphere in the stadium;
- arrangement concerning the consumption of drinks and snacks in and around the stadium;
- arrangements for supporters with disabilities.



Further information can be obtained from Supporters Direct (SD) (<http://www.supporters-direct.coop>) and the FSE (Football Supporters Europe) Handbook on Supporters' Charters, the contents of which have been endorsed by UEFA and other partner agencies.



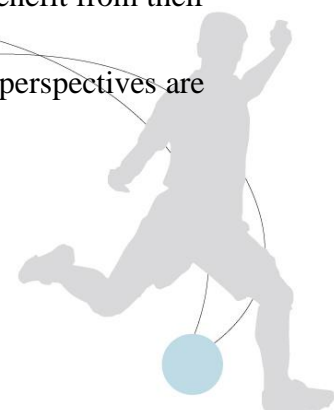
Appendix 3

Service (Hospitality) Principles at Major Football Events

Guidance Notes

1. All parties involved in managing a football events, including event organisers, municipalities and the police, should work closely together and collectively:

- recognise the importance of a customer-oriented approach, taking account, and welcoming the diversity, of fan culture in multi-agency planning for the event;
- recognise that well-informed, well-cared-for supporters feel comfortable and that people who feel comfortable remain relaxed;
- arrange for a high level of spectator hospitality both during matches and during free time before or after matches;
- ensure that visiting supporters are treated in the same way as home supporters, including with regard to the use of banners, flags;
- make full use of measures which have proved to be successful and effective in previous major football events and which provide supporters with sufficient information and facilities, for example fan embassies, fan parks, public viewing areas, and other facilities designed supporters;
- in this context, make full use of guidance on public viewing areas in Annex A of this Recommendation;
- make sure that information on fan culture, supporter behaviour in all its diversity is widely disseminated among the local population, local businesses, local tourism agencies, local police/security forces and media to avoid unwarranted concerns;
- ensure that there are sufficient opportunities for friendly, relaxed meetings between the opposing supporter groups e.g. by offering activities they can both attend (such as street kick about areas, painting walls, table soccer, joint fan parties or concerts);
- avoid gender-related stereotypes in the planning and implementation of the event since women are the largest growing group of spectators at football events - as a rule female supporters have the same needs and preferences as male supporters.
- recognise that football events attract people from all over the world, and ensure that there is widespread information and training designed to guarantee a warm and discrimination-free welcome for all people, notwithstanding their different cultural, religious and social backgrounds as well as sexual orientation;
- make sure that information is available in every language required by the event.
- work with international experts on fan culture, supporter hosting, diversity and anti-discrimination, such as the Football Supporters Europe (FSE) network, the Football Against Racism in Europe (FARE) network and similar institutions to benefit from their experience and knowhow;
- make sure that local supporter (club) groups and supporter cultures and perspectives are taken into consideration in planning the event;

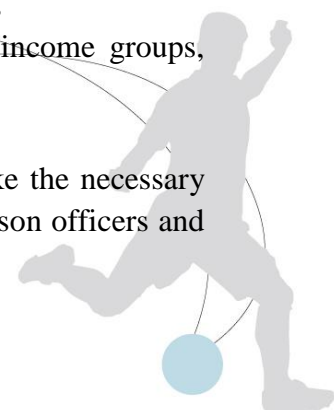


2. Encourage football associations, football clubs and other relevant bodies, public or private, to acknowledge the following principles when organising major football events:

- recognise the social and festive nature of football events;
- recognise that the vast majority of spectators want to enjoy the football event freely in a good-natured and peaceful manner;
- recognise that well-treated and well-cared for spectators are less inclined to cause trouble;
- acknowledge that supporters expect not only an interesting event but also adequate services, decent sanitary facilities, hygienic catering, and clear information;
- accordingly arrange for a sufficient quantity and quality of food and non-alcoholic drinks;
- recognise that the distribution and pricing of match tickets is a sensitive issue and that it is necessary to distribute tickets in as fair, equitable and transparent a manner as possible, within the constraints of the security and safety requirements;
- use all appropriate means to inform spectators about the match/tournament, safety and security requirements, including information on the route to the stadium, guidance within the stadium and the rules applied there;
- arrange for well-trained stewards and/or volunteers to welcome supporters in a friendly manner and to cater for them;
- make full use of guidance on visiting stewards in Annex A of this Recommendation;
- pay proper attention to the special needs of families, women, children, elderly people and the disabled when planning football events. Make sure that disabled supporters have access to all areas. Take account of the growing number of supporters from all parts of society (e.g. women, ethnic minorities and disabled fans) when organising e.g. promotion material, security staff, sanitary facilities, etc.

3. Encourage municipalities to participate actively in the preparation and management of major football events. In particular to:

- ensure the co-ordinated planning and collaboration between different agencies responsible for different aspects of the organisation of major sports events;
- organise side events for supporters between matches or for those who could not attend the event; make sure that these side events are intercultural and bring people from different backgrounds together;
- ensure that local inhabitants and communities are involved in the event;
- ensure the support and involvement of local communities in the event by providing information and proactively encouraging participation;
- make proper arrangements, in close co-ordination with the organising committee and police, for local transport to facilitate the influx of supporters, ensure the smooth circulation of supporters, by whatever means of transportation is chosen;
- provide for adequate accommodation to meet the needs of different income groups, including youth hostels, camp sites, etc.;
- arrange for sufficient catering in all price categories;
- provide sufficient information for visitors and, in this connection, make the necessary arrangements with tourist offices and fan experts, such as supporter liaison officers and the leaders of fan projects, local supporter groups and associations;



- encourage local businesses to take part in the event; ensure that they comply with local alcohol policy relating to the event and contribute to the overall hospitality scheme by offering event-oriented services and products.

Accompanying persons

- Some, but not all, countries find it useful to send “accompanying persons” with their supporters, especially if the supporters travel in organised groups. These persons come from the supporters’ country of residence and are familiar with the culture of their supporters.
- They can be expected to travel with their supporters wherever they go within the host country and to be present in venue cities on the day before, the day of and the day after the game. They may also travel to other locations if large numbers of their supporters are present.
- 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.
- Such “accompanying persons” have no legal status outside their own country so their role must by definition be limited.
- Their main duty is to provide their supporters with appropriate services and information and help in solving any emerging problems or misunderstandings, in close consultation with the fan embassy and host authorities.
- They can play a roving fan ambassador role, helping to develop and strengthen a positive fan culture based on respect and tolerance. In some circumstances, they may also be able to facilitate dialogue between police and supporters to help defuse tensions and settle disputes before they escalate.
- The size of the team and the means of liaison with the organisers, police and local authorities may vary and should be clarified prior to the event.
- Host authorities may find it helpful to recruit welcoming staff and interpreters from among the nationals of visiting countries who reside in the host country.

Activities for local people during international matches and tournaments

- The match or tournament can act as a catalyst for larger-scale preventative activities. Tolerance and respect can be encouraged through multicultural activities and awareness-raising campaigns.
- Awareness can be raised among local people through preventative campaigns designed to emphasise the festive character of the event, and, in particular, to defuse any concerns generated prior to the event.
- People who manage bars and alcohol retail outlets can play an important role in preventing over-consumption of alcohol. Both staff and management need to be made aware of their responsibilities.

Targeted prevention

- Every effort must be made to ensure that no resident community feels excluded from the event experience and to encourage participation in the festivities.



Appendix 4

Preventative Projects - Community Engagement

Guidance Notes

European experience demonstrates the important role that, what are often termed as preventative measures, can play in adding value to the football experience; enhancing a sense of partnerships between the various public and private agencies involved in managing football events; building close links between the football clubs and local communities; and helping to reduce football safety and security risks.

Such preventive activities vary widely, ranging from evening extra-tutorial lessons for younger members of the community who are alienated from, or struggling at, school; drug awareness and offending initiatives, crime prevention and young offender programmes, football in the community schemes; bringing intra-communities together; tackling racism and intolerance initiatives; and much more besides.

Each of the projects varies in character: some are organised by local authorities; some by charities and voluntary groups; and others are run under government programmes carried out by public or semi-public institutions. Some are national and some are local in character.

A common theme, however, is the involvement of, or link with, football, often with the active participation of local football clubs.

Even if the philosophies and dynamics of the various projects vary, the schemes as a whole have proven to be highly useful and effective.

This guidance is designed to identify, promote and share existing good practices. It is not intended to be prescriptive. It is a menu from which each State may select initiatives according to its needs and circumstances.

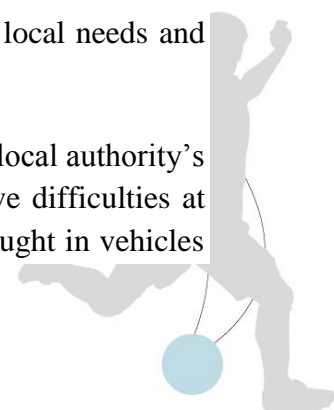
1. The club's role in its social environment

Working with the community

As clubs have a high profile role in local communities, they are uniquely placed to play a pivotal role in supporting broader social policies, promoting sport, encouraging the learning process for young people, and supporting good citizenship. Football's link with society should not be limited to match days.

There are various options available which can be customised to meet national and local needs and circumstances.

One is a community programme that may typically comprise a partnership with the local authority's educational services, under which the club organises 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 and, importantly the self-esteem of the participants.

Another example are the "social units" designed to promote the playing of football in local 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, with the help of government programmes, have set up junior fan clubs, aimed at very young supporters (from 8 to 12 years), designed to encourage sporting and educational activities, as well as offering social support with the help social workers where appropriate. The aim is to promote positive behaviour and higher self-esteem among young people and also encourage a new generation of potential supporters.

To facilitate the participation of professional football clubs in the wider community, each national federation and football club should appoint a designated community engagement person to be responsible for "prevention and social programmes" and tasked to help develop such activities.

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

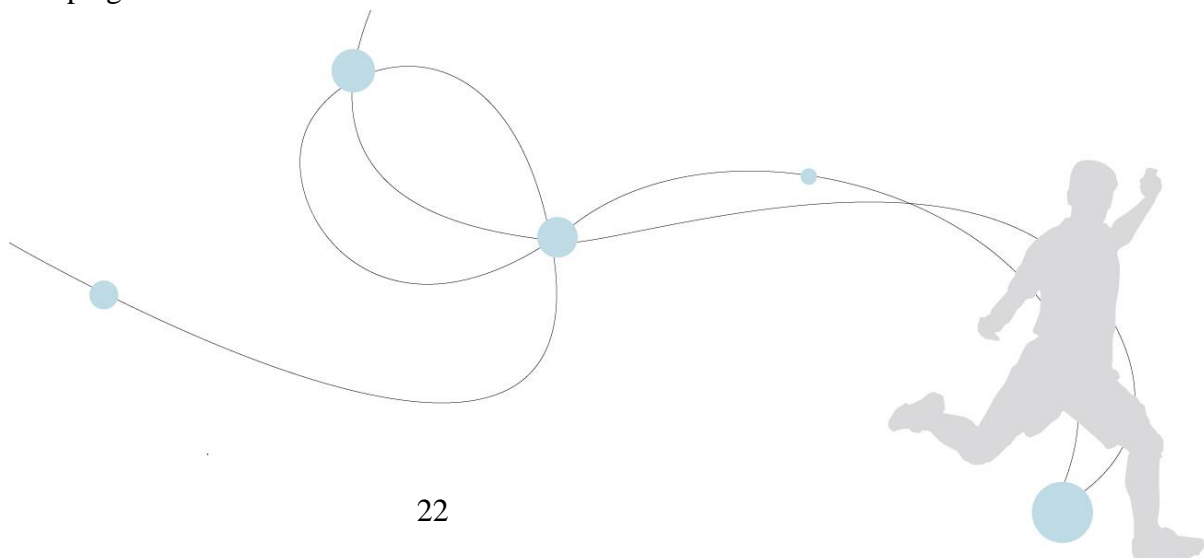
A football stadium should be perceived as an integral part of the wider community and a community asset and provide a catalyst for bringing the club and local communities closer together.

This is especially the case if the club has invested (even in terms of its name or facilities) in: social, educational and social programmes run for and with young people in the neighbourhood; arranging organised tours of the stadium for local people to show that the stadium is accessible; and organising multicultural events in which all local communities and authorities participate.

3. The role of local authorities and other agencies

Educational activities

Local authorities are best equipped to co-ordinate and support activities that use football as a vehicle for delivering preventative projects or promoting social cohesion, especially activities developed in partnerships with schools or targeted at school pupils. Such activities can be very effective in promoting tolerance and respect for other cultures, and in combating racism and other forms of discrimination. The FARE network provides advice on developing and delivering national and international campaigns on such matters.



Appendix 5

Fan Coaching

In some European countries social workers are appointed to co-ordinate socio-preventative activity designed to help prevent football related violence, discriminatory or anti-social behaviour through educational activities targeted specifically at supporters. This activity is designed to supplement passive security measures and police action to manage events. As such, fan coaching is primarily focused on operational preventative policy extending over the medium and long term, based on ongoing grass-roots work with supporters.

Fan coaching is also designed to promote a positive fan culture and create positive conditions for visiting supporters to enjoy a football match or tournament.

a) Fan coaching principles

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 supporters. It is essential to let projects evolve continually, ensuring that new staff are 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 must also evolve.

In practice, fan coaching is carried out in many different ways, mainly because supporters have different profiles, but also because football-related criminality itself differs as well. Fan coaching is therefore a flexible concept, adapted to each situation on the ground, according to local needs and specific national cultures.

b) Fan coaching funding

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.

c) Fan coaching Staff

“Fan coaches” usually work under an employment contract with local authorities or any other competent organization/agency.

d) Fan coaching Methods

Whilst fan coaching is primarily focused on the organisation of structured educational and social activity, it can also involve the provision of outreach work, such as mobile match-related activity which can assist policing operations

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 supporters, 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.

e) Relations between fan coaching schemes and the police

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, but also limitations, 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.

f) Medium and longer term co-operation

In successful projects, the police and fan coaches have established a formal mechanism for consulting each other and exchanging information, co-ordinated through the municipal authorities. At the same time, while there is considerable synergy between a successful police operation and the daily work of a fan coaching structure, it is not considered advisable to integrate the police into the fan-coaching structure as this could undermine the added value of fan coaching in terms of preventing and reducing safety & security risks.

However, the shared objective of reducing football related risks means that the police can support and work with fan coaching staff with longer term objectives in mind.

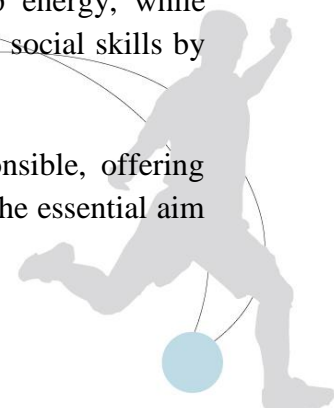
g) Educational activities

The educational activities of fan coaches can provide a valuable opportunity to carry out targeted educational work with young supporters outside the particular context of matches.

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 develop positive social skills 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.

h) Social support

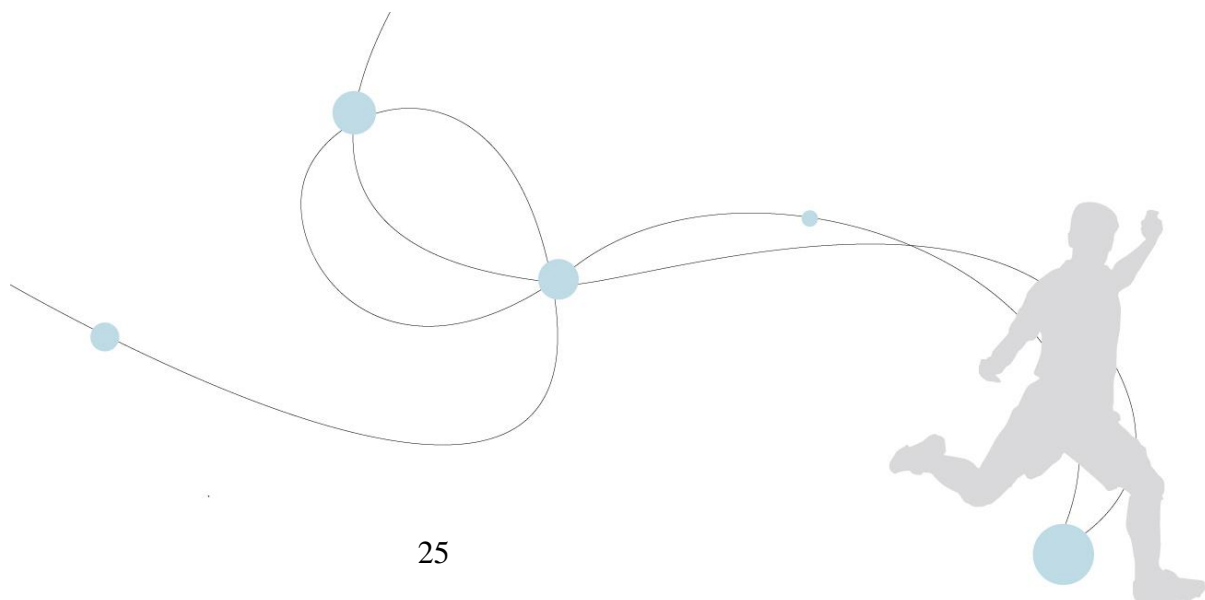
The link with football may provide an opportunity to carry out social work targeted at certain disadvantaged groups. Fan coaching may thus enable individuals with social difficulties who are not helped by conventional institutions to be given assistance. When fans' social situations are improved, this can lead to a positive outcome.

i) Street work

Constant 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.

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



Appendix 6

Fan Embassies

Fan embassies are intended to offer a means for meeting the specific needs of visiting supporters in connection with a football event. They are usually associated with football tournaments but can also be deployed for international and domestic matches where a significant number of visiting supporters are involved.

Fan embassies provide visiting supporters with a focal point in the host city or town centre for obtaining a wide range of information and assistance including the location of areas designated for use and refreshment for visiting supporters, local travel and transport arrangements, ticket availability, accommodation, local leisure activities, any planned screenings of matches, theft or loss of documents health care and, importantly, policing strategies and tolerance levels, etc.

Fan embassies also provide a channel of communication between supporters and the local police and other authorities and are a potentially effective means for rapidly and efficiently relaying up-to-date information on any emerging or changing situations.

Fan embassies can also represent the views of the supporters to the authorities if problems arise and take proactive initiatives to build goodwill between different supporter groups and with local minority ethnic communities.

a) Structure

Fan embassies are sometimes set up by the public authorities in the host city or alternatively by the supporters themselves.

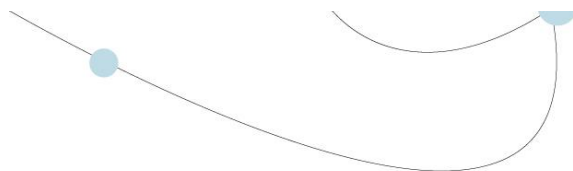
The key requirement is that the structure should be capable of dealing with supporters in an appropriate manner, in particular supporters of the visiting team.

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 deliver their activities effectively.

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 proved to be equally effective.

The staff of a fan embassy should collectively possess an understanding of the fan culture of its target groups; access to detailed local knowledge and close contact with all relevant local agencies; including the police.



c) **Opening hours**

Fan embassies should be accessible and contactable by telephone throughout the period of the event and 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 flexibility, enabling them to adapt to the situations that arise and also to tailor their activities to the needs and lifestyles of visiting supporters.

d) **Location and access**

Choosing a location is a critical part of the preparation for fan embassies. The location should be accessible and visible. The question of location needs to be the subject of close consultation between supporter representatives, police and the municipal authorities. 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. This is especially important for supporters that traditionally gather in city centres and only go to the stadium an hour or two before kick-off.

It can also be useful to set up a fan embassy near the ground, so that supporters have an alternative point of reference during the periods immediately before and after each match.

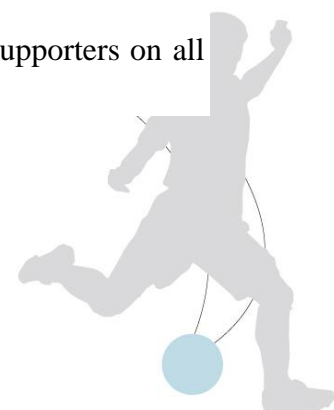
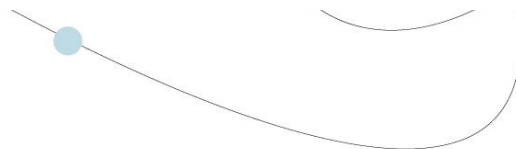
The route to fan embassies should be indicated by means of effective and visible signs, making it easy for supporters to find them and making them accessible at any time. Information distributed to visiting supporters before the event should give the location and other details of the fan embassy. The distribution of city maps to visiting supporters, showing the location of the fan embassy and other useful information such as the location of bus stops, cash dispensers, etc. will also be of assistance to, and appreciated by, these visiting supporters.

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 safety and 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 avoid the spread of rumours. The widest variety of quite fantastic rumours can circulate among supporters and these may create difficulties. 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 prevent the dissemination of rumours.

A fan embassy can make use of social media (Twitter, Facebook, etc.) to inform supporters on all issues relevant to them.



f) Pre-match arrangements

Fan embassies can distribute brochures containing information about football stadia, their location, access to them, local public transport and match specific information. This information should include legislation of the host country and regulations relating to the to crowd management and stadium entry regulations, including any items that are prohibited and forms of behaviour which are regarded as anti-social. Regulations can vary from stadium to stadium and even from match to match, as far as items such as banners, cameras, mobile telephones, video cameras and umbrellas are concerned.

g) 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 supporters to be told at a sufficiently early stage - and to know that this information is reliable - when a match is sold out, or how many tickets are still available and at what prices, or when ticket sales have finished. Fan embassies should not sell or distribute tickets.

h) Accommodation and car parking

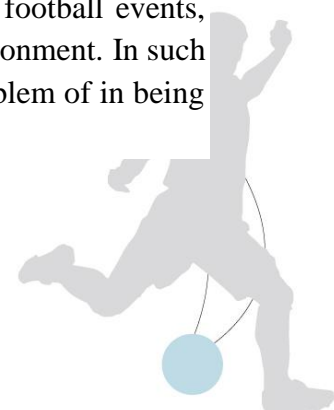
Generally speaking, fan embassies complement or back up conventional tourist offices, which provide information about various types of accommodation and services. It is important that information should be provided not only about hotels, but also about more economical accommodation, such as campsites 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, fan embassies can provide information about more distant accommodation and the means of transport to such accommodation. When more critical cases arise, fan embassies may, in consultation with the local authority or police, fan embassies can provide information on emergency and/or temporary.

In addition to information on public transport timetables (for trains, buses, trams and underground railways), fan embassies can also provide information to supporters on public and privately owned parking areas in the city or near the stadium, along with any park-and-ride facilities and the timetables of shuttles to the ground (ideally with a stop at the “fan embassy”).

i) Theft or loss of documents

Official documents, such as identity cards, passports and social security documents, as well as travel and match tickets, among other things, are frequently lost or stolen during football events, causing dismay to the supporters concerned who may feels lost in an unknown environment. In such scenarios, a fan embassy can be of great assistance in terms of dealing with the problem of in being able to provide access to the relevant authorities.



j) 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.

k) Activities

Fan embassies are a major source of information about leisure, sports and cultural activities organised for local people, or specifically for visiting supporters, in the city as well as details of how to get there. Such activities can sometimes even be organised by the fan embassy in partnership with club or national SLOs or home supporter groups.

l) Information

It is important that all information made available to a fan embassy is up-to-date in order to ensure that the very latest news can be relayed to visiting supporters. This is important as some activities may be organised and not be publicised in official supporter information packs/leaflets. Other activities, news of which can be circulated by the fan embassy might include unplanned public screenings of a football match which can sometimes provide a last-minute solution to the problem of channelling the movements of spectators who cannot be accommodated at a sold-out match.

m) 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, municipal agencies and match organisers can play their part in providing the necessary funding and support for fan embassies.

The European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular Football Matches was developed by the Council of Europe and entered into force on 1 November 1985.

A Standing Committee was set up to follow the implementation of the Convention, to adopt recommendations and to reply to new challenges.

For more information <http://www.coe.int/sport>

